



## Mid-Term Progress Report

Implementation of Ireland's  
National Action Plan for  
UNSCR 1325, 2011 – 2014

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Que la résolution  
1325 de Nations  
Unies soit appliquée

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Appendix 6 lists Departments, agencies and CSOs involved.

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Cover image:

Democratic Republic of Congo, Goma, North Kivu. In the Mugunga II IDP (Internally Displaced Persons) camp, Fourha attends a demonstration organised by her women's group SAUTI (Sauti ya Mwanamke Mkongomani), which means Voices of the Women of Congo. Her placard reads, 'Let UN Resolution 1325 be implemented.' The resolution specifically addresses the impact of war on women, and women's contributions to conflict resolution and sustainable peace. Photographer: Jenny Matthews / Panos

“ Times of transition are absolutely critical: as a society is being re-shaped, opportunities can be either seized or squandered. If these periods of transition are used to comprehensively strengthen women’s political and economic participation, the foundations will be laid for most just, more stable and more prosperous societies

Women, either individually or in civil society organisations, have demonstrated - often at great personal cost - their hunger and passion for change. And we know that change is both necessary and possible. ”

— Ambassador Anne Anderson  
Permanent Representative of Ireland to the United Nations

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# List of Abbreviations

AGS	An Garda Síochána	ISAF	International Security Assistance Force
CoCs	Codes of Conducts	ISPS	International Security Policy Section
Cosc	National Office for the Prevention of Domestic, Sexual and Gender-based Violence	ISSAT	International Security Sector Advisory Team
CSDP	EU Common Security and Defence Policy	KFOR	NATO Kosovo Force
CSP	Country Strategic Plan	MG	Monitoring Group
CSS	Civil Society Section	NAP	National Action Plan
DDR	Disarmament, Demobilisation and Reintegration	DSGBV	National Strategy on Domestic, Sexual and Gender-based Violence
DECSS	Development Education and Civil Society Section	NSIO	National Social Inclusion Office
DF	Defence Forces	OECD	Organisation for Economic Co-operation and Development
DFAT	Department of Foreign Affairs and Trade	OSCE	Organisation for Security and Co-operation in Europe
DJE	Department of Justice and Equality	PDT	Pre-Deployment Training
DOD	Department of Defence	PfP	Partnership for Peace
DPKO	UN Department of Peacekeeping Operations	PMUN	Ireland's Permanent Mission to the United Nations
DSHB	Discrimination, Sexual Harassment and Bullying	RIA	Reception and Integration Centres
ECHO	European Community Humanitarian Office	RRR	Rapid Response Register
EEAS	European External Action Service	SEA	Sexual Exploitation and Abuse
EHAF	Emergency Humanitarian Assistance Fund	SGSR	UN Secretary General's Special Representative
E&R	Emergency and Recovery Section	SSR	Security Sector Reform
EU	European Union	UNDP	United Nations Development Programme
FSC	OSCE Forum for Security Cooperation	UNHRC	UN Human Rights Council
GBV	Gender-Based Violence	UNIFIL	United Nations Interim Force in Lebanon
HMA	Humanitarian Mine Action	UNSG	United Nations Secretary General
HPP	Humanitarian Programme Plans	UNSTI	United Nations Training School Ireland
HR	Human Rights	UPR	Universal Periodic Review
HSE	Health Service Executive	WPS	Women, Peace and Security
IHL	International Humanitarian Law		
INCAF	International Network on Conflict and Fragility		

# Executive Summary

Twelve years since the adoption of UNSCR 1325, the focus of institutional and civil society energies is on the implementation of the vision of 1325 and developing effective means to monitor and evaluate that implementation. The broad purpose of this review is to contribute to that process. This report provides a snapshot of progress made against stated objectives and actions within Ireland's National Action Plan on UNSCR 1325. The implementation of the National Action Plan (NAP) is at an early stage of development and the emerging findings from the review reveal a variety of achievements and challenges, some significant strengths as well as weaknesses in the delivery of the NAP over the last eighteen months.

## Context

The coherence of the NAP to the current wider policy context is broadly favourable. Ireland's NAP is part of a suite of national, domestic and foreign policy policies and strategies on women's equality and human rights the most recent of which is Ireland's international development policy *One World, One Future*. The proposed 'Whole-of-Government' approach to development bringing together the Political Division and the Development Cooperation Division reinforces the importance of coherence in Ireland's NAP.

Whilst debates about the value of UNSCR 1325 as a policy instrument are on-going, there is clear recognition of the potential for NAPs to provide a useful mechanism to respond to the needs for women's protection, participation and empowerment during conflict. Expertise in action planning on 1325 is growing, with some National Action Plans in their second stage of development. Challenges are evident, for example in linking EU NAPs to each other and to the *Comprehensive EU Approach* to UNSCR 1325. The current climate of economic constraint also presents a challenge to delivering the depth and quality of actions without the need for significant additional funding.

## Achievements

There has been a high level of activity in progressing objectives across the Pillars of the NAP with a number of noteworthy achievements. The implementation of commitments in the NAP has brought together a significantly diverse group of actors with different perspectives and levels of engagement in the women, peace and security agenda. One of the key strengths of the

NAP has been to provide an entry point for Departments and agencies to deliver a wide range of actions and build and embed engagement on gender equality, GBV and women's empowerment issues within and across individual units and Departments and partner organisations.

Progress on actions within Pillars 1, 3 and 5 has been delivered, with some valuable and significant results for a number of critical implementing Departments and actors. Key areas of success have included work on gender mainstreaming, GBV protection and advocacy at EU and UN fora. Amongst the achievements in gender mainstreaming are the production of a Defence Forces Action Plan on UNSCR 1325 and Irish Aid's work in strengthening gender mainstreaming in its humanitarian action programming.

Ensuring the prevention of conflict and protection of GBV violations in conflict forms a critical part of the NAP actions and there has been positive action on embedding standards of practice, behaviour and accountability for personnel on overseas engagement in peacekeeping and humanitarian roles.

The NAP has supported a wide range of initiatives to strengthen the protection and participation of women particularly in conflict-affected states through a comprehensive programme of funding and efforts to build the capacity of CSOs partners to focus directly on UNSCR specific themes.

Pillar 5 is a distinctive dimension within the NAP that demonstrates a strategic approach to enhancing Ireland's leverage and influence within international, regional and national arenas as a champion of women's equality and human rights. A wide variety of actors have demonstrated dynamic and innovative work in policy development, advocacy, diplomacy and support to key institutions, delivering an impressive range of results which has further enhanced Ireland's reputation as an advocate for human rights, gender equality and women's empowerment.

## Challenges

A central question emerging from the review is the extent to which the actions on prevention and protection can be attributed specifically to the NAP as opposed to on-going work on gender equality commitments as a result of other mechanisms. For the NAP to bring added value there needs to be clearer identification of NAP specific actions across all Departments and agencies.

Women's participation in peacekeeping and peacebuilding is intrinsically linked to tackling the causes and structures of conflict and more progress is needed across NAP Departments and agencies to improve the position of women at strategic and policy levels. In international fora, women's engagement in mediation of conflict and peace processes is still to be fully realised, but with the potential to make a difference.

More evidence of the impact that interventions are making on the ground is required, along with regular consultation with women in local communities to assess the extent to which peacekeeping, development and humanitarian activities are meeting their needs. Greater attention is needed to extend the NAP's current focus within the relief, recovery and rehabilitation Pillar beyond disarmament, demobilisation and security sector reform to reflect the full extent of Irish Aid's humanitarian and development programmes in conflict and in post-conflict rebuilding.

Uniquely, Ireland's NAP has inward and outward looking dimensions. Overseas and in international arenas is where the NAP has been most useful in taking action to bring about concrete changes to the lives of women and girls. Less progress is evident in the implementation of actions within Ireland-Northern Ireland for women from conflict-affected countries living in Ireland and women in Northern Ireland. Greater attention is needed to deliver the current actions and to expand the range of actions for these women across all the Pillars.

