

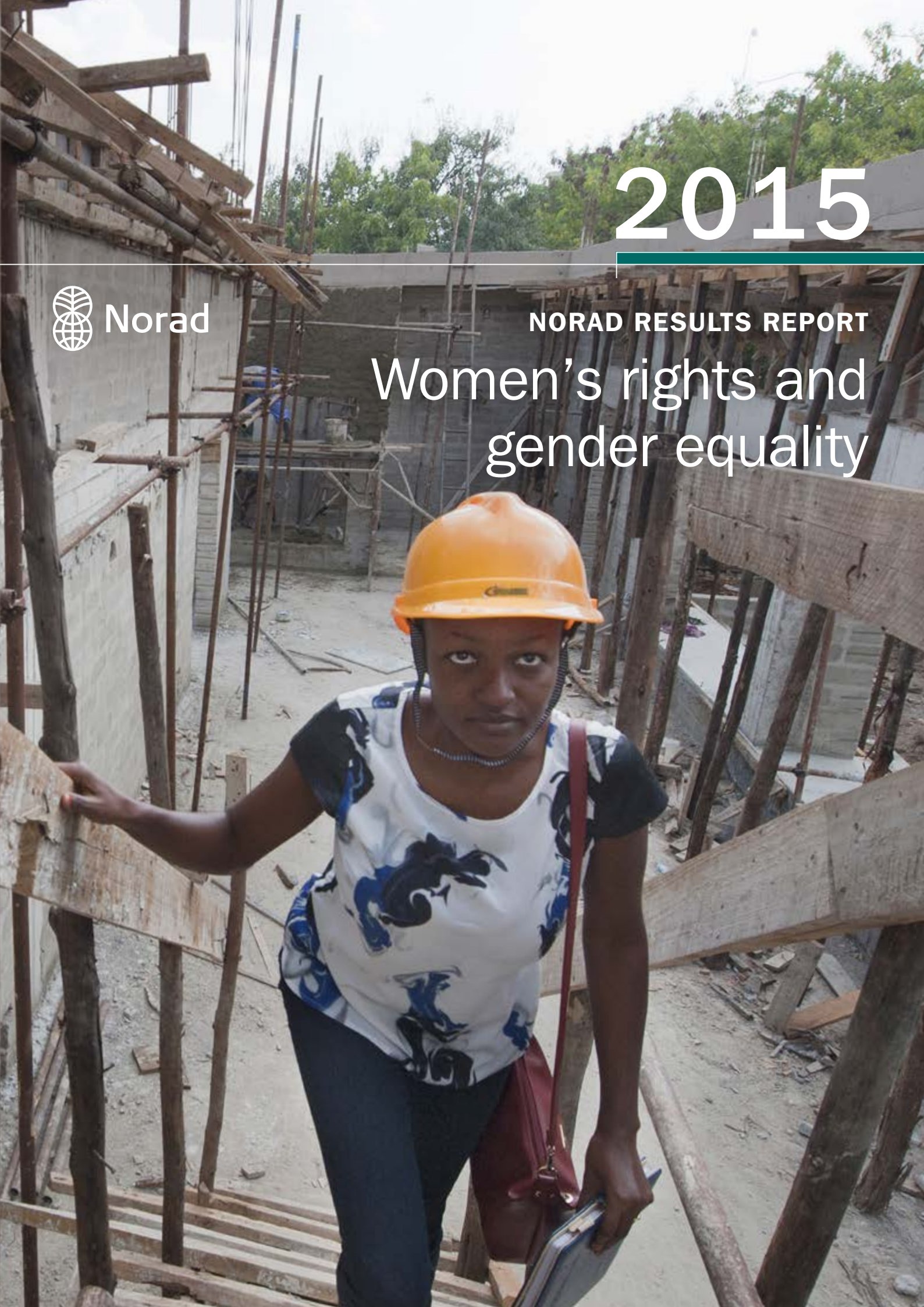
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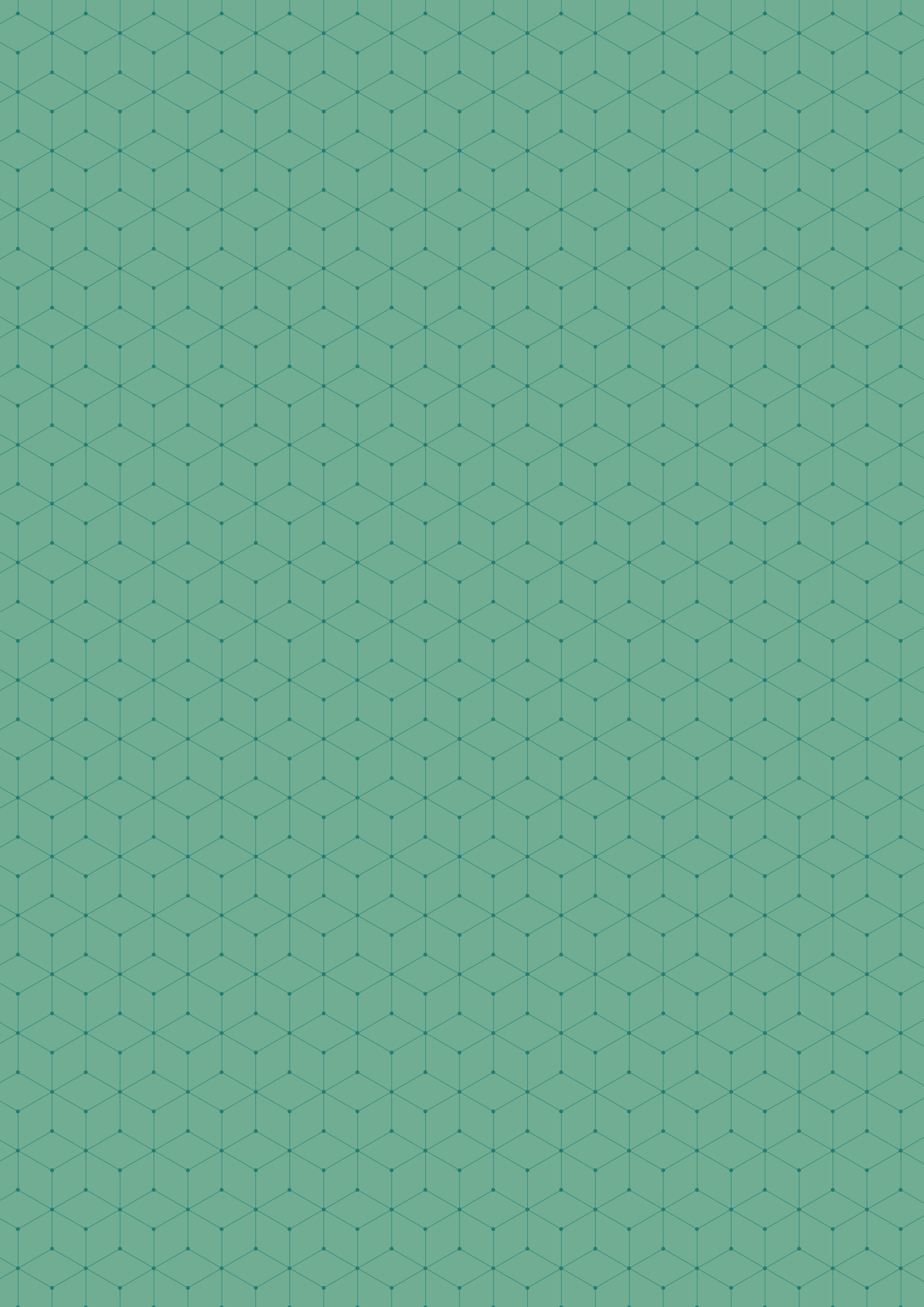


Norad

NORAD RESULTS REPORT

Women's rights and gender equality





Foreword

Norwegian support for women's rights and gender equality is yielding results. We are seeing positive developments in many areas, and Norway has contributed to this. This results report demonstrates how our support can help girls and women to obtain an education, health services, electricity, water and capital to give them a better life and enhance their ability to care for themselves and their families. Occasionally, development assistance can make a direct contribution, but often it has to contribute indirectly. Development assistance can generate new knowledge and create increased awareness of the magnitude, causes and effects of discrimination and lack of gender equality. This is important for the work of local actors to bring about change. The development assistance can thus help to reform laws and systems in order to make better provision for women's rights and gender equality. It can also enable knowledge and awareness-raising to reach those who shape and uphold social norms and attitudes, so that the changes can be realized for both women and men in their local communities.

This year's results report also shows that the achievement of results may be challenging. We need to understand local conditions, and attitudes and norms among women as well as men, to be able contribute to change. Change is seldom rapid and linear, and in some areas development is almost at a standstill. In any case, development assistance can only play a limited role. It is the local change agents that must drive developments forward.

Extreme and violent forces are on the march in many places. Common to many of them is their opposition to women's basic human rights, such as freedom of movement and participation in public life. The negative effects of this can be dramatic, as in the areas in which IS has operated in the Middle East or Boko Haram in Nigeria and some of its neighbouring countries. The civil war in Syria has resulted in a humanitarian crisis from which millions have been forced to flee. Half of those who are registered by the UN High Commissioner for Refugees are girls and women, who are especially exposed to abuse in war, conflict and when fleeing.

Future support must strengthen women's security in these situations, and women must also be included in peace negotiations and post-conflict reconstruction of their countries.

Norway is an important player in the international work for gender equality. Because we are perceived as a country that is at the forefront in many areas, we can be an inspiration; because we have considerable experience to share, we can smooth the path to gender equality for other countries; because we are prepared to confront controversial topics on the international stage, we can ensure that important but difficult topics remain on the agenda.

This year's results report contains 24 examples of the results of Norwegian support for women's rights and gender equality. This does not represent the total picture, but is a good illustration of results, challenges and the breadth of Norwegian commitment. Norad's results report is neither an evaluation of Norwegian development assistance, nor a research report, but the content is based on independent evaluations and research where available. The report is primarily intended to help inform the debate on the results of Norwegian development assistance. At the same time, we hope that it will be an inspiration to work for more and greater gender equality.

Oslo, 9 December 2015



JON LOMØY
Director General



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Support to women's rights and gender equality

Women's rights and gender equality have been a priority in Norwegian foreign and development policy for several decades. The objectives within this area have largely remained fixed:

» Gender equality work shall fulfil women's fundamental and universal human rights and provide them with the same opportunities as men to participate in all aspects of societal life: economically, politically and socially.¹

Gender equality is also a means to achieve the Millennium Development Goals (MDGs) and the new global Sustainable Development Goals adopted in September 2015.²

Gender equality work in Norway and Norway's normative efforts globally attract international interest. Norway works to strengthen women's rights and gender equality in numerous countries and with a diversity of cooperation partners. A broad set of instruments are used, such as normative work in international forums, political dialogue at country level and development assistance measures. In terms of development assistance, Norway can provide resources for capacity development of international, national and local institutions to ensure that rights and opportunities include everyone.

The impact of development assistance is limited, both economically and as an instrument for changing traditional norms that underlie differential treatment and unequal opportunities. Forces in the partner countries will often oppose the struggle for gender equality. To achieve results, the assistance must be based on shared objectives and contribute to knowledge and capacity development to strengthen the forces working for change. In many circumstances local women's organizations and networks are important drivers of change.

1 Proposition to the Storting No. 1 (2014-2015)

2 Proposition to the Storting No. 1 (2015-2016)

SIGNIFICANT INEQUALITY BETWEEN WOMEN AND MEN

Women and girls have experienced significant progress in recent decades, particularly in the areas of health and education, but also to some extent with regard to political and economic participation. However, until now no country has achieved gender equality in all areas. Inequality between men and women is still enshrined in legislation in 128 countries.³ Women generally have less power, less influence and fewer resources than men. Widespread discriminatory social norms, practices and attitudes sustain perceptions that unequal rights and opportunities between men and women are acceptable and inevitable.

In many cases, control over women and women's bodies is woven into the culture of society through harmful traditional practices such as early marriage and female genital mutilation. Discriminatory norms and attitudes are often reinforced by institutions such as the police, the military, religious and educational institutions, the media and the entertainment industry. Women and men who challenge these attitudes and norms risk paying a high price. The increasing number of attacks on female human rights defenders is an example of this.

In around one-third of developing countries it is still the case that fewer girls than boys receive basic education, and with regard to upper secondary school this applies to almost one-half of the countries. Every year 7.3 million girls under 18 years give birth in developing countries.⁴ Estimates suggest that more than 117 million girls, mainly in Asia, "disappear", primarily as a result of gender-selective abortions.⁵

Almost 290 000 women died as a result of pregnancy and childbirth in 2013⁶, almost all of them in low- and middle-income countries. Women are severely under-represented in decision-making processes and governing bodies at all levels. Less than one-fourth of all parliamentarians are women. The global gap between participation by men and women in the labour market has only narrowed marginally in the last twenty years, and in most countries women still earn far less than men.

In war and conflict, women and girls are exposed to rape and brutality as a tactic to break the fighting spirit and social bonds of the opponent. One-third of women globally experience gender-based violence in the course of their lives which violates their right to physical integrity. In the most serious cases their right to life is violated.

In Africa and South Asia many girls are forced to marry while they are still children, and undergo high-risk pregnancies and births. Complications related to pregnancy and birth are the second most common cause of death among girls aged between 15 and 19 years.

In recent times new alliances have formed of various fundamentalist Christian and Islamic forces and conservative states to oppose the international agreement that has been achieved. This applies particularly to women's sexual and reproductive rights.⁷

Gender equality is relevant to all countries irrespective of level of development, political model, history, social, cultural or religious conditions. Gender equality is a matter of fundamental human rights and democracy, and of making use of the resources of both women and men for development.

The figure below illustrates some key barriers and opportunities that many women encounter through life.

3 World Bank (2014) Gender at Work: A companion to the World Development Report on Jobs

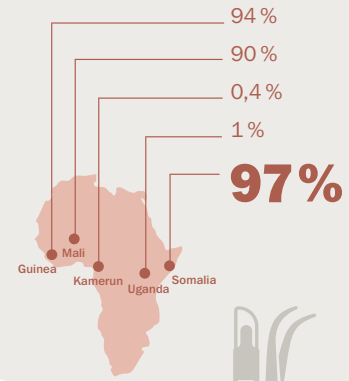
4 UNFPA (2014) State of World Population 2014: The Power of 1.8 billion

5 UNFPA (2012) Sex Imbalances at Birth: Current trends, consequences and policy implications.

6 WHO fact sheet on maternal mortality, updated 2014: <http://www.who.int/mediacentre/factsheets/fs348/en/>

7 Norad report 7/2013: Lobbying for Faith and Family: A study of religious NGOs at the United Nations.

CHALLENGES DURING MANY WOMEN'S LIVES



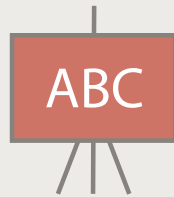
BETWEEN 100 AND 140 MILLION women and girls in the world are circumcised. Female genital mutilation is most widespread in West and East Africa, but varies widely from 97% in Somalia to 0.4% in Cameroon.

[unicef 2013 and 2015]



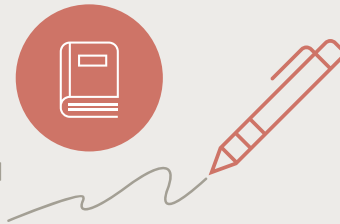
117 MILLION GIRLS, the largest proportion of whom are in Asia, “disappear” worldwide, mainly as a result of gender-selective abortions.

[UNFPA 2012]



10 OF 11 CHILDREN ATTEND PRIMARY SCHOOL. There are almost as many girls as boys in basic education globally. The widest gender gaps are in Sub-Saharan Africa, with 88 girls per 100 boys in lower secondary school, and 83 girls per 100 boys at upper secondary school. More than 124 million children and adolescents (6-15 years) did not attend primary or lower secondary school in 2013. The poorest girls have the least opportunity to attend school.

[UNESCO/UIS – GMR 2015; UNESCO Policy Paper 22 /Fact sheet 31, July 2015]



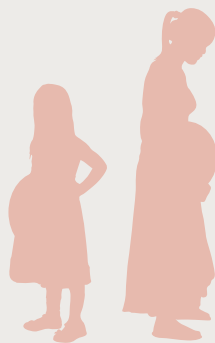
481 MILLION WOMEN globally cannot read and write. Altogether 64 per cent of those over the age of 15 who cannot read and write are women.

[UNESCO/UIS – Global Monitoring Report 2015 – Gender Summary]



39 000 GIRLS aged less than 18 years get married every day. More than 3000 of these are younger than 15 years. Almost half live in Asia, and 33 per cent in India alone. In Niger, 77 per cent of all girls are married before they turn 18. In Bangladesh, almost 40 per cent are married before they turn 15.

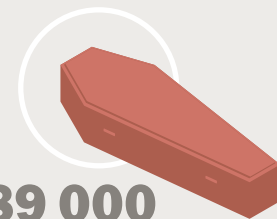
[UNICEF 2014: Ending Child Marriage – Progress and Prospects]



7,3 mill.

7.3 MILLION GIRLS annually in developing countries give birth before they turn 18 themselves. Two million of these are less than 15 years old.

[UNPA State of World Population 2013: Motherhood in Childhood]



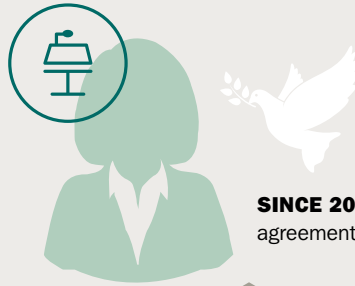
289 000

MATERNAL MORTALITY has fallen by 45 per cent from 2000 to 2015. Nevertheless, 289 000 women die each year as a result of pregnancy and childbirth. In total 70 000 of these are under 18 years old.

[WHO 2014, Trends in Maternal Mortality: 1990-2013; UNFPA SWP 2013]



9 PER CENT of the negotiators in 31 major peace processes between 1992 and 2011 were women.



SINCE 2000, 27 per cent of peace agreements have referred to women.



IN 17 COUNTRIES

– mainly in the Middle East
– women cannot leave the house without their husband's permission.

[VB 2015: Women, business and the law 2016]



22%

WOMEN held 22 per cent of parliamentary seats globally in 2015.

[UN Women 2015]



THREE PER CENT of military personnel in UN operations are women.

[UN Women 2015: Preventing Conflict, Transforming Justice, Securing the Peace. A Global Study on the Implementation of United Nations Security Council resolution 1325.]



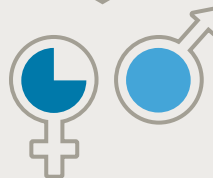
WOMEN REPRESENT 43 per cent of the agricultural labour force in developing countries. 20 per cent of landowners are women. [UN Women 2015]



1/3

1 IN 3 WOMEN experiences violence in the course of her life.

[WHO, LSHTM, South African Medical Research Council 2013: Global and regional estimates of violence against women]



WOMEN EARN on average 24 per cent less than men for the same work. [ibid]



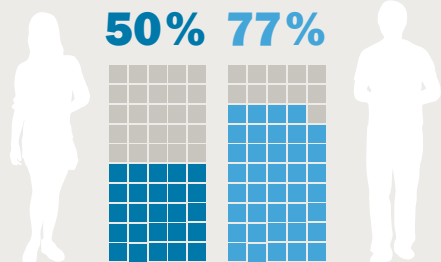
AROUND 47 000 WOMEN die each year as a result of unsafe abortions.

[WHO fact sheet 388]

50 PER CENT OF WOMEN and 77 per cent of men participated in the labour market in 2015.

[ILO 2015: Women and the future of Work. Beijing +20 and beyond]

50% 77%



225 mill.

225 MILLION WOMEN have an unmet need for contraception. Most live in the 69 poorest countries in the world.

[UNFPA Annual report 2014]

Main message

1 SIGNIFICANT PROGRESS FOR WOMEN'S RIGHTS AND GENDER EQUALITY IN THE LAST FIFTEEN YEARS

The greatest progress has been made in the area of health and education. Two-thirds of developing countries will have achieved equal access to basic education for girls and boys in 2015. Globally, maternal mortality has been reduced by 45 per cent since 2000. Women's political and economic participation is increasing, but progress is slow and uneven.

2 THE MILLENNIUM DEVELOPMENT GOALS HAVE LED TO INCREASED SUPPORT FOR WOMEN'S RIGHTS AND GENDER EQUALITY

Along with regular reporting on progress, the fact that gender equality was one of eight global development goals in 2000 has given this topic a higher political profile. This has helped to increase international support for women's rights and gender equality, and such support from the OECD Development Assistance Committee's member countries was tripled from 2002 to 2013, representing a far higher growth than for development assistance as a whole.

3 WOMEN'S RIGHTS AND GENDER EQUALITY ARE A MATTER OF BOTH BASIC HUMAN RIGHTS AND SMART ECONOMICS

Universal human rights constitute a key basis for strengthening women's rights and gender equality. Safeguarding women's rights is therefore an objective in itself in Norwegian development policy. Gender equality can also help to achieve a greater development effect. The importance of reinforcing women's rights and gender equality as a component of the fight against poverty has received greater attention in the past few decades.

4 INCREASED PRESSURE AGAINST WOMEN'S RIGHTS DEMANDS EFFORTS TO DEFEND ESTABLISHED RIGHTS

Conservative and religious forces are powerful, and have created new alliances. Common to many of these is resistance to women's rights and gender equality, particularly women's sexual and reproductive rights. This is evident in the UN, for example, where strong alliances strive to limit rights that have been agreed internationally. This means that resources that could previously be devoted to further development must now be concentrated on defending rights that are already encompassed by international norms.

5 THERE IS A WIDE GAP BETWEEN COMMITMENTS AND IMPLEMENTATION

There is still a wide gap between the commitments that many of the partner countries have made and actual implementation in the form of changes to legislation and policy. It is therefore important to focus on the actual implementation of rights.

6 THE MOST DIFFICULT CHALLENGES REMAIN

The most challenging tasks have still to be addressed. One such task is to reach the most marginalized women who, due to poverty, ethnicity, disability or place of residence, have been unable to participate in the positive developments that have taken place. Another challenge is to help to change underlying power structures and social norms that legitimize violence perpetrated against women and girls, and prevent their participation in social, political and economic life. Support for such change must take local change agents as a basis, and have a long timeline.

7 NORWAY HAS PLAYED AN IMPORTANT ROLE IN THE MOST CONTROVERSIAL AREAS

In addition to its significant efforts to safeguard the rights of women and girls with regard to education and health, Norway has played an important role in targeting efforts towards particularly challenging and controversial areas, such as female genital mutilation, sexual and reproductive rights, and the human rights of lesbian, gay, bisexual, and transgender persons.



RESULTS MAP



COLOMBIA / With advice from experts on gender equality, lobbying work and support to women's organizations, women have been heard and the gender perspective has become more prominent in peace negotiations.

BRAZIL / Changes to legislation have secured greater rights for domestic workers in Brazil to protect them against undignified working conditions.

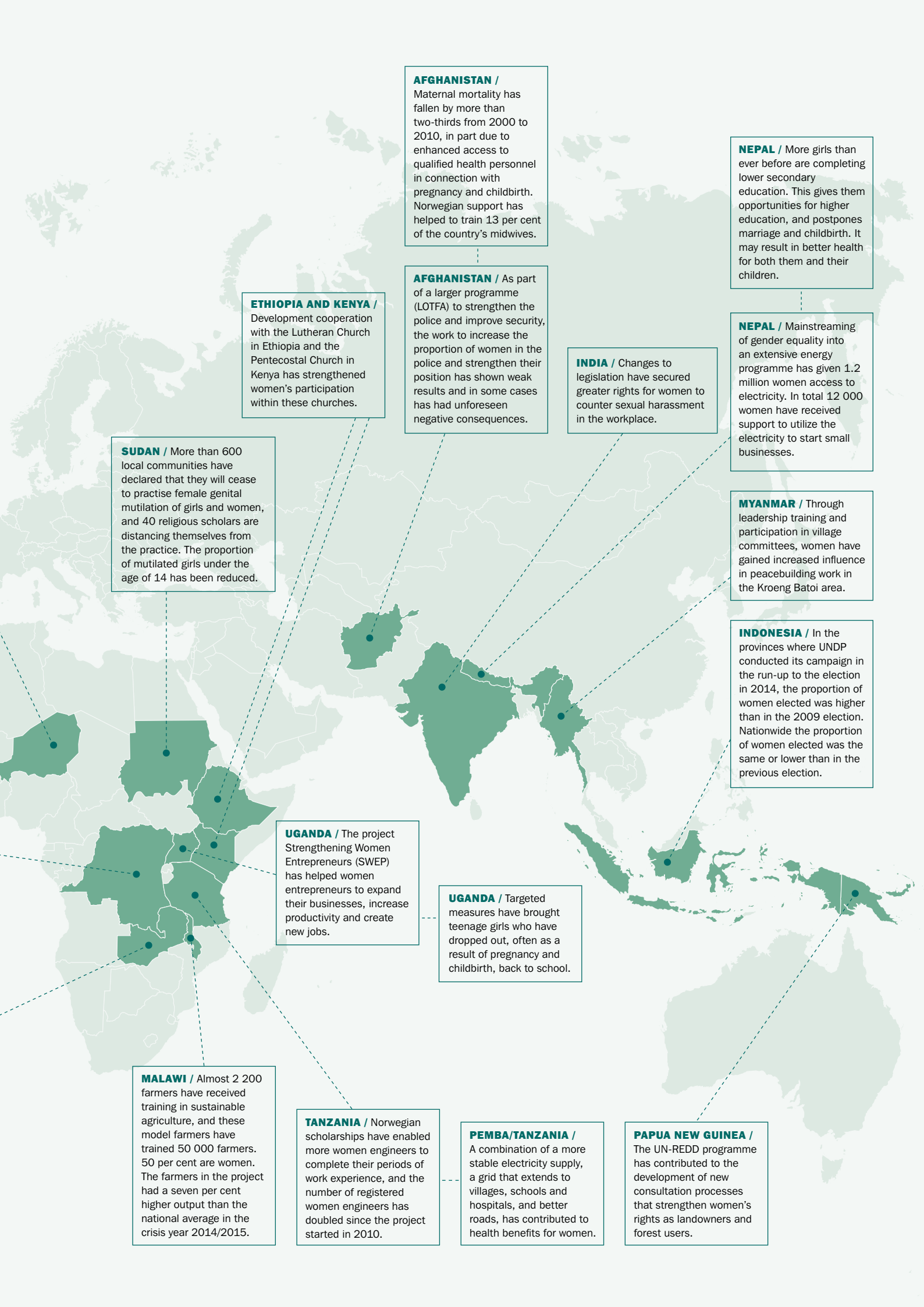
DR CONGO / Women subjected to sexualized violence have received improved psychosocial services and rehabilitation.

DR CONGO / Studies of men's attitudes and practices have provided new knowledge to ensure more effective measures to prevent gender-based violence.

NIGER / Savings and loans associations have grown and developed into a movement for women's economic, social and political rights.

LIBERIA / Women subjected to gender-based violence have obtained better access to health services and improved legal protection.

ZAMBIA / Leadership training of young women in lower secondary schools and in organizational life has given them the self-confidence to participate more actively in decision-making processes and to take up leadership positions.



AFGHANISTAN / Maternal mortality has fallen by more than two-thirds from 2000 to 2010, in part due to enhanced access to qualified health personnel in connection with pregnancy and childbirth. Norwegian support has helped to train 13 per cent of the country's midwives.

NEPAL / More girls than ever before are completing lower secondary education. This gives them opportunities for higher education, and postpones marriage and childbirth. It may result in better health for both them and their children.

ETHIOPIA AND KENYA / Development cooperation with the Lutheran Church in Ethiopia and the Pentecostal Church in Kenya has strengthened women's participation within these churches.

AFGHANISTAN / As part of a larger programme (LOTFA) to strengthen the police and improve security, the work to increase the proportion of women in the police and strengthen their position has shown weak results and in some cases has had unforeseen negative consequences.

INDIA / Changes to legislation have secured greater rights for women to counter sexual harassment in the workplace.

NEPAL / Mainstreaming of gender equality into an extensive energy programme has given 1.2 million women access to electricity. In total 12 000 women have received support to utilize the electricity to start small businesses.

SUDAN / More than 600 local communities have declared that they will cease to practise female genital mutilation of girls and women, and 40 religious scholars are distancing themselves from the practice. The proportion of mutilated girls under the age of 14 has been reduced.

MYANMAR / Through leadership training and participation in village committees, women have gained increased influence in peacebuilding work in the Kroeng Batoi area.

INDONESIA / In the provinces where UNDP conducted its campaign in the run-up to the election in 2014, the proportion of women elected was higher than in the 2009 election. Nationwide the proportion of women elected was the same or lower than in the previous election.

UGANDA / The project Strengthening Women Entrepreneurs (SWEPE) has helped women entrepreneurs to expand their businesses, increase productivity and create new jobs.

UGANDA / Targeted measures have brought teenage girls who have dropped out, often as a result of pregnancy and childbirth, back to school.

MALAWI / Almost 2 200 farmers have received training in sustainable agriculture, and these model farmers have trained 50 000 farmers. 50 per cent are women. The farmers in the project had a seven per cent higher output than the national average in the crisis year 2014/2015.

TANZANIA / Norwegian scholarships have enabled more women engineers to complete their periods of work experience, and the number of registered women engineers has doubled since the project started in 2010.

PEMBA/TANZANIA / A combination of a more stable electricity supply, a grid that extends to villages, schools and hospitals, and better roads, has contributed to health benefits for women.

PAPUA NEW GUINEA / The UN-REDD programme has contributed to the development of new consultation processes that strengthen women's rights as landowners and forest users.



WOMEN'S RIGHTS AND GENDER EQUALITY

Considerable progress in areas such as health and education contrast with more modest achievements in terms of women's political and economic participation. In many societies, social norms help perpetuate discrimination and inequality.





KEY DEVELOPMENT TRENDS

In 2015 the international community has taken stock of the Millennium Development Goals and the action plan from the Fourth World Conference on Women in Beijing in 1995. The UN Security Council marks that it is 15 years since the adoption of Resolution 1325 on women, peace and security. The last 20 years have been characterized by increasing awareness of the association between women's rights and development. There has been significant progress in the work on international norms to secure women's rights.

There are positive developments in many areas, but progress is uneven, and developments are not always moving in a positive direction. Progress must be defended against setbacks in the face of new alliances that take a conservative view of women's rights.

Clear progress in health and education

Two of the UN Millennium Development Goals are of particular importance for women's rights and gender equality. MDG 3 deals with promoting gender equality and strengthening the position of women. MDG 5 deals with reducing pregnancy-related mortality. MDG 3 places special emphasis on education, and had the objective of eliminating gender inequalities in basic and upper secondary education by 2005, and at all educational levels at the latest in 2015.

Almost two-thirds of developing countries are approaching the goal of equal access to basic education for boys and girls in 2015. In many countries girls are in a majority at universities. The number of developing countries with fewer than 90 girls per 100 boys in basic education dropped from 33 to 16 between 1999 and 2012. This average may conceal large variations between and within countries.

Millennium Development Goal 5 on reducing maternal mortality by three quarters by 2015 has not been achieved; there has been a global reduction of 45 percent. Complications related to pregnancy and childbirth are still one of the main causes of death among women, and the main cause of death for girls aged less than 15 years. According to the World Health Organization almost 290 000 women died during pregnancy and childbirth in 2013.⁸ A total of 99 per cent of them lived in low- and middle-income countries. It is estimated that in addition 10–15

8 WHO fact sheet on maternal mortality, updated 2014: <http://www.who.int/mediacentre/factsheets/fs348/en/>

20TH ANNIVERSARY OF THE BEIJING PLATFORM FOR ACTION IN 2015

At the UN Fourth World Conference on Women in Beijing in 1995 the member countries reached agreement on an ambitious outcome document to promote women's rights and gender equality in all sectors of society. The outcome document states that targeted interventions are still needed to improve the situation of women and girls. The Platform for Action that was adopted contains binding objectives and concrete proposals for working methods and various measures to strengthen women's social, political and economic position in twelve areas: poverty, education, health, violence, armed conflicts and peacebuilding work, the economy, power and decision-making processes, mechanisms to promote gender equality, human rights, the role of the media, environment, and conditions for girls. The Platform for Action is not legally binding for the member states. It is politically binding, and has constituted an important basis for policy in the last 20 years.

million women each year suffer serious health problems following pregnancy and childbirth.⁹

The goal of access to reproductive health services has not been achieved either, although more women now have access to health checks during pregnancy. In countries that do not have safe abortion services available, unwanted pregnancy results in unsafe abortions, which are estimated to account for 13 per cent of maternal mortality.¹⁰ Greater use of contraception can prevent unwanted pregnancy and some of this maternal mortality. In many countries the number of women with access to contraception has increased, but for around one-third of women of fertile age in Africa the need for contraception remains unmet.

Uneven progress in political and economic participation

Women are under-represented in decision-making processes and governing bodies at all levels. The restrictions on women's participation and opportunities to influence political and societal decisions is a violation of political and civil rights, and it also leads to a democratic deficit. Both formal and informal barriers prevent women's participation. In some countries the lack of trust in women as decision-makers is widespread among both women and men.¹¹

9 <http://www.reproductive-health-journal.com/content/10/1/14>

10 WHO fact sheet on unsafe abortion: http://www.who.int/reproductivehealth/topics/unsafe_abortion/magnitude/en/

11 Afrobarometer (2014), Policy Paper # 8.

Developments are positive, but slow. The number of women parliamentarians has doubled since 1995, but constitutes only 22 per cent of national parliamentarians. Rwanda has the largest proportion of women parliamentarians in the world, with 63 per cent of the seats in the lower house. In 38 countries less than ten per cent of parliamentarians are women. In 30 countries the proportion of women in ministerial positions was 30 per cent or more. There are few global data on women's political participation at local level and in society in general, such as in the areas of culture, sport, the media and religion.

Women's participation in the labour market is still far lower than that of men. The ILO estimates that 50 per cent of women and 77 per cent of men are members of the labour force in 2015.¹²

The global gap between men's and women's participation in the labour market has narrowed marginally since 1995. Significant progress has been made in developing policy and legislation, and through ratification of international labour standards. In 1995, 126 states had ratified the Convention concerning Equal Remuneration for Men and Women Workers for Work of Equal Value. In 2015 this figure has risen to 171. However, women's earnings continue to average only 60–75 per cent of that of men. The possible explanation for this is that women frequently work in low-productivity sectors and in the informal sector.¹³

Women spend between two and ten times more time than men in unpaid care work. Laws that place restrictions on women's working hours or the type of work that women can perform exist in around 100 countries.¹⁴ In 26 countries inheritance laws still discriminate against women.¹⁵ It is estimated that women can increase their income by 76 per cent if they have equal access to employment and the same wages as men.

Normative progress but few tangible results

Violence against women is a global problem that affects all countries and regions of the world. According to the World Health Organization, physical and sexual violence against women is a global health problem that affects more than one-third of the world's women.

In his last report on progress since the Beijing Platform for Action, the UN Secretary General points out that many countries have made changes to discriminatory legislation and devised new laws to promote gender

equality and combat violence against women.¹⁶ In recent years there has been a dramatic increase in new laws prohibiting domestic violence in Africa and parts of Asia.¹⁷

Figures on the prevalence of violence against women are very imprecise, with significant unreported occurrences. Studies show that in many countries and regions there is still widespread acceptance of violence against women, among both women and men. In four African countries more than half of men aged between 15 and 49 years believe that violence against women may be justifiable. In 25 African countries more than half of women in this age group are of the same opinion.¹⁸

International norms in the area of women, peace and security have improved. However, increased awareness and strengthening of norms have not necessarily resulted in significant changes in practice. Only nine per cent of negotiators in 31 important peace processes between 1992 and 2011 were women.¹⁹

Several reasons for poor progress

Many factors contribute to the lack of progress with regard to gender equality and women's rights. Violent conflicts have had negative effects in many places. The use of sexual violence as a strategic weapon is a phenomenon that occurs in various conflict areas. This primarily affects women, but in some places also men. Young men are exposed to gender-based violence through forced recruitment in armed conflicts. Conservative, extreme and violent forces have grown stronger and formed new alliances, and opposition to fundamental human rights such as women's sexual and reproductive rights, freedom of movement and participation in public life is a feature many of these forces have in common.

Discrimination against girls often starts at birth, and in some countries even earlier, through the active deliberate elimination of female foetuses before birth. Female genital mutilation and early marriage in Africa and South Asia places limits on opportunities for girls. In many countries older women and widows are particularly subject to discrimination. Progress has been especially slow for women who have a combination of vulnerabilities. This applies for example to women who are poor, women in rural areas, women with disabilities and women belonging to minority groups.

12 ILO (2015) *Women and the Future of Work*. Beijing + 20 and Beyond.

13 Recent data from ILO show that while a higher proportion of women than men are employed in the informal economy of sub-Saharan Africa, the proportion is approximately equal in Asia, while in Latin America more men than women work in the informal economy. See ILO (2014), *Women and Men in the Informal Economy*. A Statistical Picture.

14 Figures from the World Bank (2015) *Women, Business and the Law 2016*. Briefing note on support to promoting women's rights and gender equality and its impact, CMI 2015.

15 Klugman, J.; Hanmer, L.; Twigg, S.; Hasan, T.; McCleary-Sills, J. and Santamaria, J. (2014) *Voice and Agency: Empowering Women and Girls for Shared Prosperity*, World Bank Group.