Amongst the key challenges in measuring progress on the NAP's implementation was the absence of baseline data in relation to objectives, actions and indicators. There were inconsistencies in the level and nature of monitoring data, a lack of quantitative and qualitative data including information on financial expenditure and in many cases limited data in relation to specific indicators. This links to flaws in the overall monitoring framework with weaknesses in relationships across objectives, actions, indicators and indicators and actions which are unrealistic or too narrow to encompass what has to be done. The NAP would benefit from shifting from its current somewhat bureaucratic approach where there is a disproportionate focus on quantitative indicators to actions which sustain impact and contribute to even greater change. This can be achieved by reflecting more accurately the significant breadth of work that Departments can currently deliver as well as identifying priorities for future work.

Challenges were also evident in leadership and coordination roles for the lead department with responsibility for implementing the NAP, and greater clarity and strengthening of roles is required to lead and drive the NAP and coordinate, oversee and monitor NAP implementation across Departments and agencies. Clarity of roles is also needed within the Monitoring Group regarding responsibility for promoting awareness of the NAP and

UNSCR 1325. Strengthening communication within the group would also support greater understanding and build collaboration between representatives.

Ireland's NAP is a 'living' document which is part of an evolving process to build a transformative approach to enabling women to be active participants in peacebuilding and conflict prevention. Already at this initial stage of implementation, Government Departments, agencies and CSOs can identify where improvements can be made for the remaining period of the NAP. It is evident that there is strong commitment and energy to deliver on the NAP and to focus on the depth and quality of future actions.

The report makes a number of recommendations for strengthening the implementation of the current NAP, and further recommendations to be considered in the development phase of the next NAP. These can be found in Chapter Five on Conclusion and Recommendations on page 44.

# Chapter One

## Introduction and Methodology

This chapter introduces *Ireland's National Action Plan for Implementation of UNSCR 1325* and outlines the aims of the review and the methodology.

### 1.1 Ireland's National Action Plan

Ireland's *National Action Plan for Implementation of UNSCR 1325 (2011–2014)* was launched in November 2011 by the Tánaiste and Minister for Foreign Affairs and Trade, Eamon Gilmore TD, and former President Mary Robinson. The National Action Plan (NAP) co-ordinates Ireland's inputs to international efforts to implement UNSCR 1325 and other UN obligations on Women, Peace and Security (WPS). Of the 193 Member States in the United Nations,<sup>1</sup> 40 have produced National Action Plans on UNSCR 1325, including eight which have revised their initial plans.<sup>2</sup> This is Ireland's first NAP.

The NAP was drafted drawing on interdepartmental and civil society consultation and an international cross-learning initiative.<sup>3</sup> It sets out how Ireland will promote and implement the objectives of UNSCR 1325 in its programme support activities, diplomatic advocacy and policy-making across the interrelated areas of peace, security and development. It has national application in that it includes provisions relating to migrant and asylum-seeking women and girls in Ireland. It also recognises the relevance of UNSCR 1325 and other UN obligations on women, peace and security to the conflict on the island of Ireland.

The NAP focuses on five Pillars, each with a number of objectives, and establishes clear actions and target timeframes. It can be reviewed in full on the DFAT website at [www.dfa.ie](http://www.dfa.ie). The five Pillars, grounded in those laid out in the UN Secretary General's reports on Women, Peace and Security,<sup>4</sup> are:

**Pillar 1:** Prevention of Conflict, including Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA).

**Pillar 2:** Participation and Representation of Women in Decision Making.

**Pillar 3:** Protection from Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) and Other Violations of Women's Human Rights and International Humanitarian Law.

**Pillar 4:** Relief, Recovery and Rehabilitation.

**Pillar 5:** Promotion of UNSCR 1325 in International, Regional and National Arenas.

Appendix 4 outlines the NAPs Pillars and Objectives in more detail.

### 1.2 Monitoring the NAP

A monitoring and evaluation structure and process was set out in the NAP.<sup>5</sup> DFAT is responsible for ongoing monitoring of the NAP and supporting review processes, and the NAP established a Monitoring Group. This comprises of representatives from relevant Government Departments, units<sup>6</sup> and agencies with responsibility for any aspect of the NAP and representatives of civil society organisations (CSOs) and academia with demonstrable experience and expertise on issues relevant to UNSCR 1325. The Monitoring Group is chaired by an independent appointee from outside Government.

This progress report examines the outputs and results in the first 18 months of implementation of the NAP. Given the short implementation period to date this review focused on examining outputs and short-term and immediate results, rather than on the longer-term impact of the NAP.

The report makes recommendations for strengthening the implementation of the current NAP and further recommendations to be considered in the development phase of the next NAP. Appendix 5 sets out the Terms of Reference.

1 [www.un.org](http://www.un.org) - figures up to end of 2011.

2 [www.peacewomen.org](http://www.peacewomen.org) - figures up to end of 2012. The UN Secretary-General's 2012 report puts the figure at 37 Member States in June 2011, S/2012/732. Twenty-three European countries have NAPs, sixteen of which are in the European Union.

3 The cross-learning initiative brought together women and men from Timor-Leste, Liberia and Ireland/ Northern Ireland to draw upon their direct experiences of how best to promote women's leadership and interests in conflict resolution and peace-building.

4 S/2010/498.

5 Department of Foreign Affairs and Trade Conflict Resolution Unit, Ireland's National Action Plan for Implementation of UNSCR 1325, 2011-2014, p14.

6 The designations 'unit' and 'sections' are both used within DFAT. The word 'unit' in the text should be taken to mean both.

## 1.3 Methodology

The methodology for this review consisted of:

1. Face-to-face and video-link interviews with civil and public servants in Dublin, Belfast, Limerick and New York; the country programme team in Sierra Leone; and members of the Defence Forces and An Garda Síochána.
2. Individual interviews with the chair and academic members of the Monitoring Group.
3. Collective consultation with CSO representatives on the Monitoring Group.
4. Attendance at several conferences and roundtables.<sup>7</sup>
5. Collation and analysis of quantitative and qualitative data.
6. Review of documentation.
7. Mapping of findings against the NAP Pillars.
8. Identification of achievements, challenges and examples of good practice.
9. Analysis and report writing.
10. Recommendations for the current NAP and the next NAP.

The interviews sought to identify results against the objectives and indicators, financial allocations, strengths, weaknesses and challenges from the perspectives of those delivering and monitoring the NAP. Interviewees were also asked about monitoring processes, contribution to foreign and domestic policy, key issues, improvements and future priorities. The interviews were a key means of collecting data, both in the interview and through evidentiary documentation which was identified during the interview and in correspondence with interviewees and supplied during the review. Appendix 6 lists the Government Departments, agencies and CSOs interviewed. Appendix 8 sets out the interview questions.

Consultation with CSO representatives took the form of a facilitated group discussion, in two small groups followed by a whole group discussion. The purpose was to gather views on coherence, progress and effectiveness; to explore achievements, weaknesses and challenges; and identify improvements and future issues.

The documentary review covered relevant instruments, reports, statements, strategy documents, training materials, evaluations from a range of sources including the UN, the EU, other jurisdictions, Irish Government Departments, academia and civil society organisations. Documents that provided evidence of implementation were pinpointed in the interviews. A bibliography is provided in Appendix 9.

The NAP contains forty-eight actions and seventy-three indicators. The approach to the review measured and verified the extent to which stated objectives, actions and indicators, have been progressed at this mid-point of implementation and the overall coherence of the NAP was considered. We drew on the data supplied by Government Departments and agencies and reviewed this against the indicator targets detailed in the NAP to measure the extent of activities/resources/outputs delivered to date. This included analysis of outputs on training delivered, policies implemented, levels of gender balance and targeted funding. Qualitative data was examined to assess outcomes where possible.

The progress report was drafted in consultation with the Department of Foreign Affairs and Trade and takes account of views of the Monitoring Group. Nevertheless, it is an independent report on the progress of Ireland's National Action Plan on UNSCR 1325 between November 2011 and March 2013.

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<sup>7</sup> Institute of British Irish Studies international seminar, *Impact and Innovation: UNSCR 1325 in Ireland and Globally*, 5th April 2013; Glencree/European Peacebuilding Liaison Office, Member State Meeting Ireland, Bringing the experience of the Northern Ireland Peace Process into EU policy-making, 17th April 2013; Roundtables on Northern Ireland, Colombia (IBIS/Queen's University), March 2013.