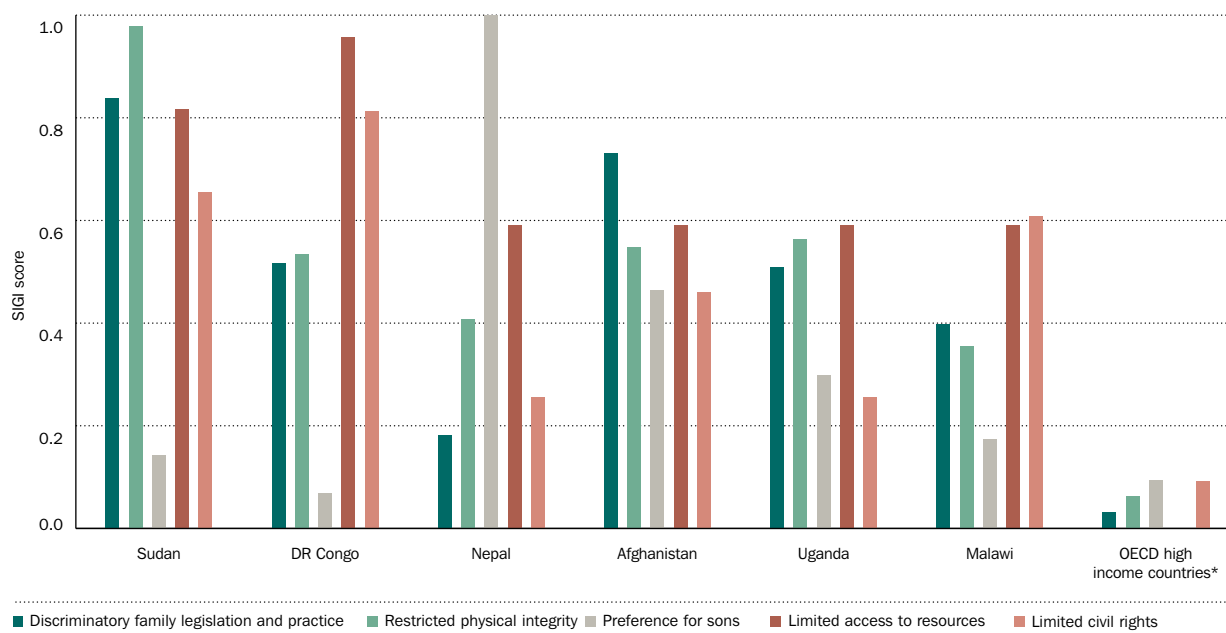
16 United Nations, Economic and Social Council, *Review and appraisal of the implementation of the Beijing Declaration and Platform for Action and the outcomes of the twenty-third special session of the General Assembly*, Report by the Secretary General, December 2014.

17 Briefing note on support to promoting women's rights and gender equality and its impact, CMI 2015.

18 Africa Health, Human & Social Development Information Service (2015).

19 UN Women (2015): *Preventing Conflict, Transforming Justice, Securing the Peace*. A Global Study on the Implementation of United Nations Security Council resolution 1325.

FIGURE 1.1 // VARIOUS CHALLENGES IN SOME COUNTRIES RECEIVING NORWEGIAN SUPPORT TO WOMEN'S RIGHTS AND GENDER EQUALITY



Scale from 0 to 1 where 0 means no discrimination and 1 means a high level of discrimination.

*Only six high-income OECD countries have complete data in SIGI. Several countries with an assumed best score, such as Norway and Sweden are not included.

[Source: Social Institutions and Gender Index]

Many societies have social norms that legitimize oppression, discrimination and inequality. These norms are rooted in cultural traditions and interpretations of religion, and help to uphold rigid gender roles. Legislation continues to discriminate against women in many places. In a number of countries formal legislation has been amended to give women the same formal rights as men, but customary law that discriminates against women is still practised.

As Figure 1.1 shows, there are significant differences between countries with regard to which social institutions place the greatest restrictions on women's rights and opportunities.²⁰

The figure above is based on data from OECD's Social Institutions and Gender Index (SIGI), and shows five countries that are major recipients of Norwegian support to women's rights and gender equality. The figure shows that women in DR Congo have very limited access to economic resources, while women in Sudan have little control over their own bodies. In Nepal sons are preferred to daughters, which is clearly shown by the fact that the percentage of boys as last child in the family amounts to 61 per cent.²¹ High-income OECD countries have very low values for all dimensions in the index.

20 OECD (2015): "Dataset: Social Institutions and Gender Index 2014 (SIGI)", OECD.Stat. Downloaded 23 September 2015. Read more about the SIGI Index and the numbers behind the figure in Part 3 p. 95-96.

21 OECD Development Centre's Social Cohesion Unit (2014): Social Institutions & Gender Index 2014 Synthesis Report, www.genderindex.org.

WOMEN ON COMPANY BOARDS: AFRICA HOT ON THE HEELS OF THE USA AND EUROPE

With support from the Norwegian Ministry of Foreign Affairs, the African Development Bank has conducted the first study of women's representation on company boards in Africa. With company boards consisting of 14.4 per cent women, the continent is not far behind the USA (16.9 per cent) and Europe (18 per cent), and far ahead of Latin America, the Middle East, and the Asia-Pacific region. The figures were collected from twelve countries and 307 companies in 2013.

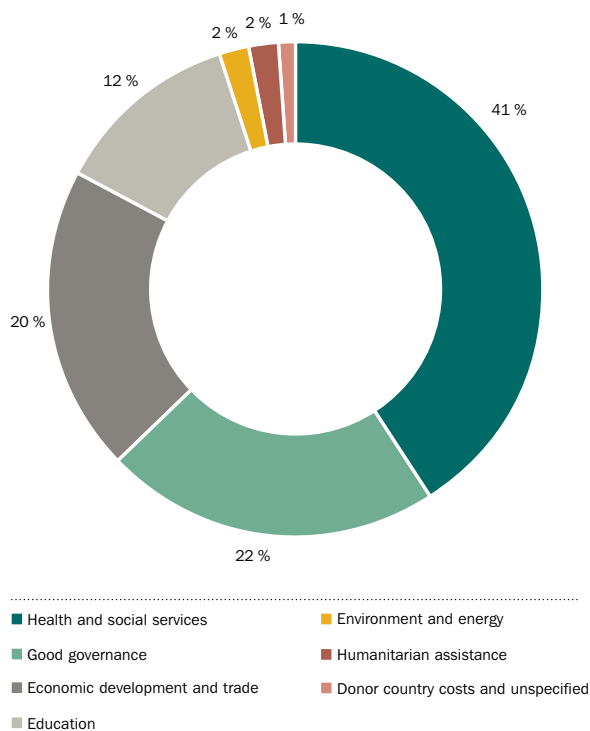
Kenya, South Africa, Botswana, Ghana and Zambia have female representation on boards on a par with or greater than that of the USA. The report presents a number of recommendations on how this percentage can be further increased, and these are directed at authorities, civil society, the private sector and African stock exchanges. Statutory public reporting by companies quoted on the stock exchange on board composition, baseline studies of women on company boards, and mandates for women on boards may further increase the number of women on African boards, according to the report.

National wealth does not necessarily mean gender equality

Several low-income countries have progressed further than some wealthy countries with regard to women's political participation. The average for women's representation in parliaments in Africa is on a par with that of Europe.²² Many of the countries in the Middle East

22 Source: African Development Bank, "Where are the Women? Inclusive Boardrooms in Africa's top listed companies", 2015.

FIGURE 1.2 // INTERNATIONAL SUPPORT TO WOMEN'S RIGHTS AND GENDER EQUALITY BY TARGET AREA



Total aid from DAC members marked for Women and gender equality as a main objective in 2013. Includes bilateral and multilateral aid. Total USD 5.4 billion.

[Source: OECD.Stat]

and North Africa have a high GDP, but among the world's lowest participation of women in politics and working life. The region has the highest number of laws, regulations and institutions that limit women's right to work and start their own businesses.²³ Politics and tradition are important factors in explaining the differences between various countries.

International support to gender equality and women's rights

International support to gender equality and women's rights has increased in recent years. Support from OECD-DAC member countries tripled from 2002–2013, and support to gender equality increased far more than the total development assistance. The UN Millennium Development Goals are assumed to be one of the drivers for this increase.

As Figure 1.2 shows, support to gender equality from the OECD-DAC member countries²⁴ is concentrated on social sectors such as education and health, as well as good governance.²⁵

23 World Bank (2015) Women, Business and the Law

24 Development assistance which has Gender Equality as a main objective. Read more about the gender equality marker and obtain more information on international support to women's rights and gender equality in Part 3 of the report.

25 OECD (2015): "Aid projects targeting gender equality and women's empowerment (CRS)", stats.oecd.org. Data downloaded 11.09.2015.

WOMEN'S RIGHTS AND GENDER EQUALITY – FUNDAMENTAL HUMAN RIGHTS AND SMART ECONOMICS

Gender equality is a matter of equal opportunities and equal rights for all, irrespective of gender. Gender is not only a case of biology, but also culturally defined norms on what constitutes appropriate behaviour. Discrimination on the grounds of gender not only affects women, but also men. Transgender persons and those who do not identify with traditional gender categories also experience grave violations of human rights, as do gay, lesbian and bisexual persons.

Notions vary with regard to what equal rights and equal opportunities should mean in practice. On the one hand formal aspects such as equal access to education for women and men are emphasized. Formal gender equality can contribute to many positive changes, particularly at the individual level, but to lead to changes at a societal level, gender equality interventions should also aim to change the underlying power structures and norms which form the basis for the discrimination.

CEDAW HAS BEEN RATIFIED BY 188 COUNTRIES

The Convention on the Elimination of All Forms of Discrimination against Women – CEDAW – came into effect in 1981. It has been ratified by 188 member countries, most recently Palestine in 2014. The objective of the Convention is to protect women's rights and reinforce the articles on gender equality in the other human rights conventions.

States that ratify the Convention must mainstream gender equality into national legislation and repeal all discriminatory provisions in their laws. They must also introduce new provisions to protect against discrimination of women on issues such as the establishment and break-up of families, education, health, and political and economic participation. States must also establish a judiciary and public institutions to guarantee women effective protection against discrimination. Women's human rights shall be protected in the private sphere and in the labour market. The state therefore also commits to enacting measures to remove all forms of discrimination against women that are practised by individuals, organizations and enterprises. CEDAW was supplemented in 2000 by an Optional Protocol that gives individuals and groups of women the right to complain to the Committee on the Elimination of Discrimination against Women about violations of the Convention. The Optional Protocol also enables the Committee to start investigations on its own initiative if there is a suspicion of grave or systematic violations of women's rights. The UN Committee on the Elimination of Discrimination against Women monitors the Convention. The countries that have ratified the Convention must report to the Committee every four years on the status of the work. The Committee presents specific comments and general recommendations and proposals to the individual countries, and gives opinions on how the provisions of the Convention shall be interpreted.

Universal human rights are key to strengthening women's rights and gender equality, irrespective of political, economic, cultural and social factors. All the UN human rights conventions build on principles of non-discrimination and equality between the sexes. Most countries, including Norway, have committed to work for women's rights and gender equality by ratifying the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (see box).

Gender equality is associated with democratic principles on participation and representation, namely that women should be represented in various institutions and at various levels to the same degree as men. Although the

ATTACKS ON FEMALE HUMAN RIGHTS DEFENDERS

Human rights defenders are persons or groups who work to fulfil human rights without resorting to violence or armed force. They defend others' rights and often function as spokespersons for vulnerable and marginalized groups which are unable to defend their own rights. Fighting for human rights can be a challenging and high-risk activity. The authorities in many countries perceive human rights work as a threat to established power structures, and human rights defenders are increasingly exposed to threats, stigmatization, harassment, reprisals, violence and murder. Female human rights defenders are particularly vulnerable as they are often also exposed to sexual harassment, threats and rape, and are also more often exposed to threats to their children and families. Those responsible, who may be both state and non-state actors, often avoid prosecution. The UN Special Rapporteur on the situation for human rights defenders highlights female human rights defenders and defenders who promote women's rights as particularly exposed to threats.

Norway has actively supported the UN's work for human rights defenders for several years. Norway chaired the working group that prepared the UN Declaration on Human Rights Defenders in 1998. The mandate for a Special Rapporteur that was drawn up in 2000 was based on a Norwegian initiative. Norway chairs the UN negotiations on the protection of human rights defenders, and under Norwegian chairmanship the UN General Assembly promoted a separate resolution on the protection of female human rights defenders for the first time in 2013. This resolution is important because it recognizes the particular needs and challenges of female human rights defenders, and indicates what member countries must do to ensure that they are able to do their job.

Reference: Resolution 68/181: Promotion of the Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms: protecting female human rights defenders.



In Africa women small-scale farmers produce 60-80 per cent of the food consumed locally. PHOTO: KEN OPPRANN

differences between women may be equally significant as those between women and men with regard to interests and needs, women and men often have different roles and experiences. It is important in a democracy that different perspectives are represented when decisions are made.

In addition to gender equality being a key development objective in itself, it is also smart economics, as the World Bank terms it. Gender equality can boost development effect. Women's rights and gender equality have become a more significant part of poverty alleviation and development work in recent decades. According to the World Bank, a greater degree of gender equality can lead to increased productivity, ensure better development results for the next generation, and make institutions more representative.

Eliminating barriers that discriminate against women who work in particular sectors or occupations can boost labour productivity by 25 per cent in some countries.²⁶ Women small-scale farmers in Africa produce 60–80 per cent of the food that is eaten locally. Strengthening women's rights can increase harvests for these farmers by 20–30 per cent, according to the UN Food and Agriculture Organization (FAO). When women obtain more control of their household resources, they use a larger proportion of these resources than men on children and family – an investment in the next generation. This can boost countries' economic growth. Violations of women's rights may entail significant socio-economic costs. An example of this is violence in intimate relationships, which imposes costs on society in terms of health services, child protection measures, costs of police resources, crisis centres and litigation. As an illustration, in Norway it is calculated that violence in intimate relationships costs society between 4.5 and 6 billion NOK each year.²⁷

²⁶ The World Bank (2012) Gender equality and Development.

²⁷ Report to the Storting 15 (2012-2013): Preventing and combatting violence in intimate relationships.

NORWEGIAN EFFORTS TO PROMOTE WOMEN'S RIGHTS AND GENDER EQUALITY

Norway has a long history of work to promote women's rights and gender equality through foreign and development policy. Gender equality has generally been highlighted as both an objective and a means in Norwegian efforts.²⁸ This perspective has formed the basis of a number of reports and budget proposals

BROAD-BASED EFFORT

Equal rights – equal opportunities. Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy (2013-2015) recognized certain principles necessary for implementation, such as shared objectives and shared human rights obligations, and that Norway should contribute where we can make a difference, with a special focus on youth, multidimensional discrimination, Norwegian diaspora, and including boys and men in the work for gender equality. The objectives of the action plan are:

1. We will be at the forefront of efforts to strengthen girls' and women's rights in global normative processes.
2. We will mainstream gender equality in major political efforts.
3. We will enhance women's political empowerment and rights.
4. We will enhance women's economic empowerment and rights.
5. We will combat violence against girls and women.
6. We will strengthen girls' and women's sexual and reproductive health and rights.
7. We will secure women's participation in the security sector and in peacebuilding efforts, and combat sexual violence in conflict and post-conflict situations.

to the Storting. Norway has prepared several action plans and strategies in this area, including efforts to combat female genital mutilation and human trafficking, and to strengthen the work with regard to women, peace and security.

Women's rights and gender equality constitute an important dimension in the Report to the Storting (White Paper) no. 10 (2014–2015) on human rights: Opportunities for All: Human Rights in Norway's Foreign Policy and Development Cooperation.

In February 2015 the Norwegian Government set out an action plan for women, peace and security, and a new action plan for women's rights and gender equality is scheduled for 2016.

Norway as a driving force

Norway uses a broad range of development policy instruments in its work for women's rights and gender equality. These include normative work in multilateral forums, political dialogue with authorities in partner countries, and support to specific development assistance interventions for multilateral organizations, state institutions and civil society organizations. In many areas, Norway has combined an ambitious effort in the normative sphere in the UN and other international arenas with targeted aid. An example of this is its work in the area of sexual and reproductive health and rights.

Norway has insisted upon the centrality of women's rights and gender equality in the work of multilateral actors such as the UN, the World Bank and the regional development banks. Many of the first gender equality advisors in the UN and the development banks were funded by Norway. Norway has also been a driving force and lent its support in the elaboration of separate strategies for girls' and women's rights and gender equality.

The main responsibility for fulfilment of human rights rests with the authorities in the countries concerned. There are often significant differences between policy and actual implementation with regard to women's rights and gender equality. Norwegian development assistance can help to support partner countries' own objectives, plans and priorities, and the human rights conventions constitute a joint basis for dialogue and cooperation. The results of the work often depend on a willingness to use time and resources to identify and bolster relevant local change agents and to tailor the approach to local conditions.

Twin-track approach

Norwegian prioritization of women's rights and gender equality is primarily conducted in two ways. First, interventions specifically directed at women's rights or gender equality – such as access to contraception and safe abortion (see pages 42-43).

The second consists of efforts that are an integral part of other interventions; these are interventions or areas with other objectives, but which take account of women and gender equality in their design and implementation. An example is the energy programme in Nepal (see pages 60-61). The distinction between the two approaches is not always clear-cut.

Mainstreaming of gender across different sectors is an instrument for achieving a more equal society. It should ensure that development assistance does not bring

²⁸ See for example Report to the Storting, no. 11 (2007–2008) On Equal Terms: Women's Rights and Gender Equality in International Development Policy.

unintended negative consequences, such as more discrimination or greater inequalities between men and women. The effects of such mainstreaming are uncertain. Several studies, reviews and evaluations indicate that gender mainstreaming is not always successful and in practice is often limited to rhetoric.²⁹

EVALUATION INDICATES THAT NORWAY HAS PLAYED AN IMPORTANT ROLE INTERNATIONALLY, BUT THAT ITS WORK IS CHARACTERIZED BY LIMITED SYSTEMATIZATION AND CAPACITY

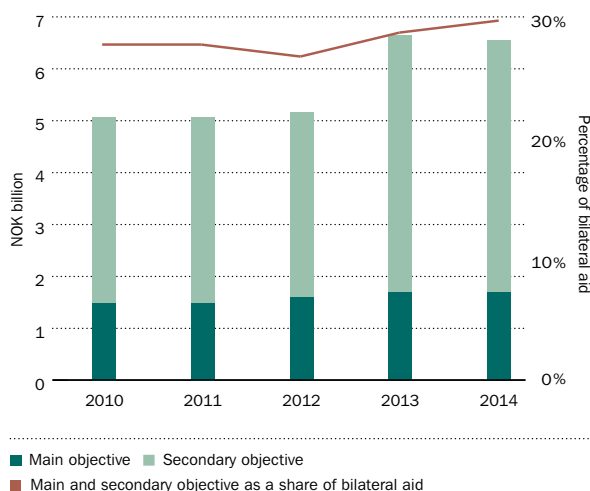
An evaluation from 2015 shows that Norway has played an important role in promoting women's rights internationally and within the multilateral system. Long-term development assistance has provided opportunities to change complex sociocultural norms and practices. Norway has also played a significant part in targeting particularly challenging and controversial areas such as female genital mutilation, sexual and reproductive rights, and the human rights of LGBT persons.

According to the evaluation, Norwegian efforts have yielded good results with regard to helping to change legislation and policy in many countries. Long-term support to civil society organizations working for women's rights and gender equality has helped to develop the capacity of these organizations. Norwegian development assistance has not contributed to strengthening the capacity of UN organizations or the partner countries' own state institutions to the same extent. The evaluation also points out that Norway has helped to strengthen the empirical basis in the area of women's rights and gender equality. At a project level, the results of Norwegian efforts have varied. The most obvious results were found for women's participation in the household, the local community and in politics, and that local communities and local leaders had raised their awareness of gender and equality issues. The evaluation team found fewer results for interventions that had the objective of making services and infrastructure more available to women, and of engaging men in gender equality work. The results of work to strengthen the capacity of local authorities in this area were limited.

The evaluation team finds that Norway's efforts have been marked by high ambitions, but have been insufficiently systematic. Norway can point to many good and important results at the level of interventions, but has been less successful in helping to change power and gender relations. The evaluation also indicates significant weaknesses with regard to results reporting of gender equality work, and capacity to monitor the development assistance. No systematic training activities have been developed, and the initiative and capacity of individual employees has therefore often been crucial.

Source: Norad (2015) Evaluation of Norway's Support to Women's Rights and Gender Equality in Development Cooperation

FIGURE 1.3 // NORWEGIAN SUPPORT TO WOMEN'S RIGHTS AND GENDER EQUALITY HAS INCREASED IN THE LAST TWO YEARS



In total, 8.1 billion NOK was used for projects with women and gender equality as the main goal in the period 2010-2014.

[Source: Norrad]

In many cases no clear objectives for mainstreaming have been set out, and sex-disaggregated data is lacking, with the result that unforeseen discrimination may be difficult to detect. The UN's new Sustainable Development Goals take a holistic approach that combines both mainstreamed and specific objectives for women's rights and gender equality.

NORWEGIAN SUPPORT TO WOMEN'S RIGHTS AND GENDER EQUALITY IN FIGURES

In 2014 Norwegian development assistance amounted to a total of NOK 31.7 billion. It has increased in the last decade, and has remained stable at around one per cent of gross national income (GNI) in recent years.

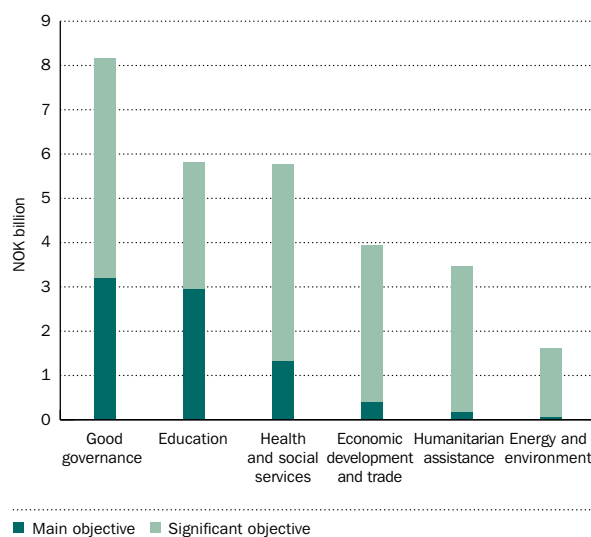
Of the bilateral aid and the earmarked funding for multilateral organizations, around 30 per cent is marked for women's rights and gender equality as a main or significant objective.³⁰

This share has remained stable for many years, with a slight increase in recent years. In the period 2010–2014, a total of around NOK 8 billion was devoted to support that included women's rights and gender equality as a main objective. In addition, women's rights and gender equality have been a significant objective for a far greater proportion of Norwegian development assistance. This is clearly shown in the figure above. It is not possible to indicate exactly how much of this support specifically targets women's rights and gender equality to the same degree as when it is the main objective.

29 OECD Development Assistance Committee (2011) Mainstreaming gender equality. Emerging Evaluation lessons; Norad (2015) Evaluation of Norway's support to women's rights and gender equality in development cooperation

30 Read more about statistics on development assistance and Norwegian support to women's rights and gender equality in Part 3.

FIGURE 1.4 // MOST NORWEGIAN SUPPORT TO WOMEN AND GENDER EQUALITY IN THE AREAS OF GOOD GOVERNANCE AND EDUCATION



Includes bilateral and multilateral aid in 2010–2014.
A total of NOK 8.1 billion spent on aid marked for women and gender equality as a main objective and NOK 20.8 billion as a significant objective from 2010 to 2014

[Source: Norad]

Norwegian support to women’s rights and gender equality in the period 2010–2014 was distributed across many different target areas. Figure 1.4 shows that most support was given in the areas of good governance, education and health and social services. In the target area of good governance, the support is allocated to increasing women’s democratic participation, strengthening civil society, support to the promotion of human rights, and women’s participation in peacebuilding and conflict resolution. In the area of education, support goes primarily to basic education for girls, while reproductive health is the largest sector within health and social services.

THE ROAD AHEAD

The most difficult challenges remain

The remaining tasks are the most challenging: Those of reaching the most marginalized and changing underlying power structures and social norms that prevent women’s participation on the same terms as men in social, political and economic life.

Statistically, the performance of women as a group with regard to achievement of the Millennium Development Goals is considerably poorer than that of men.³¹ There are wide differences between different groups of women and men. The most marginalized are often the poorest, often in combination with discrimination on the grounds of gender, age, disability, ethnicity or place of residence.

It is crucial to change social norms and attitudes to achieve results. For example, authorities in countries with an increasingly low birth rate of girls compared to boys due to gender-selective abortion have banned such abortions. They have also changed inheritance laws that discriminate on grounds of gender. A report by the World Health Organization shows that this has little effect if underlying social norms and attitudes that lead to a preference for sons, are not addressed.

With regard to violence against women, changing social norms is essential. A study³² published in *The Lancet* reveals that the most important predictive factors for the prevalence of physical and mental intimate partner violence are

- > norms supporting male authority over women
- > norms that justify violence against an intimate partner
- > laws and practice that discriminate against women with respect to access to land, property and other productive resources

The role of development assistance in changing social norms, attitudes and behaviour may include funding knowledge and capacity development, technical support for changing legislation, and advocacy to reinforce the work of local change agents. A long-term perspective and systematic effort are necessary.

Inadequate implementation

There are comprehensive international norms for women’s rights and gender equality, and on paper they have broad public support. The challenge is for these international obligations to be reflected in national legislation and put into practice. This requires authorities to formulate policies, change national legislation and build the capacity of state institutions. In order for the countries’ own obligations to be taken seriously, Norway, as a development partner, can request monitoring of these and offer assistance to achieve the objectives. A report by UN Women points out that the transition from equality before the law to equality in results does not happen by itself.³³

In order for a society to move from formal to substantial equality, fundamental changes to economic and social institutions, as well as to the values, norms and attitudes that shape these institutions, are needed. This must occur at all levels in society. It is often at the level of households and in the private sphere that change is most difficult to track. For example, research shows that increased economic participation by women does not necessarily lead to greater influence in the household.³⁴

32 The Lancet, Vol 3, June 2015.

33 UN Women, *Progress of the World’s Women 2015–2016: Transforming Economies, Realizing Rights*, 2015.

34 Briefing note on support to promoting women’s rights and gender equality and its impact, CMI 2015.

31 UN Women, *Progress of the World’s Women 2015–2016: Transforming Economies, Realizing Rights*, 2015.



The Millennium Development Goals have contributed to a significant higher number of girls complete basic education. PHOTO: KEN OPPRANN

Knowledge about change at household level is often lacking because questionnaire surveys are usually based on the household as a unit and therefore fail to capture gender differences within the family. With respect to gender-based violence, legislation and policy have played a role in creating change at household level by defining violence as a public rather than a private matter. This has resulted in increased awareness, more openness and thereby also more reporting of gender-based violence.³⁵

Based on needs and priorities

The MyWorld Survey has collected the viewpoints of more than 7.5 million people about the Sustainable Development Goals after 2015.³⁶ It shows that women and men are largely in agreement regarding which areas that are most important. They prioritize education, health, work, responsible governance, food security, protection against crime and violence, access to clean water and sanitary facilities to an approximately equal extent. Women place gender equality slightly higher on their list

of priorities than men. Men rank transport, roads and political freedom higher than gender equality. This undermines a common assumption that if women participate in the economy and politics on a par with men, they will prioritize differently.

Questionnaire surveys from some countries show that women are not always more positive than men in their attitude towards gender equality and equal rights.³⁷ Gender equality work must therefore be directed at both women and men, and at the relationship between the sexes. Both women and men are responsible for contributing to gender equality.

Men also suffer from a lack of rights and opportunities, but considerable data exists to indicate that women's needs and interests are far less well covered than men's. Greater gender equality in practice therefore implies prioritization of women. Men must surrender power and control of resources in favour of women.

³⁵ Ibid.

³⁶ See <http://data.myworld2015.org/> The viewpoints collected do not constitute a representative sample in statistical terms, but with more than 7.5 million respondents from 194 countries they nevertheless provide interesting information on the opinions of women and men on the areas that are most important to prioritize for the new Sustainable Development Goals.

³⁷ See for example Africa Health, Human & Social Development Information Service (2015).

GOAL 5. ACHIEVE GENDER EQUALITY AND EMPOWER ALL WOMEN AND GIRLS

- 5.1 End all forms of discrimination against all women and girls everywhere
- 5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation
- 5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation
- 5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate
- 5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
- 5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences
- 5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws
- 5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women
- 5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels

The Sustainable Development Goals give a new boost to women's rights and gender equality

In September 2015, UN member countries adopted a historic prioritization of sustainable development. The objective is to eliminate extreme poverty by 2030, through a comprehensive effort that takes a cohesive view of economic growth, environmental considerations and social development. Central to this are the 17 Sustainable Development Goals which replace the UN Millennium Development Goals. The MDGs helped to escalate efforts in particular for health and education, and were instrumental in ensuring that a significantly larger number of girls enrol in and complete basic education today.

Agenda 2030 has a far wider scope and addresses the causes of poverty to a greater extent. The Millennium Development Goals targeted developing countries, whereas the Sustainable Development Goals apply to all countries.

The Sustainable Development Goals were the subject of intense and comprehensive negotiations that lasted for two years. Norway, along with other countries, achieved a breakthrough in these negotiations in ensuring that the agenda should build on international human rights obligations, promote human rights for all and help to achieve gender equality. The importance of ensuring gender equality and promoting women's rights is strongly emphasized throughout the final document. A separate goal on gender equality, Goal 5, targets structural obstacles to gender equality, and states commit to ensuring universal access to sexual and reproductive health and reproductive rights. Gender equality is also integrated in the targets for several other thematic goals.³⁸ The political declaration also states that the gender perspective should be systematically integrated in the implementation of the entire agenda.

³⁸ This applies to the significant objectives for ending poverty, promoting decent work for all, agriculture, water and sanitation, climate change, education, health, and human settlements.



2

EXAMPLES OF RESULTS FROM NORWEGIAN SUPPORT TO WOMEN'S RIGHTS AND GENDER EQUALITY

Norwegian support to women's rights and gender equality produces results. In this section we will present some examples and challenges from Norwegian development assistance through multilateral organizations and 24 specific projects.





HOW TO DOCUMENT RESULTS FOR WOMEN'S RIGHTS AND GENDER EQUALITY?

All those who use Norwegian development assistance must measure and document results. In order to accomplish this, the starting point must be known, the measurements must be clear and there must be ways to indicate the degree to which objectives have been achieved.

It is essential to distinguish between the activities of an intervention and the results arising from it. Far too many overreport on what is being done, and underreport on the results of these activities.

Results come in different forms. The acquisition by important actors of new knowledge, competence and proposals that can be used to change laws and regulations, represents significant results and are often preconditions for a change process. These are the immediate results – the deliverables – that lie within the control of the project. However, these deliverables are not themselves the objective. They do not guarantee improvements for anyone. Increased capacity is not the actual objective. The objective is the effects of increased capacity. As a rule, therefore, the interventions should achieve, or contribute to, something more – something that benefits the target groups and their communities, but which is outside the direct control of the project.

One example is the contribution of a development intervention to the training of midwives in a health region, and spreading information to local communities on the increased safety of professionally assisted childbirth. These are the deliverables. If it results in more women giving birth with qualified assistance, the effects for women are safer births, increased survival for both women and children, and a lower prevalence of health injuries. For the community, reduced maternal and child mortality means that mothers can continue to care for their children and families, and contribute to their surrounding communities.

The results of the work for women's rights and gender equality are often argued to be particularly difficult to measure. Due to complex associations, fundamental attitudes and social norms, practices and customs are exemplified, it might take a long time to achieve change for the target groups. The work is also affected by numerous circumstances outside the control of the project, and even development assistance generally. Cooperating with a large number of

different actors, and embedding the initiatives with the authorities in the partner country and other local partners, further adds complexity. However, this complexity is not unique to support to women's rights and gender equality. Development assistance is generally challenging – it is difficult to achieve the objectives. Notwithstanding this, the results of all Norwegian development assistance must be measured and documented to the optimum degree possible. The level of precision will vary, but it is reasonable to demand that the reporting should make it possible to give an account of whether the objective has been achieved or not. If the more long-term changes cannot be documented within the lifetime of the project, a retrospective evaluation may provide some of the answers. Evaluations are also suitable for assessing the sustainability of the intervention.

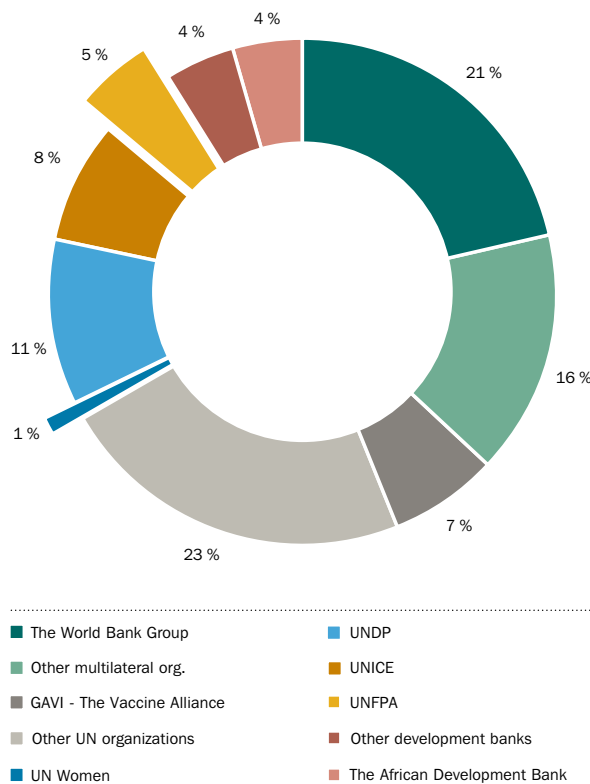
Even with good documentation it is often difficult to attribute changes to a specific intervention. In the case of ongoing results measurements, it is enough to substantiate that the intervention has made some contribution. Evaluations and research take a much more thorough approach, and normally provide a better basis for deciding which interventions have brought about effects, but are resource-intensive and are only undertaken for a selection of interventions. It is important to make provisions for the evaluation of results and how they have come about to the greatest possible extent in all development assistance. With regard to the contribution made by an intervention to societal development, it is neither correct nor possible to attribute development results to one donor, or to the development assistance alone.

EXAMPLES OF RESULTS THROUGH MULTILATERAL ORGANIZATIONS

In the last five years, an average of 47 per cent of Norwegian development assistance has been channelled through the UN, the World Bank, regional banks and other multilateral organizations. In 2014 this figure was 50 per cent, more than NOK 15.8 billion. Less than half, NOK 7.5 billion, was core funding.

Of the NOK 8 billion given by Norway in earmarked funding to the multilateral system in 2014, well over two million went in support to interventions that had women's rights and gender equality as a main or significant objective. Unlike earmarked funding, core funding is not labelled according to target area in the statistics. The organizations themselves can

FIGURE 2.1 // NOK 15,8 BILLION OF NORWEGIAN DEVELOPMENT ASSISTANCE THROUGH MULTILATERAL ORGANIZATIONS IN 2014



[Source: Norad]

distribute core funding as effectively as possible within the parameters of their strategies, which Norway and other donors have approved through the boards of the organizations. It is therefore impossible to say with certainty how much core funding is channelled to the work for women's rights and gender equality. Nevertheless, portions of the core funding for organizations with women's rights and gender equality as part of their mandate, or key to their strategies, are used for this purpose. This is particularly the case for UN Women, UNDP, UNICEF and UNFPA, The World Bank and the regional development banks also have strategies vis-à-vis women and gender equality work.

Norwegian funding through the multilateral system is important for various reasons. In many cases the UN or other multilateral organizations have a unique mandate to develop norms and standards on behalf of the global society. They have also been granted authority to monitor, report and comment on countries' compliance with international norms and standards, This work is something that Norway has neither the mandate nor the clout to undertake effectively alone. Examples are the Office of the High Commission for Human Rights (OHCHR) which administrates the international human rights conventions, and the UN Population Fund (UNFPA) which administrates the action plan arising

from the International Conference on Population and Development in 1994.

The multilateral organizations have advantages in terms of normative work by virtue of their mandates and large membership numbers, but not all of them are sufficiently effective. Significant work is being put in by donors to ensure that the multilateral organizations deliver results. The Multilateral Organisation Performance Assessment Network (MOPAN) is a network of 18 donor countries, among them Norway, that evaluate the effectiveness and results for the largest multilateral organizations they fund. The evaluations are conducted by independent consultants commissioned by MOPAN, and follow a common method. The results work is also followed up through participation in the boards of the various organizations.

We present here some results for women's rights and gender equality that a few key multilateral organizations have reported in recent years, primarily in 2014. These are results that Norway has helped to contribute to, but the size of the percentage cannot be stated with mathematical precision, and neither is this the purpose of these examples. Estimates of the percentages of the results attributable to Norway are made in order to illustrate the magnitude of the Norwegian contribution, and to show what types of results Norway can achieve in partnership with several donors. By ensuring the organizations' core budgets, the donors also contribute to safeguarding and developing the leading global knowledge communities within their thematic areas.

The UN organization for women's rights and gender equality – UN Women

UN Women leads the work to ensure women's rights and gender equality globally. It is the secretariat for the UN Commission on the Status of Women, which chairs the annual sessions for the UN Convention on the Elimination of All Forms of Discrimination against Women. They also work for the implementation and follow-up of the Beijing Platform for Action from 1995. Norway was one of the instigators for UN Women in 2010 and its largest donor until 2013. In 2014 Norway contributed NOK 95 million in earmarked funding. Norway was the third largest donor overall, and the support represented ten per cent of the organization's total budget.

The organization's mandate is to contribute internationally to the development of norms, to ensure that member countries implement and comply with these norms, and to lead and coordinate the work for women's rights and gender equality in the UN system. UN Women also has an operational mandate. In accordance with its strategy for 2014–2017, UN Women works for women's increased participation in politics and economics,

reduction in violence against women, and greater participation by women in peace processes, security questions and humanitarian operations. In 2014 UN Women also worked with authorities and civil society on national planning and budget processes in 76 countries, to ensure necessary budget allocations for women and gender equality, verifiable budgets and appropriate plans. A significant result in 2014 was that 22 of the countries increased their budgets for measures that would be of benefit to women and gender equality.

UN Women has taken a global leadership role in 2014 and 2015 in the work for women's rights and gender equality in the new Sustainable Development Goals going forward to 2030. Important milestones were the Beijing+20 Regional Review Meeting and the meeting of the Commission on the Status of Women in March 2015. Through its country offices, UN Women has helped to mobilize the authorities as well as civil society at country level. UN Women has managed to create significant attention around progress as well as challenges for the world's girls and women. They have raised the issue through high-profile conferences, flagship publications and involvement of new partners, and have secured new commitments from member countries. They have led several global campaigns such as the UN Secretary General's "UNiTE to End Violence against Women" and "HeForShe". Their campaign "Empowering Women, Empowering Humanity – Picture it!" reached 280 million people.

The results reported by UN Women for 2014–2015 are mainly connected to their role as a global campaigner for women's rights and gender equality. UN Women shall primarily help UN member countries, UN organizations and private actors to deliver results for women and gender equality. It is a continuing challenge for UN Women to be able to demonstrate their contribution to these results. The organization's annual reports point to many examples of their efforts in many countries, but it is difficult to obtain an overview of the scope and effects of this work for the target groups. One example is UN Women's efforts to ensure that women's needs are integrated in humanitarian response. The organization reports to have contributed to gender-sensitive humanitarian response by dispatching gender equality advisors to ten countries and helping 20 countries to integrate gender equality principles in their humanitarian plans and guidelines, but the effects this creates for the target groups is not reported. However, it is important to recognize the organization's international leadership, and that awareness-raising and binding cooperation in the member countries is crucial to improving the plight of women. The organization is recognized by MOPAN for having adopted a clearer leadership role in recent years, and Norway can lend its support in this area. Norway alone could not have achieved an equivalent profiling

and global commitment for this topic. Norway has indirectly contributed to these results by securing ten per cent of the budget for UN Women.

The UN Population Fund – UNFPA

"... a world where every pregnancy is wanted, every childbirth is safe and every young person's potential is fulfilled". This is the UN Population Fund's overarching objective. UNFPA has long been an important cooperation partner for Norway for the achievement of Millennium Development Goal 5, and the work to promote sexual and reproductive health and rights (SRHR) in general. For women and young girls to be able to make decisions about their own bodies and health, and the opportunity to plan how many children they should have and when, are key to fulfilling women's rights and gender equality.

Norwegian support to UNFPA has increased in recent years, especially as a result of Norway's investment in maternal and child health. UNFPA is recognized for its relevance and effectiveness in its work for maternal health and gender equality. In 2014 Norway gave NOK 431 million in core funding to the organization, an increase from NOK 402 million the previous year. In addition, more than NOK 370 million in earmarked funding went to UNFPA's programmes and projects in 2014. Norway was the second largest donor of core funding. The total Norwegian contribution represented more than ten per cent of the organization's budget in 2014.

UNFPA's work focuses particularly on ensuring universal access to health services, and youth have become an increasingly important target group. The organization provides facts and analyses of population growth and the effects of increased availability of contraceptives, in order to strengthen both national and international policy on sexual and reproductive health and rights.

In 2014 UNFPA put its strategic plan for 2014–2017 into action. Its annual report for 2014 points to results in all its prioritized areas. In its board-level dialogue with UNFPA, Norway has focused on reinforcing work on sexual and reproductive health and rights, particularly in relation to youth. Results highlighted in this context are therefore those that UNFPA can point to, which have the objective of enhancing access to comprehensive health services in the area of sexual and reproductive health. The organization used more than 50 per cent of its budget in 2014 for this results area. Along with programmes specifically aimed at youth, these areas together constitute almost 59 per cent of UNFPA's budget.

Information and access to contraception are key to enhancing the opportunity for women to plan the interval between pregnancies, preventing early and unwanted pregnancies, and enabling them to protect against HIV infection. Secondly, they can reduce the



Comprehensive training of both men and women can contribute to better sexual and reproductive health. PHOTO: KEN OPPRANN

number of unsafe abortions, maternal mortality and birth-related injuries. UNFPA has helped to strengthen national systems and their capacity to increase access to contraception and health information. In 2014 the fund helped a further nine countries to establish contraceptive logistics, which has increased to 84 the number of countries with satisfactory systems. UNFPA itself has distributed contraceptives to a value of around NOK 700 million. In its work to prevent HIV infection and unwanted pregnancies, UNFPA provided 800 000 condoms to girls and boys in developing countries with the greatest unmet needs, mainly in sub-Saharan Africa. It has been important to reach out to local communities to mobilize young and marginalized persons in particular. As part of its humanitarian work, the fund contributed 1.5 million condoms to boys and almost 93 000 condoms to girls in the crisis-torn Central African Republic, Iraq, South Sudan and Syria.

UNFPA estimates that as a total in 2014 it helped to prevent more than 29 000 maternal deaths, and prevented almost 11 million unwanted pregnancies and 3.4 million unsafe abortions. It reports that almost 30 million people were given access to contraception. These calculations are based on models and do not represent precise figures, but they give an indication of the scope of the effort. Norway's contribution of ten per cent of UNFPA's total budget indicates that Norway has made a proportional indirect contribution to the results.

As part of the work to achieve Millennium Development Goal 5 on reducing maternal mortality by three quarters by 2015, in 2014 UNFPA supported 43 countries in raising the quality of their health systems and medical equipment used in the context of pregnancy and childbirth. UNFPA has also increased its commitment to sexuality education, and in 2014 it supported 42 countries in the development of training modules that comply with international standards for a comprehensive teaching programme on sexuality, gender equality and gender identity.

EXAMPLES OF RESULTS FROM BILATERAL AID FOR WOMEN'S RIGHTS AND GENDER EQUALITY

In the following, a selection of results from Norway's direct support to projects and programmes to strengthen women's rights and gender equality in the last five to ten years is presented. Most of the examples show positive results, some are mixed, and one example in particular shows weak, even negative, results. The examples serve the purpose of showing results and challenges from the entire range of Norwegian efforts – geographically, thematically, and with different partners: civil society, authorities, multilateral organizations and the private sector.

The examples present interventions both large and small, some directly aimed at women's rights and gender equality while others show results that are mainstreamed in projects in other sectors, such as education and energy.

There has been a political decision that Norwegian work for women's rights and gender equality shall be promoted through specific interventions and mainstreaming in projects and programmes where it may be relevant to do so. For this reason, examples are widely distributed through different areas of Norwegian development assistance. Here the examples are divided into four groups:

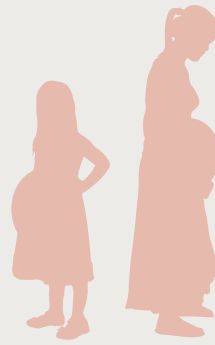
- > Education, health and protection
- > Politics and society
- > Economy and natural resource management
- > Women, peace and security

Previous results reports from Norad have shown many results achieved for women's and girls' rights and gender equality. The 2013 reports on health and education, and the 2014 report on human rights and democracy in particular contain many relevant examples. In Norad's first results report from 2007, a separate chapter was devoted to women and gender equality.

Due to the similarity to the themes of 2013 and 2014, in this year's report we have attempted to add something new by including examples of recent efforts and projects. These may serve to illustrate a new direction in development assistance which is sometimes related to learning from previous efforts. It provides updated information, but is also challenging since we can often only document an incipient change process and cannot yet point to effects for the target groups. Other examples of projects of longer duration are also included, and in this way we wish to present a broad range of results – from the immediate to the more long term.

SOURCES:
 >MOPAN (2014) UN Women assessment
 >UN Women Annual Report 2014
 >UN Women Data Companion 2014
 >MOPAN (2014) UNFPA assessment
 >UNFPA Annual Report 2014

EDUCATION, HEALTH AND PROTECTION



» Education, health and protection against violence are core human rights, as well as fundamental preconditions for the fulfilment of rights in other areas, such as political and economic participation.

Investment in education, health and prevention of violence against women can reduce poverty, slow population growth and also have positive effects for the next generation.

UNICEF is the main multilateral partner with regard to Norwegian support to education for girls. Gender equality is also mainstreamed in Norwegian bilateral aid for education, including through its support to a number of civil society organizations. Efforts have concentrated on girls' access to and completion of education at primary, lower secondary and upper secondary level, as well as on higher education.

Norway's support to women's rights in the health sector has focused on reducing maternal and child mortality, in accordance with the Millennium Development Goals, as well as on enhanced access to reproductive health services. The aid has been channelled towards strengthening health systems, increased investment in health personnel, information systems and access to life-saving medicines. An important measure has been to improve access to and use of contraception. In addition, Norway has invested in the development of new knowledge and its dissemination, and advocacy work for girls' and women's health and rights. Efforts to combat female genital mutilation have been highly prioritized and are closely bound up with efforts to protect girls and women against abuse and health injuries, and to contribute to improved maternal and child health.

Norway bolsters services to women who are exposed to violence by training health personnel, preparing guidelines and providing access to equipment and drugs. Psychosocial and economic support for education or occupational training for survivors is often a key element. Norway also supports the development of legislation, training of police and the judiciary, and legal aid for survivors. The most long-term effort is aimed at preventing gender-based violence through lobbying work to change social norms and attitudes.

EXAMPLES OF RESULTS

Ensuring that teenage girls complete lower secondary school is not only important in itself; it also helps to postpone marriage and childbirth, and gives better future prospects to both the girls themselves and the children they will one day have. The results example from Nepal shows how Norwegian support to Nepal's education sector programme has helped more teenage girls to complete lower secondary education. Through UNICEF and UNGEI in Uganda, Norway has helped girls who drop out of school to return, and has boosted efforts by the authorities to ensure that those who drop out of school as a result of pregnancy and childbirth are able to complete their education. The Norwegian programmes for higher education and research in developing countries (NOMA and NUFU) have achieved a level of 50 per cent women master's and PhD students – far higher than the common proportion of women.

In Afghanistan, Norwegian support has contributed to a larger number of qualified midwives and a better health service for women through their pregnancy and childbirth. Through IPPF and its partners, Norway has contributed to better access to contraception and to information about sexual and reproductive health and rights, and safe health services following incomplete abortions.

In Sudan, UNICEF together with other organizations has helped to ensure that fewer girls undergo genital mutilation. A national campaign and cooperation with important local norm creators such as traditional leaders, religious scholars, women activists, health workers, teachers and young people have altered attitudes to female genital mutilation in many local communities, but strong opposing forces in Sudan are attempting to prevent a legal prohibition. The work of the Norwegian Refugee Council in Liberia has reinforced health services and the rule of law for women subjected to gender-based violence. Prevention of violence is proving more difficult, especially its documentation. A series of studies on men's behaviour and attitudes to violence and sexual relationships (the International Men and Gender Equality Survey – IMAGES) may contribute to more accurately targeted projects that prevent violence.

Lower secondary school gives girls in Nepal better prospects for the future

» Norway has supported Nepal's education programme since 2009. Access to lower secondary education is now easier for girls and in 2015, more girls than boys took their tenth grade school leaving certificate. This gives them opportunities for higher education, and has important ripple effects such as later marriage, fewer and later childbirths, and improved health for themselves and their children.

WHY: Children's right to education is far from fulfilled

Children's right to education is set out in the UN Convention on the Rights of the Child. This right includes compulsory, free basic education, and the provision of different forms of secondary education. Education will promote the development of the children's personality and abilities, as well as respect for norms and values that contribute to a better society. Nepal's education system is based on an eight-year primary school (from 5 to 12 years of age) and four years' of secondary school (from 13 to 16). The results of the tenth grade school-leaving examination are extremely important at secondary school level and strongly influence opportunities for continuing education.

At the beginning of Nepal's sectoral programme in 2009, some 73 per cent of all children were enrolled in primary school. Only 40 per cent of those who started in Grade 1 completed Grade 8. Only one in five teenagers between the ages of 13 and 16 attended lower secondary school, and there were fewer girls than boys.

WHAT: A better state school

The education authorities have implemented the sectoral programme, which includes the entire school sector from preschool to Grade 12. The programme is intended to increase children's access to education, and boost the quality of the school. The programme gives priority to improving the provision of primary school education and facilitating access for girls and vulnerable groups, as well as promoting a better range of lower secondary education. Recruitment of teachers has increased and more schools have been built so that children do not have so far to go to school. Many schools

have also been upgraded and now have running water and separate toilets for girls and boys. Focus on the syllabus, textbooks and teacher education has reinforced school quality and content.

HOW MUCH: The sectoral programme was originally planned as a five-year programme from 2009 to 2013 and had a total budget of NOK 21.3 billion. NOK 3.8 billion was to be funded by development aid, and the remainder by the Nepalese authorities. The Norwegian contribution amounted to NOK 219 million.

The programme was later extended to 2016, with a further NOK 127 million in support from Norway.

RESULTS: A higher number of girls attend lower secondary school and have greater control of their own future

The sectoral programme has contributed many positive results, particularly regarding access to preschool and girls' access to basic education. Even though access to lower secondary school was not initially prioritized, there has been a change for the better here too. At the start of the programme in 2009, every fifth child attended lower secondary school. In 2013, this had increased to every third child.

The increase is the result of stronger efforts. During this period, the budget was increased from nine per cent of the total educational budget to nineteen per cent. Almost three thousand new lower secondary schools were established, and the number of pupils increased by over three hundred thousand, from 1.0 million to 1.3 million.

Improved educational options have given girls in particular the opportunity to continue school after the completion of Grade 8. In 2015, for the first time



At Shree Ayad School in Bakjtapur the pupils in Grade 10 are busy preparing for their exams. Teacher Simjhana Singh gives extra tuition in last year's syllabus to pupils such as Menuka Pandit (16) in the middle and Usha Thuya (15). PHOTO: KEN OPPRANN

in Nepal's history, more girls than boys took the tenth grade school-leaving examination. Boys increasingly get the opportunity to attend fee-paying private schools, where they generally achieve better examination results. Girls more often attend free state schools. Investment in improved state lower secondary schools, with Norwegian support, is therefore also an investment in gender equality.

In addition to the sectoral programme allowing more children to fulfil their right to education, increased access for girls to lower secondary school can have other positive effects. A 2011 study of population and health in Nepal documented that, on average, women who had completed Grade 10 had half as many children as those with no education.

Women who have completed lower secondary education usually have their first child later, and have more knowledge about contraception and the right to abortion. They also get married later. On average, girls who have attended lower secondary school for a period of time marry at the age of 18.5 years while girls with no education marry at the age of 16.6 years.

These beneficial effects are passed on to the next generation through improved maternal health and lower infant mortality. Deferring marriage and the

first birth are vital for reducing the risk of maternal and child mortality and childbirth complications. The younger the mother, the greater the health risk.

The 2011 Nepal Demographic and Health Survey also showed that poverty is just as important as education for the number of births and maternal and child health. Therefore it is important to find out more about the socioeconomic background of the girls who are now pursuing lower secondary education in order to better understand the direct impact of education and whether the development also includes the poorest girls.

SOURCES:

- > Ministry of Education, Nepal (2013) School Level Educational Statistics of Nepal, Consolidated Report
- > Nepal Central Bureau of Statistics (2011) Demographic and Health Survey, Key Findings
- > UNICEF (2014) Adolescent Development and Participation baseline study

More girls complete school after the back-to-school campaign in Uganda

» The “Go to school, back to school, stay in school” campaign in Uganda brought more than 23 000 girls who had dropped out of school back to their desks in the period from 2011 to 2014. More girls complete primary school and go on to lower secondary school than previously. The campaign has particularly focused on pregnancy as a reason for girls dropping out of school.

WHY: Traditional attitudes and pregnancy impede girls’ schooling

Uganda has achieved satisfactory progress in the work to increase girls’ access to primary school. In 2011 almost as many girls as boys started school. The proportion of children who drop out before they complete their schooling remains high: 68 per cent of the girls and 66 per cent of the boys. The reasons differ for girls and boys. Girls drop out partly because of pregnancy, child marriage, or because they have to look after younger siblings. A 2011 study in 20 districts showed that one-third of the girls left school because of pregnancy. The study covers primary, lower secondary and upper secondary schools.

In parts of Uganda many parents do not see the value of educating their daughters. Education is perceived as a threat to traditional societal structures. Many fear that the girls’ expectations will change when they receive more education and are exposed to a world outside the local community.

WHAT: A campaign encouraging a change in attitude in local communities

The back-to-school campaign began in 2007 in conflict-ridden areas in north and north-east Uganda, and was later extended. Norway has supported the campaign since 2011 through UNICEF’s thematic funding of basic education and gender equality.

The campaign has the aim of increasing awareness about the right of all children to education, and targets both girls and boys. In addition, there is particular focus on girls’ education and on some traditional customs and practices that prevent them from starting and completing their schooling.

The campaign is run by the Ugandan Ministry of Education and Sport in collaboration with UNICEF, UNGEI and various other partners. Local educational authorities and schools are also involved. The local community is invited to discuss the consequences of traditional customs that impede education. The value of education for everyone, and for girls in particular, is stressed. UNICEF Uganda has promoted dialogue meetings in 28 of Uganda’s 112 districts. UNGEI played a key role in 14 districts, facilitating discussions that brought together parents, local communities and the authorities, and strengthened alliances between the partners in the districts.

Radio programmes targeting parents broadcast the importance of education, especially for girls. Parents’ involvement in securing their children’s education is stressed as vital. In the villages, house-to-house campaigns are conducted in order to explain to parents why they should send all their children to school – both girls and boys, not to mention children with disabilities. Different forms of entertainment such as music, dance and drama draw attention to local challenges and conditions that prevent girls in particular from receiving education.

UNICEF and its partners lobbied the authorities to strengthen political guidelines advocating that pregnant girls should be allowed to continue at school and return after the birth. A study supported by UNICEF was carried out in 2011 to map the reasons why girls dropped out of school in 20 provinces. The study has been employed in advocacy work vis-à-vis the authorities.



When Margret Komuhendo was 17 and four months pregnant, she dropped out of school. After a year at home with her daughter Vivian, she is now back at Kyembogo primary school in Kampala, with the help of UNICEF and the UNGEI project. Margaret wants to train as a nurse or midwife. PHOTO: KEN OPPRANN

HOW MUCH: Norwegian support for the campaign was provided via UNICEF's global thematic programme for basic education and equality, in which Norway is the largest donor. Support during the period from 2011 to 2014 amounted to NOK 23.5 million (OECD's exchange rate for 2011). This also includes support to UNGEI's work on the campaign, which will continue to receive funding from UNICEF's thematic programme in 2015.

RESULTS: More girls back at school and promising new policies from the government

Between 2011 and 2014, a total of 23 055 girls and 20 445 boys returned to school in the 28 districts where UNICEF and UNGEI were active. The results indicate that a positive change in attitude has taken place in local communities in the districts during the campaign period.

A number of factors other than the campaign may have promoted these results. UNICEF carried out a concurrent programme to improve water and sanitary conditions at schools, and established school clubs for pupils and mentoring schemes for teachers. Efforts were made in the school clubs and among teachers to change attitudes to girls who become pregnant and return to school after giving birth.

No systematic data about the situation in all districts were collected before the start of the campaign, making analyses of the changes that have taken place difficult. However, various reports demonstrate positive changes. A study conducted in the four districts of Moroto, Gulu, Kitgum and Lira, where UNGEI played an important role, documented that 601 children - 389 girls and 212 boys – returned to school in 2011 and 2012. The completion rate for girls in primary school increased from 47 per cent in 2011 to 53 per cent in 2014. The proportion of girls who continued on to lower secondary school increased by six percentage points, from 63 per cent in 2011 to 69 per cent in 2014.

Through the campaign, UNICEF, UNGEI and partners have encouraged the authorities in Uganda to involve themselves in the challenges raised by pregnant girls dropping out of school. The 2011 study documenting that pregnancy is one of the key reasons aroused the interest of the authorities. In 2015, the Ugandan Ministry of Education and Sport carried out a similar study with the support of UNICEF. This confirms that social norms continue to be instrumental in causing pregnant girls to drop out of school and discontinuing their education after they have given birth.



PHOTO: KEN OPPRANN

Previously, many schools expelled girls who had become pregnant. In 2009, the government attempted to end the practice by describing it as unconstitutional. They ordered head teachers, teachers and school inspectors in the districts to make arrangements allowing pregnant girls and young mothers to complete their schooling and take examinations. There is no documentation of whether and to what extent expulsion takes place today, but the attitudes on which the practice was based appear to persist. More than half of the girls questioned in the 2015 survey say that the community at large believes that girls who become pregnant while they are still at school are bad examples for others and should not return.

The study showed that 21.3 per cent of girls aged between 14 and 18 who drop out of school do so because of pregnancy. Eastern Uganda has the largest share at almost 43 per cent. The proportion is higher in rural areas than in towns. Altogether 31 per cent stated that they would not return to school because they were frightened that the community would judge them and other pupils would harass them. Only eight per cent of the girls had continued

their schooling after having a baby. The study also showed that 28 per cent of pregnant girls who dropped out of school also got married. The authorities will continue to apply this knowledge to improve policies and guidelines in order to ensure that pregnant girls and young mothers return to school. The “Go to school, back to school, stay in school” campaign has become an annual activity.

SOURCES:

- > UNGEI (2012) *Formative Evaluation of UNGEI for Uganda report 2012*
- > UNICEF (2011) *Performance appraisal of UNGEI and GEM initiatives in Uganda 2001-2009*
- > Ministry of Education, Science, Technology and Sports (MoESTS), Uganda (2012) *Gender Eye newsletter*
- > MoESTS (2015) *Gender in Education Policy (Revised)*
- > MoESTS (2014) *National Strategy for Girls Education (Revised)*
- > Girls Education Movement (2014, 2015) *Project review reports 2013/2014*
- > Girls Education Movement (2013, 2014) *Annual reports 2012/2013*
- > MoESTS (2015) *Study on Correlating teenage pregnancy to drop out (not published) (supported by UNICEF)*
- > MoESTS (2011) *A Survey on Re-Entry of Pregnant Girls in Primary and Secondary Schools in Uganda (with the support of UNICEF and conducted by The Makerere University School of Women and Gender Studies, and FAWU Uganda)*

Better gender balance in higher education and research

>> The requirement of a better gender balance in order to qualify for Norwegian support for higher education and research in developing countries led to an increase in the share of female master's degree students and PhD students to approximately 50 per cent. This is far higher than the proportion of women in higher education and research in developing countries in general.

WHY: Few women in higher education and research

A well-educated population with gender equality is assumed to contribute to an inclusive debate on matters affecting people's welfare. Such public debate can contribute to holding the authorities accountable for the policies they adopt and whether rights are fulfilled. It increases the likelihood of democratic, transparent and responsible political leadership that takes into account the needs of both men and women.

Less than eight per cent of the population of Sub-Saharan Africa took higher education in 2012, with women accounting for one-third of them.

Universities in developing countries often lack qualified personnel, infrastructure and funding. The number of researchers in Sub-Saharan Africa is low. Figures from the period 2010–2012 show fewer than 100 researchers per million inhabitants. By way of comparison Europe had over 2000 researchers per million inhabitants. This results in low production of new knowledge by the countries' own researchers. Consequently, there is a lack of relevant local knowledge as a basis for policy formation.

The share of female academics in Africa and Asia is low. One of five researchers in Asia is a woman, while in Africa it is approximately one in three. The low proportion of females means that the knowledge produced often does not take the situation of women and their perspectives into account.

WHAT: Educational and research collaboration to strengthen women's participation

The Norwegian Programme for Development, Research and Education (NUFU) and Norad's Programme for Master Studies (NOMA) were established to boost research and higher education in low- and middle-income countries. The programmes are based on collaboration in teaching,

research and student exchange between academic institutions in developing countries and Norway. The NUFU programme covers 19 countries in Africa and Asia. The NOMA programme covers 28 universities in 18 countries in Africa, Asia and Latin-America, in collaboration with Norwegian universities and university colleges.

Activities included research collaboration with Norwegian universities and university colleges, PhD and master's grants, the development of syllabuses and courses, and the training of technical and administrative employees at the universities. An important goal for both programmes was improving the gender balance in higher education and research in developing countries, and ensuring that gender perspectives were included in teaching and research.

HOW MUCH: Both the NOMA and the NUFU programme were fully funded by Norad. The total budget for NOMA in the period 2006–2014 amounted to NOK 673 million, and in the period 1991–2012 the total for NUFU was NOK 400 million.

RESULTS: Gender balance requirements led to a greater number of female Master's and PhD students

Master's degrees

A total of 2614 people in developing countries have been admitted to higher education through the NOMA programme, while the NUFU programme resulted in 294 master's grants for academic employees at universities in developing countries.

The number of students who complete their studies and the number who find relevant work is often used to measure the relevance and quality of educational programmes. Approximately 70 per cent of the NOMA students completed their studies. One study shows that almost 92 per cent of those who



Former dentistry teacher Grace J. Aninge is now the rector of Mulago Paramedical School. "My appointment as rector is solely due to my master's degree, which I took as part of the NOMA programme" says Aninge. Now she wants to change how dentistry is taught in Uganda. PHOTO: RUNO ISAKSEN

responded were in work after graduating. Most of them had found work relevant to their studies. The majority of the students had found employment in the public sector or at higher education institutions.

The goal of the NOMA programme was that at least half of the students should be women. A number of initiatives were implemented, including targeted recruitment of women and integration of gender perspectives into the syllabus. In addition, it was possible to apply for further funding earmarked for recruitment measures, preventing women from dropping out during their studies, and adapting working conditions for female students. The number of female NOMA students increased steadily from the start of the programme in 2007, when one-third of the students were female, to 52 per cent in 2013.

Research

The NUFU programme's contribution to strengthening research and higher education has resulted in 194 PhD research fellows, 46 per cent of whom were women, over 2 000 academic publications and almost 800 peer-reviewed articles. Altogether 63 new courses and study programmes were established, and administrative staff at universities received training.

The number of PhD candidates who were awarded degrees is in line with the goal of the programme. A doubling of the number of female PhD students

from 23 per cent in the period 2002–2006 to 46 per cent in 2007–2012 is an extremely good result, keeping in mind that the projects were carried out in countries where few women take higher education.

The final phase of the programme posed stricter requirements for the participation of female researchers. The goal was full gender balance among the researchers who participated in the projects. A bonus scheme was established for NUFU projects that succeeded in recruiting at least 40 per cent female PhD candidates, and a total of 32 projects were awarded the bonus. Other measures to improve the gender balance included the publication of a manual on gender equality in higher education and research, and funding of parental leave and childcare for female PhD students.

The acceptance of research articles by internationally recognized publications is a good indication of research quality. Far more articles were published in internationally recognized publications in the last programme period, 2007–2012, than in 2002–2006, indicating that the research communities had been strengthened.

Women were also well represented in the publication of research results. The women in the projects contributed as authors or co-authors in 63 per cent of the peer-reviewed articles, while male participants contributed in 83 per cent. By way of comparison, the share of female authors and co-authors in scientific publications amounted to 30 per cent worldwide.

The results show that the goals of the programme were achieved. The share of female academics at all levels was considerably higher than the average in Asia and Sub-Saharan Africa. A high level of female participation at PhD level is especially commendable, since this is a major challenge in most countries, affluent as well as poor.

Sustainability is a challenge for the programmes. Both the NUFU and NOMA programmes have depended on external funding and it is uncertain whether all the master's degrees and grants can continue without support.

SOURCES:

- > Norad's Programme for Master Studies (NOMA) Final report 2006-2014
- > The Norwegian Programme for Development, Research and Education (NUFU) (2013) Final Report July 2013
- > -The Norwegian Centre for International Cooperation in Education (SIU) (2015) *Graduate Tracer Study: Norad's Programme for Master Studies (NOMA) and Norwegian Programme for Development, Research and Education (NUFU)*
- > UNESCO (2015) *Tertiary Enrolments, 1999-2012 By Region*
- > UNESCO (2012) *Human Resources in Research & Development*, UIS Factsheet no. 21, 2012
- > UNESCO (2012) *Women in Science*, UIS Factsheet no. 23, 2012

PERFORMANCE-BASED FUNDING MAY HELP PROVIDE BETTER HEALTH CARE FOR WOMEN AND CHILDREN

Performance-based funding (PBF) includes various schemes in which funding, or parts of it, are paid out in arrears on the basis of an agreement to cover results actually achieved. The payment is thus intended to function as a motivation or incentive to achieve the goals that have been set.

A World Bank multi-donor fund (*Health Results Innovation Trust Fund, HRITF*), supported by Norway and DFID, is testing and upscaling various forms of performance-based funding of health care for women and children. When Norway chose to support the establishment of the programme, all studies indicated that the global evidence base was weak. Moreover, they pointed to a number of documented risk factors inherent in PBF programmes. These included unclear cause-and-effect relationships, a shift away from services that do not provide any incentives, short-term effects and falsification of data. As a result, each of HRITF's pilot projects are accompanied by comprehensive evaluations, of impact as well as of the possible weaknesses mentioned, and these will help improve implementation and provide better global knowledge about PBF. In addition, Norway has helped ensure wide dissemination of experiences and results to a range of different actors, and is now helping extend and expand the fund to cover further areas and objectives. Moreover, Norad is ensuring transfer of experience to a similar fund for education. Selected results from HRITF include:

In **Rwanda**, there have been 23 per cent more births in clinics with performance-based funding than in other clinics.

In **Burundi**, a total of 499 deaths were registered for each 100 000 pregnant women, a decrease from 615 in 2005, since the introduction of performance-based funding nationwide. Child mortality was reduced from 175 to 96 per 1000 live births in the same period. Performance-based funding has been shown to be a contributory factor.

In **Zimbabwe**, the number of pregnancy check-ups increased by more than 100 per cent after one year. The efficiency in the healthcare system increased with the aid of bonuses for hospital referrals of high-risk births. More births were assisted by more qualified personnel with better equipment.

In **the DR Congo**, family planning increased far more in clinics where performance-based funding had been introduced when compared to others. The difference is explained by reference to health workers becoming more active in planning, ordering and using contraceptives.

Read more about results from PBF in health care in Norad's results report 2013, Education and health, pages 74–75.

More qualified midwives in Afghanistan ensure safer childbirth for mother and child

» Midwives in Afghanistan have improved the situation for pregnant women and women giving birth. Together with the Norwegian Afghanistan Committee and the Norwegian Association of Midwives, the Forum for Women and Development (FOKUS) has contributed to the education of more midwives in Afghanistan.

WHY: Afghanistan was the world's most dangerous country in which to give birth

In 2013, a woman somewhere in the world died every two minutes in connection with pregnancy, childbirth or abortion. That meant almost 290 000 women a year. Almost all the deaths took place, and still take place, in developing countries, primarily in Sub-Saharan Africa and South Asia. Most of the deaths could have been avoided. Approximately six million women still contract chronic diseases or injuries in connection with pregnancy.

In 2000 there were altogether 1 100 maternal deaths per 100 000 live births in Afghanistan. In 2010, the share was reduced to about 330. Nonetheless, Afghanistan was ranked as the world's most dangerous country in which to give birth in both 2010 and 2011. This is partly due to the lack of qualified midwives and other health personnel. Other reasons include deficient infrastructure and cultural norms that limit women's mobility and choices.

WHAT: Training of midwives

A partnership between FOKUS, the Norwegian Association of Midwives and the Norwegian Afghanistan Committee has supported the training of midwives in four provinces in eastern Afghanistan. The collaboration has included the Afghan Midwives Association (AMA), which has also helped to boost quality assurance of the education of midwives.

AMA is engaged in advocacy vis-à-vis international partners and the Afghan health authorities to ensure that women's rights are safeguarded. AMA's work to demand better health services for pregnant women and women giving birth, is based on the experiences of midwives.

HOW MUCH: Total grants from Norway in the period between 2002 and 2014 amounted to approximately NOK eight million.

RESULT: Qualified midwives save the lives and health of mothers and children

In 2010, almost 40 per cent of births in East Afghanistan were assisted by a trained health professional. That is three times as many as in 2001. New-borns have a better chance of survival. In 2001, eleven per cent of infants in East Afghanistan died before their first birthday. In 2010 this number was reduced to five per cent. It is difficult to isolate the effects of the project. The share of births assisted by qualified health personnel has increased across the entire country, approximately corresponding to the figures for East Afghanistan. This is due to the significant increase in training of midwives throughout the country since 2000, with the support of many international partners.

However, there is still reason to assert that FOKUS, the Norwegian Association of Midwives and the Norwegian Afghanistan Committee have made a significant contribution to maternal health in Afghanistan: the organizations supported the training of midwives at the Institute of Health Science in Jalalabad from 2002 to 2014. A total of 397 midwives were trained in that period, constituting 13 per cent of all midwives in Afghanistan. The midwives were trained to fill jobs in East Afghanistan. Of those who graduated in the period 2010–2014, around 80 per cent are still practicing.

In 2015 Afghanistan was ranked by Save the Children's "State of the World's Mothers" as number 156 out of 179 countries in respect of maternal mortality, an improvement from last place in 2010 and 2011. Save the Children's annual reports demonstrate a positive development from one in



Maternal mortality in Afghanistan is declining, largely because more women than before have access to qualified healthcare during pregnancy and childbirth. With Norwegian support, FOKUS, the Afghanistan Committee and the Norwegian Association of Midwives helped to train 13 per cent of Afghanistan's midwives. Here the Norwegian Association of Midwives is exchanging professional experiences with teachers at the Institute of Health Sciences (HIS) in Jalalabad. PHOTO: FOKUS

eight women dying in connection with pregnancy and childbirth in 2005 to one in 49 in 2013.

The decrease in maternal mortality is considered to have a clear correlation with increased assistance by qualified health personnel in connection with childbirth. This is probably also due to a general improvement in health and nutrition, fewer teenage pregnancies and a general decline in the number of births in Afghanistan. Very young mothers and women who have already had many children are more vulnerable during pregnancy and childbirth.

Almost 30 midwives in East Afghanistan have received management training in the course of the project in the period 2010–2014. Management training is vital in the establishment of local branches of AMA in the provinces. Through the local branches, midwives engage in advocacy vis-a-vis local health authorities in order to boost the quality of healthcare for pregnant women and women giving birth.

The training of midwives also has other long-term consequences. The Afghanistan Committee and FOKUS report that women with education earn more money, become more independent and have a higher status in the local community. They are

elected as representatives to the village council, stand for parliament and become role models for young people. Through their vocational training and union affiliation they influence decisions that affect women's living conditions. AMA holds meetings with the Ministry of Health and has helped to develop a national policy on midwifery services.

The UN's Millennium Development Goal of reducing maternal mortality by 75 per cent by 2015 was not achieved in Afghanistan. Great progress has been made, nevertheless, and far more Afghan women have access to health personnel than previously.

SOURCES:

- > FOKUS (2015): Sluttrapport til Norad for 2010-2014 [Final report to Norad for 2010–2014]
- > Save the Children (2015): State of the World's Mothers Report 2010-2015
- > NAC (2013): Jordmødre redder liv. [Midwives save lives] www.afghanistan.no
- > UNFPA (2014): State of Afghanistan's Midwifery 2014. www.unfpa.org.

Contraception and safe abortion give freedom of choice and lower maternal mortality

» In 2014, 18.7 million people gained access to contraception and information about sexual and reproductive health via the International Planned Parenthood Federation (IPPF) and its partners. A total of 3.8 million now have access to safe health services in connection with abortion. Most cases concerned the treatment of incomplete abortions. When women achieve better control of their own bodies, sexuality and fertility, the number of unintended pregnancies and unsafe abortions declines, and there are fewer pregnancy-related deaths and complications.

WHY: Deaths and complications due to a lack of contraception and unsafe abortions

The use of modern contraceptives in the age group 15–49 years increased globally from 54 per cent in 1990 to 57.4 per cent in 2014. The number of women assumed to have an unmet need for contraception nevertheless increased from 201 million to 220 million in the same period because of population growth and increased demand.

Lack of access to contraception leads to unintended pregnancies. In countries without access to safe abortion services, women turn to unsafe abortion services. Research shows that restrictive abortion legislation leads, not to fewer abortions, but to unsafe abortions. This may result in permanent injuries and infertility, and in the worst case, death.

The World Health Organization (WHO) estimates that around 22 million dangerous abortions are carried out annually, and that approximately 47 000 women die of abortion complications every year. An increasing share of pregnancy-related deaths are ascribed to abortion complications. In some countries and areas, the proportion is 30–40 per cent. More than five million women suffer short-term or long-term complications.

Unintended pregnancy and the use of dangerous abortion methods are attributed to women in many places having little control over their own bodies, sexuality and fertility, and generally having limited access to good health services. Allowing girls and women to decide for themselves when they want to have children and how many enables them to decide on their own future. Girls can continue to attend school, and women can continue to work. This provides parents with a better basis for caring for the children they may have.

WHAT: Advocacy work and provision of services

Since the 1970s, Norway has supported the International Planned Parenthood Federation, IPPF, which is one of the largest international organizations working for sexual and reproductive health and rights. The organization has a clear focus on gender equality, also internally in the organization. Altogether 50 per cent of the members of IPPF's governing council, other boards and councils must be women – a rule that is followed in practice.