# Chapter Two

## International and National Policy Contexts

This chapter sets the scene for the report with information on the UN and EU and UNSCR 1325 and relevant national policy and strategy frameworks in Ireland. It describes the relevant Government Departments and agencies with responsibilities under the NAP and indicates the engagement of civil society in the NAP's drafting. It briefly looks at issues that have arisen in the development and implementation of NAPs generally.

### 2.1 United Nations Resolutions, legal and policy instruments

UNSCR 1325, adopted in 2000, recognises that women's and girls' experiences of armed conflict are different, that the impact of conflict is different because of their gender and status in society, and that their security concerns differ as do their responses to conflict, peace building and reconstruction. Importantly, it recognised that women and girls have a critical role as active agents in conflict prevention and resolution, peace negotiations, peace building and post-conflict reconstruction. Reinforcing Security Council resolutions were adopted subsequently on gender-based violence, women's participation and gender perspectives.<sup>8</sup>

National level implementation of UNSCR 1325 has proceeded principally through the development and monitoring of National Actions Plans (NAPs). In 2010, the UN Secretary-General set out global indicators to track the implementation of UNSCR 1325 and serve as a common basis for reporting on implementation by UN entities, other international and regional organisations and Member States.<sup>9</sup>

The Resolutions are part of a broader legal and policy framework addressing women and girls, including in armed conflict contexts. These include the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), under which UN Member States are periodically examined, and the Beijing Platform for Actions (BPfA) which has persuasive force in recommending that States base their policies on "twelve critical areas of concern".

8 UNSCRs 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010). Appendix 3 gives further details on these Resolutions.

9 The UN Secretary-General set out global indicators to track the implementation of UNSCR 1325 and serve as a common basis for reporting on implementation by UN entities, other international and regional organisations and Member States in his 2010 Report, S/2010/498.

Annual meetings of the UN Commission on the Status of Women (CSW) develop the policy context, in 2013 focusing on violence against women and girls, including in situations of armed conflict.

Since the launch of Ireland's NAP in November 2011 there has been a continued focus at the UN to progress the aims of the Resolution. For example the UN Secretary-General (UNSG) reported in 2012 that more actors are engaged in early warning to detect threats to women and girls, although consistency is needed,<sup>10</sup> while the Executive Director of UN Women highlighted examples of women acting to bring non-violent solutions such as in the recent crisis in Mali.<sup>11</sup> The UNSG's report cited the need for more women mediators, advisers, negotiators and observers in peace processes, and more women in senior management of international and regional organisations.

Ireland's Ambassador to the UN supported the Secretary-General, stating "The needless exclusion of women from peacebuilding and conflict prevention efforts must end" and that "national ownership can never become a rationale or alibi for inaction by the rest of us". She noted, "It may be objected that, in the immediacy of a crisis, there are other priorities requiring more urgent attention. ... If a proper role for women is not built in at the key moment, it will become much harder to graft it on later. Womens' roles and concerns are time and again pushed down the priority list; they become in effect preamble or postscript issues, instead of getting the front and centre treatment they need."<sup>12</sup>

### 2.2 European Union frameworks

The European Union (EU) has a number of specific gender equality instruments and policies in addition to those that impact on gender equality relating more broadly to social inclusion, resilience, linking relief and development,

10 S/2012/732 Report of the Secretary-General on Women and Peace and Security.

11 Statement of UN Women Executive Director Michelle Bachelet at the Open Debate of Security Council on Women Peace and Security, 30 November 2012.

12 Statement by Ambassador Anderson, Open Debate of the Security Council on WPS "The role of Women's Civil Society Organisations in Contributing to the Prevention and Resolution of Armed Conflict and Peacebuilding." New York, 30 November 2012. <http://www.dfa.ie/uploads/documents/New%20York%20PM/open%20debate%20of%20the%20security%20council%20on%20women%2030%20november%202012.pdf>

disaster reduction and other themes.<sup>13</sup> In 2008 it adopted a comprehensive policy framework for the implementation of UNSCR 1325.<sup>14</sup> The *Comprehensive Approach* is aimed at complementing what exists at the national level in EU Member States' NAPs and strategies and it created an informal Taskforce on Women, Peace and Security. Seventeen EU indicators for women, peace and security were agreed in 2010.<sup>15</sup>

In the first report on the EU indicators to measure the implementation of the *Comprehensive Approach* in May 2011, Ireland's cross-learning initiative on UNSCR 1325 between Ireland-Northern Ireland, Timor-Leste and Liberia (and direct support to partner countries to establish a National Action Plan on UNSCR 1325) was identified as one of the good practices and innovative approaches.<sup>16</sup> The report identified challenges across the EU including: the lack of co-ordination at local level; little information on women's participation in peace negotiations "indicating this was not considered an objective or criteria in itself"; poor women's representation among EU heads of delegations (1 out of 36 delegations) and participation of women on CSDP missions and operations (10%); low levels of training on gender issues for EU Delegation staff.<sup>17</sup>

The European Peacebuilding Liaison Office (EPLO), the CSO European network, suggests that recently adopted or revised EU Member State NAPs show progress in including minimum standards<sup>18</sup> but are neither strategically linked to each other nor to the EU's Comprehensive Approach and the gap between policy and practice remains deep. EPLO suggests that Member States use the WPS Taskforce to showcase accomplishments and steer the WPS agenda at EU-level collectively in agenda setting, identifying priorities, sharing best practice and exerting constructive peer pressure on reticent and under-performing EU countries.<sup>19</sup>

The EU and its members states are well placed to contribute to the development of the UNSCR 1325 agenda by learning from and capitalising on the experiences of EU states in peace and conflict processes and in developing NAPs,<sup>20</sup> by including CSOs more broadly including from and in conflict-affected countries and by leading by example.<sup>21</sup>

## 2.3 Developing and implementing NAPs

Institutional and civil society focus is on implementation and effective monitoring and evaluation at UN level, regional level (e.g. within the EU) and at national level. There are few published evaluation reports by Governments but CSOs have maintained a watching brief, not surprisingly as UNSCR 1325 originated in advocacy by women's CSOs pressing the global community for an effective strategy. A number of academic and other studies have examined and compared NAPs.<sup>22</sup> They regard clearly defined outputs and impact, an allocated budget, clear lines of responsibility, timelines, coordinating or oversight bodies, transparent reporting and monitoring mechanisms and the extent to which CSOs are involved to be minimum standards.

Messages emerging from the studies are: lack of a clear division between comprehensive goals, more specific strategic objectives and actions; failure to provide time lines for actions; poor indicators and lack of benchmarks and targets;<sup>23</sup> not identifying the specific level in ministries where responsibility lies; no mention of a budget for implementation, either a dedicated budget for certain actions or a financial framework to facilitate the monitoring process;<sup>24</sup> weak monitoring and evaluation mechanisms

13 European Union, Strategy for Equality between women and men 2010-2015, 2011 based on COM(2010) 491 final, SEC(2010) 2079 and SEC(2010) 1080; EU Plan of Action on Gender Equality and Women Empowerment in Development 2010-2015.

14 Council of the European Union, the *Comprehensive EU Approach to the implementation of UNSCR 1325 and 1820*, 15671/1/08 Rev 1, 1 Dec 2008; *Implementation of SCR 1325 as reinforced by 1820 in the context of European Common Security and Defence Policy*, 15782/3/08 Rev 3, 3 Dec 2008 and updated in 2012.

15 Council of the European Union, 11948/10, Indicators for the Comprehensive Approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security, 14 July 2010.

16 Council of the European Union, Working Party on Human Rights, Political and Security Committee, Report on the EU-indication for the Comprehensive Approach to the EU implementation of the UN Security Council UNSCRs 1325 & 1820 on Women, Peace and Security, 9990/11, Brussels, 11 May 2011.

17 Other challenges include: very few instances of gender references in Council Joint Actions establishing CSDP missions; 12 Member States without a NAP; poor reporting on gender by EU Special Representatives (EUSR)-only 4 EUSR covered gender with their average reporting information on women estimated at 14%.