In 2015, the IPPF is represented via national and local partners in 170 countries. IPPF works to influence the authorities to fulfil sexual and reproductive health rights, and together with its partners, IPPF offers health and guidance services to women and young people. The goal is to enhance the health of women and young people, and give them a wider range of choice through access to information, contraception and safe abortions.

The organization has delivered more than 54 000 services worldwide. These include everything from counselling young people, clinics for testing for HIV/AIDS and other sexually transmitted diseases, advice on contraception and abortion, and mother-child health services, as well as local organizations engaged in providing information on and lobbying for sexual and reproductive health and rights. In the period 2013 – 2014, the IPPF also received Norwegian support for a pilot project on safe abortion in seven countries

HOW MUCH: For the last ten years, Norwegian support has stood at just over NOK 40 million annually. In 2014, support totalled NOK 46.6 million.



IPPF provides information about contraception and offers this and related health services to both men and women. Here, young men in India receive instruction in the use of condoms. PHOTO: IPPF/PETER CATON/INDIA

RESULTS: Access to contraception and safe abortion saves lives

IPPF and its partners delivered almost 150 million services in the field of sexual and reproductive health and rights. Almost half of these services were provided to young people under the age of 25.

In the period 2005–2014, IPPF’s advocacy contributed to changes in policy or legislation in 150 countries. The effects of the changes have included increased access to information, contraception and services. One example is IPPF’s member organization in Pakistan, Rahnuma-Family Planning Association of Pakistan. Through their advocacy work they have persuaded local authorities in the states of Khyber Pakhtunkhwa, Punjab and Sindh to include family planning in key documents, to increase their budgets for contraception these past two years, and to allocate resources for the purchase of contraceptives. In addition, health clinics etc. have been established where people can obtain contraceptives.

IPPF estimates that 85 per cent of those who use the various services offered are poor, vulnerable groups. In 2014, some 52.6 million people worldwide used these services, 28.7 million more than in 2010.

In 2014, IPPF’s organizations and clinics gave 18.7 million people access to contraception and guidance on its use. IPPF’s member organizations offer several types of contraception at their clinics. Long-term methods offered include contraceptive implants, contraceptive injections, vaginal contraceptive rings and oral contraceptives as well as the emergency contraceptive pill. IPPF estimates that 5.9 million unplanned pregnancies were prevented, and 677 000 unsafe abortions were averted.

The number of abortion-related services carried out by IPPF’s member organizations grew by 27 per cent to 3.8 million in 2014. There was an increase in all the various services offered in connection with abortion. The largest increase is attributable to treatment of incomplete abortion and injuries resulting from unsafe abortion. By means of a pilot project for safe abortion in seven countries, IPPF has developed and tested different approaches under different framework conditions, from countries where abortion is legal to countries with restrictive legislation. The results include a greater provision of services within the legal framework, registration of medical abortion drugs in four countries, and better documentation for use in advocacy vis-à-vis the authorities.

Working for access to safe abortion is difficult for several reasons. Abortion is a sensitive topic and is not an easy choice for some people. It may be illegal, or only legal under specific circumstances. In some areas the local authorities and health services are unfamiliar with the legislation and are therefore more restrictive than necessary. Considerable stigma is also attached to the issue of abortion, and both patients and health personnel are afraid to talk about it. In many places it is also difficult to find reliable abortion drugs. The experiences gained from the pilot project show that results are achieved by working with both advocacy and services to strengthen women’s health services and rights.

SOURCES:

- > IPPF (2015) *Annual performance report 2014-2015*, www.ippf.org
- > WHO (2015) *Factsheets 388*, www.who.org
- > UNFPA (2015) *Adding it up – The Costs and Benefits in Investing in Sexual and Reproductive Health 2014*, www.unfpa.org
- > Guttmacher Institute (2015) *Worldwide Abortion: Legality, Incidents and Safety*, www.guttmacher.org

Fewer girls are circumcised in Sudan, but powerful forces are mustering to counter this

» UNICEF has contributed through a broad partnership to a change in attitudes regarding female genital mutilation in Sudan. More than 600 local communities have declared in public ceremonies that they will refrain from the practice. The proportion of circumcised girls under the age of 14 has declined. Conservative groups are fighting this development.

WHY: Genital mutilation of women and girls is widely practised in Sudan

Genital mutilation of girls is widely practised in large parts of Sudan. It is estimated that approximately 90 per cent of all women are circumcised. Most interventions are carried out on girls between the age of five and eleven years. The least severe is termed sunna. This entails partial or total removal of the clitoris. The most severe form, infibulation, entails removing the inner and outer labia, and usually the clitoris. The remaining tissue is then sewn together over the vaginal opening and only a small hole is left. Many women are re-infibulated after each birth. This is the most common form in Sudan, especially in rural areas. UNICEF estimates that 41 per cent of girls between the ages of five and nine were mutilated in 2006. In 2010 this had been reduced to 36 per cent. Despite the pain and risk involved, the practice has been regarded as necessary if girls are to become respectable women.

In 2008, activists, the media and civil society in Sudan focused on genital mutilation and the harmful effects of the practice. The authorities adopted a national plan to phase out the practice by 2018. The inclusion of a prohibition of genital mutilation in the Child Act was proposed. The authorities launched an attitude-changing campaign for the protection of children, and a national campaign, Saleema, to change the views of the population on uncircumcised girls in a more positive direction.

WHAT: Concerted efforts to change attitudes to genital mutilation

Norway has supported work to counter genital mutilation in Sudan since 2008 through various partners, such as Norwegian Church Aid. Norway also supports UNICEF's and UNFPA's joint programme against genital mutilation, which is conducted in Sudan and 16 other countries. See Norad's Results Reports from 2013 and 2014 for more information about the joint programme. In addition, Norway provided support to UNICEF's country office in Sudan in the period 2009–2011 to reinforce its work against genital mutilation and early marriage in seven of sixteen states in northern Sudan.

This example examines the results of UNICEF's goal of reducing the genital mutilation of girls. UNICEF also had a goal that 50 local communities in each of the seven states should commit publicly to ending the practice – 350 local communities in total.

UNICEF's efforts are directed towards achieving an attitude change. They endorsed the national Saleema campaign together with a number of other actors, including Norwegian Church Aid.

Saleema in Arabic means complete and intact. In many countries, focusing on the negative consequences of gender mutilation has proved to be of little benefit. The Saleema approach emphasises the creation of positive associations and values linked to being uncircumcised. This is intended to promote a change in attitudes in society such that parents choose to let their daughters remain the same as they were born rather than having them circumcised.

The message was communicated by radio and TV by means of plays, debates, TV series and songs. Dedicated Saleema ambassadors promoted the message in local communities and at various arrangements.

Much of the work was done locally. UNICEF's partners in the seven states included traditional leaders, religious scholars, female activists, midwives, teachers and young people so as to encourage the entire community to disassociate themselves from the practice. UNICEF also made efforts to criminalize genital mutilation through legislative changes nationally and in the various states.

HOW MUCH: In the period 2009–2011 Norway provided NOK 17.5 million in support to UNICEF's programme against child marriage and genital mutilation. Norway has also supported UNFPA's and UNICEF's joint programme against genital mutilation to the tune of NOK 20 million annually in the period 2008–2015. The joint programme funds work in 17 countries, including Sudan.

RESULTS: A reduction in the number of circumcised girls under the age of 14

The Multiple Indicator Cluster Survey (MICS), an extensive household survey, is one of the surveys that document changes in attitudes to and the prevalence of gender mutilation in Sudan. This survey was conducted by the Sudanese authorities in 2010 and 2014, with technical support from UNICEF. UNICEF has not completed the analysis of the data, but preliminary findings indicate a change in attitudes and a decline in the practice of genital mutilation in 2014.

By the end of December 2011, the Saleema message had reached over five million people. More than 600 local communities in which UNICEF had worked had declared in public ceremonies that they would end the practice. That exceeds UNICEF's original target. Findings from the 2014 MICS confirm the trend.

The share of circumcised girls below the age of 14 was reduced from 38.6 per cent in 2010 to 32.1 per cent in 2014. The result cannot be attributed to the Saleema campaign or to UNICEF's work alone, but is the product of the concerted efforts of many actors. The Saleema campaign has attracted a lot of attention in the region as well as globally. Several African countries wish to carry out similar campaigns, including Kenya, Eritrea and Djibouti. Researchers and organizations want to study and use the Saleema approach.



Afaf (26 years old) shows off her newborn daughter at Turk Hospital in the north of Khartoum. "I know it's not good for girls to be circumcised. I've been through it myself. I tried to stop my daughters from having to go through this, but the social pressure was too great. Now I don't want my granddaughter to suffer the same fate," says Afaf's mother-in-law, Sheika (aged 55).

PHOTO: UNICEF SUDAN/2014

Developments have not been positive in all areas. The work of UNICEF and others for legislative amendments experienced a setback in 2010, when the prohibition of gender mutilation was not included in the Child Act. UNICEF reports that counter-campaigns led to conflicting messages and reluctance on the part of the federal authorities to bring in a legislative prohibition. Even though 400 traditional and religious leaders have publicly declared that gender mutilation has no basis in religion, powerful forces worked to counter this. According to researchers from the Chr. Michelsen Institute, the powerful Salafi movement argued in favour of a ban on infibulation, but claimed that the sunna variant is an Islamic practice. According to them, criminalizing the practice of sunna would be in conflict with sharia law. Those who supported criminalization were accused of blindly supporting the West and a foreign agenda. This shows how sensitive the topic of gender mutilation is, and that any phasing out of the practice depends on several factors outside the sphere of influence of development aid projects.

SOURCES:

- > UNICEF Sudan (2012) *Action for abandonment of female genital mutilation/cutting and early marriage. Final Report to Norway*, November 2012
- > UNICEF Sudan (2015) *Building Systems to prevent and respond to violence against children and women in Sudan*. First progress report to the Royal Norwegian Government, May 2015
- > UNFPA/UNICEF (2012) Annual report. Joint programme on Female Genital Mutilation/cutting: Accelerating Change
- > UNFPA/UNICEF (2014) *Voices of Change, Annual report 2014*
- > African Journal of Urology (2013) *The continuing challenge of female genital mutilation in Sudan*
- > Chr. Michelsens Institutt (2015) *Criminalizing FGM in Sudan. A never-ending story?*

EFFORTS TO COMBAT GENITAL MUTILATION ARE GIVEN HIGH PRIORITY

For many years Norway has prioritized efforts to combat genital mutilation, providing support for WHO's work as well as UNFPA and UNICEF's joint programme to combat genital mutilation in 17 countries. Norwegian NGOs are working to combat the practice in Egypt, Ethiopia, Kenya, Mali, Sierra Leone, Somalia, Sudan and Tanzania. Support is also given to Tostan, an international organization that works in 526 local communities in six West African countries. The results of Tostan's work were presented in Norad's 2014 Results Report.

Norwegian funding earmarked for this work will total approximately NOK 75 million in 2015.

Norway has supported efforts to combat gender mutilation in Ethiopia since 2004. Statistical surveys show that the share of girls who were circumcised in 2005 totalled 74 per cent, while a new study carried out by the Welfare Monitoring Survey in 2010 reveals that the proportion had fallen to 46 per cent.

Norwegian Church Aid and Save the Children's joint programme to combat gender mutilation in Ethiopia, in which they collaborate with 21 local partners, is an important initiative in Norway's work. The programme, which began in 2004 and was presented in Norad's 2013 Results Report, has reduced the scope of gender mutilation in the areas targeted. Long-term efforts have been crucial for the programme's goal achievement. In 2015, a final review of the programme was conducted to document the results. This demonstrated that genital mutilation had practically ceased in the programme areas that were analysed. The data are collected through document analyses, interviews and focus group discussions with the local population, local leaders, the authorities and experts. The programme was also part of the external evaluation of Norwegian development assistance to promote women's rights and gender equality in the period 2007–2013.³⁸ It was singled out as one of the most successful during the period, having achieved significant results. Work with religious leaders and religious institutions was emphasized as of particular importance.

This extensive and long-term initiative has helped to inform and mobilize people locally. Local leaders, religious leaders and local authorities have led the way as change agents. At the national level, coordination and training via the health, education and justice sectors have been crucial. A statutory prohibition on gender mutilation and the role of the media have also played an important role.

The findings in the final review of Norwegian Church Aid and Save the Children's programme have been surprisingly positive. The findings must be documented by solid research before it can be concluded that girls in the programme areas are no longer circumcised. The results must also be followed up to ensure sustainability and to avoid a backlash.

³⁸ Norad (2015) *Evaluation of Norway's Support to Womens Rights and Gender Equality in Development Cooperation*

COMBATTING CHILD MARRIAGE

Child marriage is practised widely, especially in Sub-Saharan Africa and South Asia. The UN Population Programme estimates that one in three girls in developing countries will probably be married before they are 18 – one in nine before they are 15. If the trend continues, in the next decade more than 142 million girls will be married before they turn 18. Most child brides are poor girls in rural areas. Many are married off to much older men, and they often leave school and have children at an early age. Nine of ten mothers aged between 15 and 18 are already married. Early pregnancy is often high-risk, and complications in connection with pregnancy and childbirth are the second most important cause of death for girls aged 15–18.

Plan Norway attracted international attention to child marriages in 2014 with the campaign "Stop the wedding". The campaign was reported by several thousand international media. The blog was visited by 2.5 million readers and the film of the wedding was seen by 3.2 million people on YouTube.

Plan Norway carries out projects to combat child marriages in a number of countries with Norwegian support. One of the countries is Zambia, where the project started up towards the end of 2014. The age limit for marriage there is 21 years, and sex with a child under the age of 16 is forbidden. Nevertheless, it is estimated that 45 per cent of girls in Zambia are married before the age of 18.

Together with the authorities and the local partner organization Children in Need Network, Plan Norway is attempting to encourage the local communities in the Luapula and Central provinces to change the practice. Traditional leaders in chiefdoms are involved in discussions about children's rights and the risks associated with child pregnancy. Legal Desks, a support service run by volunteers, has been established in the rural villages. Plan Norway ensures cooperation between legal desks, the police and the judiciary. A total of 76 children's rights clubs have been established in the villages. They act as whistleblowers and sound the alarm about planned child marriages.

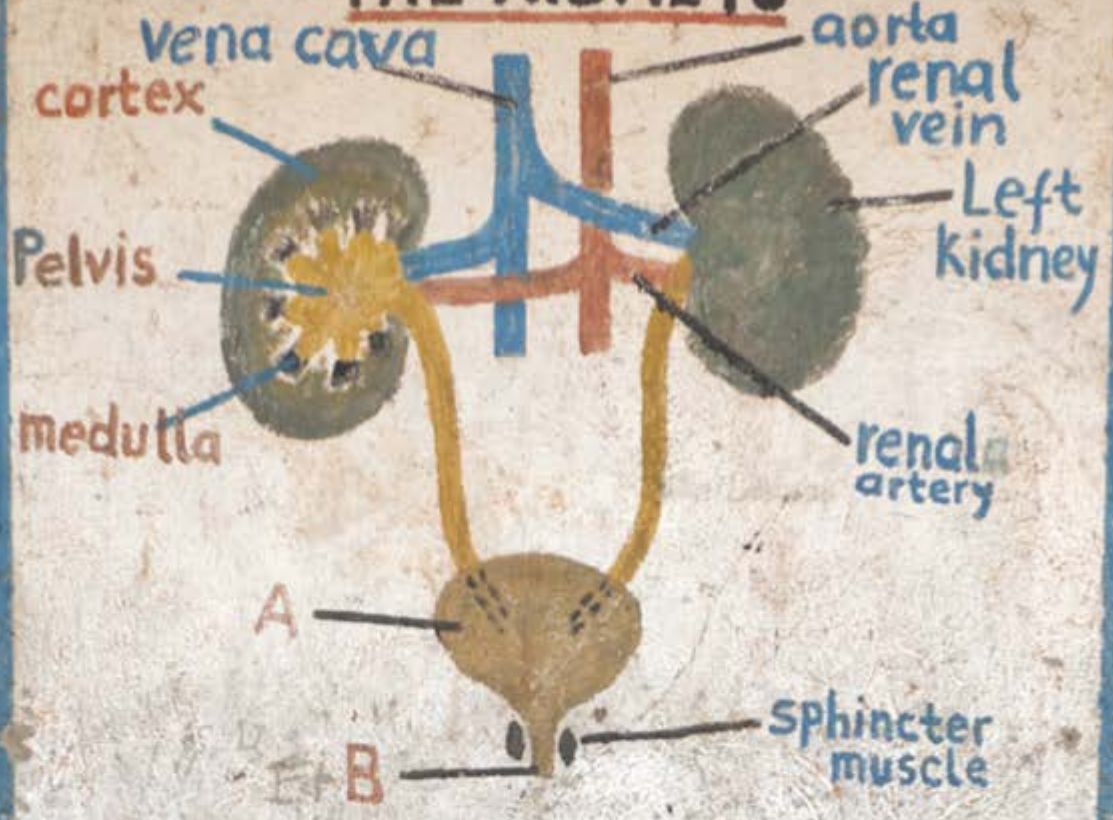
Poverty is an important reason for child marriage. Many girls are married off to provide income for the family or to reduce the family's expenses as there is one less mouth to feed. Therefore Plan has established savings and loan associations as well as income-generating activities so that families can survive financially and girls can continue their education.

As the project started barely a year ago, it is too early to present it as an example of results. Nevertheless, very tentative results can be identified through the declaration of zero tolerance for child marriage in three chiefdoms. The tribal chiefs will not approve child marriages, and will annul child marriages that have been contracted and punish adults who force children to get married. This indicates that traditional norms are undergoing change.

Approximately three cases of child marriage are reported to local legal desks every month. In some cases, this has led to the annulment of the marriages and the return of the girls to school, indicating that norms are changing.

Plan.no/ UNFPA (2012) *Marrying too young*

THE KIDNEYS



Better health services and due process protection for women exposed to gender-based violence in Liberia

» For five years, the Norwegian Refugee Council has worked to strengthen the prevention of and response to gender-based violence in Liberia. During the project period, women had better access to health services. The reporting of violence was considerably increased, and the authorities, police and judiciary are fulfilling their responsibility to provide services and conduct legal proceedings more effectively.

WHY: Poor follow-up of the victims of gender-based violence

Gender-based violence is very prevalent in Liberia. The 14-year long civil war that ended in 2003 took the lives of more than 200 000 people, forced one million people to flee and ruined the country's infrastructure and economy. The risk of abuse increased considerably in this period.

In the wake of the civil war, Liberia faced substantial challenges in preventing and responding to gender-based violence. These challenges included a weak legal system, discrimination, illiteracy and failure to understand the long-term impacts of violence. Women and children were subjected to violence at school, in the local community, at home and in the workplace. At the same time, systems for reporting and registering the assaults were both deficient and little known. The limited health services that existed were not readily available to poor people in rural areas who had no money for transport. The women had little knowledge of their own rights and what services were offered.

Liberia's first election after the end of the civil war was held in 2005. Ellen Johnson Sirleaf was then elected as Africa's first woman president. The authorities put in place a number of poverty-reduction and decentralization initiatives to increase the population's access to services and knowledge of their rights. Gender-based violence was also put on the agenda, and a national policy for sexual and reproductive health was launched in 2010.

WHAT: Changes in attitudes, capacity-building and practical help

Between 2009 and 2014, the Norwegian Refugee Council (NRC) and its local partners implemented the project Women's Rights through Information, Sensitisation and Education (WISE). The goal of the project was to contribute to a society in which women and girls are not subjected to violence and threats of violence. The project had three components: changing attitudes, training the responsible authorities and helping women subjected to violence.

A total of 134 WISE groups were established in 50 local communities in four regions. The groups shared information about the harmful effects of gender-based violence and abuse of women by means of campaigns, role-playing, song, radio broadcasts and T-shirts, with the aim of promoting a change of attitudes in the local community. They also disseminated information about systems for reporting abuse and violence.

The Norwegian Refugee Council provided training for the police, the Ministry of Justice, the Ministry of Health and Social Affairs, and the Ministry of Gender and Development. In spite of positive developments in legislation and policies, it was necessary to elucidate the roles and responsibilities of the various actors in preventing and responding to gender-based violence. The NRC concentrated on training those responsible for conducting cases before the court.



WISE groups disseminate information about the harmful effects of gender-based violence in local communities in Liberia.

PHOTO: THE NORWEGIAN REFUGEE COUNCIL, LIBERIA

The third component was psychosocial and practical assistance to women subjected to rape and other types of violence. The NRC provided transport and accompanied victims of violence to hospital, the police or the court, and also trained the non-governmental West Africa Network for Peacebuilding (WANEP) to monitor the work of the police and judiciary. WANEP works together with the families affected, the police and judiciary to ensure a free, transparent and fair legal process.

HOW MUCH: The NRC's project in Liberia had a budget of NOK 39.4 million in the period 2009–2014. The project was fully funded by Norwegian development assistance.

RESULTS: Increased reporting and access to services

A 2014 external evaluation shows that WISE had achieved many commendable results. The project resulted in greater knowledge about reporting options for victims of violence, and the number of cases of gender-based violence reported to the police and prosecuted in court increased. The proportion of women identified as victims of gender-based violence who used the health services grew from 52 per cent in 2011 to 73 per cent in 2012. In 2011 more than 46 per cent of the registered victims of violence reported the incidents to the police. In 2012 the share had increased to 64 per cent, and the number of people who wanted to pursue their case in the judicial system was also higher.

The conclusion of the evaluation is that women subjected to gender-based violence achieved greater access to health services, particularly in the areas where WISE was established. Women could more freely access information about where and how to find these services, and they were helped with transport. The authorities, the police and the judiciary became more aware of their responsibilities, and more capable of fulfilling their duties. This was largely due to the efforts of the Norwegian Refugee Council. WISE succeeded in bringing together different actors, and as result of its holistic approach, the project met victims' need for help and follow-up, and the authorities' need for training and awareness-raising.

The evaluation concludes that to a large extent WISE's work in Liberia produced results, particularly for those directly affected by violence, and that the enhanced capacity of the authorities and other actors contributes to better follow up and response. Nevertheless, the report points out that coordination between local groups, service providers and the national authorities could be improved in order to secure more sustainable support to and protection of the victims of violence on their return to the local community. There is less documentation of whether efforts to change attitudes have contributed to the goal of preventing violence.

According to the evaluation, the WISE project could have targeted awareness-raising and dealing with corruption in the legal system to a greater extent. Although there was an increase in the number of those who wished to submit their case to the court, the proportion of convictions stood at one to two per cent throughout the entire project period.

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Knowledge about men's attitudes and behaviour can prevent gender-based violence in DR Congo

» A tool mapping men's behaviour and attitudes regarding gender relations, gender equality and violence provide a basis for developing policies and effective measures to counteract gender-based violence.

WHY: The need for more knowledge about gender-based violence

Many interventions linked to gender-based violence focus on responses after the violence has been perpetrated. Examples are health and social services, legal counselling and support for the integration of the victims of violence in the local community. Preventing gender-based violence is more challenging. Some of the challenges arise from a lack of knowledge about the causes of the violence and what measures are most effective for preventing it. Moreover, in most countries only limited and often unreliable information is available about the prevalence of gender-based violence. Knowledge about its prevalence and what can prevent it must be bolstered in order to scale up the most effective measures.

WHAT: Questionnaire survey of men's attitudes and behaviour

The background for the development of the International Men and Gender Equality Survey (IMAGES) by the International Centre for Research on Women and the Brazilian civil society organization Promundo was the lack of knowledge about men's attitudes and practices vis-à-vis gender-based violence, gender equality and gender relations. IMAGES is a questionnaire survey that has now been conducted in several countries in Africa, Asia, Eastern Europe and Latin America. By collecting and analysing quantitative and qualitative data, IMAGES provides information which the authorities, the UN and civil society organizations can use as basic data for their projects. The surveys are among the most comprehensive in this field.

SONKE Gender Justice was established in South Africa in 2006, and works to strengthen men's involvement in gender equality and rights, and to reduce gender-based violence and the spread of HIV. SONKE has carried out an IMAGES survey in DR Congo, and the report was completed in 2014.

HOW MUCH: The study in DR Congo cost NOK 1 million, and the Norwegian contribution was NOK 100 000.

RESULTS: A solid evidence base as a contribution to effective measures

An analysis of the data material from IMAGES' surveys in eight countries shows that the key factors that can be linked to the perpetration of violence are that men have observed violence between their parents in childhood, and that they have been involved in conflicts where weapons were used. Tolerant attitudes to gender-based violence, negative views on gender equality and belonging to the older generation are other important factors.

The data material from DR Congo formed part of the analysis. It provides insight into men's violence against their partners, their role as carers and their opinions on sexual and gender equality issues. The DR Congo study includes both quantitative and qualitative data from 754 women and 708 men aged between 18 and 59. Data were also collected via focus groups and in-depth interviews, and were gathered while the conflict was ongoing.

The study showed that war and conflict dramatically influenced the prevalence of violence against men, women and children. Most of the violence was perpetrated by intimate partners or family members, not by soldiers. Altogether 70 per cent of the men and 80 per cent of the women reported that they had had experienced at least one traumatic event in connection with the conflict, such as sexual violence, loss of property or loss of a close family member. In tackling extreme stress and traumas, men often turn to alcohol or other intoxicants. Women far more often seek support and consolation in their religious beliefs or from other people.



Studies in DR Congo show that violence is less likely to occur in homes in which fathers take part in childcare and in housework. Studies from a number of countries confirm this trend. PHOTO: ERIC MILLER/SONKE GENDER JUSTICE NETWORK

Both men and women have a high tolerance for violence and there is a widespread view that men are entitled to sex even when the woman does not want it. Almost half of the women believe that they sometimes deserve to be hit. The survey also shows that many men are opposed to gender equality, women's education and participation in working life because they feel that women take jobs away from men or neglect their duties at home.

Both genders say that they were extensively exposed to violence in their childhood at home, at school and in the local community. The study suggests a correlation between negative experiences of violence in childhood and the development of attitudes legitimizing violence, as IMAGES has demonstrated in other countries.

Evidence shows that interventions intended to prevent gender-based violence must help to stop the transfer of behaviour and norms between generations. Positive changes in men's behaviour and attitudes can mean that children will perpetrate violence to a lesser degree when they become adults, and in time the vicious circle can be broken. Aiming initiatives at young men will be of central importance.

There are also examples of partnerships where men and women cooperate and have positive attitudes to gender equality. For example, some 40 per cent

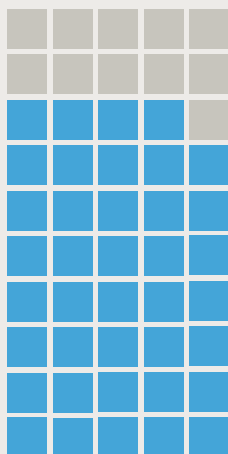
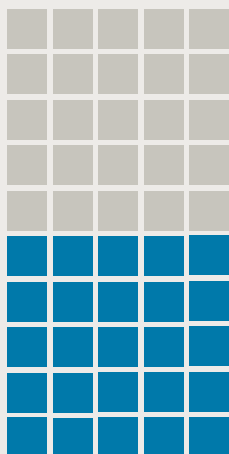
of the men in the study state that they participate in the daily care of their children, and two-thirds say that they would like to have spent more time with them. The data in the study show that men who spend more time with their children perpetrate less violence against their partner.

The DR Congo study is an important basis for efforts to prevent gender-based violence. This information is not otherwise available, and the Norwegian Ministry of Children, Equality and Social Inclusion, UN organizations and embassies have expressed interest in using the findings in their work. The survey also provides basic data for later studies, so that any changes can be captured and measured. The immediate result of the study is knowledge, but the effects of the knowledge can only be documented when it is used to shape specific policies and interventions that are effective in reducing gender-based violence.

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ECONOMIC DEVELOPMENT AND NATURAL RESOURCE MANAGEMENT



» A lack of recognition and understanding of women's actual role and potential as economic actors slows down economic development. Women have a greater total workload than men, not least because they are responsible for the bulk of unpaid care work. More women than men cannot read or write.

Combined with a wide range of legal and social impediments, this means that women are in the majority in the informal and unregulated labour market, which is characterized by lower wages and poorer working conditions. It is more difficult for women to exploit opportunities for production and trade. Women have less access to factor inputs in the economy, such as loans and capital, technology, or fertilizer and water for agriculture. Often they have less access to markets. To the extent that women run their own businesses, these are more frequently microenterprises and small companies. In agriculture, women farmers cultivate smaller plots of land with lower rates of productivity in comparison to male farmers.

Business development, energy, environment and climate are central priorities in Norwegian development policies, and these areas can be of major significance for women's economic rights and income opportunities.

Norwegian development aid has helped to strengthen women's rights to own and inherit land, including support for legal counselling. Access to water resources near the home and electricity can free up women's time for education and economic activity. These are areas that have received Norwegian development aid, as well as projects that reinforce women's participation and influence in the business sector, and trade, employer and employee organizations. Different measures in the banking and financial sector, particularly microfinance, have bolstered women's opportunities to get loans for investment in their own business activities. A variety of projects in the agricultural sector and support for women entrepreneurs have also improved women's economic participation.

EXAMPLES OF RESULTS

In order to dismantle barriers to women's active participation in the economy and secure the most important factor inputs, a thorough understanding is required of precisely what the barriers are and what promotes participation and productivity. The World Bank's Umbrella Facility for Gender Equality (UFGE) contributes this type of knowledge, which can guide decision-makers towards more effective policies and programmes. The results examples from Uganda show how targeted measures for training, business development and access to markets and funding, help to boost productivity and turnover in the case of women entrepreneurs. In Tanzania, grants to newly graduated female engineers enabled them to complete the practical work component so that more women engineers were registered than ever before. However, the sustainability of the grant project presents a challenge.

Through the ILO, Norway has helped to improve working conditions for female domestic workers in Brazil, and ensured stronger rights for women subjected to sexual harassment in India. Two examples from the energy sector also demonstrate positive effects for women. In Nepal, training and access to energy have given many women a new means of livelihood, and on the island of Pemba in Tanzania, grid connection, electrification and roads have contributed more indirectly to positive health effects for women. In Papua New Guinea, we can observe early signs of women being involved in questions related to rain forest management. In Malawi, female model farmers have become important actors in their local community and have helped to ensure that many women in agriculture have more secure food supplies and income, also in years when climate change creates difficult conditions.

Research on women farmers' productivity in Africa can improve agricultural policies

» The World Bank's Umbrella Facility for Gender Equality creates new knowledge and data about gender differences, barriers to women's participation in the economy, and whether interventions are effective or not. Studies, data, specific advice and recommendations produced by the fund and the African Gender Innovation Lab represent a first step towards new policies and more effective projects that can strengthen women's productivity. Agriculture is a prioritized sector.

WHY: How can we help women to work their way out of poverty?

The World Bank's point of departure is that no country, society or economy can attain its potential or meet global challenges in the 21st century unless women and men participate on an equal basis. The Bank's World Development Report 2012 on Gender Equality and Development revealed the complexity of the challenges women encounter on their way out of poverty. Typically, women in agriculture are engaged in cultivating small plots of land that are less productive than those of men. They own smaller companies that create fewer jobs and they work in the less profitable sectors. Women encounter discriminatory laws and norms that restrict their time and their choices. Often they lack a genuine opportunity to own or inherit property, to open a bank account or to gain access to technology, capital or factor inputs. This prevents them from cultivating and running larger farms or operating more profitable companies. As a rule, one measure alone, such as a grant to attend school or the provision of seed corn, is therefore not enough to lift women out of poverty.

The World Bank has seen the need for greater knowledge about what raft of measures will provide the best results in improving women's economic participation, and the importance of spreading this information efficiently among decision-makers. Agriculture is the sector that gives employment to most women in both Africa and Asia. Knowledge about effective instruments to increase productivity among women farmers is badly needed.

WHAT: Knowledge in the struggle for gender equality

The World Bank administers three trust funds intended to support strategic and innovative efforts for gender equality. One of them is the Umbrella Facility for Gender Equality (UFGE), established in 2012 to bring together several projects supporting the development of data and knowledge, knowledge sharing and new partnerships.

A priority area for UFGE is testing how knowledge can be most effectively utilized in projects so as to achieve results. UFGE funds over 70 projects in 54 countries. By using randomized studies and systematic analysis, an evidence base is established about the impacts of interventions to increase income, productivity, capital and co-determination for women.

The largest project is the African Gender Innovation Lab (AGIL), which conducts impact evaluations in order to boost knowledge of how different interventions contribute or do not contribute to women's economic participation. A sub-project targets women in agriculture in particular.

HOW MUCH: Norway is one of twelve donors to the UFGE, and in the period 2012–2015 contributed NOK 38 million out of total funding of NOK 262 million. In the same period, AGIL received more than NOK 80 million in support from UFGE.

RESULTS: Increased knowledge about women in agriculture is the first step

Since its inception in 2012, the UFGE has built up activities in research, impact assessment, technical assistance and capacity building in the World Bank and in member countries. It is too early to measure the impacts of knowledge production and dissemina-



Agricultural land cultivated by women in Uganda produces 13 per cent less per hectare than land cultivated by men or families. PHOTO: KEN OPPRANN

tion on political decisions, and in the final instance the impact on women of knowledge and changed policies. Documentation is vital in the long term. Here are two examples of the knowledge and advice produced by UFGE and AGIL.

The African Union declared 2014 as the year of agriculture and food security. The World Bank and One Campaign then together launched the report *Levelling the Field - Improving Opportunities for Women Farmers in Africa*. The starting point for the report was that agriculture constitutes 30 to 40 per cent of GNP in Sub-Saharan African countries, employing two-thirds of the population.

The report was based on data from the Living Standards Measurement Survey (LSMS) for agriculture in Ethiopia, Malawi, Niger, Nigeria, Tanzania and Uganda, which AGIL had initiated. LSMS documented that women's productivity per hectare of agricultural land was 13 to 25 per cent below men's productivity in the six countries. The differences in productivity increased when the size of the agricultural holding was factored in.

The *Levelling the Field* report documents how barriers to owning land, lack of access to capital, factor inputs, training and markets affect women farmers' productivity negatively. Cultural norms and the time spent on childcare and housework also have a negative effect on how much time they can spend on productive work in agriculture. For example, the more children there are in the family, the more the productivity of women farmers is reduced. The same effect has not been observed for male farmers.

Specific policy recommendations and measures to boost the productivity of women farmers are presented for each country. Examples are better access to labour-intensive tools, adult education, stronger land rights and organized childcare. The report was well received by African ministers of finance. A subsequent report calculated the annual losses related to lower productivity for women in agriculture at USD 100 million in Malawi, USD 105 million in Tanzania and USD 67 million in Uganda.

AGIL has produced more than 40 studies of the effects of development aid in 20 countries. Sometimes such studies contribute to real change, as in Rwanda, where AGIL evaluated in 2010 a project implemented by the authorities to register land rights. The study showed that women who did not have an official marriage certificate had weaker land rights than women who were formally married. The authorities used the study to draw up a new body of regulations giving all women enhanced rights to land, regardless of whether they were formally married or not. This happened prior to the implementation of the new system for registering land rights in the country as a whole. The evaluation of the new policy showed that the change had had a positive effect on the land rights of all women.

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Increased productivity among women entrepreneurs in Uganda

» Through Enterprise Uganda, Norway has contributed to training almost 8000 women entrepreneurs in Uganda in entrepreneurship, administration, management, savings and investment. The women have expanded their businesses, increased their productivity and created new jobs. They have augmented their incomes and strengthened their position in the business sector.

WHY: Women entrepreneurs run small-scale enterprises

Uganda has enjoyed relatively stable economic growth of from six to eight per cent. Poverty has diminished significantly in recent years, but the positive development is under threat from swift population growth. Two-thirds of the population are under thirty years of age. More jobs and increased productivity are urgently needed.

More women than men live in poverty. Women account for far less production of goods and services than men, and the majority work in the informal sector. Most women entrepreneurs are self-employed and very many of them are engaged in agriculture. They lack access to expertise and capital, and this prevents them from participating in formal business activities. As a result, they are far more likely to continue to operate in sole proprietorships or small businesses.

Agriculture is the basis of existence for more than 70 per cent of the population of Uganda. Women constitute 56 per cent of the labour force in the sector, and almost half of all agricultural production is carried out by women. Agricultural productivity in Uganda is generally low, and women produce on average 13 per cent less than men.

The World Bank, the African Development Fund and several UN organizations strongly emphasize the inclusion of women as crucial to achieving sustainable growth and reducing poverty.

WHAT: Targeted training of women entrepreneurs

The project Strengthening Women Entrepreneurs in Uganda (SWEP) began in 2007 and is run by the non-profit association Enterprise Uganda, with the support of Norway and several other donors. The objective is to enhance the skills of women entrepreneurs, particularly in agriculture, such that they develop more productive enterprises. The long-term aim is to increase the incomes of women entrepreneurs, boost food security and at the same time help to shift jobs from the informal to the formal sector, thus promoting economic development.

The project conducts thorough analyses of the companies' growth potential, and provides a basic course in entrepreneurship as well as training in subjects such as accounting, marketing and taxation. Enterprise Uganda provides management consultancy services and works with participants to foster their access to markets and sources of funding.

The participants are selected on the basis of their economic activity, growth potential, involvement in strengthening the position of women and their willingness to learn. The project is conducted in both towns and rural areas.

HOW MUCH: Norway provided NOK 7 million in support for Phase 1 (2007–2010) of the SWEP project and NOK 12 million for Phase 2 (2013–2016).

RESULTS: Women entrepreneurs earn more

In the first phase of the project, almost 4000 participants, 90 per cent of whom were women, received training in entrepreneurship, administration and management. The project achieved considerable results; entrepreneurs in urban areas had an



Ameco Anastasia runs a chicken farm in Soroti. After a modest start with 10 chickens, she now has more than 1000 chickens at different stages of development after four years of hard work. Through the SWEP programme, she has received training in running a business, reinvesting profits and getting a footing in the market. PHOTO: KEN OPPRANN

increase in turnover of 80 per cent while the increase for women's groups in rural areas was 200 per cent.

Considerable growth in the total value of new investments was also reported, particularly for women's groups in rural areas. Increased productivity resulted in better food security and higher household incomes. Altogether 700 new workplaces were also created.

Access to funding was improved, partly as a result of saving and greater interest from financial partners due to women being better organized. In addition, the increased turnover led to a fivefold increase in tax revenues from companies participating in urban areas. More than half the women's groups in rural areas began to pay taxes to both the national and the local authorities.

Increased payment of tax contributes to the public sector and also indicates that enterprises are making the transition to the formal sector. The women who participated also answer that their status has been boosted vis-à-vis both their spouses and the local community. They had a greater belief in themselves and in their ability to create a better future.

Phase two of SWEP is still ongoing and concentrates on North Uganda, which is the poorest region in the country in terms of the economy. Approximately 5000 are participating, 80 per cent of them women and 20 per cent men. SWEP 1 showed that many of the women entrepreneurs found the opposition of their spouses problematic. Enterprise Uganda has therefore started up a programme in which men are invited to take part in the training.

A number of spouses are now involved in the projects and share family responsibilities. A reduction in domestic conflicts has been reported. One of the women participating said "After the training in May 2014, we started weekly family meetings, and my husband listens to my advice, My family has built a new latrine and energy-saving stoves for cooking. We have started raising chickens and can sell excess agricultural produce. We also have more than three times as much agricultural land now. This gives the family an increased income."

SWEP 2 has promoted a savings culture among the participants. So far 69 groups comprising a total of 4000 women have received training in saving and investing. The groups have attained their savings and investment targets, and the participants have started to save for their own investments. This can be partly attributed to the knowledge they have acquired through their training in entrepreneurship and in saving and investing.

SWEP has helped the women entrepreneurs to utilize the growth potential in their businesses. The significant growth should be seen in light of the growth potential the entrepreneurs had to start with.

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More women engineers in Tanzania

» The engineering profession in Tanzania is extremely male-dominated. Many women who complete an engineering degree never become registered as engineers. Norway has supported newly educated women engineers in completing a three-year period of professional practice. Professional practice is obligatory for registration as an engineer. The number of registered women engineers has more than doubled since the start of the project in 2010.

WHY: Few women in male-dominated professions

In Tanzania, the engineering profession has been the exclusive domain of men. The mathematics specialization that was required for admission to engineering programmes of study was not offered to girls until 1969, and currently only a few girls choose science and mathematics at school. The first women engineers in the country graduated in 1976. In 2009, four per cent of registered engineers in Tanzania were women. Most of the women engineers are employed in lower level positions.

Few girls have chosen to become engineers. In general, fewer girls than boys in Tanzania go on to higher education, and in the case of engineering this is reinforced by attitudes that it is a man's profession. There is also a lack of female role models. A four-year engineering training and at least three years of professional practice are required before candidates can register with the Engineers Registration Board (ERB) as professional engineers and be awarded their licence to practice. ERB also implements the Structured Engineers Apprentice Programme (SEAP) on behalf of the Tanzanian authorities. This offers new engineering graduates the three-year period of professional practice they need, with close follow-up by an experienced engineer.

The SEAP programme commenced in 2003, and has been dogged by a high drop-out rate from the start. Between 20 to 30 per cent of the apprentices have received a monthly grant of USD 100 from the Tanzanian authorities. In 2009, the SEAP programme had a percentage of 21.5 per cent women, who all received this grant. Many of those who dropped out in the course of their studies gave their financial situation as the reason. They are forced to find a paid job, and many will therefore never be able to use their engineering training. Almost twice as many

women with a grant dropped out of the programme compared with the men who had also received a grant.

WHAT: Grants to new female engineering graduates

SEAP's objectives are that apprentices are well equipped to pursue their professional career, be competitive and able to contribute to the development of the country. Norway's objective is that women with an engineering training should have access to and be able to complete the required period of professional practice, be registered and be allowed to practise the profession for which they are trained. A positive additional effect would be if they could also challenge gender roles in male-dominated sectors of society and open doors for the women who come after them.

Norwegian funding is mainly disbursed as monthly stipends of USD 200 to 291 women engineers.

HOW MUCH: Norway will provide a total of NOK 13.9 million in support to the SEAP programme in the period 2010–2016.

RESULTS: More than double the number of women engineers

The SEAP programme and Norwegian support have helped to double the number of women engineers since 2009. In 2015 a total of 243 women engineers were registered in Tanzania. Some 147 engineers have been registered since the project started six years ago. By way of comparison, a total of 96 women engineers were registered between 1976 and 2009.

Women now constitute 5.8 per cent of all registered engineers, an increase from 4.0 per cent in 2009. When the programme period terminates at the end



Angela Genes inspects the new bus station in Kariakoo. Angela received support from SEAP, and has now worked for five years in the international engineering company SMEC in Dar-es-Salaam. "Men feel that I should be at home, looking after my children and the home. Building contractors don't really take us seriously the first time we meet them. But when they see that we know our job, they change their attitude to us women." PHOTO: KEN OPPRANN

of 2016, approximately 255 new women engineers are expected to have completed the professional practice programme and be registered.

Norwegian support has been of prime importance in limiting the drop-out rate in the period of professional practice.

In 2015, eight out of ten of the women engineers who do not receive financial support dropped out, while just over four in ten of the women who received grants of USD 100 dropped out. The drop-out rate for the women who receive Norwegian support of USD 200 was 14 per cent. This indicates that the Norwegian grant is large enough to enable the women to make ends meet, and thus retain their motivation to complete the programme, while the grant provided by the authorities appears to be too low.

Many of the trainees with Norwegian support have also found relevant work. A total of 242 found work as engineers before the period of professional practice was completed. Some have established their own companies.

More women started in the professional practice programme in 2015 than in 2009, but since SEAP has increased its capacity and takes in a greater number of apprentices – both women and men – the share of women has only increased from 21.5 per cent to 22.0 per cent. The main point is that far more of the women engineers who start in SEAP complete their period of professional practice, become licensed as engineers and find relevant work. They hold positions in several sectors that are still very male dominated, and contribute to greater gender equality and gender balance. They can also be positive role models for other women and help to encourage more young girls to choose to become engineers. Nevertheless, it is important to follow up the sustainability of this kind of project, in order to ensure that the initiative can also be maintained without Norwegian support.

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Nepalese women have gained access to energy and started income-generating projects

» In Nepal, mainstreaming of gender equality into an overarching energy programme has given 1.2 million women access to electricity, freed up time, and enabled 12 000 women to engage in income-generating activities. The women participate actively in the planning and carrying out of small-scale energy projects. Earmarked subsidies and the use of quotas to include women in training programmes on how to start up small businesses has contributed to the results.

WHY: Male- dominated sector, and skewed distribution of access to energy services

The energy sector in Nepal has long been dominated by men, and is criticized for not taking sufficiently into account that customers have different needs for access to and use of energy. Research and studies have shown that women have traditionally had no influence on decisions concerning access to the grid, or what the electricity is used for. Despite women's role in and responsibility for food preparation, they seldom have any influence over the type of cooking stove that is purchased for the household.

Access to electricity can also be used to start income-generating activities, and to create more jobs. According to the authorities' report, with underlying data, little use has been made of this opportunity in Nepal. Experience drawn from other countries also shows that without specific training or access to capital, income-generating activities are not an automatic outcome of having access to electricity.

Nepal has formulated its national development plans with clear goals for gender equality and inclusion, in accordance with the country's international commitments. Despite the national goals, the authorities themselves report that there has not been follow-up in the area of energy.

WHAT: Clear strategies, training and access to capital

The National Rural and Renewable Energy Programme (NRREP) was established in 2012, and is run by the state-owned Alternative Energy Promotion Centre (AEPC). The aim was to integrate energy projects that had been in progress for a long time in several villages into one larger programme. The goals of the programme were to raise the standard of

living, create jobs and boost the productivity of rural Nepal by facilitating access to clean energy.

The programme activities have been aimed at augmenting the quality of and access to clean energy, providing training and information to ensure the use of energy for income-generating activities, and establishing a fund for more effective distribution of subsidies and loans for energy projects in rural areas. The AEPC's plans include mainstreaming gender equality into the programme. Quotas, earmarked subsidies and access to loans were used to ensure that women were sufficiently involved. The AEPC has provided training within programmes, and to partners and the authorities. They have also been involved in social mobilization and coordination with local authorities and rights organizations. They have tested various activities and conducted research.

So far, over 900 000 households totalling 5 million people, 2.6 million of them women, have been involved in and benefited from the programme.

HOW MUCH: The total budget for the programme is USD 184 million for the period 2012–2017, of which 40 per cent is to be covered by Nepal itself. The remaining 60 per cent is to be covered by aid from multiple donors. The Norwegian share of the budget amounts to NOK 172 million over a five-year period. This is 26 per cent of the donor-funded share, and 16 per cent of the total programme budget.

RESULTS: Quotas and earmarked subsidies have increased women's participation, giving them improved access to electricity which forms a basis for income-generating activities.



In Nepal, energy services make income-generating work possible for women as well. Here two women are grinding flour using a mill operated by hydropower from a waterfall. This reduces physical work and saves time. PHOTO: ELISABETH CLEMENS

The programme has given 2.3 million people, of whom 1.2 million women, access to electricity from micro-hydropower plants, improved water mills and solar panels. Solar-powered water pumps have given women, who have traditionally spent a large amount of time fetching water, more time for productive activities or school work. In addition, over a million women have acquired new and healthier cooking stoves.

Demands for female representation have led to increased participation by women in the planning and implementation of electrification. Since the start of NRREP, 350 women have had leading roles in planning, implementation and training. The number of women in these positions could have been higher if traditional ways of thinking had not barred women from participating. Many women are prevented from taking part by their husbands. Participation is moreover time-consuming, and comes in addition to an already heavy work load. Women are expected to discharge their domestic duties before turning their attention to other activities.

As at April 2015, over 5 000 women had received training in productive use of energy. The 850-odd newly established businesses have provided 330 of them with jobs. A hundred of the new businesses are owned by women. Over 12 000 women have started to sell services and products as a result of their access to electricity and training.

The programme has helped to mainstream gender equality into an important development sector in Nepal. At national level, the programme has contributed to creating dialogue and increasing knowledge of the latent opportunities created as a result of women gaining access to energy. Through NRREP, rural areas in Nepal have acquired knowledge and tools that they can use to encourage women in their work.

The AEPC is stronger, and has established a unit that further develops tools and strategies for mainstreaming gender equality. The AEPC is continuing its capacity-building work both internally and in partner institutions. The organization is also responsible for performance measurement in the NRREP, and collects and analyses data, broken down by gender, about services, benefits and needs. This is used as input into discussions on further rural electrification initiatives.

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- > Norad (2015) *Review of Norad's Assistance to Gender Mainstreaming in the Energy and Petroleum Sector 2010 – 2014*
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Energy and roads have had health benefits for women on Pemba

» In 2010, Norway and Tanzania jointly financed the construction of a subsea cable from the mainland to the island of Pemba which provided a more stable power supply. A second project conveyed electricity out to hospitals, schools, public water facilities, businesses and private households. A third project upgraded the road network. The combined projects have had some positive effects for women, such as enhanced and more readily available health services.

WHY: Weak infrastructure and low economic growth

Tanzania is a federal republic consisting of Tanganyika on the mainland and the island realm of Zanzibar, which is semi-autonomous. The island of Pemba is a part of Zanzibar. Life on Zanzibar has been characterized by low productivity and low investment. Weak infrastructure such as roads, water and electricity supply have been obstacles to economic growth. The diesel-driven power generator that provided Pemba with 1.7 GWh was worn out, and the power was more often down than up. Open wells providing impure water were a health hazard and potential source of diarrhoea and cholera. As a result of traditional gender roles, women spent a great deal of time fetching water and gathering firewood for preparing food in addition to housework, child-care and farming.

WHAT: New subsea cable from the mainland to Pemba, electrification and road-building

The projects were initiated to boost economic growth and reduce poverty. The measures were intended to stabilize the power supply, provide a larger share of the population with access to electricity and improve some important road connections.

Zanzibar Electricity Corporation (ZECO) conducted the subsea cable project on behalf of the Tanzanian authorities in the period 2008–2010. A 74-kilometre subsea power cable with a capacity of 20 MW linked Pemba to the main grid on the mainland. The goal was a power supply with fewer interruptions and lower emissions of greenhouse and waste gases to Pemba's 390 000 inhabitants. A further aim was to achieve this at a lower cost than investment in and operation of alternative solutions. The project was also intended to improve inter-island cooperation in the realm of Zanzibar, and improve relations with mainland Tanzania.

The fourth phase of the project, in the period 2004–2009, was intended to create wealth and improve education, health and the environment through access to energy. The improved access to clean water, health and educational services was expected to benefit women and provide opportunities for starting small businesses.

The roads project in the period 2009–2012 was intended to improve the infrastructure by rehabilitating roads that would improve the east-west road connection on the island and link up with the main north-south road. This would provide readier access to markets, health services and schools. The programme placed emphasis on achieving sustainability through training in maintenance. The project was carried out by Zanzibar's road authorities.

HOW MUCH: In the period 2008–2010, Norway provided NOK 300 million of funding for the construction of the subsea cable between the mainland and Pemba. Tanzania contributed NOK 100 million. NOK 102.7 million of funding was provided for rural electrification in the period 2004–2009. NOK 72 million went to the roads project in the period 2009–2012.

RESULTS: Roads and electricity yield health benefits, particularly for women

The subsea cable from the mainland to Pemba replaced the 30 year-old, noisy diesel generators that caused pollution. The subsea cable, which transports power from a mix of hydropower and other sources, eliminated noise and waste gas pollution and reduced greenhouse gas emissions. The cable helped to dampen political conflicts between Pemba and mainland Tanzania. How long this effect will last is uncertain.



Nunu Seif Massoud with her newborn twins after a safe delivery at Chake Chake Hospital on Pemba. PHOTO: EVA BRATHOLM

The power supply also became more stable. ZECO figures show that power interruptions were considerably fewer and shorter between 2012 and 2014.

An external evaluation conducted in 2015 shows that the electrification project connected 159 new villages to the main grid. The percentage of the population linked to the grid increased from 20.6 per cent in 2009 to 29.1 per cent in 2014. The evaluation associates this with a considerable increase in the price for private customers to connect to the grid and to use electricity. Not all households could afford to be connected, and it was therefore those who were relatively well off who benefited from the improved energy supply. Hospitals, schools, public water facilities and businesses have gained access to electricity, so it has benefited the whole population.

Access to and the quality of health services have improved through synergies resulting from the link to the grid, a more stable power supply and better road connections. Health centres linked to the grid are now equipped with fridges for storing medicines and electric light, which makes it easier to examine patients. A total of 44.8 km of rehabilitated road has reduced the time it takes to reach the nearest hospital, clinic or medicines retailer. The number of persons who spend more than an hour reaching hospital fell from 15 per cent in 2009 to less than 6 per cent in 2014.

This is particularly positive for pregnant women. The number of women patients at public hospitals on Pemba increased by 52 per cent in the period 2008–2014, which is evidence that the roads have made access to hospitals easier.

When electricity was used for water pumps, the villagers obtained cleaner and safer water, and women saved time by having water on tap, either in the house or nearby. The percentage of the Pemba population with access to clean water rose from 40 to 74 per cent in the period 2002–2012.

There are examples of women on Pemba who have acquired electrical household appliances and improved access to water which they use to make juices, ice cream and similar products to sell to family and neighbours. The scope of this activity is difficult to measure, since it is a part of the informal economy. The fact that women are engaged in entrepreneurship is new, and can be directly attributed to having a supply of electricity.

The three projects supported by Norway have yielded a number of positive effects, also for women on Pemba. A retrospective impact assessment has shown nonetheless that the effects could have been better documented. Although the projects, collectively and individually, have generated positive effects for women, more emphasis on gender equality in the planning phase could have resulted in greater benefits for this group.

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Women's voices acknowledged in forestry initiative in Papua New Guinea

» Through the UN forestry programme, Norway has supported Papua New Guinea in developing democratic consultation processes in connection with the work of preserving the rain forest. The purpose of the consultation process is to take particular account of women as landowners and forest users.

REDD+

REDD+ are measures to reduce deforestation and forest degradation, primarily in tropical forests. The effect of REDD+ is reduced emissions of greenhouse gas CO₂.

By preserving tropical forest, REDD+ is also preserving irreplaceable biological diversity and the livelihoods of millions of people. To support this work, Norway has granted up to NOK 3 billion each year since 2008 to various international REDD projects. One of these is the UN climate and forest programme, UN-REDD.

The programme supports countries in developing and implementing strategies that reduce emissions from deforestation and forest degradation.

WHY: Women have little influence over the use of the forest, and the situation is deteriorating

More than 70 per cent of Papua New Guinea is covered in forest, half of it pristine rainforest with a rich biological diversity. Local autonomy has held an unshakeable position. Indigenous peoples and local communities in Papua New Guinea have a statutory right of use to 99 per cent of the forest areas in the country.

But the rainforest is shrinking steadily. Since 1990, rainforest covering an area equal to Northern Norway has disappeared, and the situation is getting worse. According to fresh figures from FAO, all rainforest will be gone by 2050 if the trend continues. Commercial forestry, and in particular exports of timber to large markets in South-East Asia and China, are the primary cause. The timber is logged on areas belonging to indigenous peoples, often without their consent. Corruption, such as misuse of and issue of illegal logging licences, prevents effective measures to eradicate this practice.

Women in Papua New Guinea have little influence on the use to which the forest is put. Although the law does not formally prevent women's right of use or right of ownership, as a result of traditional gender roles it is the men who make decisions on land use. In efforts to gain control of the illegal logging and transform indigenous right of use from principle into practice, it is important to ensure that women acquire real co-determination.

WHAT: Secure women's participation in forest management decision-making

One of the UN's most important tasks is to help countries to comply with international laws and regulations. The UN Declaration on the Rights of Indigenous Peoples lays down the right to participation and co-determination through a consultation process called Free Prior and Informed Consent (FPIC). FPIC ensures transparency and prevents corruption, and exerts pressure on agents who log without permission. The introduction of FPIC is mandatory for countries that receive support from the UN forestry programme UN-REDD. Papua New Guinea is one of these countries.

Since 2012, different social groups from throughout the country have been discussing how a consultation process such as FPIC should be formulated in Papua New Guinea. One of the goals is that the process should take special account of women, and of women's role as forest users. This would result in women being heard and respected, and not at risk of being ignored or subjected to other discrimination. It will not only be a goal in itself, but also ensure that Papua New Guinea complies with international laws and regulations. The discussions were organized by the Papua New Guinea authorities, with the UN as advisor.

HOW MUCH: Papua New Guinea has received over NOK 30 million in subsidies from UN-REDD since 2011. A small fraction of this has been channelled into the work of establishing FPIC consultation processes and mainstreaming women's rights. The support comes from a global fund, to which Norway has contributed approximately 87 per cent of the financing.

RESULTS: A consultation process that ensures that the voices of women are heard

The national dialogue on FPIC resulted in draft guidelines which were approved by the authorities in 2014. The draft recognizes women's rights as forest users. As a result, future FPIC consultation processes will be designed in such a way that the voices of women are heard.

FPIC consultation processes have been tried out in various provinces since the end of 2014. This trial phase is intended to ensure that the guidelines are as good as possible, have local support, and enable women to contribute to finding an effective means of participating. After the trial period, the guidelines must be approved by the government of Papua New Guinea in 2016. FPIC will then be official policy, and women will be involved in decisions regarding the use of the forest throughout the country. If the guidelines are observed, it will be an important strengthening the role of women.

The broad and inclusive discussion about FPIC has paved the way for a dialogue on gender role patterns in general, which may have application also outside the forestry sector. The existence of guidelines that recognize women as landowners and users of the forest is not a guarantee of compliance. But the guidelines, and FPIC as a concrete arena for co-determination, constitute a preliminary and important milestone on the way to real influence. UN-REDD will subsequently work for approval of and compliance with the guidelines, and hence a real strengthening of women's rights in Papua New Guinea.

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Discussion about the new guidelines in Tavalu, East New Britain.

PHOTO: CELINA YONG/UN-REDD

More reliable crops for women farmers in Malawi in crisis years

» With a national fall in production of over 30 per cent, the agricultural year 2014/2015 was a year of crisis for Malawi. Women farmers in the Development Fund's projects have become less vulnerable to climate change and managed better in the crisis year, with an output 7 per cent higher than the national average.

WHY: Women farmers do not get the necessary support

Agriculture is the livelihood of ninety per cent of the Malawian population. Drought and floods make farming a challenge, putting many families at great risk of food shortages. About 70 per cent of the country's agricultural labour consists of women, and they also account for about 70 per cent of household food production. Women are nonetheless often last in line for advisory services and agricultural training; they have more difficulty in acquiring land rights than male farmers, and they have little or no access to credit schemes. This makes them extra vulnerable to climate change.

The World Bank calculates that women farmers in Malawi produce 25 per cent less, on average, than their male counterparts. The explanation given is that women know less about and have less access to important agricultural input factors. Because they are responsible for children, they have less hours to spend on farming than men.

Agricultural aid and the agricultural policy of national authorities have traditionally overlooked the vulnerability and special needs of women. The majority of agricultural extension officers are men, which increases the distance between women farmers and training services. Most women in Malawi find it difficult to talk about their challenges to male extension officers. The training programmes do not take account of women's double role as farmer and person responsible for household and children. Women are under-represented in decision-making processes, and have little influence in society. This helps to maintain the gap between women and men.

WHAT: Women model farmers train other women in sustainable agriculture

The Development Fund in partnership with other organizations has been training Malawian farmers since 2007. In 2012 they started a programme in northern Malawi in collaboration with local partners Find your Feet and Mzuzu Agricultural Development Division. The goal was sustainable food security. The approach taken was a model farmer concept, whereby local farmers were trained in sustainable agriculture so that they could then pass on their knowledge to their neighbours, relatives and others in the village – called follower farmers.

The Development Fund has concentrated in particular on increasing the proportion of women model farmers and follower farmers. The target for the programme period 2012–2014 was at least 50 per cent women.

Raising awareness about gender equality and the importance of women's participation among both local partners and local rural development committees was aimed at building respect for women farmers. Women model farmers are important role models for other women farmers, and help in the training of more women farmers to enable them to adapt their agricultural production to a more unstable climate.

In the model farmer concept, farmers have learned labour-saving techniques that are also designed to yield larger harvests per hectare compared with conventional agriculture. This was intended to put women in a better position to harvest large crops, even after poor rains. Through the programme, they gained access to small-scale watering systems designed to make households less completely dependent on the rains, and to enable harvesting of crops several times a year. Crop diversity and more drought-resistant species have also occupied a central place in the programme. When women



Model farmer Enelesi Chavula from Engucwini winding up her harvesting in May 2015. PHOTO: THOR OFTEDAL / UTVIKLINGSFONDET

cultivate several crops, they have something to fall back on when irregular rain causes one of the crops to fail. Cassava and sweet potatoes are very drought-resistant, and provide extra insurance against unfavourable weather conditions for women. The farmers also learned better storage methods, to reduce losses after the harvest.

The programme has also been concerned with increasing women's participation in decision-making processes. Their role as model farmers makes the women more visible. They gain greater self-confidence, and an opportunity to show that they are important resource persons for the local communities.

How much: The Development Fund's programme in Malawi had a budget of just under NOK 40 million in the period 2012–2014. About NOK 19 million of this was channelled to the model farmer project. Apart from the Development Fund's share of NOK 1.1 million, the project has been financed by Norwegian aid funding.

RESULTS: Women farmers in the project produce seven per cent more than the national average

The 2014/2015 agricultural year in Malawi was characterized by floods in some parts of the country and drought in others. This resulted in a 30 per cent decline in output countrywide. The women farmers in the Development Fund's programme harvested seven per cent larger crops than farmers who do not practice sustainable agricultural methods.

In the period 2012–2014, nearly 2 170 farmers, of whom 51 per cent were women, were trained as model farmers. The model farmers in their turn trained some 50 000 follower farmers. Over half of these, too, were women. The training and switch to a more climate-robust agriculture has led to both the women model farmers and the follower farmers succeeding in producing enough food for their households and having a surplus they can sell, even in a crisis year. Single women providers had food even in the critical months of January to May while they waited for the next crop. This was not the case before the programme was introduced. Demand in the local communities to be trained as model farmers has increased sharply.

The proportion of women in decision-making positions in local groups and village committees in the Development Fund's programme areas increased from 22 per cent in 2012 to 44 per cent at the end of 2014.

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Women's rights in working life are strengthened in Brazil and India

» In Brazil, six million domestic workers now have the right to maternity leave, normal working hours and rights when their employment is terminated. In India, female employees can demand a working place free of sexual harassment with the backing of the law. Together with local partners the International Labour Organization (ILO) has contributed to the legal changes that secure these rights.

WHY: Big differences between women and men in working life persist

Women are employed more often than men in low-status and low-paid jobs with poor working conditions. According to the ILO, many women are subjected to various forms of discrimination in working life, and many experience violence in the workplace.

The ILO works for decent working conditions for vulnerable groups, such as domestic workers. A study conducted by the ILO in 2013 showed that 52.6 million people worldwide are employed as domestic workers, of whom 83 per cent are women. According to the study, ten per cent were covered by general employment provisions in line with other occupational groups. Domestic workers are often exploited and may be subjected to abuse and violence.

The ILO also prioritizes efforts to combat sexual harassment of women in the workplace. Sexual harassment is a serious violation of their rights. It undermines gender equality, infringes women's dignity, physical, mental and social well being, and is also detrimental to productivity in the workplace.

WHAT: Compliance with international standards for a decent working life

Two of the ILO's eight core conventions in particular advance women's rights and gender equality. Convention 100 deals with the right to equal remuneration for work of equal value. Convention 111 deals with discrimination, equality of opportunity and equality of treatment. In addition, several other conventions refer to women in working life, including Convention 189 on the rights of domestic workers and Convention 183 on rights in connection with pregnancy and maternity leave etc. The ILO adopted an action plan for gender equality in the period 2010–2015. The action plan places emphasis on mainstreaming gender equality into ILO's institutional mechanisms as well as into its work with member countries, including through activities at the country level. Norway has been a major contributor to this work.

The ILO supports the authorities and the social partners in ensuring that such conventions and recommendations are incorporated into national legislation, enforced and reflected in agreements and guidelines that regulate working life. For example, the ILO also trains labour inspectors to monitor compliance with national labour standards. This in turn will contribute to decent working conditions for both women and men. Brazil and India have been among the focus countries for the ILO's work, with support from Norway. Fairer working conditions, especially for vulnerable groups, were an important priority for the work in Brazil. A primary objective in India has been to strengthen the capacity of the authorities and social partners to develop and implement legal measures to combat discrimination in the workplace.

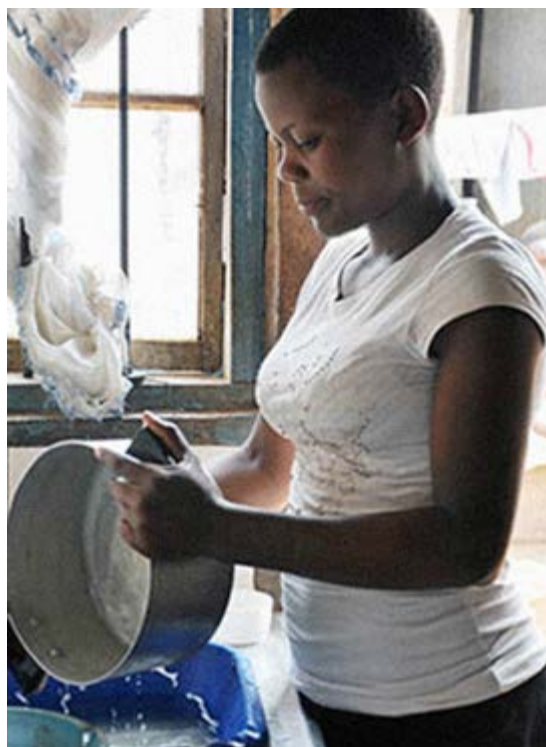
HOW MUCH: Norwegian support for the ILO's work goes a long way back, and in the period 2010–2014 averaged NOK 115 million per year. This went partly to mainstreaming gender equality into the ILO's work. Norway has funded a separate secretariat for gender equality as well as much of the ILO's reporting and advocacy work. In the period 2010–2013 Norway contributed to a programme in Brazil, Angola, South-Africa, India and China (BASIC), where the ILO has had separate country programmes for gender equality. Below we present the results of efforts in Brazil and India in the period 2012–2013, where Norwegian support totalled almost NOK 2 million for each of these countries in the two-year period.

RESULTS: Strengthened rights for vulnerable groups in working life

In Brazil and India, the ILO's efforts have contributed to important legislative amendments to strengthen women's rights. A legislative amendment in no guarantee itself of the realisation of rights. Nonetheless, it is often a prerequisite for strengthening the status of employees vis-à-vis their employers, such that employees can demand decent working conditions with legislative backing.

BRAZIL: A new law gave domestic workers rights consistent with that of other employees. In 2011, the ILO adopted Convention 189 on the rights of domestic workers in order to end violence towards and abuse of domestic workers, and to ensure decent working conditions and remuneration for this occupational group worldwide. In August 2015, altogether 22 countries had ratified the convention, but Brazil was not among them.

According to the ILO, some 17 per cent of women in employment were engaged as domestic workers in 2013, amounting to just over six million women. A study showed that 62 per cent were of African origin, and roughly 63 per cent did not have formalized employment conditions. After several years of efforts, in which trade unions played an important political role, Brazil's government succeeded in 2013 in winning parliamentary support for a new law to strengthen domestic workers' rights. This was an important breakthrough, considering the opposition of many who themselves employed domestic workers and feared that this would become much more expensive with the new law. The ILO's contribution included studies to shed light on the economic consequences of amending legislation. These studies refuted the contention that it would become much more expensive to employ a domestic worker.



In 2013, it was estimated that approximately 53 million people worldwide were domestic workers. Roughly 83 per cent were women, and only 10 per cent were covered by rules regulating working time. When countries ratify ILO Convention 189 on the rights of domestic workers, they must also give this occupational group rights consistent with those of other employees.

PHOTO: ILO/OSSEIRAN NADINE

Even though Brazil has not ratified ILO Convention 189, the convention influenced the drafting of the law. An important question in the debate on amending legislation was precisely a possible ratification of the convention. The law was therefore formulated in accordance with the convention, and when the amendment was adopted in April 2013, domestic workers acquired rights equal to those of other employees. These included the right to maternity leave, paid night work, overtime compensation, an eight-hour working day and 44-hour working week, and rights in connection with termination of employment. As the ILO has pointed out, the amendment was also an important step towards changing the historical divide between the richest and whiter stratum of society and the poorest and darker lower end.

In addition to the impact of the ILO convention on the content of the amendment, the ILO also stated its support for the bill in the public debate. As well as fostering knowledge and information, the ILO held a series of seminars and meetings with the authorities, trade unions and employers' organizations on topics related to ILO Convention 189. The ILO views this as a decisive contribution to the later approval of the bill.

INDIA: Prohibition against sexual harassment strengthens women's rights in the workplace. In India, sexual harassment of women in the workplace is a considerable challenge. Until 1997 there was no law that could regulate such occurrences. Pending such legislation, the Supreme Court established guidelines for dealing with complaints about sexual harassment at the workplace – the Vishakha guidelines. At the same time, several women's organizations collaborated with trade unions and others to prepare draft legislation intended to protect women against sexual harassment at work. In 2000, the ILO became involved in the work, and mobilized its members in trade unions, employer organizations and government authorities to support a comprehensive bill. The bill gave protection not only to female workers, but also to pupils and students at school and universities, as well as to patients in hospital. As a result of extensive advocacy, the ILO also helped to ensure that domestic workers were included. The bill was finally passed by parliament in 2013.

Following this, the ILO has worked with the social partners on compliance with the Act. It has trained 72 employers in how to establish internal complaints committees, which is compulsory for workplaces with more than ten employees. The ILO has also prepared a manual on preventing and dealing with sexual harassment intended for labour commissioners and internal complaints committees.

The ILO has trained representatives of the authorities, including the Ministry of Labour and Employment, and the social partners. Moreover, the ILO launched an information campaign about the legal instruments available for addressing sexual harassment at work. The campaign is estimated to have reached 370 organized workers, 15 000 workers from the informal sector and over 1000 trade union activists.

The ILO asserts that the legislative amendment and the attention it attracted shattered the silence surrounding sexual harassment in India. Previously, female workers were advised against discussing sexual harassment with trade unions. Colleagues regarded minimum wages, employment opportunities and more traditional trade union issues as key priorities. Some trade unions have now included sexual harassment in their own training material as a result of their cooperation with the ILO. A number of trade unions have declared that the project activities encouraged them to focus on sexual harassment as a priority topic.

Many employers have also established internal complaints committees, a number of employer organizations are holding courses about the Act, and literature on the topic is being published. These positive changes make it probable that in time the Act will help to reduce sexual harassment of women in the workplace.

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POLITICS AND SOCIETY



» Women are severely under-represented in decision-making processes and governing bodies at all levels. The fact that women have a limited opportunity to influence decisions in politics and society is a breach of their political and civil rights. It also represents a significant democratic deficit.

The resource represented by half the population is lost – a resource that could have contributed to shaping and anchoring policy and helping the community evolve.

Both formal and informal barriers prevent women's participation. There is a widespread lack of confidence in women as decision-makers among both women and men in many countries. Education, awareness-raising and mobilization are important steps on the way to increasing women's participation in society.

Norwegian aid for political participation has mainly been channelled into strengthening women's participation in electoral and democratization processes, as funding for voter registration and mobilization, training, capacity development and support for cross-party networks of women parliamentarians and local politicians. Norway has worked with political parties to boost participation by women, and contributed to developing the skills of women candidates who want to stand for election. Norway supports a number of civil society organizations that work to strengthen women's participation in decision-making in the family, the local community and at national level, in politics, culture, religion and other societal areas.

EXAMPLES OF RESULTS

In Indonesia, Norway has supported work to strengthen the position of women in politics since 2007. Progress in the 2009 elections was not continued in the 2014 elections. UNDP's project contributed to an increase in women elected officers from the project areas in 2014. There was no advance in the rest of the country. Young Zambians under the age of 30 feel excluded from political processes – young women most of all. Against a background of cultural norms according to which women should remain silent and are not suited to leadership positions, Norway has supported SAIH's and the partners' mobilization and leadership development for young women in organizations and at schools. Increased self-confidence is reflected in greater participation and leadership positions.

Women have traditionally had very limited roles in many church communities, and have played little part in decision-making. With Digni's backing, women are gradually beginning to take up positions in large churches in Ethiopia and Kenya. The mobilization of women through savings and loan associations in Niger has strengthened their financial position, created large networks which give them strength, and turned into a movement for women's political, social and economic participation and rights. This is something that Norwegian bilateral aid has contributed to in recent years.

More democratically elected women from UNDP's project areas in Indonesia

» The proportion of women who were democratically elected in the 2014 elections was higher in the nine provinces in which UNDP conducted its project than the national average. It was one small ray of light in otherwise negative developments in women's representation in provincial assemblies and the national parliament in Indonesia. The women parliamentarians who won a seat have received training and increased their knowledge.

WHY: Democratic deficit

At the election in 2009, the share of women parliamentarians surged from 10.5 per cent to 18 per cent in the national parliament. The Asia Foundation played a central part in the work, along with a number of other organizations. There was criticism because the women who were elected in 2009 mainly had elite backgrounds, belonged to politically active families or were married to politicians, and were generally not very representative of the female population. This was mentioned in Norad's Results Report 2010.

A quota scheme for the required percentage of women candidates was introduced before the 2004 election, and was strongly promoted before the 2009 elections, but in reality was not fully enforced. The share of women in the national parliament after the 2009 election was considerably higher, at 18 per cent, but was far lower than the third prescribed by the quota scheme. The proportion of women in local assemblies was even lower: about 16 per cent in the provinces and 12 per cent in the districts.

The explanation for the percentages being lower than prescribed by the quota scheme is complex. According to the quota scheme every third candidate on the party lists must be a woman. Women most frequently occupy third place, and are therefore not elected in all those districts that only get one or two candidates elected. An electoral scheme with personal votes also favours men. Surveys reveal that about 70 per cent of Indonesian voters cast personal votes, and about 77 per cent of these go to male candidates. Women candidates often have less political experience than their male colleagues, and also receive less campaign support from their own parties.

The low percentage of women indicates a democratic deficit. The assemblies are not really representative of the population, and there is a risk that women's voices and experiences will not be heard in the legislative process.

WHAT: Campaign to increase the proportion of women

Prior to the 2014 elections, Indonesia's election commission for the first time introduced sanctions against parties that did not maintain the women's quota on their lists. They disqualified 77 candidates from five parties so that the women's quota was adhered to. The electoral system still allowed personal votes, which in the past has reduced the effectiveness of the quota scheme. UNDP accordingly launched a major campaign to augment people's knowledge about and confidence in the women candidates. They provided training in campaigning and political development for first-time women candidates.