18 Clear objectives and priorities, lines of responsibility, time bound actions, committed resources and monitoring mechanisms.

19 EPLO, Maximising EU support to the Women, Peace and Security agenda, undated.

20 Sixteen EU Member States have NAPs.

21 G Pasquinelli, EPLO, speech to Institute of British Irish Studies international seminar *Impact and Innovation: UNSCR 1325 in Ireland and Globally*, 5th April 2013. It is notable that Ireland-Northern Ireland has a successful peace process in which women have been strategically involved; Ireland pioneered a 1325 cross-learning process between women from conflict-affected countries which produced high-level lessons for the UN; and Ireland has an equal number of CSOs on its NAP Monitoring Group.

22 S Dharmapuri, A Survey of UN 1325 National Action Plan Mechanisms for Implementation, Monitoring, Reporting and Evaluation, Carr Centre for Human Rights Policy, Harvard Kennedy School of Government, November 2011; E Danielsson, Ranking the Nordic National Action Plans for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security, undated; EPLO, UNSCR 1325 in Europe: 21 case studies of implementation, 2010; JM Fritz, S Doering, F Belgin Gumru, Women, Peace, Security and National Action Plans, Journal of Applied Social Science, Spring 2011.

23 UN Women noted that most NAPs lacked adequate indicators to evaluate implementation; and that meaningful and practical indicators and prioritising indicators were needed to be able to track progress effectively. Examples were cited of reducing 547 indicators to 15 (Uganda) and 197 to 21 (Liberia) www.unwomen.org; According to the UNSG the number of NAPs with indicators has increased from 6 to 26, S/2012/732.

24 The UNSG reported in 2012 that seven countries had published dedicated budgets, while another eighteen signified that implementation would be resourced through alignment with sectoral budgets. He noted the slow change in the share of budgets allocated to women's empowerment and gender equality in post-conflict contexts, failing to meet the 15% target by at least 50%, S/2012/732.

lacking results orientation and transparency; insufficient reporting and where it exists a focus on evaluation of the process rather than impact; and insufficient inclusion of civil society organisations.

In relation to the content of the NAPs there was a concern that the focus was mainly on one aspect of WPS, often peace operations. It was advocated that NAPs should cover or refer to *all* of the Security Council statements in UNSCR 1325, 1820, 1888 and 1889 so that none of the areas of concern are overlooked; Implementation strategies that recognise the connection with existing gender policies such as the BPfA were noted as being the most effective.

EPLO identified principles central to NAPs: inclusion of key components; holistic consideration of WPS issues, including women's role and agency; engagement of CSOs in NAP development, implementation, monitoring and review; a sustainable process of partnership, coordination and consultation; 1325 linked to and reinforced by national strategies and commitments.

NAPs are a new and still evolving process. Most are "living documents" that will be reviewed and adjusted over time with the engagement of multiple stakeholders.<sup>25</sup> A key challenge is ensuring that NAPs, and their review processes, succeed in achieving the objectives of UNSCR 1325 and progress rather than simply tracking the implementation of actions. Effective translation of the resolution into transformative policy and practice remains the greatest challenge. A more strategic and rights-based approach is called for, where 'gender equality' focuses on the relational connection between men and women and where 'gender' does not substitute for 'women'. Empowering and engaging women as political actors and agents of change as opposed to simply as beneficiaries demands understanding what equal and meaningful inclusion of women means in the context of unequal power relations.<sup>26</sup>

## 2.4 National policy and strategy frameworks

Ireland's foreign policy is driven by five high-level goals named in the *Department of Foreign Affairs and Trade Statement of Strategy 2011-2014*, and Ireland's NAP can be seen within the frame of reference of this strategy which can be accessed at [www.dfa.ie](http://www.dfa.ie). The two have parallel and intersecting goals. Key goals from the overarching foreign policy framework relevant to the NAP are:

- » Advance reconciliation and cooperation on the island, with strategies devoted to peace and stability,

partnership for political engagement and economic recovery, reconciliation and strengthened foundations for the peace process.

- » Contribute to international peace, security and human rights through UN and other multilateral institutions, with commitment to effective UN reform including a fully operational UN Women and Security Council reform and to continuing Ireland's significant contribution to UN-mandated peace support operations.
- » Deliver on global development commitments, with reference to the Millennium Development Goals, humanitarian response and commitments in the new global policy on Irish Aid.

Ireland's policy for international development, *One World, One Future*, was launched in May 2013. The policy adopts a 'Whole-of Government' approach to international development committing to use Ireland's voice within the European Union and on the international stage. The policy recognises gender inequality and the gender gap with references mainstreamed though all three goals of the policy and in all six priority areas for action.

There will be a greater focus in the future on countries facing humanitarian crises, in situations of fragility and recovering from conflict. 'Fragile States' is one of six priority areas, with the Irish Government conscious that few of these countries will achieve a single Millennium Development Goal by 2015. UNSCR 1325 is a critical part of delivering the policy in recognition of the close links between peace, security and development and the promotion of gender equality and women's human rights.

*One World, One Future* commits to re-invigorating the approach to human rights by ensuring that the principles of non-discrimination, equality, empowerment, participation, transparency and accountability are integrated across development priorities, and promises to devote more resources to gender equality, supporting specific initiatives as well as ensuring that this is effectively integrated into ongoing work. Gender equality is a key element in democratic accountability, and the policy commits to continuing to prioritise support to strengthening women's voices in decision-making at all levels as "important agents of change". Gender-based violence is high on the agenda, with the Irish Consortium on Gender-Based Violence (IC-GBV)<sup>27</sup> having a key role in shared learning and capacity building to prevent and respond to gender-based violence in developing countries. The *One World, One Future* acknowledges that a strong civil society voice is at the centre of accountability and development, and promises to use Ireland's voice and influence to promote and protect the ability of CSOs to operate.

The *Department of Defence and Defence Forces Strategy Statement 2011-2014* makes specific reference to UNSCR

25 UNIFEM presentation 1325/1820 National Action Plans, April 24, 2009.

26 See A Swaine, Assessing the potential of National Action Plans to advance implementation of United Nations Security Council Resolution 1325, Yearbook of International Humanitarian Law, Volume 12 – 2009, pp. 403 - 433, pp. 420 - 422.

27 The IC-GBV comprises of the Department of Foreign Affairs and Trade (Development Cooperation Division/Irish Aid), the Irish Defence Forces and Irish humanitarian, development and human rights agencies.

1325: "In respect of the implementation of UNSCR 1325, the Defence Organisation will implement as appropriate the recommendations that are applicable in the defence and security arena."<sup>28</sup>

The *National Women's Strategy 2007-2016* links closely with the twelve "critical areas of concern" for women throughout the world identified at the UN World Summit for Women in Beijing in 1995. Domestic, overseas and international objectives are brought together in the strategy demonstrating the Government's intention that Ireland should have a consistent approach to applying policies to advance women and gender equality at home and abroad. A key learning in developing the National Women's Strategy is that the achievement of the objectives "requires an increased awareness of gender mainstreaming within public policy formulation", understanding that this encompasses not just the role of women but "the impact of all policy from the perspective of both the male and the female population of Ireland".<sup>29</sup>

The strategy outlines multiple actions to combat violence against women in Ireland, to address trafficking of women and children, and to increase the number of women in decision-making positions in Ireland. The Strategy highlights the strong emphasis that Irish Aid places on the role of women in overseas development and includes actions to foster the Millennium Development Goals that are particularly relevant to UNSCR 1325; for example, work against gender-based violence, and mainstreaming gender considerations in all development co-operation activities. It sets out eight actions to enhance capacity to respond effectively to GBV in conflict, post-conflict and developing environments, using UNSCR 1325 as a key tool. The strategy in full is available at [www.justice.ie](http://www.justice.ie).