Those women who won a seat in parliament were given training in important responsibilities associated with the job of an elected representative. They were given training in the legislative process, budgeting, parliamentary control functions, communication and gender perspective. The aim was to make them stronger and more competent parliamentarians.

The project worked with national assemblies at three levels – district, provincial and national – in nine of Indonesia's in all 34 provinces. A number of organizations, including the Asia Foundation and the International Republican Institute, have worked for similar objectives through projects in other provinces. As a result of good coordination, there has been little overlap.

HOW MUCH: Norway contributed a total of NOK 12 million in the three-year period 2013–2015.

RESULTS: Higher proportion of women in the project provinces

For Indonesia as a whole, the 2014 elections increased the share of women in local assemblies. The percentage fell back slightly in the provincial assemblies and the national parliament.

The share of women in the nine provinces in which UNDP worked was higher than the national average. The effect was strongest at local level. The proportion of women in urban and district assemblies in UNDP's prioritized provinces was 17.4 per cent. This is more than three percentage points higher than the national average.

In the provincial assemblies, the share of women was one percentage point higher in UNDP's project provinces than the Indonesian average. The project provinces also sent 20.2 per cent women to the national parliament – approximately 3 percentage points higher than the other provinces.

Despite the good result in UNDP's project provinces, the total proportion of women in the Indonesian national parliament fell by one percentage point compared with the previous election, to 17.3 per cent. Locally, the proportion of women increased from 12 to 14.2 per cent for the country as a whole. There was a slight decline in the provincial assemblies. The quota scheme is still not reflected in the country's assemblies, despite the fact that a record number of women stood for election in 2014. Personal votes are still an obstacle to women candidates, and women are still less frequently in first or second place on the party lists than men. In 2014, almost 80 per cent of all those elected into the parliament were in first or second place on the lists. This applies to the whole country. The results in UNDP's project provinces were therefore good.

Preliminary analyses from UNDP and Indonesian authorities indicate that UNDP's campaign, which urged people to vote for women candidates generally in the nine provinces had a stronger effect than training of selected candidates. Very few of the women who were trained in the UNDP project before the election were voted in. The campaign was also most effective at local level, where the proportion of women increased most. Bringing the women candidates together for public meetings to put the electorate in direct contact with the candidates brought candidates and the general public closer together. Creating greater closeness



A record number of women stood for election in Indonesia in 2014. In the provinces where UNDP was conducting its project, more women than the national averages were elected to the national parliament and local assemblies. PHOTO: KEN OPPRANN

between politicians and voters appears to be simpler to achieve locally than nationally.

A large proportion of the women elected are still either related to politicians or belong to the financial elite. Over half of the women elected to the national parliament belong to these groups.

The training the elected women parliamentarians received after the election appears to have had the desired effects. Tests conducted before and after the training course show that the level of knowledge of the 333 women parliamentarians who received training in the UNDP project increased by 45 per cent on average.

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Young women gain greater self-confidence and take part in decision-making processes in Zambia

» In a country where girls are traditionally taught to keep their opinions to themselves, building up young women's self-confidence is an important step on the way to a more equal society. In the Zambian local communities in which the Norwegian Students' and Academics' International Assistance Fund (SAIH) and their partners work, young women have gained more belief in themselves and increasingly take part in decision-making processes.

WHY: Women did not get an opportunity to speak

The balance of power in the relationship between men and women in Zambia is severely skewed. In 2011, 12 per cent of the members of the national parliament were women. At local government level, women held six per cent of the seats. Women do not take even the most personal decisions alone. In a 2007 survey, 41.6 per cent of women aged between 20 and 24 responded that they did not feel that they had any influence on decisions concerning their own health.

Although two-thirds of Zambians are under 30 years old, young people feel excluded from political processes. In a survey conducted in 2014, 43 per cent of young men answered that they took part in political processes. Twenty-three per cent of young women gave the same response.

According to cultural norms in Zambia, women must conduct themselves modestly and not express opinions. An evaluation of SAIH's programme in 2011 showed that there was a widespread perception in the country that only men are suited to leading positions. The women themselves saw lack of self-confidence as an important obstacle to women's participation. This is exacerbated by women having lower education and higher illiteracy rates than men. Up until 1997, pregnant girls were expelled from Zambian schools. Many young mothers still shrink from returning to school because of resistance from parents, teachers and fellow students.

WHAT: Training in leadership and rights for young women

In 2009, SAIH started a programme in Zambia with the objective that young women aged between 15 and 35 should participate actively in political lobbying and assert themselves in their own organizations and local communities.

The three partners Zambia National Women's Lobby (ZNWL), Young Women in Action and Youth Vision Zambia organized leadership training courses for young women with the focus on women's rights and political lobbying. Young women were recruited into the organizations. In addition, ZNWL worked with lower secondary schools in Lusaka and Central Province. The organizations also collaborated with media and other organizations, and reached traditional leaders, young men and others in the local communities through various activities to support young women's participation.

HOW MUCH: SAIH received NOK 5 million for the programme in the period 2009–2012. This amounted to around 87 per cent of the programme's total budget. The work is continuing from 2013 to 2017 as a regional programme for southern Africa, with total funding of NOK 14.3 million.

RESULTS: Young women believe in themselves and take part in decision-making processes

In the period 2009–2012, the programme gave close to 1800 girls and young women leadership training. An evaluation concludes that the training has given the young women increased self-confidence and belief in their own leadership qualities. Eighty per cent of the women who were asked responded that they make their own decisions about their own lives, without being influenced by family or partner. The corresponding figure for women who had not undergone leadership training was 46 per cent. Eighty per cent of the participants report that leadership is not dependent on whether one is a man or a woman. The women maintain that the training has made them more capable of speaking in public and sharing information in the local community, and that it has made them more aware of what goes on in the local community.



About 1 200 girls received leadership training at a number of lower secondary schools in Zambia through SAIH and the Zambia National Women's Lobby's project. PHOTO: KJERSTI AUGLAND/SAIH

Of the 580 young women who received training through Youth Vision Zambia and Young Women in Action, 103 have subsequently risen to leading positions in the local community, church community or organizational life, and a couple have even attained positions at national level.

The work in Lusaka of Young Women in Action aimed at changing public attitudes to young mothers who want to go back to school has led to a considerable increase in young mothers who resume their education.

The leadership training of the around 1200 girls at lower secondary schools has also yielded results. SAIH reports that the number of girls in leading positions or offices at schools rose from 125 in 2009 to 233 in 2012. The number of young women students who have leading roles in local communities rose from 16 to 60. All the girls who took part completed upper secondary school, and 220 took further education. Of these, 45 have assumed offices in student associations at colleges and universities.

The increased self-confidence of the women in the project may be of great importance to them and to the society they form a part of, and lead to the creation of new role models for other women. They are too few in number to make an impact on the statistics initially, however. The problem that

only just over 20 per cent of young women in Zambia took part in political processes in 2014 remains unresolved. However, the point of departure – the specific conditions in a country – always determine what goals and ambitions a development assistance project can have. Whether this project will contribute in the longer term to more equal participation by both genders generally, to changes in attitudes and norms, and to young women gaining real influence in important decisions in the community, has not yet been documented. The fact that women report that it is easier for them to take the floor in meetings and that some of them have already assumed positions in the local community may indicate that greater self-confidence is an important first step on the way to major changes.

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- > ORC Macro (2007) *Demographic and Health Surveys*
- > SADC Gender Protocol 2014 *Barometer*
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Women take up positions in East African churches

» In many countries, church communities exert strong influence over people and society in questions relating to women's rights and gender equality. Digni's member organizations have worked to promote women's rights and participation in church organizations. A first step may be to increase women's representation in fora where decisions are taken. This has been successfully accomplished in the Free Pentecostal Fellowship in Kenya (FPFK) and to some extent in the Ethiopian Evangelical Church Mekane Yesus (EECMY).

WHY: Traditional gender role patterns in the church

Women are in the majority in the membership of both the Lutheran Church in Ethiopia and the Pentecostal Church in Kenya, but they are under-represented in the leadership and decision-making bodies. The Ethiopian Evangelical Church Mekane Yesus (EECMY) in Ethiopia has 7.2 million members, about 1.3 million of whom live in the project area. The Free Pentecostal Fellowship in Kenya (FPFK) is one of the country's largest Pentecostal churches, with 250 000 members.

Whereas gender equality and women's rights have occupied an important place in several of the church's aid projects, a traditional gender role pattern has remained in force in the church. There are few women pastors in the Pentecostal Church in Kenya. There were no women in the 27 regional church councils in 2013, and few women in the church leadership generally. In Ethiopia, the church in principle had a goal of 25 to 50 per cent female representation at various leadership levels, but the targets were not attained. Women were introduced through a quota scheme into various positions, but not in numbers sufficient to meet the targets. Nor did these women necessarily speak up for women's rights. Many were afraid to speak out, and they often had no real influence.

The challenges in the two church communities were different. Whereas there was a need in Kenya to recognize women's right to any representation at all, the challenge in Ethiopia was more to ensure that the church met its own goals, and to ensure real influence. In both cases, the aim was to increase the representation of women in the leadership, and at the same time to raise the awareness of both women and men about gender role patterns, gender equality and women's rights.

What: Changing the church from the inside

In partnership with FPFK, the Pentecostal Foreign Mission of Norway (PYM) supports projects that mainstream gender equality in various local communities in Kenya. It was the raising of awareness through the projects that led to FPFK staff taking the initiative to change the situation in the church. They launched a campaign to get women elected onto the regional church councils, using the church's own fora to focus attention on discrimination and the need to elect women. They also worked to change attitudes and strengthen the self-confidence of the women, to encourage them to stand for election. Dialogues were held with pastors, who for the most part were men, to make them aware of the need to include more women in the church leadership.

In Ethiopia, the Norwegian Mission Society (NMS) financed a programme that is being conducted by EECMY in six synods to strengthen the standing of women in the local community and the church. The women were given the opportunity to take part in savings and loan associations in order to augment their income. At the same time they received training in rhetoric, experience in public speaking and the opportunity to practise being leaders. Some of the women received education scholarships. Many of the activities were launched and led by self-help groups, many of them under the auspices of the parishes. The project also gathered the top leaders of the various synods, most of them men, for talks designed to spur follow-up of existing decisions on gender equality.



Tajitu Gabisa has twice in succession been elected to lead a self-help group in the Gimibi-Jorgo parish in Ethiopia. With support from the project, she has advanced from being committee secretary and chair of her local congregation to leader of the parish's active self-help group. PHOTO: SIGBJØRN KISERUD, DIGNI (2015)

HOW MUCH: In 2014, the FPFK in Kenya ran six development cooperation projects with the support of PYM. Gender equality was mainstreamed in all the projects. The total budget was NOK 10 million, with Norad funding 62 per cent. The EECMY has one programme in partnership with NMS in six synods in western Ethiopia. The total budget for the period 2012–2014 was NOK 4.5 million, of which Norad funded 84 per cent.

RESULTS: Participation by women is the first step towards influence

In Kenya, women are now represented in 16 of the 27 regional FPFK church councils. In 2013 there were no women representatives. A total of 26 women have been elected to the councils, which consist of a total of 270 representatives. In the course of this process, the church has amended its statutes, which previously barred women from standing for election to the church's decision-making bodies. In 2015, the church conducted a gender analysis. It mapped gender differences in the church, the family, the workplace, the local community, politics and the economy. The analysis identifies obstacles to women's participation. It concludes that the church's statutes, systems and culture must all be changed. The findings must be translated into new guidelines for gender equality, a reorganization, and social programmes that benefit women.

An evaluation of the project in Ethiopia compares the situation of women in the church at the end of 2014 with a study performed in 2013. There was little observable change at the highest levels in the church, where still only twenty-eight per cent of the members of the synod councils and eleven per cent of the leaders were women. One of the reasons for this may be that there were few elections to these councils during the project period. Several elections were held at lower levels, and the evaluation concludes that there was a significant increase in women leaders in decision-making bodies there – from 25 to 29 per cent in less than two years.

Most of the church's social activities, such as local community development projects, self-help groups, savings and loan associations and the church's interaction with people's daily lives, take place in the parishes and congregations. It is here that women participate most and have the highest proportion of leaders. The evaluation shows that the project contributed substantially to improvements in the women's financial position, to their participating more than before in the local community and speaking in public. Topics brought up by women received increased attention. Theological issues are still discussed and decided upon by the supreme bodies in the church, where fewer women hold leadership positions.

It must be regarded as a significant result when women participate to a greater extent in traditional conservative institutions in society. But this is only a beginning. Representation does not necessarily lead to influence, or to women challenging traditional attitudes or gender roles. Women must be helped to exert influence, and deep-seated norms and attitudes in both women and men must be challenged concurrently. There is a need for more knowledge about change processes of this kind.

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Savings and loan associations in Niger became a women's rights movement

» Thanks to long-term support from CARE, savings and loan associations in Niger have developed into a movement that fights for women's political, financial and social participation and rights. The decision-making power of women, both financial and political, has been strengthened.

WHY: Women are marginalized in Niger

In Niger the differences between women and men are very wide. Niger took 149th place among 152 countries on UNDP's Gender Inequality Index 2013. The index measures gender equality in maternal health, labour market participation and political participation. Thirteen per cent of the members of parliament are women.

Women's lack of equality and participation is attributable to social norms, traditions and legislation. Women are excluded from decision-making processes both in the home and in society generally.

Women have poorer access and rights to property, means of production and markets. This has a negative impact on their financial, social and political situation. Women and men differ in the education they receive: in 1991, eleven per cent of women and 32 per cent of men could read and write. According to UNESCO, the figures rose somewhat up to 2005. In 2015, the figures had reverted to the level in 1991.

WHAT: Organization of a grassroots movement

In 1991, CARE initiated village savings and loan associations (VSLAs) in Niger. The associations, which in Niger are called Mata Masa Dubara (MMD), assemble the women regularly to save and take part in decisions as to how the savings in the lockbox should be used. The women can also take up a loan to invest in their own businesses or their own farming.

During the first three years, 42 groups were formed. In the late 1990s, savings and loan associations had become so popular that the demand exceeded CARE's capacity. From 1997, CARE therefore trained women who were already members to assist in the establishment of new groups. Village agents took over the role played by CARE. The women in the new groups pay the village agents from the interest on the invested savings capital, thereby assuring the sustainability of the programme.

In the period 1998–2002, CARE trained around 500 village agents. Each of them could lead and teach up to ten groups at a time. The number of savings and loan associations grew fast, and in 2013, a total of 11 239 groups were registered.

CARE has also supported the development of MMD groups into a movement for rights. CARE and the MMD movement also trained women candidates in connection with the local government elections in 2004 and 2011.

HOW MUCH: In the period 2009–2013, Norad provided NOK 45 million in subsidies for CARE's Women Empowerment Programme in Niger. Norad also provided a total of NOK 87 million for CARE's various programmes in Niger in the period 1999–2008.

RESULTS: Women gained greater financial and political decision-making authority

Today there are more than 11 000 savings and loan associations in 1600 villages, with almost 200 000 women participating. Rapid growth and organization-building have led to the groups growing into a movement with both financial and political clout. The associations have formed 122 networks. Delegates from the networks exchange experiences and join regional federations. A national congress with 250 women delegates is held every second year.

A survey conducted among a selection of almost 600 female participants in 2013 revealed that 86 per cent had one or more income-generating activities in agriculture, handicrafts or small-scale manufacturing. According to CARE, the average operating capital doubled from 2009 to 2013, indicating that most of the activities were profitable. The proportion of the participants who reported that they had a viable income increased from 58 per cent in 2009 to 78 per cent in 2011. This income made it possible



Hadjo Djibo, a 52 year-old widow, was timid and did not know that women had the right to earn their own money. She joined a savings and loan association. Hadjo has become a voice to be reckoned with in the local community following her training in CARE's project. Three years ago, she was elected to the town council. Next year there are parliamentary elections in Niger, and Hadjo's ambition is to stand for election.

PHOTO: THERESE LEINE SOGÅRD / CARE

for the women to acquire and control property and productive resources.

Women who are members of savings and loan associations engage more in decision-making in the local community. A 2011 survey reveals that 45 per cent of the women report having taken part at least once in a decision-making body in the community. The corresponding figure for other women is 30 per cent.

In connection with the local government elections in 2004, CARE and the savings and loan associations assisted in training 112 women candidates in communication techniques and advocacy. Forty-five of them were elected to municipal councils. At the local government elections in 2011, 140 of the 279 supported candidates won seats. These results are in contrast to the national trend for women's political participation. Overall, the proportion of women in municipal councils fell from 17.9 per cent in 2004 to 3.4 per cent in 2011.

In 2006, CARE began to involve men in subjects such as sexual and reproductive health and spouses' rights and duties. In the period 2009–2013, 271 groups consisting of 8 456 men were established. These groups reached over 18 000 men with attitude-changing campaigns and information. As a result, almost 10 000 spouses reported that they had taken part in group talks about family planning and their children's education. Changes in behaviour were noted with respect to work-sharing at home, inheritance of land by women, and gender-based violence in intimate relationships. In 2014, almost 60 per cent of the women reported that they made informed decisions about their sexual

and reproductive health. When the project started in 2009, the number was 35.5 per cent.

Lasting results require a presence over time. CARE has found that progress in one area does not necessarily lead to the desired overall results, because gender role patterns are deeply engrained. For example, increased ownership of land by women does not necessarily translate into greater control over how the land is to be used. Increased participation in politics does not necessarily result in increased influence. And increased access to education for girls is not necessarily reflected in increased income for women. It is therefore necessary to work for women's political, financial and social rights concurrently. Approaches and working methods must also be continuously developed and adapted to needs and target groups.

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WOMEN, PEACE AND SECURITY



» War and conflict often have different repercussions for men and for women. In many countries, women are subjected to systematic discrimination, and in conflict situations women experience a further deterioration of their safety and rights.

Persistent marginalization of women in the work of preventing, handling and resolving conflicts limits opportunities for reaching lasting agreements with broad popular support.

Women have a right to take part in decisions that affect them. In 2000, the UN Security Council adopted Resolution 1325 on women, peace and security, which states that women must participate on equal terms in decision-making processes associated with conflict resolution, peace and security, and be protected against increased brutality and sexual violence. The resolution has subsequently been supplemented with six new resolutions on women, peace and security.

Norway played an important part in advocating SR 1325 and the subsequent resolutions. The Norwegian action plan for women, peace and security (2015–2018) prioritizes peace processes and peace negotiations, international operations, peace building and humanitarian efforts, including protection against sexual violence. In the peace processes and negotiations, Norway has worked for the inclusion of women in the negotiating delegations, for more women peace negotiators, and for local women and the gender perspective to be represented. Capacity-building programmes among women's networks and organizations constitute a large part of Norway's input in this area. In peace building processes, Norway contributes to strengthening women's participation in decision-making processes, for example on security sector reform. Norway's contributions are financial support, secondment of specialists and cooperation with the police and judiciary sector.

Humanitarian crises entail a high risk for women. It is therefore crucial to implement measures that provide for women's security needs. Medical and legal support for survivors, and prosecution of perpetrators are important areas of Norwegian intervention.

EXAMPLES OF RESULTS

Norway's role as a facilitator in the ongoing peace process in Colombia has provided a unique opportunity to contribute to the enforcement of SR 1325 in practice. Although the results are very preliminary, Norwegian facilitation, advisory services and support for Colombian women's organizations have contributed to there being more women in the negotiating delegations, and to the women's proposals being presented to the parties. A special subcommission has been established to ensure that women's needs and interests are taken into account to the same extent as men's in the peace process. Women have gained acceptance for important premises for the work of a future truth commission. In Myanmar, Norwegian support for pilot projects in conflict-affected areas has contributed to women taking part in village committees that have run development projects and peace building locally.

In Afghanistan, the global community supported the building up of the Afghan police force and increased security for the Afghan people. The programme has not attained the secondary goal of increasing the percentage of women and enhancing women's role in the police.

In DR Congo, the long-term efforts of Norwegian Church Aid have helped to improve the medical and psychosocial services available to women subjected to sexual violence. The women have also learned to read and write, and to demand their rights. The long-term work to change attitudes in interdenominational fora has assembled many participants, but results in the form of changes in attitude and practice have not yet been documented.

Women have gained greater influence on the peace process in Colombia

» The baseline agreement on peace negotiations between the Colombian government and FARC-EP made no mention of participation and equal rights for women. For a number of years, Norway has been a driving force assisting the parties in the work of strengthening women's participation, and has supported the efforts of local women's organizations to put their demands and views to the parties. Women's participation in the negotiation delegations has increased, and a special subcommission has been established to promote women's rights and the issue of gender equality in the negotiations.

WHY: Involve women in the peace negotiations

Peace negotiations were formally launched in Norway in 2012, after almost fifty years of armed conflict. Since then, negotiations have been proceeding in Havana, with Norway and Cuba as facilitators.

The armed conflict has had major humanitarian consequences, and has impacted women and men in different ways. Women in particular have been subjected to sexualized violence. Many women have lost their husbands, and must provide for themselves and their children with minimal financial resources. Women account for more than half of the almost six million registered internally displaced persons,

But they are not only victims. They are also contributing actively to putting an end to the conflict, and are involved in the peace building process. This peace process is about more than laying down weapons and bringing the conflict to an end. The parties are negotiating a settlement with the past, and broader social reforms. Women must be involved here to ensure democratic support and legitimacy for the process.

When the negotiations started, women's participation and gender equality were not topics for discussion, and there was no focus in the peace process on the fact that women and men could have different needs and interests. Very few women were represented in the negotiation delegations, and there were no arrangements for consultation processes to ensure that women were taken into account.

WHAT: Driving force and support

The implementation of UN Security Council Resolution 1325 on women, peace and security, is one of the three areas focused on by Norway in its capacity as facilitator of the peace process. Norway urged the parties at an early stage of the process to include women in the negotiation delegations. To ensure that the parties have access to expertise on women's rights and gender equality, Norway has financed advisors who assist in integrating the gender perspective into key documents and processes. One of the members of the Norwegian team has a special responsibility to monitor matters relating to women, peace and security, and also assists the parties.

Central Columbian women's organizations took steps early to remedy the lack of participation by women and the absence of the gender perspective in the peace process. Norway has accordingly acted through Forum for Women and Development (FOKUS), UN Women and local women's organizations to support the consultation processes of the women's movement and to bring their recommendations to the negotiating table. At the same time, Norway has been a strong advocate for the parties to include a gender perspective in the treatment of the different issues, and has assisted with expert advice on how this can be done.

The victims' rights occupy a central position in the peace process. Five delegations of victims of the conflict have met the negotiators to present their experiences directly to the parties. Four women's delegations subsequently met the negotiators and presented their cases, most recently in September



A delegation of women playing a key part in the peace process in Colombia submitted their views to the parties in the peace negotiations in 2015 in Havana, Cuba. PHOTO: LA/MESA DE CONVERSACIONES

2015, with the focus on sexualized violence. UN Women assisted the women in preparing for the meetings, accompanied the delegations to Havana and summarized the recommendations that were put forward.

In October 2013, the Colombian women's organizations Ruta Pacifica de las Mujeres and Casa de la Mujer arranged a summit meeting for women that mustered 500 women from all over Colombia. The purpose was to discuss the role of women in peace building and to contribute input to the negotiations. They agreed on three main messages: support for the peace process, a request for equal representation of women throughout the negotiation process, and that topics relating to how the conflict has affected women must be included on the negotiations agenda. UN Women acted as secretariat for the meeting, and collected proposals and views that emerged. Norway and Cuba passed the proposals on to the negotiating parties.

HOW MUCH: Ruta Pacifica de las Mujeres and Casa de la Mujer received a total of NOK 1.55 million in 2014 and 2015. Norway provided UN Women's Colombian office with NOK 18 million in funding in the period 2012–2015. Norway additionally supports the UN High Commissioner for Human Rights, FOKUS, a Norwegian-Swedish civil society fund (FOS) and the Norwegian Refugee Council.

RESULTS: Stronger participation by women

Colombia has come a long way in its efforts to implement Resolution 1325 compared to many other peace processes. Both the government and FARC now have several women in their negotiating delegations. It is an important democratic principle that women should have the opportunity to take part in the negotiations on Colombia's future.

A subcommission has been appointed to safeguard women's rights and gender equality in the negotiations, and to ensure that women's views are included. The presence of representatives of each of the negotiating parties on a commission of this kind is a first. As a result of this, and the fact that women have been able to convey their experiences from the conflict directly to the negotiating parties, the gender perspective has gradually emerged during the process.

An example is the mandate for the Truth Commission, which was adopted in June 2015, and which states that the gender perspective must be taken into account in all aspects of the commission's work. A separate working group is to organize special hearings with female victims of the conflict. The parties have agreed to establish a Special Tribunal for those responsible for the worst crimes during the conflict. The agreement states explicitly that amnesty will not be granted for serious crimes, including sexualized violence. This is consistent with recommendations submitted to the parties by representatives of the women's movement, and illustrates an important issue for which they have won recognition.

Women's organizations in Colombia have played an important part in promoting the gender perspective. The Norwegian backing for the women's organizations has put them in a better position to submit proposals to the parties. It has also enhanced the visibility in the media of the women's organizations, and drawn more attention to the role of women in peace processes.

All this is an important step in the direction of a peace solution that takes account of women's and men's different experiences, needs and interests. But the peace negotiations have not been completed, so it is too early to reach conclusions on how well the gender perspective and women's rights will be taken into account in the final agreement. In the next stage, the parties' willingness and ability to implement the final peace agreement will determine whether the peace process has a positive effect on women's lives.

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Women were able to influence local peace processes in Myanmar

» The pilot project in the Kroeng Batoi area of Myanmar has strengthened the part played by women in local decision-making and peace processes. Village committees were established to initiate local development projects and build trust between the parties involved in the civil war. The goal that a minimum of 40 per cent of the elected committee members should be women was exceeded. The result was 60 per cent women members, and they report increased influence.

WHY: Women are under-represented in decision-making and peace processes

Myanmar has suffered under more than 60 years of civil war. In 2011, the newly elected president, Thein Sein, launched a peace process. The fourteen largest ethnic armed organizations signed bilateral ceasefire agreements with the government in the period 2011–2013. The parties have worked to put a national ceasefire agreement in place, and on 15 October 2015, eight of the organizations signed the agreement with the authorities.

Participation in the peace process by women is low. The organizations taking part in the process have few women representatives. Twelve men and no women were represented in the first official delegations that held peace talks in 2011.

In early 2012 there were fragile ceasefire agreements between the authorities and a number of previous insurgent groups. It was very important to bring the parties together, create trust, and motivate the people as a whole to work for peace. At the same time there was a desperate need for humanitarian help and rebuilding in the areas affected by conflicts.

WHAT: Ensure local effects of the ongoing national peace process

In 2012, Norway was asked by the Myanmar Government to assist in mobilizing international support for the peace process. Norway took the initiative to establish the Myanmar Peace Support Initiative (MPSI), a mustering point for international efforts and aid to support the peace process. Through MPSI activities, the parties were urged to conduct wide-reaching consultations and ensure that women and women's viewpoints were included.

The first steps taken under the auspices of the MPSI were five pilot projects in so-called “black areas”. These were areas outside the authorities’ control, to which external aid actors had limited access. One of the pilot projects was conducted in the Kroeng Batoi area. The area is controlled by the New Mon State Party (NMSP), one of the central actors in the peace process. The project was carried out in collaboration with Norwegian People’s Aid, ILO and a local working group. The latter consisted of nine local organizations, including the Mon Women’s Organization, a number of other local civil society organizations and some departments of NMSP. It was the first time many of the actors had worked together to build peace.

A key aspect of building trust and belief in the national peace process was to ensure perceptible improvements in local living conditions. A needs assessment was conducted among the populations of the four selected villages in Kroeng Batoi. In light of the findings, improved access to clean water was chosen as a concrete development project. The primary activities of the pilot project included the construction of wells and new water tanks in the four villages, for a target group of 1355 people. The work was carried out by the villagers, both women and men, and they received equal pay for the work. The local culture did not value women’s involvement in development work or in decisions on village matters. As a result, leadership development courses were held for women together with training in fundamental health and sanitary principles. Village committees were established to maintain an overview of the project implementation and to work for local community development. The goal was that at least 40 per cent of the elected committee members should be women. The committees consisted of from seven to nine members.

HOW MUCH: Norway was the sole donor, and provided just over NOK 500 000 of funding in 2013.

RESULTS: Sixty per cent women were elected to the village committees

When the village committees were elected, women proved to constitute 60 per cent of the members. Many of them were young. This bears witness to greater acknowledgement of and confidence in women as decision-makers. A review showed that the project was regarded by the local community as very useful. Representatives, particularly women, reported increased opportunities to share their views on activities and developments in the local community, and to influence local decisions. Local awareness of the national peace process had also increased.

An evaluation conducted by Norwegian People's Aid in 2013 revealed that some of the village committee members had withdrawn. One of the reasons was that those who took part in the construction work in the project were paid, whereas the committee members were not. According to ILO, which has continued to work in the area, young people also found it challenging to commit themselves for the whole period of two to three years. The village committees were still active in 2015, nonetheless. Today, 35 per cent of the members are women, and 50 per cent of them are in key decision-making positions such as council chair and treasurer. Women have thus acquired influence over central decisions in the villages, and are actively engaging in peacebuilding.

As a consequence of the pilot project, the access of four villages to clean water improved, meaning that women save a great deal of time that would otherwise have been spent fetching water. ILO reports that more than 30 per cent of households have established new activities run by women, such as plant cultivation, manufacture and sale of clothes, and tailor shops.



The village committee in Ye Byu, Tanintharyi holding a planning meeting. PHOTO: MI NGE LAY/MON CETANA ORGANISATION

In accordance with MPSI's ambition, the pilot project has been followed up by a phase two, also funded by Norway. ILO and the local working group from the pilot project have extended their activities to five more villages. The project was developed in consultation with the local communities, including the village committees from the pilot phase and the NMSF. That local parties want to continue the cooperation indicates that the pilot project helped to strengthen the trust between the community and central actors in the peace process.

This development cannot be attributed to the pilot project alone. Many factors have played a part. An independent review of MPSI from 2014 confirms nonetheless that, despite being small, the pilot projects were of significance because they were carried out in politically important areas. They made it possible for the local communities to move out of the jungle and begin to live normal lives. The pilot projects also showed that it was possible to operate safely across territories controlled by several different actors, and that different organizations could cooperate and abide by the peace agreement.

SOURCES

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- > Norwegian People's Aid and Kroeng Batoi Pilot Project Working Group (2013) *Joint Evaluation Narrative Report*
- > Centre for Humanitarian Dialogue, opinion paper (2012) *Myanmar's current peace processes: a new role for women?*
- > Chris Johnson and Michael Lidauer (2014) *Testing Ceasefires, Building Trust. Myanmar Peace Support Initiative Operational Review*
- > International Labour Organization *Support to the Peace Process in Myanmar through an integrated livelihoods approach. 2015-2016*

Female police officers in Afghanistan – an important goal and a great challenge

» For many years, Norway and other donors have been backing the work of building up an efficient police force in Afghanistan, to increase the safety of the population at large. The programme also includes goals of increasing the proportion of women in the police and increasing police capability for handling domestic violence and assault cases. The ambition of strengthening women's roles in society has had a brutal encounter with local traditions and gender roles, also within the police. This has led to poor results, and in some cases had unintended repercussions for the policewomen.

WHY: Improve the security of the entire population

Building up the Afghan police force, with a view to consolidating the legitimacy of the state and its ability to give the people security, has been a key project for both authorities and donors since 2002. After decades of war, the police was almost defunct. There was a major need for police reforms and an elucidation of the civil role of the police in society. There was a need for training, upgrading of infrastructure and the establishment of electronic personnel management, payroll, procurement and logistics systems.

Violence against women, including murder, in the community in general and the family in particular, has been and continues to be a serious civil society challenge in Afghanistan. In a deeply gender-divided society, where many women cannot leave the house without being escorted by a male relative, and must preferably not speak to male police officers, violence is neither reported nor prosecuted. In 2004, a desire was expressed to increase the proportion of women in the police in order to improve women's access to police services and to bolster work on assault cases.

WHAT: Ensure payment of salaries and contribute to reforms

Support for strengthening and reforming the police has been channelled through a donor fund administered by UNDP – the Law and Order Trust Fund for Afghanistan (LOTFA), established in 2002. The overarching goal was to boost Afghanistan's ability to administer its own civil security, law and order.

The fund was intended to contribute to police salaries, put in place an electronic payroll system, build infrastructure and train a professional police force. A secondary goal formulated in 2004 was to recruit and train professional policewomen, and to raise human rights awareness in the police force.

To enhance the ability of the police to combat violence against women, in 2011 LOTFA supported the establishment of special units on domestic violence and on gender and human rights. This was additional to the Ministry of Internal Affairs' work in this area. Experience had shown that women were reluctant to be recruited to the police. After a while the project was therefore expanded to ensure a safe and equal working environment for women and men in the police, and to provide career opportunities for policewomen. Training to qualify policewomen for officer positions and to take on the role of agents of change in the police corps and Ministry of Internal Affairs commenced in 2015.

HOW MUCH: The Norwegian contribution to LOTFA from 2002 to 2014 was NOK 234.5 million, of which more than 90 per cent went on wages. Total donor support to LOTFA from the start in 2002 and up to July 2015 was NOK 24 billion. Just under 2 per cent of LOTFA's total budget was spent on reform programmes and work to strengthen the female portion of the police force and improve conditions for female police officers, and to pay their salaries.

RESULTS: Limited progress towards a stronger female profile and unintended negative effects for the policewomen involved

By the end of 2014, LOTFA had contributed to wages for over 145 000 police officers and 5 500 prison officers. Steps have been taken to ensure that those receiving wages are in active service. Much remains to be done before a computerized payroll system based on data of an acceptable quality is in place, and the system can be transferred to the Afghan authorities. According to plan, this will take place in 2016.

The Ministry of Internal Affairs is responsible for the police and the role to be played by the police in an Afghanistan of the future. Reform of the ministry is a part of the project, but has had low priority. Because the programme is mainly concerned with boosting the security of the Afghan people, the components aimed at increasing the percentage of women in the police force had had low priority.

LOTFA has supported the establishment of 100 special police units concerned with domestic violence and 50 special units for gender equality which are engaged in recruiting women police officers. The goal of having at least 5 000 women police officers by the end of 2014 was not attained. Of a police force of 157 000, only 1.4 per cent are women, i.e. around 2000. The great majority of them are in junior positions. The goal is now to have 5 000 policewomen by the end of 2016.

In addition to a lack of willingness on the part of the Ministry and among the higher echelons of the police to recruit and promote women police officers, sexual harassment by male colleagues has been revealed. A survey conducted by the UN in 2013 indicates that 70 per cent of women police officers may have been subjected to harassment and assault by male colleagues. In some environments women police officers are regarded as prostitutes who bring shame upon their families. The survey concludes that efforts to increase the proportion of senior women police officers in the force should be intensified, and that progress is dependent on a change in attitudes regarding policewomen and investigation of violence against women.

UNDP/LOTFA have found that ambitions to strengthen the role of women in society clash with local traditions and gender roles, and encounter strong resistance, also from the authorities and internally in the police. Female police officers in Afghanistan relate that they will not use their uniforms when they are off duty. They will not tell people that they work, and especially not as police officers, for fear of being assaulted or killed.

The focus of the LOTFA programme has been on reinforcing the security of the Afghan people. After decades of war and unrest, the building up and operation of a large police force and penitentiary system has made a substantial contribution to improving security, particularly in urban areas. The main reasons for the poor and to some extent negative results of the components of the programme that focused on women are unrealistic ambitions and underestimation of the obstacles to women's participation presented by underlying power structures, conservative and culturally conditioned attitudes and norms in Afghan society. A better contextual understanding and analysis by the donors during the planning phase could have revealed this, and measures could have been designed accordingly from the start.

Increasing the proportion of women in the police force and strengthening work to combat violence against women in Afghanistan face major challenges. The need is evident. The national government that took over following the elections of autumn 2014 had adopted an extensive reform programme that also encompasses the security sector and measures to strengthen the position of women in the Afghan society.

SOURCES:

- > UNDP/ATOS Consulting (2012) *Evaluation of the Law and Order Trust Fund for Afghanistan (LOTFA)*
- > LOTFA (2015) *Project Document 1 July 2015 – 31 December 2016 (LOFTA-successor)*
- > UNAMA/UNOHCHR Afghanistan (2013) *A Way to Go: An Update on Implementation of the Law on Elimination of Violence against Women in Afghanistan*
- > Oxfam (2103) *Briefing Paper no. 173, Women and the Afghan Police*, 10th September 2013
- > EUPOL PPIO (2015) *Press Summary*, 11th May 2015
- > Rubin, Alissa J. (2015) *Afghan Policewomen Struggle Against Culture*, International New York Times, 1. Mars 2015
- > Press conference in Kabul on 29 July 2015 by the Afghan Ministry of Internal Affairs.

Women subjected to sexualized violence in the eastern DR Congo receive help

» Hostility to women expressed through both attitudes and practice is rife in the war-torn eastern DR Congo. Norwegian Church Aid and local partners have contributed to the provision of improved psychosocial treatment services and rehabilitation options for women who have been subjected to sexualized violence. The women have learned to read and write, and have been taught how to assert their rights.

WHY: Women subjected to sexualized violence are stigmatized and abandoned

There have been major armed conflicts in DR Congo since the 1990s, and large numbers of people are fleeing for their lives. The UN estimate is 2.7 million internally displaced persons. Approximately one third of them are estimated to be in North Kivu, a province in the eastern part of DR Congo. The province was notorious for mass assaults on and rape of girls and women when the conflict was at its most intense.

Gender-based violence continues to be widespread when the conflicts have abated. Different studies point to a complex set of causes. Dominant social norms and attitudes that legitimize gender-based violence are reinforced by the brutalization ensuing from armed conflicts and a stressed existence with food shortages and poverty.

A survey conducted in North Kivu in 2012 shows that one third of the men interviewed stated of their own accord that they had engaged in sexualized violence. A 2014 survey reveals that 22 per cent of women and ten per cent of men have been victims of sexualized violence. The figures are unconfirmed, but provide an indication of the scale.

Sexualized violence is often taboo. Local communities show contempt for women who are subjected to this type of violence. Despite increased efforts to prosecute perpetrators, the majority go unpunished.

WHAT: Prevention of gender-based violence and psychosocial support for the victims of violence

In the eastern DR Congo, Norwegian Church Aid works with local partners and the health authorities with the aim of boosting the authorities' capacity to provide

medical and psychosocial support for victims of sexualized violence. This work is in accordance with the national guidelines for psychosocial assistance drawn up and adopted by the authorities in 2011.

Norwegian Church Aid was the driving force behind the guidelines, and is now assisting in implementing them locally. According to the guidelines, women must be offered treatment at local health centres, provided with information about crisis centres and if necessary given protection. Norwegian Church Aid and its partners run crisis centres where women can live, and they offer reading and writing courses and vocational training to make the women capable of providing for themselves.

The women are organised into study circles where they receive training in reading and writing, learn about rights and how to assert and vocational training and help in starting their own business. From 2013, the project was expanded to also offer the women microcredit.

Norwegian Church Aid has also provided funding for the establishment of an interdenominational dialogue forum to prevent sexualized violence and to promote gender equality. Violence in intimate relationships is discussed through text studies of the Bible and the Quran. The aim is to create greater understanding of equality between women and men, and to reduce the stigma borne by women subjected to sexualized violence, so that the women can return home.

HOW MUCH: Norway has provided NOK 87 million in funding to Norwegian Church Aid's programme for the period 2010–2016. The funding accounted for 62 per cent of the total budget in the period 2014–2014.



Faida Louise from Goma at one of the transit supported by Norwegian Church Aid. The centre provides protection, medical and psychological follow-up, practice in reading and writing and an opportunity for women to obtain an occupational skill.

PHOTO: RAMÓN SÁNCHEZ ORENSE/KIRKENS NØDHJELP

RESULTS: Systematic psychosocial follow-up of victims of violence

Norwegian Church Aid and partners, in collaboration with the authorities in the provinces of North and South Kivu, have enhanced the quality of psychosocial work for traumatized victims of violence. Up until the end of 2014, 819 health workers, 16 psychologists, and doctors from all the 34 health zones in South Kivu received training in identifying traumas and providing the necessary assistance. In 2015, training continued in North Kivu.

In accordance with the guidelines, a women who has been raped must be examined at a hospital in the course of 72 hours to be tested for sexually transmitted diseases and pregnancy, and to receive the necessary acute treatment, before being referred to psychosocial services. This must take place before investigation of the assault begins.

An evaluation revealed that the training of health personnel in South Kivu was successful, and has resulted in better care for the women. Psychological traumas are now recognized, and the victims receive treatment instead of being stigmatized. The evaluation placed emphasis on the significance of the project for getting the health authorities to realise the importance of integrating mental health care into the primary health service and into its reporting procedures.

After the training, 482 women who had been assaulted were identified by health personnel in South Kivu in 2013–2014, and 223 of them were referred for hospital treatment. Before the guidelines were in place and the health personnel received training, it was not the practice to refer women who sought

assistance from the health service to a service that was specially designed to provide psychosocial and clinical treatment following violent assault.

Norwegian Church Aid reports that a total of 2541 women who had been subjected to sexualized violence have received psychosocial support through its partner organizations in North and South Kivu. Altogether 346 of them have been able to live at the Dorcas House rehabilitation centre, associated with the Panzi Hospital in Bukavu, and at Lydia's House in Goma. Eighty-eight of the women were identified through the work of Norwegian Church Aid's partners in refugee camps in North Kivu. The women have been offered medical treatment in hospital, including treatment for serious consequences of rape.

There is still little awareness among the general population of the services available. Towards the end of 2014, 21.5 per cent of the women and 33.5 per cent of the men in the project areas were aware of the service. Use is expected to increase when the service is better known.

In the study circles, 5540 women have learned to read and write, and were informed and encouraged to assert their rights. In 45 local communities, groups hold regular meetings with local authorities. As a result, the authorities in 22 of the local communities drew up action plans for implementing Security Council Resolution 1325 on women, peace and security locally, with the focus on participation by women.

Interdenominational dialogue fora have brought together 13 040 participants in different local communities for discussions and advocacy work designed to change attitudes to violence and gender-based discrimination. Half of them are women. This is long-term attitude-changing work, and the results have not yet been documented.

Norwegian Church Aid is planning to evaluate the effects of the vocational training and microcredit scheme in 2016.

SOURCES:

- > Norad (2015) *External Evaluation of the Project «Mental Health of Panzi Foundation» in South Kivu*
- > Norwegian Church Aid (2015) *Four year report from DR Congo (2011-2014)*
- > Mid Term Review Report Programme by the Norwegian Church Aid (NCA) (2014) *Reducing Gender Based Violence and Building sustainable Peace in the Democratic Republic of Congo (DRC) 2010-2012*
- > Images, Promundo & Sonke (2014) *Gender relations, sexual and gender based violence and the effects of conflict on women and men in North Kivu, Eastern Democratic Republic of the Congo. Results from the International Men and Gender Equality Survey (IMAGES). Final report.*



3

THE FIGURES SPEAK

In this chapter, it is the figures that will speak. The first part shows the status of women's rights and gender equality as revealed in international statistics and well-known indices. The global situation is described, primarily in those countries that have received most gender-marked aid in the last five years.

In the second part we present Norwegian gender-marked aid in figures and graphics. Finally, we provide a brief overview of the international aid effort in this area.





WOMEN'S RIGHTS AND GENDER EQUALITY – THE GLOBAL PICTURE

The situation of women and their opportunities to have control over their life choices have improved significantly in recent decades. As discussed in Part 1, this progress does not apply to all women, and neither is it the case along all dimensions of gender equality.

In this chapter we present statistics on women's rights and gender equality in developing countries, focusing particularly on those countries that received most Norwegian gender-marked aid in the period from 2010 to 2014.³⁹ Data from developing countries is often missing or unreliable, and therefore not all indices and data sources have figures for the largest recipients of Norwegian development assistance. Thus there will be some variation in the selection of countries shown in the graphics. Some graphics also show numbers for other countries – either because they have interesting values or because they appear in results examples in Part 2.

There are different methods of measuring women's rights or the level of gender equality and discrimination. Widely used indices, for example those from UNDP, the World Economic Forum and Social Watch, look at inequality between men and women. What is the position of women in terms of education and work? Do women take part in politics and social life? What is the situation with regard to women's right to health? In addition, The Organisation for Economic Co-operation and Development (OECD) offers an index which summarizes the situation and status of women as defined by social and legal institutions. The numbers presented here are chosen because they describe women's situation in countries and regions that are prioritized in Norwegian gender-marked aid.

FIGURE 3.1 // LARGE GENDER INEQUALITIES IN POLITICS

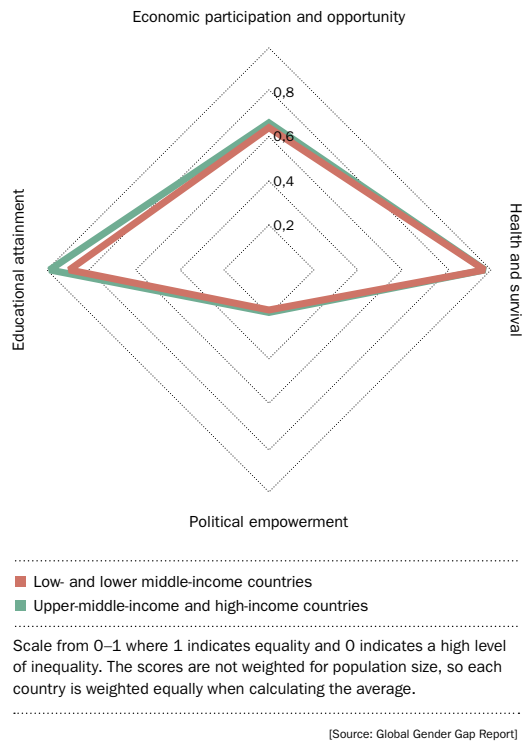


Figure 3.1 shows that political rights and participation represent the greatest challenge for women's rights and gender equality in both rich and poor countries. The graph shows inequality in men's and women's participation at the highest level of political decision-making, in parliament and government.

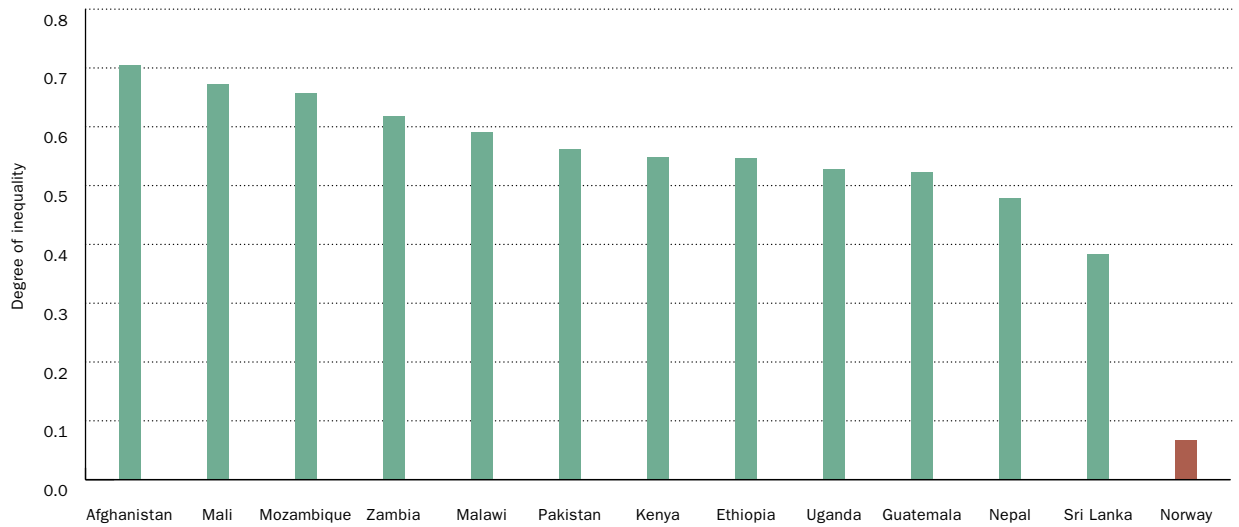
The Global Gender Gap Index (GGGI) contains data from 142 countries. The index does not take into account the degree of development. It only measures the gap between women and men within each country and along different dimensions.⁴⁰

According to GGGI, the position of women improved on average from 2006 to 2014. This applies to all countries in all income categories. However, the variation between middle-income countries regarding the position of women has become greater. In low-income countries, the gap between women and men has narrowed, while the countries in that category have moved closer together.

³⁹ Where not otherwise indicated, gender-marked aid is defined as aid that is marked with the gender equality policy marker as a main policy objective. For an overview of the countries that receive most Norwegian gender-marked aid, see Figure 3.1.4.

⁴⁰ Hausmann, Ricardo (2014): "Gender Gap Report 2014", World Economic Forum, November 2014, reports.weforum.org.

FIGURE 3.2 // INEQUALITY BETWEEN MEN AND WOMEN



Scale from 0–1 where a higher value on the indicator means greater inequality between women and men. The twelve countries that received most Norwegian aid with women and gender equality as a main objective in the period 2010–2014, for which the GII has 2013 data. Norway is included as a reference.

[Source: Gender Inequality Index]

Inequality between men and women in partner countries

According to the UNDP Gender Inequality Index (GII), in global terms⁴¹ Afghanistan had among the highest levels of inequality between men and women in 2013 (Figure 3.2). The higher the GII value, the greater the levels of gender inequality. Among the countries that receive most Norwegian gender-marked aid are many countries experiencing significant inequality, according to the GII.⁴²

The GII builds on the UN Human Development Index (HDI) and an inequality-adjusted HDI (IHDI). It deals with the situation of women and men in the areas of reproductive health, political representation, education and working life. The GII measures the costs that inequality between men and women entail for human development. The GII value varies immensely between countries. Of the ten countries with the lowest score on the GII, nine are in Sub-Saharan Africa.

Formal and informal discrimination

Formal and informal norms, attitudes and practices exist that restrict the rights, power and opportunities of women and girls. One index that aims to portray discriminatory social institutions of this nature is the Social Institutions and Gender Index (SIGI). The index combines qualitative and quantitative data and presents discrimination in social institutions as expressed by laws, attitudes and practice.

The SIGI reveals that there are significant differences between countries in terms of the limitations such social institutions impose on women's rights and gender equality.⁴³ According to the index, Yemen and Sudan are the countries in which social institutions impose the greatest restrictions.

The SIGI is composed of five sub-indices which reflect various types of social institutions that impose restrictions on women:

- > discriminatory family code
- > restricted physical integrity
- > son bias
- > restricted resources and assets
- > restricted civil liberties⁴⁴

41 Yemen, with a score of 0.73, has the highest level of inequality among the countries represented in the GII.

42 United Nations Development Programme (2014): "Gender Inequality Index (GII)", hdr.undp.org. Accessed June 2015.

43 Boris Branisa, Stephan Klasen, Maria Ziegler, Denis Drechsler & Johannes Jütting (2014): "The Institutional Basis of Gender Inequality: The Social Institutions and Gender Index (SIGI)", *Feminist Economics*, 20:2, 29-64.

44 OECD (2015): "Dataset: Social Institutions and Gender Index 2014 (SIGI)", OECD.Stat. Accessed 23 September 2015.

For more information on the methodology behind the SIGI, see genderindex.org.

Figure 3.3 presents ten of the twelve countries that the Norwegian Government has identified as special priorities for Norwegian development cooperation from 2015 – designated as focus countries. South Sudan and Palestine are also focus countries, but the SIGI does not have complete data for these. The figure reveals that the focus countries have varying values on the different SIGI dimensions. The values are generally high, which indicates a high level of discrimination against women within social institutions. This is particularly evident when compared to the average for high-income OECD countries.

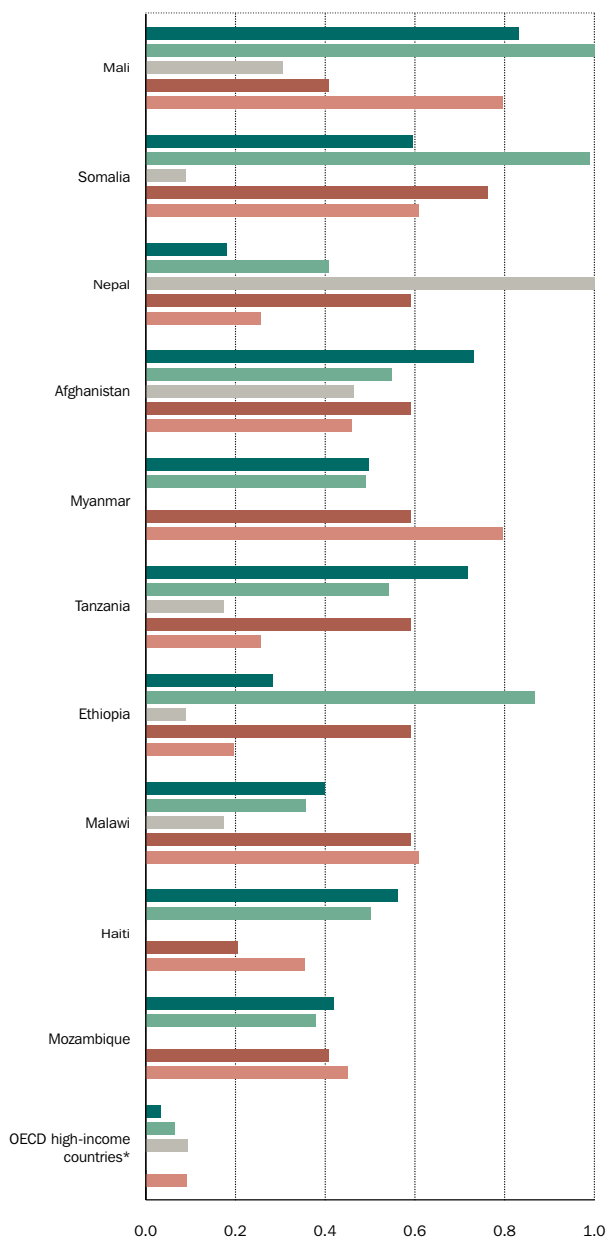
There is some variation with regard to which challenges are greatest. Boys in Nepal are largely prioritized before girls. This sub-index captures inequality with regard to how households invest in caring for boys and girls, and how resources are distributed between daughters and sons. Where sons have a higher value than daughters, this can manifest itself in the form of higher mortality, poorer health status or lower educational level among girls.

In Mali and Somalia, the greatest challenge is that women generally have little control over their own bodies. Social institutions limit the control that women and girls have over their bodies, increase women’s vulnerability and normalize gender-based violence. This includes formal and informal laws, norms and practices that threaten women’s physical integrity, permit violence and genital mutilation, and deprive women of the right to choose whether and when they wish to become pregnant, and whether they wish to go through with the pregnancy.

In Somalia and several of the other countries, women’s access to and control of resources are severely limited.

In Mali and Myanmar, women’s civil rights are not fulfilled to any real extent. The SIGI measure for civil rights deal with the restrictions women face with regard to freedom of movement and access to the public space. Examples of civil rights are the opportunity to choose where to live, to visit family and friends, or to apply for a passport. Many countries in Europe have a score of 0 on this dimension, meaning that the law guarantees the same rights for women and men. Scores of more than 0.7 indicate that women have little freedom of movement and/or that there are no provisions for women to participate in politics at local or national level.

FIGURE 3.3 // CHALLENGES IN IMPORTANT PARTNER COUNTRIES



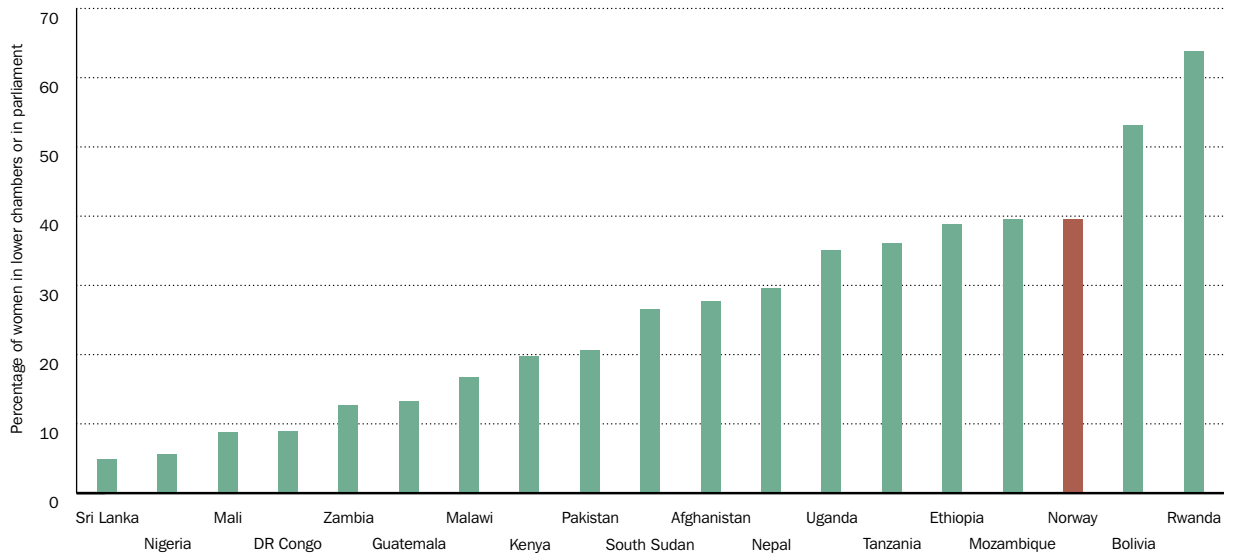
Legend:
 ■ Discriminatory family code ■ Restricted physical integrity
 ■ Son bias ■ Restricted access to resources and assets
 ■ Restricted civil liberties

Scale from 0–1 where 0 indicates no discrimination and 1 indicates a high level of discrimination.

*Only six high-income OECD countries have complete data in SIGI. Several countries with an assumed best score, such as Norway and Sweden, are not included.

[Source: Social Institutions and Gender Index]

FIGURE 3.4 // LOW WOMEN'S REPRESENTATION IN MANY PARTNER COUNTRIES



Women's representation in the parliaments of countries that received the most Norwegian aid with women and gender equality as a main objective in the period 2010–2014, for which IPU has data. Norway is included as a reference.

[Source: Inter-Parliamentary Union]

Women in politics and social life

Figure 3.4 shows that the proportion of parliamentary seats held by women varies between the countries that receive most Norwegian gender-marked aid.

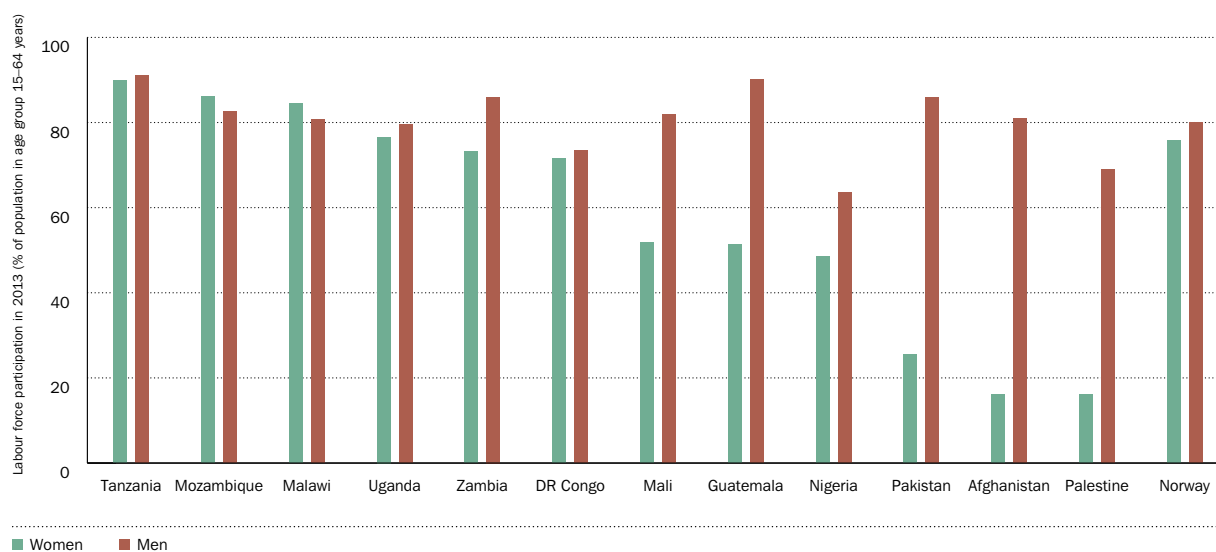
While some of those which receive most Norwegian aid for gender equality are on a par with Norway, such as Mozambique and Ethiopia, there is only a very small proportion of women in many of the other parliaments. A low proportion of women is not unique to developing countries – there is some way to go in order to achieve an equal percentage of men and women in most of the world's parliaments. According to the Inter-Parliamentary Union (IPU), the average proportion of women parliamentarians worldwide is 22.5 per cent.⁴⁵ In September 2015, Rwanda and Bolivia were the only countries in the world with a proportion of more than 50 per cent.

The percentage of women parliamentarians has increased in recent years, and this correlates with the introduction of gender quotas in many countries. The proportion of women in parliament is an instrumental measurement. To learn something about the actual participation of women, or the degree to which women parliamentarians work to promote women's rights and gender equality, individual countries must be evaluated qualitatively.⁴⁶

⁴⁵ Inter-Parliamentary Union (2015): "Women in National Parliaments," www.ipu.org. Accessed 25 September 2015.

⁴⁶ Tønnesen, Liv and Mari Norbakk (2015): Briefing note on support to promoting women's rights and gender equality and its impact, CMI.

FIGURE 3.5 // LARGE VARIATION IN WOMEN'S LABOUR FORCE PARTICIPATION



Women's labour force participation in the countries that received the most Norwegian aid with women and gender equality as a main objective in the period 2010–2014, for which ILO has data. Norway is included as a reference.

[Source: International Labour Organization]

Women's participation in the labour market

Figure 3.5 indicates that women's labour market participation varies greatly among the countries that receive most Norwegian gender-marked aid. The figures come from the International Labour Organization (ILO),⁴⁷ which defines the labour force as the workforce that is available for the production of goods and services in the economy.⁴⁸

Low employment among women may be an indication that women participate less than men in labour market, but also that general labour force participation is low. According to the World Bank, women's labour market participation has stagnated globally and has fallen since 1990. Women's participation is lowest in the Middle East, North Africa and South Asia.⁴⁹ However, the figure shows that Mozambique and Malawi have a higher rate of employment among women than among men.

Status of reproductive health

Early pregnancy and childbirth limit women's opportunities and rights. Figure 3.1.6 shows that among the countries receiving most Norwegian gender-marked aid, the proportion of adolescent births is highest in Mali and Mozambique.⁵⁰

The adolescent birth rate in many developing countries is high. In East Africa there are on average 11 births per hundred girls in the 15–19 age group, for West Africa the figure is 12, while the average for Central Africa is more than 14 births per 100 girls. In regions with moderate rates of adolescent births, such as Central and South Asia and South America, certain countries also have high rates. Afghanistan, Bangladesh, Nepal, Nicaragua, Panama, El Salvador and Guatemala are good examples.⁵¹

The adolescent birth rate has fallen in almost all countries since 1990. The universal reduction in teenage pregnancies has come about in parallel with a rise in education, increased demand for contraception and a fall in the number of child marriages.

Maternal mortality is high in many of the countries receiving most Norwegian gender-marked aid. This is evident in Figure 3.1.7, which shows figures from the World Health Organization.⁵²

In the Democratic Republic of the Congo, the second largest recipient of Norwegian gender-marked aid, there has been a fall in maternal mortality. In 1990, 1000 women died as a result of pregnancy or childbirth for every one hundred thousand live births. In 2013 this figure had fallen considerably. Nevertheless, there were still 730 deaths for every 100 000 pregnancies ending

47 International Labour Organization (2014): "Key Indicators of the Labour Market, Eighth edition," Geneva, International Labour Office. Data downloaded from databank.worldbank.org 24 September 2015.

48 The labour force includes both people in employment and job seekers. Not all who work are included; unpaid workers, family workers and students are often excluded, and some countries do not count soldiers in the armed forces. The size of the labour force may vary during the year as seasonal workers enter and leave. The series includes both nationally reported and estimated data.

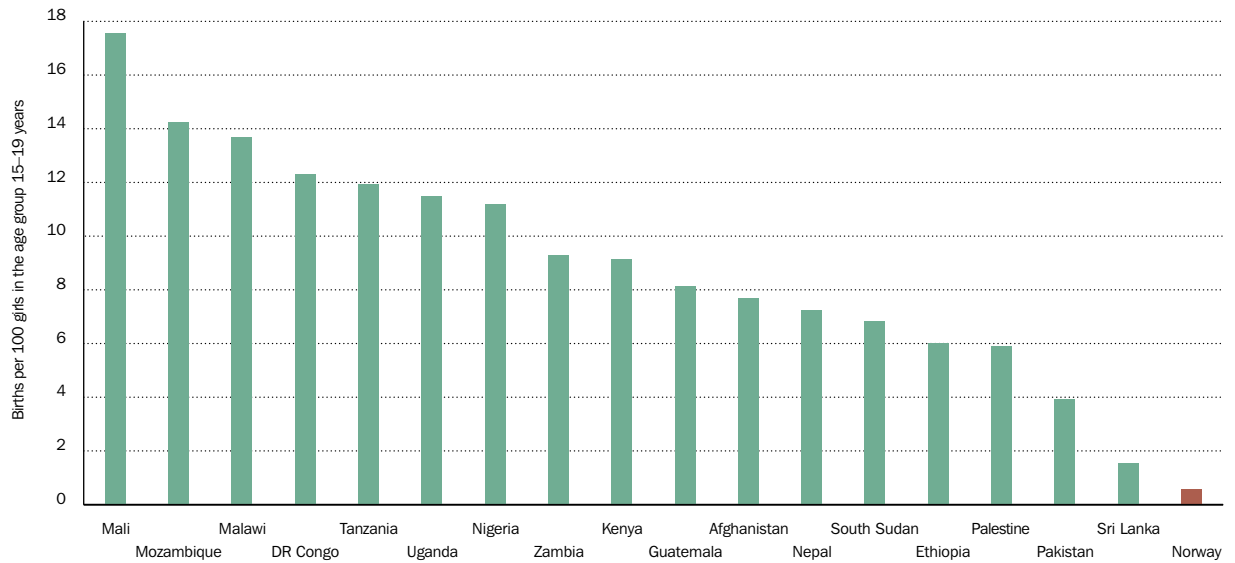
49 World Bank (2012): "Women are less likely than men to participate in the labor market in most countries," <http://data.worldbank.org/news/women-less-likely-than-men-to-participate-in-labor-market>.

50 United Nations Population Division (2015): "World Population Prospects". Data downloaded from data.worldbank.org 18 September 2015. Figures for 2014.

51 United Nations, Department of Economic and Social Affairs, Population Division (2013): "Adolescent Fertility since the International Conference on Population and Development (ICPD) in Cairo," un.org.

52 World Health Organization (2015): "Maternal mortality ratio. Data by country," apps.who.int. Data downloaded 29 September 2015.

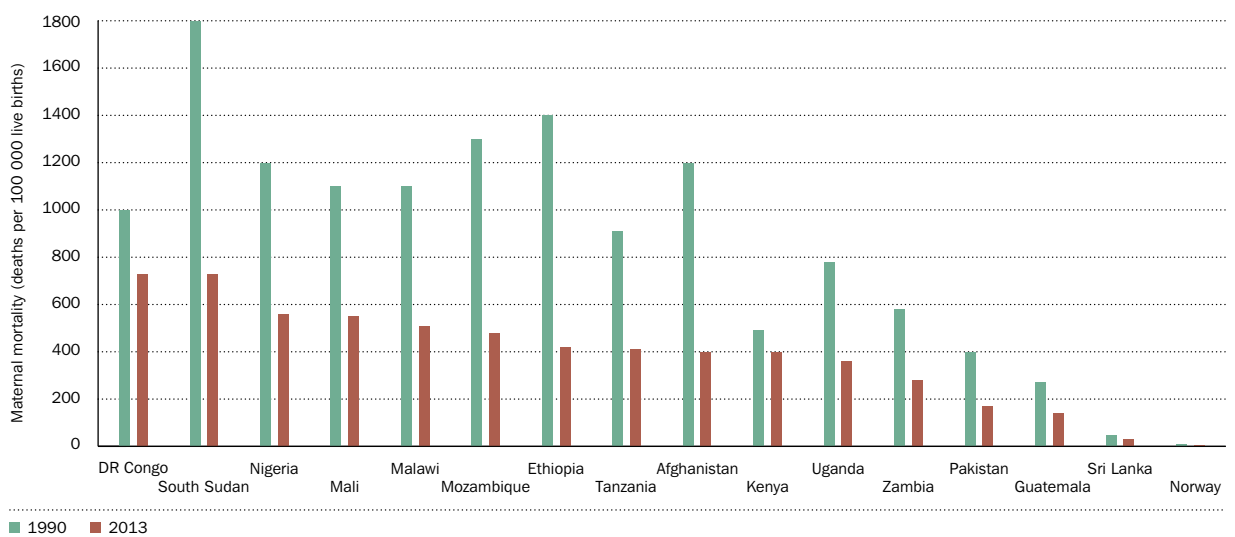
FIGURE 3.6 // MANY YOUNG MOTHERS IN PARTNER COUNTRIES



Adolescent births in the countries that received the most Norwegian aid with women and gender equality as a main objective in the period 2010–2014, for which UNDP has data. Norway is included as a reference.

[Source: United Nations Population Division]

FIGURE 3.7 // MATERNAL MORTALITY HAS FALLEN



Maternal mortality in the countries that received the most Norwegian aid with women and gender equality as a main objective in the period 2010–2014, for which WHO has data. Norway is included as a reference.

[Source: WHO]

with live births.⁵³ This means that for every one thousand live born children in DR Congo, seven women die as a result of pregnancy.

Altogether 99 per cent of maternal deaths occur in developing countries. According to the UN, the deaths of women and girls due to pregnancy and childbirth is almost entirely preventable if mothers receive adequate

medical monitoring and care.⁵⁴ Maternal mortality is therefore considered a good indicator for the quality of health systems. The estimated total number of maternal deaths globally fell from around 546 000 to 358 000 from 1990 to 2008.⁵⁵

53 Maternal Mortality Ratio (MMR) is the number of women who die from pregnancy or childbirth-related causes while pregnant or within 42 days of pregnancy termination per 100,000 live births, in a given year. Deaths are counted if the cause is related to or aggravated by the pregnancy or childbirth, while deaths from accidents or incidental causes are excluded (WHO, 2015).

54 Wilmoth, J. R., Mizoguchi, N., Oestergaard, M. Z., Say, L., Mathers, C. D., Zureick-Brown, S., ... Chou, D. (2012). "A New Method for Deriving Global Estimates of Maternal Mortality." *Statistics, Politics, and Policy*, 3(2), 2151–7509.

55 Ibid.

STATISTICS ON SUPPORT TO WOMEN AND GENDER EQUALITY

What is the difference between bilateral and multilateral aid? What is a gender equality marker? Here we present a brief introduction.

Bilateral aid is aid which has been channelled to specific countries and/or sectors. Bilateral aid also includes earmarked funding provided to multilateral organizations. The earmarked funding consists of aid to specified sectors and projects and is often referred to as multi-bilateral aid.

Multilateral aid is core funding to multilateral organizations. Unlike bilateral aid, multilateral aid is not subject to the production of detailed statistics related to sectors and objectives. Total aid to a sector, or gender marked funding, does not include multilateral aid. Around 24 per cent of Norwegian development assistance in the period 2010–2014 was multilateral aid.

All Norwegian bilateral aid projects with the objective of promoting gender equality and women's rights must be marked with a **gender equality marker**:

The gender equality marker is defined by the OECD Development Aid Committee (OECD/DAC). More information from OECD about the marker can be found at www.oecd.org.

When women's rights and gender equality are fundamental to the approach and objectives of a project, the gender equality marker is given the value of a main objective. Aid that is marked in this way is described in the results report as support to women's rights and gender equality. When the project has this as an important theme, but it is not the main reason for implementation of the project, the marker is given the value of a significant objective. This aid is interesting to examine, particularly with a view to studying gender mainstreaming in various sectors. No exact amount can be associated with this portion of the aid.

All gender marked projects must be subject to a gender analysis. Project marking is based on subjective assessments, and must be understood as an estimate of how much of the Norwegian aid has been devoted to women and gender equality.

NORWEGIAN SUPPORT TO WOMEN AND GENDER EQUALITY

In the period 2010–2014, NOK 8.1 billion was channelled to bilateral official development assistance (ODA) projects that had women's rights and gender equality as a main objective. Furthermore, close to NOK 21 billion went to projects for which this was a significant objective. Additional funds were provided as core funding to multilateral organizations, which work to promote women's rights and gender equality to varying degrees. All UN organizations must mainstream gender equality in their projects. The proportion of core funding that each organization spends on women's rights and gender equality in relation to other target areas is not known.

Norwegian bilateral aid to women's rights and gender equality has increased somewhat during the last five years, both as amounts disbursed and as a proportion of bilateral aid. See text box for more information on what lies behind these figures and estimates.

FIGURE 3.8 // NORWEGIAN SUPPORT TO WOMEN'S RIGHTS AND GENDER EQUALITY HAS INCREASED

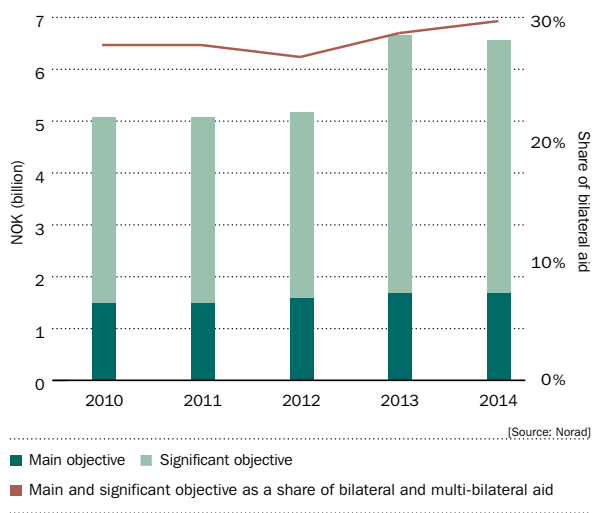
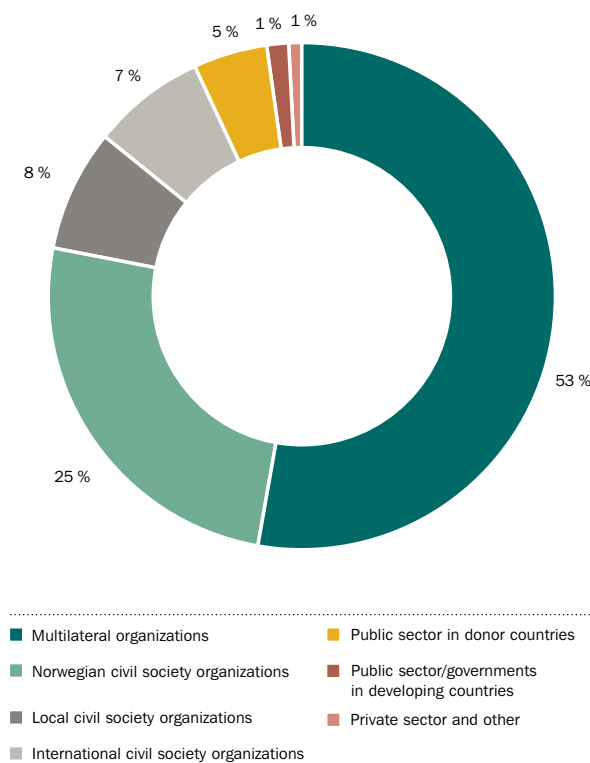


FIGURE 3.9 // MOST NORWEGIAN AID TO WOMEN'S RIGHTS AND GENDER EQUALITY THROUGH MULTILATERAL ORGANIZATIONS



A total of NOK 8.1 billion went to projects with women and gender equality as a main objective in the period 2010–2014. Includes bilateral and multilateral aid.