The *National Strategy on Domestic, Sexual and Gender-based Violence 2010-2014* mentions that some people living in Ireland may have encountered sexual violence as a weapon of conflict or other forms of gender-based violence in other countries; and that this challenge may become more salient in the future. Aware that several international studies had found that minority ethnic women and women living in poverty are at higher risk of violence of all types, the Women's Health Council examined the experiences of gender-based violence among minority ethnic women living in Ireland and reported that 13 per cent of users of gender-based violence services were non-indigenous minority ethnic women.<sup>30</sup> While the same laws for the prevention of domestic violence that protect Irish citizens protect women seeking asylum, direct provision settings can limit a women's access to these remedies, including seeking refuge as they do not have

access to public funds.<sup>31</sup> The DSGBV strategy provides for action in relation to vulnerable groups, including migrants, to identify and promote suitable state service responses, with development of intervention responses scheduled for the end of 2011.

The *National Intercultural Health Strategy 2007-2012* provides a framework through which the health and care needs of people from diverse ethnic and cultural backgrounds may be addressed, although it does not have a specific focus on women recovering from domestic, sexual or gender-based violence in conflict-affected areas. It includes enhancing aspects of access to services and service delivery, as well as improving collection and application of data to allow for evidence based planning around health needs and outcomes of people from minority ethnic communities.

## 2.5 Government Departments and agencies with NAP responsibilities

Under the leadership of the Tánaiste and the Department of Foreign Affairs and Trade (DFAT), the NAP's objectives are advanced by a number of different Departments and agencies.

In DFAT, the lead role is taken by Political Division, in which a number of units contribute to the NAP<sup>32</sup> particularly the Conflict Resolution Unit which focuses on peacemaking, peacebuilding and sharing the lessons of the Northern Ireland peace process and pioneered cross-learning on UNSCR 1325. Anglo-Irish Division promotes peace and reconciliation on the island of Ireland through full implementation of the Belfast/Good Friday Agreement.<sup>33</sup> The Development Cooperation Division manages Ireland's overseas aid programme, Irish Aid, incorporating development, humanitarian emergencies and work in fragile states and has extensive programmes in a number of developing countries, some of which have recently come through major conflict and where UNSCR 1325 has a pivotal role to play. Irish Aid mainstreams gender into its programmes and thus plays a key role by implementing Ireland's NAP into the programmes it operates in fragile and conflict-affected countries. Within DFAT, the implementation of the NAP is part of a broader

28 Department of Defence and Defence Forces Strategy Statement 2011-2014, p25. See [www.defence.ie](http://www.defence.ie).

29 Department of Justice and Equality, *National Women's Strategy 2007-2016*, pXII.

30 Department of Justice and Equality, *National Strategy on Domestic, Sexual and Gender-based violence 2010-2014*, p41.

31 AkiDwA, *Safety and Security Issues of Women Seeking Asylum in Ireland*, AkiDwA Stakeholder Survey Report 2012.

32 In DFAT's Political Division the units which have NAP responsibilities are the Conflict Resolution Unit; Human Rights Unit; International Security Policy.

33 The Good Friday Agreement was agreed in 1998 by political parties in Northern Ireland and the British and Irish Governments. The peace agreement introduced new political and other institutions in Northern Ireland, North-South institutions and arrangements on the island and East West provisions between the islands of Ireland and Britain. It included provisions on equality and human rights, decommissioning of weapons, release of prisoners and victims. There were specific references to women in the Agreement.

commitment to advance gender equality and women's empowerment as both a human right and fundamental to sustainable economic growth and poverty eradication. DFAT works with multilateral, bilateral and CSO partners.<sup>34</sup>

The Department of Justice and Equality (DJE) is the lead Department with responsibility for the *National Women's Strategy* and the *National Strategy on Domestic, Sexual and Gender-based Violence*. The Department has a National Office for the Prevention of Domestic, Sexual and Gender-based Violence, known as Cosc. The DJE's remit also extends to contributing to the resolution of outstanding issues of the Northern Ireland Peace Process around policing, justice and rehabilitation. The Department has a number of divisions and agencies with functions in the area of immigration, including the Irish Naturalisation and Immigration Service (INIS), the Reception and Integration Agency (RIA), the Office for the Promotion of Migrant Integration (OPMI) and the Office of the Refugee Applications Commissioner.<sup>35</sup>

The Department of Defence (DOD) and the Defence Forces work closely with DFAT regarding Ireland's contribution to international peace and security. The Defence Forces participate in multinational peace support, crisis management and humanitarian relief operations in support of the United Nations and under UN mandates, including regional security missions authorised by the UN. Participation by the Defence Forces is subject to the "Triple Lock" mechanism of a UN Mandate and Government and Dáil approval, as appropriate, in accordance with the Defence Acts.

An Garda Síochána has a domestic and an international role. Its Investigation Unit co-ordinates and monitors the Garda Síochána response to domestic violence incidents throughout the State. Among its policing responsibilities, it participates in EU and UN policing missions in various locations worldwide.

## 2.6 Engaging civil society organisations in drafting the NAP

The IC-GBV prioritised UNSCR 1325 as an advocacy issue in October 2007 and commissioned research examining existing NAPs to assist future formulation of Ireland's 1325 NAP. The Government appointed Baroness Nuala O'Loan as the Government of Ireland's Special Envoy on Security Council Resolution 1325 between 2009 and 2011, the first government to make such an appointment.<sup>36</sup> Baroness O'Loan also represented Ireland at a high level globally on UNSCR 1325. A unique cross-learning initiative was launched between Ireland-Northern Ireland, Timor-Leste, and Liberia which informed the development of the NAP in parallel to the national consultative process.<sup>37</sup>

In February 2010, DFAT established a Civil Society Consultative Group to aid development of the NAP, consisting of statutory representatives, CSO representatives, along with academics working on women, peace and security.<sup>38</sup> Combining interdepartmental collaboration and civil society consultation with the lessons from the international cross-learning initiative made the process of developing the NAP somewhat unique. The NAP, launched by Government at the IC-GBV's annual meeting in 2011, reflects the consultation with stakeholders. A key aim in that consultation was to

*"Enlighten the production of a meaningful Irish NAP grounded in the voices and experiences of women affected by armed conflict which contributes to the full implementation of UNSCR 1325."*

*Voices of Experience, Cross Learning Process on UNSCR 1325, 2010*

34 Key international fora for DFAT in regard to UNSCR 1325 and women's rights and gender equality more broadly are the OECD/DAC Network on Gender Equality (GENDERNET), the Human Security Network (HSN) the International Network on Conflict and Fragility (INCAF), the EU Taskforce on Women, Peace and Security and the Group of Friends of UNSCR 1325.

35 INIS facilitates a 'Whole-of-Government' approach to immigration, asylum and citizenship matters; the RIA arranges and oversees accommodation for asylum seekers; the OPMI leads and coordinates migrant integration policy across Government Departments, agencies and services and manages the resettlement of refugees admitted as part of the United Nations Resettlement Programme.

36 Baroness Nuala O'Loan was Dame O'Loan at the time. She had been the first Northern Ireland Police Ombudsman following the peace process policing reforms. She was also the Irish Government's Special Envoy to Timor Leste.

37 Former President of Ireland Mary Robinson also championed a 'twinning' process for developing actions plans and learning on 1325 through her organisation, *Realising Rights*, which operated between 2002 and 2010 and with the Irish Government.

38 An informal NGO consultation, supported by the National Women's Council of Ireland and funded by the IC-GBV, gathered the views of women affected by conflict living in Ireland-Northern Ireland to inform input into the NAP. See 1325+10 Women Count for Peace.

# Chapter Three

## Implementation of the NAP: Findings

This chapter presents findings on the implementation of the NAP to date and indicates progress against specific objectives at this mid-term point in its delivery. These findings are based on the analysis of quantitative and qualitative data collated from individual Departments and in interviews with personnel from Departments, divisions and stakeholder agencies. The majority of indicators in the NAP are outputs rather than outcomes.<sup>39</sup> For the purpose of this review outputs are defined as the key activities and results of policy development and practice delivered in relation to implementation of the NAP from November 2011 to March 2013.