[Source: Norad]

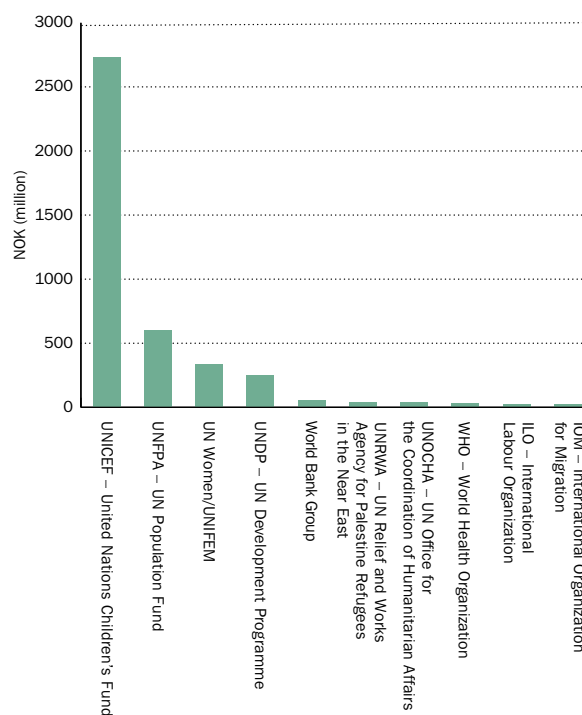
Agreement partners, 2010–2014

Most of the support to women's rights and gender equality was channelled through multilateral organizations and civil society organizations in the period 2010–2014. Of the NOK 8.1 billion that went towards this in the last five years, 4.3 billion was channelled through multilateral organizations, while NOK 3.3 billion was used by Norwegian and international civil society organizations, and those in recipient countries.

Earmarked funding to multilateral organizations

Multilateral organizations receive both core and earmarked funding from Norway. The development aid statistics do not include detailed information on what the core funding is used for. For the earmarked funding, however, we can see how much is marked as aid targeting women's rights and gender equality. Figure 3.10 shows the multilateral organizations that received the most gender-marked aid in the period.

FIGURE 3.10 // THE TEN MULTILATERAL ORGANIZATIONS THAT RECEIVE THE MOST NORWEGIAN SUPPORT TO GENDER EQUALITY



The ten multilateral organizations with most multi-bilateral aid marked with Women and gender equality as a main objective from 2010–2014. A total of NOK 4.3 billion went to multilateral organizations for aid marked with Women and gender equality as a main objective in the period.

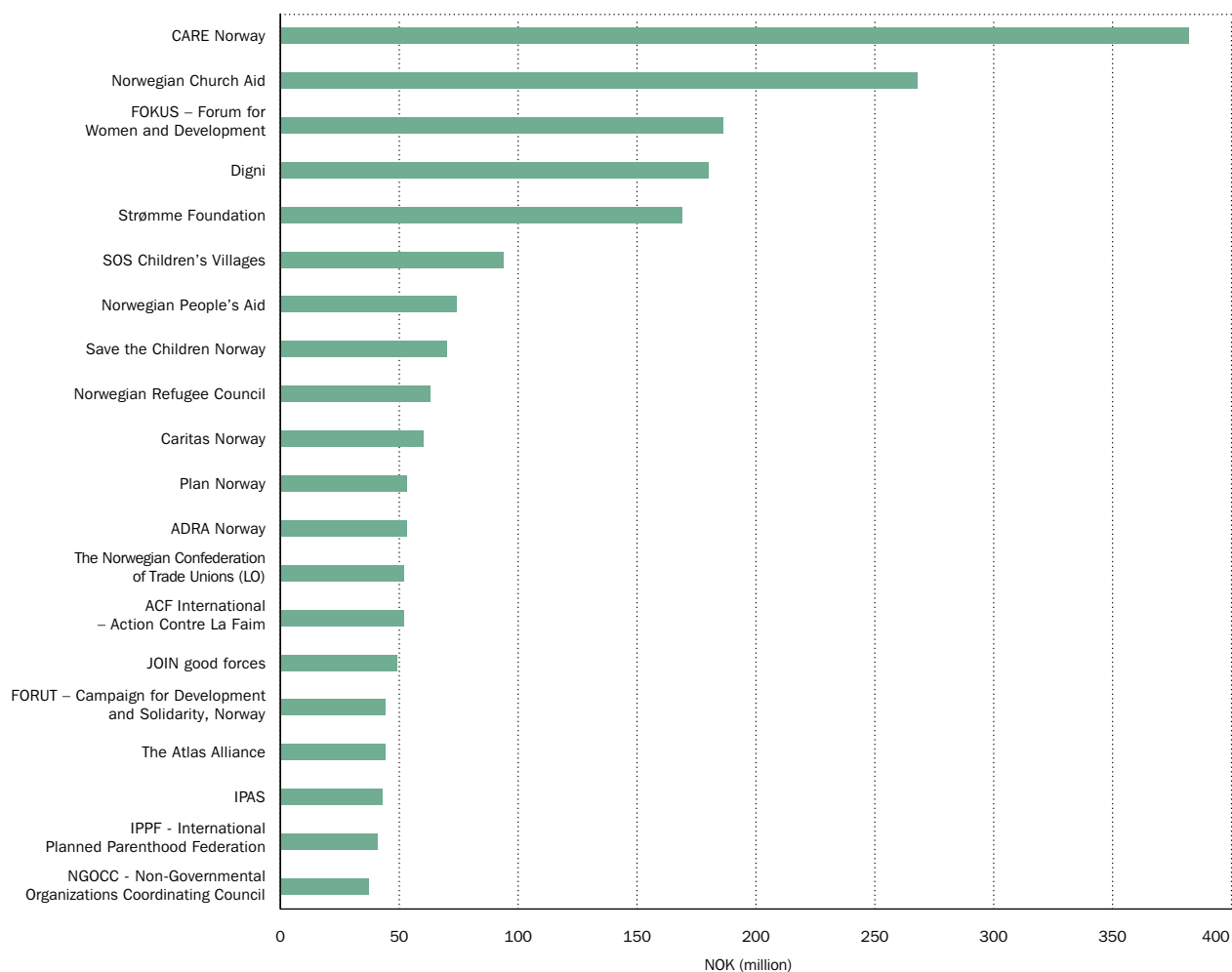
[Source: Norad]

The organizations that received the most Norwegian ODA earmarked for interventions related to women and gender equality were UNICEF and UNFPA. These organizations also received a large amount of Norwegian aid in the form of core funding – NOK 2.3 and 1.8 billion respectively in the same period.

A total of NOK 4.3 billion of aid that has women's rights and gender equality as a main objective was channelled through multilateral organizations. In addition, almost NOK 6.5 billion was channelled through multilateral organizations to projects with women's rights and gender equality as a significant objective.

In Part 2, page 26-29, there is a more detailed description of the work of multilateral organizations for women's rights and gender equality.

FIGURE 3.11 // NORWEGIAN AID THROUGH CIVIL SOCIETY ORGANIZATIONS TO WOMEN'S RIGHTS AND GENDER EQUALITY



The 20 civil society organizations through which most bilateral aid marked with Women and gender equality as a main objective was channelled from 2010–2014. A total of NOK 3.3 billion for civil society organizations went on aid marked with Women and gender equality as a main objective in the period.

[Source: Norad]

Support through civil society organizations

Figure 3.11 shows that CARE Norway was the civil society organization that received the largest amount of aid for women's rights and gender equality in the last five years. CARE Norway has run projects in Mali, Burundi, Niger, Tanzania and Uganda, among others.

Of the largest civil society partners, most are Norwegian. The international organizations Action Contre La Faim International, IPAS and the International Planned Parenthood Federation, as well as the Zambian umbrella organization the Non-Governmental Organizations Coordinating Council, are among the 20 largest recipients.

NOK 3.3 billion in support to women's rights and gender equality in the period 2010 to 2014 was channelled through Norwegian, international and local civil society organizations. An additional NOK 10.5 billion went through civil society organizations to projects that had women's rights and gender equality as a significant objective.

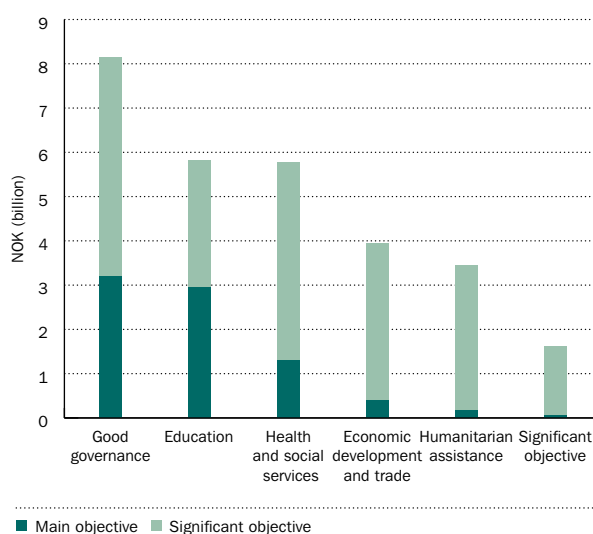
Part 2 includes results examples for which CARE Norway and other organizations in Figure 3.11 are responsible partners.

TARGET AREAS AND SECTORS IN THE STATISTICS

The sectors used in Norwegian development aid statistics correspond to OECD/DAC's classification and definitions. For more information on sector classification, please see www.oecd.org.

The target areas are overarching categories that include several related sectors.

FIGURE 3.12 // NORWEGIAN SUPPORT TO WOMEN'S RIGHTS AND GENDER EQUALITY BY TARGET AREA



Includes bilateral and multilateral aid in 2010–2014. In total NOK 8.1 billion went on aid marked with Women and gender equality as a main objective, and NOK 20.8 billion as a significant objective from 2010–2014.

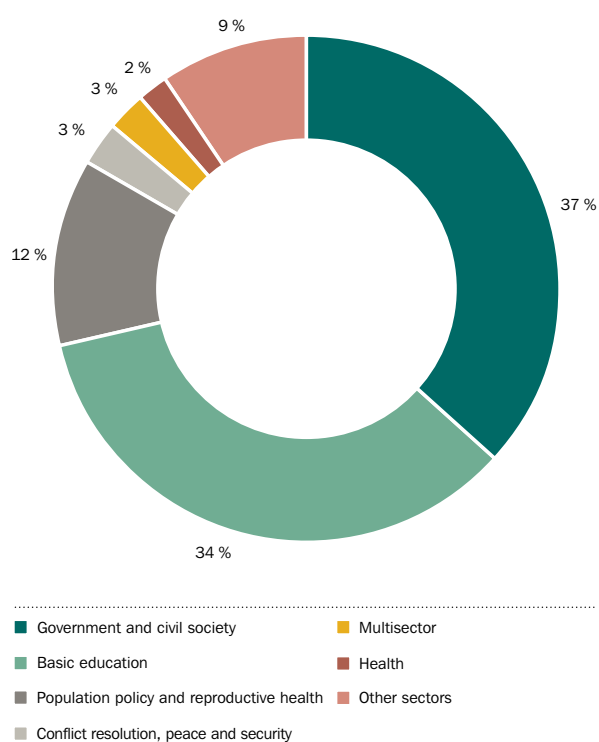
[Source: Norad]

Support to gender equality in many target areas

Norwegian ODA to women's rights and gender equality in the period 2010 to 2014 was distributed across many different target areas. Figure 3.12 shows that most of the support to gender equality goes to good governance, education, and health and social services.

Good governance includes development aid for partner countries' central and local administrations, human rights, gender equality work and conflict prevention. In the area of education, most of the funding that has gender equality as a main objective is allocated to UNICEF's education programme targeting girls. The programme received around NOK 500 million per year in the period from 2010 to 2014.

FIGURE 3.13 // MORE THAN ONE-THIRD OF THE NORWEGIAN SUPPORT TO WOMEN AND GENDER EQUALITY IN THE LAST FIVE YEARS WAS CHANNELLED TO GOVERNMENT AND CIVIL SOCIETY



Includes bilateral and multi-bilateral aid in 2010–2014. A total of NOK 8.1 billion went to Norwegian ODA marked with Women and gender equality as a main objective.

[Source: Norad]

When the target areas are broken down into more specific sectors (Figure 3.13), it can be shown that more than 70 per cent of the aid that has women's rights and gender equality as a main objective was channelled to governance and strengthening of civil society, and to basic education.

A total of 37 per cent went to government and civil society. Much of this was used for interventions to strengthen civil society organizations and for human rights projects.

Three per cent of the aid which had promoting women's rights and gender equality as a main objective went to the sector for *Conflict resolution, peace and security*.

The projects marked with women's rights and gender equality as a significant objective are more evenly distributed over several sectors than the distribution shown here.

Geographic distribution

Almost half of the funds to women’s rights and gender equality do not target a specific country or region, and fall within the category of “not geographically distributed”. In practice, agreement partners distribute a large share of funds within this category geographically, without the funds being contractually earmarked for a specific country or region. Most of the non-geographic aid is sector-specific support through multilateral organizations, such as aid to girls’ education under the auspices of UNICEF. Globally targeted interventions also fall within the category.

Of the aid to women’s rights and gender equality that is targeted for specific countries or regions, most went to Africa and Asia. A smaller portion went to developing countries in South America, the Middle East and Europe.

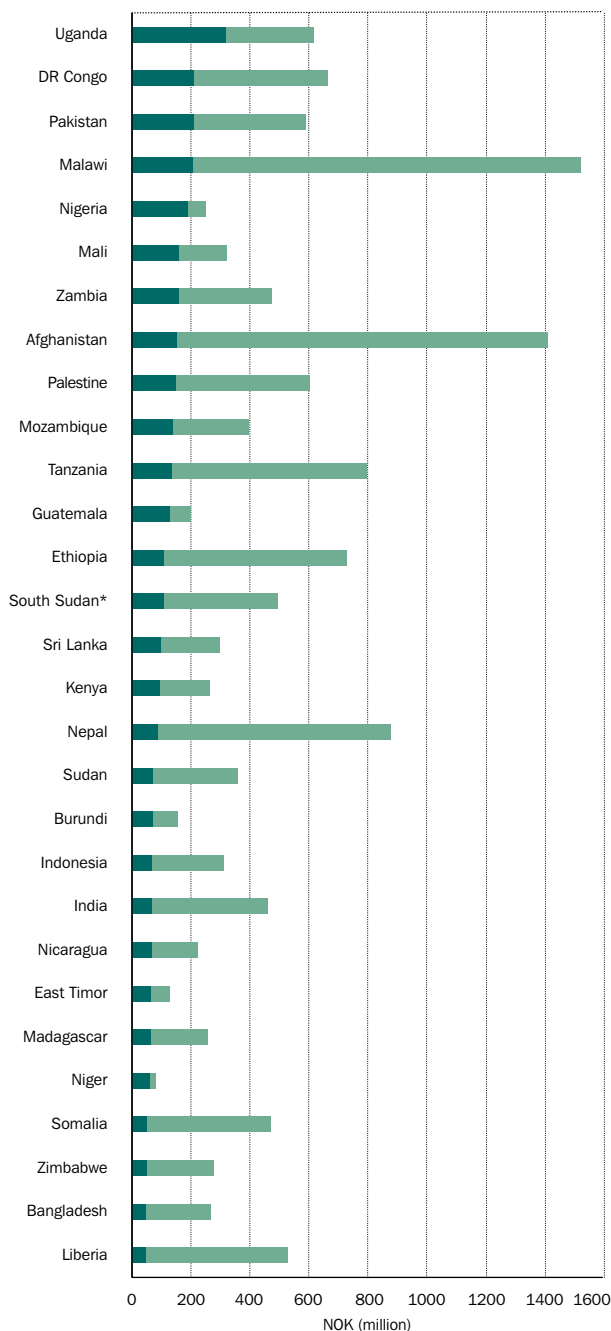
Figure 3.14 shows that Uganda received the most aid that had women’s rights and gender equality as a main objective in the period 2010–2014, ahead of DR Congo, Pakistan, Malawi and Nigeria. Among the largest gender projects in Uganda and DR Congo are several that target gender-based violence.

The figure shows that Malawi receives most funds for which gender equality is marked as either a main objective or a significant objective, followed by Afghanistan and Nepal. In Malawi women’s rights and gender equality are a main objective in projects that target sexual and reproductive health, among others.

In Afghanistan and Nepal, much of the funding that has women’s rights and gender equality as a main objective goes to strengthening gender equality in governance and civil society.

Part 2 includes examples of projects to promote women’s rights and gender equality in several of the countries in Figure 3.14.

FIGURE 3.14 // THE LARGEST RECIPIENTS OF NORWEGIAN SUPPORT TO WOMEN AND GENDER EQUALITY, 2010–2014



■ Main objective ■ Significant objective

The figure includes bilateral and multi-bilateral aid marked with Women and gender equality as a main and significant objective from 2010–2014. The countries are listed according to the size of the amount marked as a main objective.

*South Sudan first became a separate country in 2011.

[Source: Norad]

OECD DEVELOPMENT AID COMMITTEE

A key task of the OECD Development Aid Committee (OECD-DAC) is to enable a better life for people in developing countries by building knowledge and understanding of aid funding, enhancing development work and aid policy internationally, and building partnerships for development.

The OECD-DAC has 29 member countries.

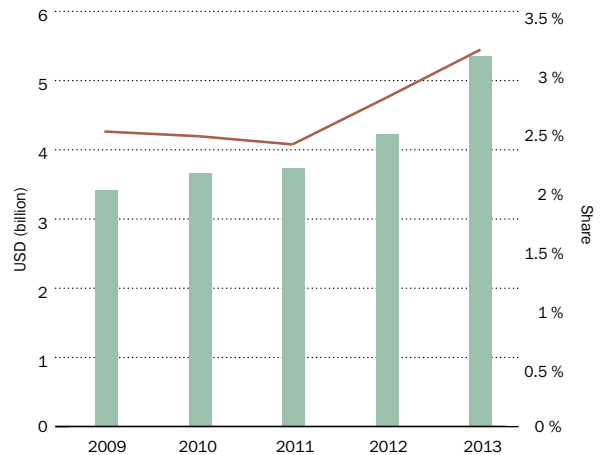
For more information, see www.oecd.org

INTERNATIONAL SUPPORT TO WOMEN AND GENDER EQUALITY

Recent years have shown an increased allocation of resources to women's rights and gender equality from the international donor community. According to OECD, DAC members' contributions for gender equality have tripled from 2002 to 2013, and the growth rate is higher than for total ODA.⁵⁶ Figure 3.15 shows the increase in international support to gender equality from 2009 to 2013.⁵⁷

The following presents more statistics based on reporting by DAC members on support to women's rights and gender equality. This reporting is based on the countries' use of the gender equality marker. As OECD itself points out, the reporting by member countries has varied in quality since the start of gender equality reporting in 1991. However, it has improved in recent years. The figures used are therefore from 2013, which are the last available figures from OECD. The markers give an indication of how much aid goes to women and gender equality from the OECD countries that report on this.

FIGURE 3.15 // INCREASED INTERNATIONAL AID FOR WOMEN'S RIGHTS AND GENDER EQUALITY



Legend:
■ Aid to women and gender equality
■ Main objective as share of bilateral and multi-bilateral aid

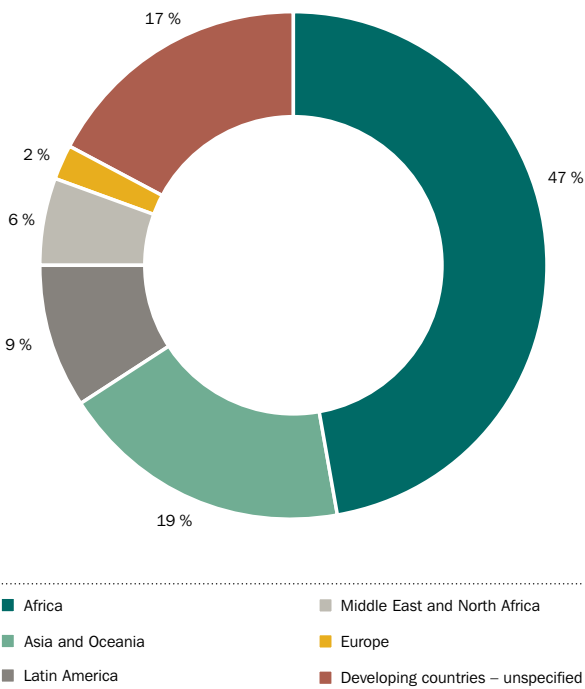
Total ODA from DAC member countries marked with Women's and gender equality as a main objective. Total USD 20.5 billion. Includes multi-bilateral and bilateral aid.

[Source: OECD.Stat]

⁵⁶ OECD DAC Network on Gender Equality (2015): "From commitment to action: Financing gender equality and women's rights in the implementation of the Sustainable Development Goals." www.oecd.org

⁵⁷ OECD (2015): "Aid projects targeting gender equality and women's empowerment (CRS)," stats.oecd.org Data downloaded 11 September 2015.

FIGURE 3.16 // AFRICA RECEIVED ALMOST HALF OF THE INTERNATIONAL AID FOR GENDER EQUALITY



Total aid from DAC member countries marked with Women and gender equality as a main objective in 2013. Includes bilateral and multi-bilateral aid. Total USD 5.4 billion.

[Kilde: OECD.Stat]

Geographic distribution

Figure 3.16 shows the regional distribution of aid for gender equality from the DAC countries in 2013.

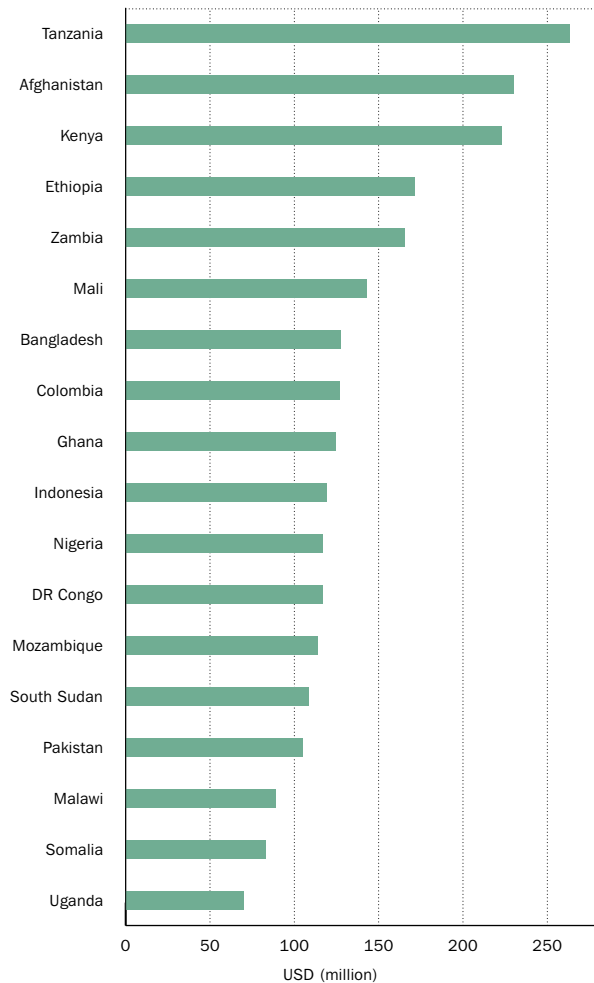
According to The DAC Network on Gender Equality (GENDERNET), there has been a particularly sharp increase in ODA to women's rights and gender equality in fragile states.⁵⁸

Tanzania received the most support overall to women's rights and gender equality from the DAC countries in 2013. Tanzania is the eleventh largest recipient of Norwegian gender marked aid.

In total, 13 of the largest recipients of support to women and gender equality from DAC members are also among the 18 countries that received the most of this type of aid from Norway in the period 2010–2014, among them Uganda, the Democratic Republic of the Congo, Pakistan and Malawi.

⁵⁸ OECD DAC Network on Gender Equality (2015): "From commitment to action: Financing gender equality and women's rights in the implementation of the Sustainable Development Goals". <http://www.oecd.org/dac/gender-development/>

FIGURE 3.17 // THE LARGEST RECIPIENTS OF INTERNATIONAL AID FOR WOMEN AND GENDER EQUALITY



Total aid from DAC countries marked with Women and gender equality as a main objective in 2013. Includes bilateral and multi-bilateral aid.

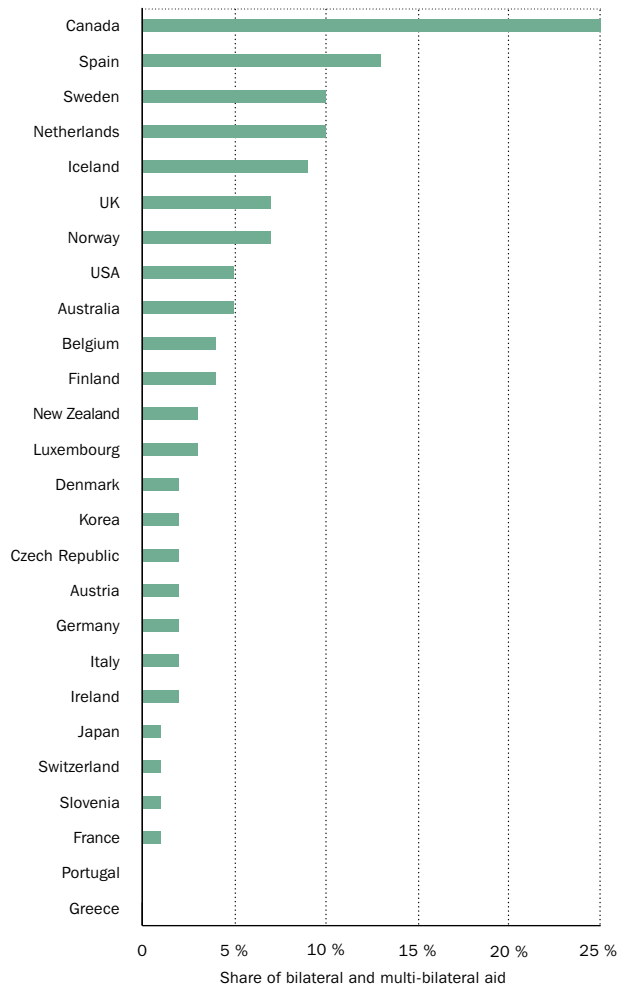
[Source: OECD.Stat]

The UN Millennium Development Goals are considered to be one of the drivers behind the increase in international aid for women's rights and gender equality. Much of this aid has been aimed at education and health, in line with the Millennium Development Goals.

Figure 3.17 and 3.18 show aid from DAC member countries for which the women and gender equality marker is marked as a main objective. Norway is among the largest donors in this area, measured both as share of ODA to women and gender equality, and as total amount disbursed in 2013.

The use of the marker for women and gender equality is somewhat inconsistent between the DAC member countries. Caution should therefore be exercised in using these figures when comparing donor countries' efforts for women's rights and gender equality. However,

FIGURE 3.18 // ALMOST ONE-QUARTER OF CANADA'S BILATERAL AID HAD WOMEN AND GENDER EQUALITY AS A MAIN OBJECTIVE



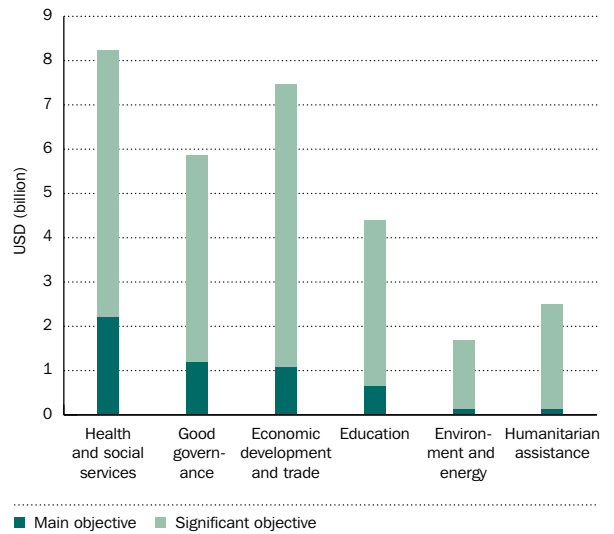
Total aid from DAC member countries marked with Women and gender equality as a main objective in 2013.

[Source: OECD.Stat]

the figures may provide an indication of the level of priority that is placed on aid for women's rights and gender equality by the different donor countries.

The OECD figures reveal that whereas the USA pays the highest amount in dollars, support to women and gender equality only constitutes five per cent of their total bilateral aid. Canada is the second largest donor measured by amounts disbursed, and comes top of the list for share of ODA to women's rights and gender equality.

FIGURE 3.19 // INTERNATIONAL AID FOR WOMEN AND GENDER EQUALITY BY TARGET AREA



Total aid from DAC member countries marked with Women and gender equality as a main and significant objective in 2013. Includes bilateral and multi-bilateral aid.

[Source: OECD.Stat]

Distribution by target area and sector

Figure 3.19 shows that health and social services are the target area that receives the most aid from DAC donor countries when we consider projects that have women and gender equality as a main objective.

Regarding aid for which women's rights and gender equality is a significant objective, economic development and trade are the largest target area. Economic development is a broad category that includes various manufacturing sectors, banking and financial services, and budget support.

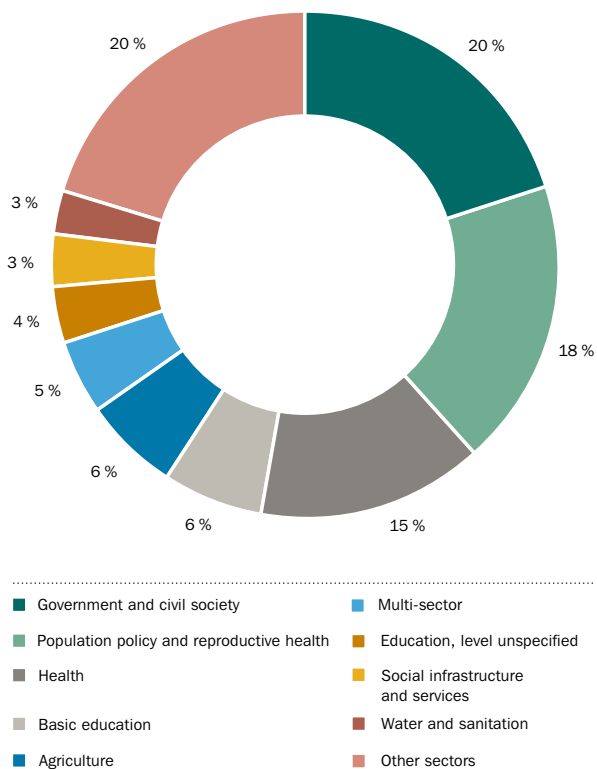
Much support to women and gender equality from donor countries is also channelled to good governance, including support to civil society in developing countries, and to peace and reconciliation programmes. Figure 3.12 showed that good governance, education, and health and social services were the largest target areas for Norwegian development assistance with women's rights and gender equality as a main objective. In this respect the distribution of the Norwegian contribution is not markedly different from the total distribution of ODA from DAC countries in general. There is a clear difference regarding support to education, which comes significantly higher as a proportion of Norwegian support to gender equality than it does as a proportion of support to gender equality from the DAC countries overall.

A more detailed analysis of total DAC development assistance in 2013 shows that little support to gender equality goes to the manufacturing sectors, such as the fishing sector, agriculture and energy. This corresponds to the pattern for Norwegian support to gender equality, where projects that have women and gender equality as a main objective are concentrated in only a few sectors, while significant objective projects are more widely distributed over different sectors.

Norway is thus not alone in channelling large shares of its aid for women's rights and gender equality to social sectors such as education and health.

The DAC GENDERNET points out that the role of women in the economy is still overlooked, despite the fact that this is an important building block in the Beijing Platform for Action discussed in Part 1. According to GENDERNET there is still a long way to go in order to establish gender equality in labour markets and ensure women's access to and control of economic resources.⁵⁹

FIGURE 3.20 // INTERNATIONAL AID FOR WOMEN'S RIGHTS AND GENDER EQUALITY BY SECTOR



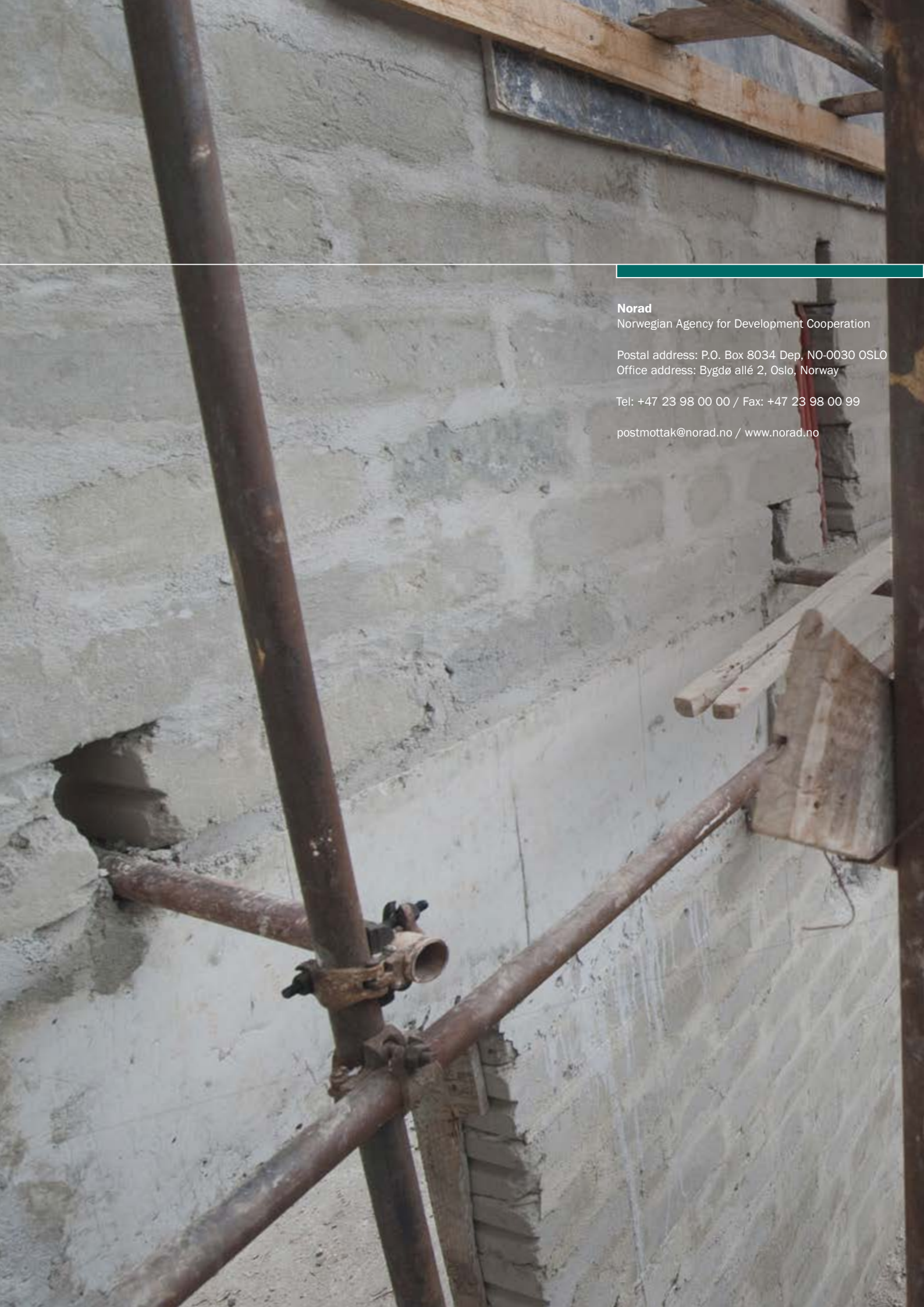
Total aid from DAC member countries marked with Women and gender equality as a main objective in 2013. Includes bilateral and multi-bilateral aid. Total USD 5.4 billion.

[Source: OECD.Stat]

59 OECD DAC Network on Gender Equality (2015): *From commitment to action: Financing gender equality and women's rights in the implementation of the Sustainable Development Goals*. <http://www.oecd.org/dac/gender-development>



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