A traffic light system<sup>40</sup> has been used to indicate progress against each of the twelve objectives/forty-eight actions across the five NAP Pillars. Appendix 1 provides an additional level of assessment to the findings presented in this chapter, detailing progress against each of the specific indicators assigned to individual Departments. As a general rule, assessment of progress against the actions has focused primarily on the activity of the Department/unit assigned to the specific action outlined in the NAP Monitoring Framework. These findings present a snapshot of activities undertaken in relation to the NAP rather than encapsulating the breadth and depth of gender equality and empowerment work being undertaken within and across individual Departments.

Given that this is an interim review, it is reasonable to expect that progress for some objectives and actions may reflect limited achievement at this stage of the monitoring process. This does not necessarily reflect a failure in delivery but an indication of on-going work that may need to be prioritised for the remaining implementation period.

This chapter is structured in five sections for each of the five Pillars contained in the NAP. An analysis of the key findings is presented in the following chapter.

### Pillar 1: Prevention of Conflict, Including Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA)

**OUTCOME OBJECTIVE 1: Effective GBV and SEA preventive mechanisms established and implemented at local, national and international levels.**

**IMPACT OBJECTIVE 1: Reduction in levels of all forms of violence against women, especially GBV and SEA.**

Pillar 1 actions include providing comprehensive training, and enhancing the quality of training, on human rights, gender equality, UNSCR 1325 and other UN obligations for personnel deployed overseas; capacity building of partners implementing GBV programming; and strengthening of gender mainstreaming with CSOs to improve responses to GBV and SEA.

**Objective P1.01: Provide comprehensive and effective training on human rights, gender equality, UNSCR 1325 and other UN obligations to women, peace and security, to all personnel deployed by Ireland on overseas missions.**

**Progressed and ongoing.**

Ireland deploys/posts military and civilian personnel on overseas missions and to Irish embassies abroad through a range of Departments and divisions, principally through the Defence Forces (DF), An Garda Síochána (AGS) and the Department of Foreign Affairs and Trade (DFAT). Personnel from the DF and AGS are primarily involved in peacekeeping related actions. DFAT personnel are involved in a wide variety of roles at Irish embassies, notably Irish Aid staff, which deliver Ireland's programme for global development.<sup>41</sup>

39 *Outcomes* are the overall benefits and/or changes arising in the external environment and refer to the longer-term results achieved. *Outputs* are the shorter-term results or product of actions and activities and can be both quantitative and qualitative in nature and serve to identify and possibly measure progress in a specific area of activity. Irish Aid, *A Results-based Management Approach to Country Strategy Papers*, p.12.

40 Traffic light Colour Code: **Green** = Achieved within timescale; **Orange** = Progressed/ongoing; **Red** = Not Achieved yet.

41 This includes Ireland's embassies in Lesotho, Mozambique, Malawi, Zambia, Tanzania, Uganda, Ethiopia and Vietnam (with Sierra Leone becoming the 9th Key Partner Country).

### 3.1 Training on Human Rights, Gender Equality and UNSCR 1325 Obligations

Training on human rights, gender equality, UNSCR 1325 and other UN obligations on women, peace and security to personnel deployed overseas is provided through a variety of mechanisms. Appendix 2 provides specific examples of the themes and target groups for a range of training courses delivered by the DF, AGS and DFAT/Irish Aid.

#### Defence Forces Training

DF training on women, peace and security (WPS) obligations is provided by the United Nations Training School Ireland (UNSTI) which works to best practice and international and domestic mandates in relation to GBV and SEA. UNSCR 1325 principles and provisions and gender equality issues form a mandatory part of pre-deployment training (PDT) and briefings during deployment for peacekeeping forces. UNSCR 1325 also inform Codes of Conduct training for peacekeeping missions (further discussed in Pillar 3). Analysis of a selection of pre-deployment and Codes of Conduct training materials reviewed verified the provision of modules on GBV, UNSCR 1325 and 1820; Human Trafficking and SEA; the Conduct of Military Peacekeepers; and the Human Rights of Women and Children in Peace Operations. All military staff participating in peacekeeping operation missions receive in excess of five hours training specifically in gender equality/WPS.

Irish Defence Forces also participate in gender adviser training provided by the Nordic Centre for Gender in Military Operations based in Sweden which is recognised as working to best practice in integrating gender perspectives into the planning, execution and evaluation of military operations. EU structures for command and control and training provision are recognised as providing a good model for the challenges of current complex peacekeeping missions and the Nordic Centre's expertise is used by NATO, the EU and the UN for training.

#### An Garda Síochána Training

All AGS members who serve on UN/EU missions received PDT on WPS. AGS pre-deployment training is also informed by best international practice and recommendations and is updated in conjunction with advice from the Department of Peacekeeping Operations (DPKO) and UN Peacekeeping pre-deployment training standards. UNSCR 1325 is identified as a key element informing training on the protection of women and girls. Learning outcomes for AGS training module on WPS include understanding: the different impacts of conflict on women, girls and men and boys; the roles of women as both victims of conflict and key partners for peacekeeping and peacebuilding; and ways in which peacekeeping personnel can help protect and support women and gender equality in their daily work. AGS PDT training in WPS exceeds four hours.

Pre-deployment training for DF and Garda personnel on overseas missions also includes training on Discrimination, Sexual Harassment and Bullying standards and sanctions.

#### DFAT: Irish Aid and ISPS Training

Irish Aid provides training and capacity building on gender equality and GBV for some HQ staff and field staff managing humanitarian and development work overseas. For example, a number of staff from HQ attended internal training on *Understanding Gender and Preventing and Responding to Gender-based Violence*.

Through its Rapid Response Register (RRR) Irish Aid provides skilled personnel who can be deployed at short notice to assist in emergency relief efforts. There are currently 192 people on the RRR including 5 gender officers, 17 protection officers and 7 child protection officers. Over one-third (37%) of the members are female. All RRR personnel receive comprehensive pre-deployment training which includes training on gender equality, GBV and UNSCR 1325. A number of members of the RRR have also attended UN specialised training on GBV and child protection training. In recognition of the importance of gender expertise in the early phases of an emergency, the RRR has prioritised strengthening its cadres of gender specialists, GBV specialists and protection specialists. Between 2011 and 2013 Protection Officers or Child Protection Officers were deployed to Egypt (working on the Syrian crisis), Myanmar, Sudan, Somalia, Pakistan and the Democratic Republic of Congo. Irish Aid also supports a network of gender advisers/focal points across its programme. Although an institutional training strategy has not been developed for gender advisers, some training was delivered at field level and some at HQ in 2012.

Civilians who are deployed through DFAT's International Security Policy Section (ISPS) also undertake gender training as part of their pre-deployment training.

### 3.2 Impact of Training Delivered

It is evident that training for personnel deployed/posted overseas by the DF, AGS and DFAT has, to varying extents, core components on gender equality, gender-based violence, UNSCR 1325 and human rights embedded in learning outcomes and training themes. However, measuring the impact and contribution of this training to operations on the ground proved to be difficult. There is little collated data on the evaluation of training or feedback from participants deployed overseas from any of the Departments consulted. DF and AGS representatives identified a number of ways to assess the effectiveness of pre-deployment training: on-going monitoring by training staff; Mission debriefs; and after-action review (AAR) mechanisms which provide feedback to the

Lessons Learned Cell.<sup>42</sup> Members of the RRR also receive debriefing, although due to the confidential nature of the process it is not documented.

Despite these mechanisms, without collated data from participants in relation to individual training, it is difficult to verify the extent to which the training delivered has deepened an understanding of issues of gender, GBV and SEA. Divisions consulted recognised the need for a greater focus on the evaluation of training and the DF's Training Branch recently formed an evaluation cell which may support this. The development of a pilot questionnaire for post deployment briefings to be designed in consultation with CSOs with expertise in WPS issues is outstanding and would support the delivery of this objective.

**Objective P1.02: Strengthen the capacity of partners and CSOs to effectively prevent and respond to GBV in conflict-affected countries and contexts.**

**Progressed and ongoing.**

In addition to the provision of training for personnel deployed overseas, the NAP identified the need to support capacity building of partner organisations to ensure operational policies are in place to respond effectively to GBV, SEA and SRH.

### 3.3 Strengthening Capacity to respond to GBV in Conflict-Affected States

Responding to GBV in conflict-affected states is a significant priority for Irish Aid within its humanitarian and development programmes with funding to Government, civil society and multilateral partners in a wide range of countries. Funding has focused on direct support to victims of GBV such as the development of a GBV Referral Network in Timor-Leste as well as prevention programming such as projects engaging men in Liberia. Activity to strengthen coordination mechanisms for Government responses to gender-based violence through multi-sectoral engagement has also progressed as a result of Irish's Aid support.

Addressing GBV has been an important dimension supporting national and international CSOs. However, funding is only one

dimension of Irish Aid's capacity building work with CSOs. Another is working with partners to embed gender sensitive programming and gender mainstreaming as part of its response to GBV in conflict-affected states.

Gender mainstreaming has been an established practice within Irish Aid for a considerable time<sup>43</sup> and Ireland's new international development policy<sup>44</sup> commits to ensuring that gender equality remains at the centre of planning, implementation and evaluation. Irish Aid's *Humanitarian Relief Policy*<sup>45</sup> and the *Country Strategic Plan (CSP) Guidelines* also reference gender equality as a priority. Whilst references to gender equality and GBV are evident in policies and guidelines, evidence of specific commitments under the NAP are less common.

Irish Aid's Civil Society Section (CSS) has recently given greater priority and weighting to projects related to GBV and UNSCR 1325 in 2012 and 2013, and greater priority to issues of gender equality, women's economic empowerment and the links between GBV and HIV in 2012. Despite this call for GBV/UNSCR 1325 projects, there has been a relatively low number of submissions to the Civil Society Fund (CSF) in relation to GBV or UNSCR 1325 specific projects.

The Emergency and Recovery (E&R) Section within Irish Aid has been proactive in strengthening their approach to mainstreaming gender equality. Guidelines for their funding schemes include references to gender mainstreaming although they do not make specific references to Ireland's obligation under UNSCR 1325.

During 2012, the E&R Section commissioned a substantial review of their activities to design a programme of work through which the E&R Section could further its approach to gender equality, as well as advance implementation of NAP actions. The resulting report<sup>46</sup> provides a useful analysis for ways to improve gender equality within humanitarian aid interventions. It states that "*Ireland's NAP on UNSCR 1325 provides a crucial window for the E&R section to spotlight its work on gender equality, to galvanise support for increasing programming on gender equality and to use the NAP for the Section's overall policy evolution*"<sup>47</sup> and suggests that Irish Aid could "*strategically push for and support more accountability on gender by partner organisations*".<sup>48</sup> The report recognised the in-depth understanding and engagement by the E&R to gender mainstreaming but identified "*a lack of progress on gender*

42 Lessons Learned is a NATO concept and process that incorporates the structure, process and tools necessary to capture, analyse and take remedial action on any issue and to communicate and share results to achieve improvement. "The purpose of a Lessons Learned procedure is to learn efficiently from experience and to provide validated justifications for amending the existing way of doing things, in order to improve performance, both during the course of an operation and for subsequent operations." *The NATO Lessons Learned Handbook*, p.1. (2011) [http://www.jalcc.nato.int/newsmedia/docs/lessons\\_learned\\_handbook\\_2nd\\_edition.pdf](http://www.jalcc.nato.int/newsmedia/docs/lessons_learned_handbook_2nd_edition.pdf)

43 Irish Aid has had a *Gender Equality Policy* since 2004 which is now monitored on an annual basis.

44 *One World, One Future* (2013).

45 The *Humanitarian Relief Policy* (2009) states Irish Aid will seek (from its partner organisations) a clearly articulated understanding of the gender specific needs of men and women in emergency situations and commits to mainstreaming gender in all humanitarian activities.

46 A Swaine, *Recommendations for a Programme of Work on Gender Equality and GBV* (2013), Emergency and Recovery Section, Irish Aid.

47 A Swaine, 2013 p.v.

48 A Swaine, 2013 p.13.

*issues by partners is a persistent challenge*".<sup>49</sup> This initiative by the E&R Section to develop more gender sensitive humanitarian programming informed by UNSCR 1325 and NAP commitments can strengthen the capacity of CSOs to respond more effectively to GBV in conflict-affected states. It provides an example of good practice in how the impact of the NAP is beginning to be embedded across different Departments and divisions. The E&R Section's model offers a useful template for action within other Departments and is a valuable exemplar of the potential for the NAP to act as an entry point for engagement on strengthening policies, approaches and practice to gender equality.

Further evidence of Irish Aid's contribution to strengthening partner organisations has been the support it has provided since 2006 to the IC-GBV, which brings together fourteen organisations with the aim of sharing learning and building capacity of members on GBV programming. DFAT through Irish Aid is an active member of the Consortium and was influential in its establishment. The Consortium is a key resource for international development NGOs based in Ireland and provides a unique opportunity for dialogue on GBV prevention and response with representatives from the Defence Forces, Irish Aid and CSOs.

### 3.4 Expenditure on NAP Assigned Actions

Financial support for gender equality, GBV and women's empowerment is often mainstreamed across programme work within Departments and units. Consequently, it is difficult to isolate data to indicate precise expenditure on GBV, gender equality and women's empowerment activities either generally or specifically in relation to NAP assigned actions.

Irish Aid has been progressing work to improve mechanisms to identify GBV and gender equality expenditure within its programmes. The review of Irish Aid's Gender Equality Policy conducted in 2009/2010 noted that funding on gender equality and women's empowerment is often under-reported due to some limitations in structures of coding systems. Work to review and strengthen Irish Aid's coding systems is currently under-way, which will facilitate more accurate reporting on gender equality expenditure.

Expenditure on Irish Aid's GBV programmes in 2011 was estimated to be €5.9 million.<sup>50</sup> This included humanitarian response, fragile states and longer-term development programmes. The gender equality budget line within Irish Aid's policy unit is currently €900,000. This budget line is used to support research, knowledge management and capacity building. Core funding of €1.5m has also been provided from the multilateral budget to UN Women in 2013, and a key objective of UN Women relates to

peace and security. The OECD-DAC *Gender Equality Policy Marker*, which is now being implemented by Irish Aid, provides criteria for reporting the extent to which a programme is intended to advance gender equality and women's empowerment. The OECD-DAC Report<sup>51</sup> states that 35% of Irish Aid's aid is "gender-focused", i.e. it has gender equality as either a principal or significant objective, indicating a positive level of support for gender equality.

### Statistical Data

Linked to the need for more specific monitoring of GBV and gender equality expenditure within programming is the need to strengthen the collection and use of sex and age disaggregated data (SADD) by humanitarian programme partners. Irish Aid's E&R Section's report indicated "a lack of clarity in how partners were using data to design and implement programmes".<sup>52</sup> The report indicated that, there was little evidence of the collection and use of SADD and gender disaggregation of outcomes and indicators in logframes and recommended actions to improve the response of partners in this area.

Related to this is the need to also ensure that any new appraisal mechanisms developed as well as monitoring and evaluation processes for E&R programming also reflect commitments within the NAP.

49 A Swaine, 2013 p.V.

50 Irish Aid, *Annual Monitoring Report on Gender Equality 2011*.

51 *Aid in support of gender equality and women's empowerment* (2013). <http://www.oecd.org/dac/stats/49732892.pdf>

52 A. Swaine, p.X.

## Defence Forces' Action Plan on UNSCR 1325

The Defence Forces provide a very useful example of a proactive approach to mainstreaming NAP actions through the production of the Defence Forces' Action Plan on UNSCR 1325 (2013). Only one other Defence Force (Finland) has developed such a Plan. The Plan outlines commitments in relation to the national NAP but additionally indicates mechanisms to integrate NAP actions and gender perspectives into operational taskings, training and education programmes and military exercises. It provides greater clarity and details of roles and responsibilities for DF personnel than the national NAP and recognises the need to incorporate gender perspectives at all levels of decision making within the DF. The plan commits to a range of actions including: the development and implementation of recruitment strategies to increase the number of women in the DF; the integration of gender perspectives into all military career courses to embed the development of knowledge and understanding of gender equality as individuals progress through their career; robust accountability mechanisms for personnel deployed overseas with regard to the protection of women and to deal with discrimination, sexual harassment and bullying against women in the DF. The DF has established an Implementation Group to oversee and monitor progression of 1325-related activity which includes DF representatives from the national NAP Monitoring Group. Feedback on the DF Action Plan will be given at Assistant Chief of Staff level. This type of action demonstrates a key achievement of the NAP, as well as a specific output for the DF, a critical actor for the successful implementation of the NAP.

### Pillar 2: Participation and Representation of Women in Decision Making

**OUTCOME OBJECTIVE 2: Increased and meaningful participation of women including in: UN and other international missions relating to peace and security; peace processes and negotiations; post-conflict reconciliation and reconstruction; national and local government as citizens, elected officials and policy makers; and army and judiciary.**

**IMPACT OBJECTIVE 2: Increased inclusion of women and women's interests in decision making processes related to prevention, management and resolution of conflicts and post-conflict governance.**

Pillar 2 actions on increasing the inclusion of women in the prevention, management and resolution of conflicts and post-conflict governance are encompassed within three key strands: increasing women's participation in Ireland's peacekeeping missions; deployment/posting of gender advisers and strengthening gender expertise in personnel deployed; and support to enhance women's participation and leadership at local, national and regional political processes in conflict-affected regions.

**Objective P2.01: Increase the participation of women in Ireland's peacekeeping, international development and peacebuilding activities.**

**Progressed but challenges remaining.**

## 3.5 Increasing women's participation in Ireland's peacekeeping missions

**Table 1: Defence Forces: Gender Breakdown by Rank (2013)**

	Females	Males	Total	% Females
<b>TOTAL Officers</b>	<b>144</b>	1113	1257	<b>11%</b>
<b>TOTAL NCOS</b>	<b>183</b>	3072	3255	<b>6%</b>
<b>PTES</b>	233	4398	4631	<b>6%</b>
<b>CADETS</b>	5	41	46	<b>10%</b>
<b>TOTAL</b>	<b>565</b>	<b>8624</b>	<b>9189</b>	<b>6%</b>

The current proportion of women in the DF stands at 6% (565), which has remained unchanged for the past two years. This figure compares relatively favourably with levels of women in other defence forces in the Netherlands and Sweden, which are reported at 9%<sup>53</sup> and 13%, but at 5% for military personnel,<sup>54</sup> respectively. Whilst the overall proportion of women in the DF is low at 6%, and is a concern, it is positive to note that this rises to 11% for Officer Ranks, although this is not representative for the highest ranking positions where women only hold 2 of the 135 positions for Lt. Col and above.

53 Supplied in correspondence from the Ministry for Foreign Affairs, Government of Netherlands.

54 The first figure includes the civilian section where there are 38% women. If this section is excluded there is a lower proportion of 5% women. [http://www.gnwp.org/wp-content/uploads/2010/02/Sweden\\_Report.pdf](http://www.gnwp.org/wp-content/uploads/2010/02/Sweden_Report.pdf).

**Table 2: AGS: Gender Breakdown by Rank (2013)**

Rank	Female	Male	Total	Female %
<b>Commissioner</b>	0	1	1	0
<b>D/Commissioner</b>	1	1	2	50%
<b>A/Commissioner</b>	0	9	9	0
<b>Chief Supt</b>	4	37	41	10%
<b>Superintendent</b>	15	138	153	10%
<b>Inspector</b>	21	241	262	8%
<b>Sergeant</b>	279	1612	1891	15%
<b>Garda</b>	3041	7988	11029	27.5%
<b>Total 2013</b>	<b>3361</b>	<b>10027</b>	<b>13388</b>	<b>25%</b>

The current proportion of women in AGS is reasonably good at 25% (3361). There are disproportionately higher numbers of women in lower rankings (27.5%), but this drops to 10% of women who hold positions within senior rankings. As in the DF, the proportion of women in senior positions is not representative of the number of females employed in AGS overall. However, women's advancement within AGS is also impacted by a number of factors: a bar on recruitment (in place since 2009) is impacting on overall numbers; over 65% of all AGS personnel have less than ten years' service and this, combined with the current practice of some senior personnel opting to take early retirement, effects the pool of personnel with eligibility for promotion.

### 3.6 Gender Balance in Peacekeeping Missions

Within the DF, the current level of women participating in Irish peacekeeping missions is 5% and is consistent with levels of women within the DF generally (6%). This compares moderately well with other national deployments (3% women in Finnish peacekeeping missions<sup>55</sup> and 8.5% in Swedish missions<sup>56</sup>). Increasing the recruitment and retention of women in the Irish Defence Forces (at all levels) to ensure there is a sufficient pool of women to go on overseas missions is central to improving women's participation and influence in peacekeeping missions. This can strengthen gender sensitive peacekeeping and SSR work with women in local communities in conflict-affected regions. The contribution of women peacekeepers was recently acknowledged by Ireland's Ambassador to the UN in a statement at the UNSC debate on Peacekeeping where she stated:

55 [http://www.peacewomen.org/news\\_article.php?id=5683&type=news](http://www.peacewomen.org/news_article.php?id=5683&type=news).

56 [http://www.gnwp.org/wp-content/uploads/2010/02/Sweden\\_Report.pdf](http://www.gnwp.org/wp-content/uploads/2010/02/Sweden_Report.pdf), p.8.

*"Perhaps the single most transformative step towards ensuring the success of peacekeepers as early peacebuilders would be the deployment of more women on missions. For peacekeeping mission deployed to reach out to populations in more traditional societies, the deployment of more women would act as a multiplier of peacebuilding potential."<sup>57</sup>*

**Table 3: Gender Breakdown: Peacekeeping Missions 2012**

Division/ Authority	Female	Male	Total
<b>Defence Forces</b>	39	732	771
<b>AGS</b>	6	12	18
<b>Total</b>	<b>45</b>	<b>744</b>	<b>789</b>

The DF currently deploys 771 persons in overseas missions: 6% (39) are women and 94% (732) are men. The largest deployment is to UNIFIL (United Nations Interim Force in Lebanon) with a deployment of 694 persons with a gender breakdown of 5% women (36) and 95% men.

An Garda Síochána have a small overseas deployment – 18 places currently for 3 sergeants and 15 gardai in Cyprus and Kosovo<sup>58</sup> of which six are women (33%) and twelve are men which indicates a favourable gender breakdown.

### 3.7 Increasing Women's Participation and Influence at Strategic Levels

Increasing women's meaningful participation in decision-making in peacekeeping, development and peacebuilding activities requires the availability of women in senior positions to contribute to strategic and operational matters. The DF Action 1325 Plan recommends the placement of a gender adviser at both the Military-Strategic and Operational levels, as well as gender field advisers and gender focal points at tactical levels. Whilst these efforts are welcome, broader challenges in recruitment and retention of women in the DF remain, and maintaining existing levels of women who participate in overseas missions was identified as a key challenge.

57 Statement by Ambassador Anderson, Open Debate of the Security Council on WPS "UN Peacekeeping: a multidimensional approach." New York, 21 November 2013. <http://www.dfa.ie/uploads/documents/New%20York%20PM/un%20peacekeeping-%20a%20multidimensional%20approach.pdf>.

58 In Kosovo the postings are to specific jobs e.g. as a human rights adviser in EULEX Kosovo (European Union Rule of Law Mission in Kosovo) whilst in Cyprus the Gardai are part of the UNFICYP (United Nations Peacekeeping Force in Cyprus) deployed for general peacekeeping duties. Previous postings have included a gender dimension such as the posting to support the investigation of War Crimes in Bosnia Herzegovina.

For the DF, family friendly policies are particularly critical to retention and career progression for women generally and for overseas missions specifically. Without adequate recruitment of women and the implementation of family friendly policies there is a danger that the number of potential women eligible for overseas missions will not increase, creating more pressure on existing participants. This pool of women can become further reduced if women are unable to engage in overseas missions due to child bearing and child care responsibilities. The DF have committed to actions to increase the number of women and to full compliance with all statutory Family Friendly Policies (DF Action 1325 Plan 2013).

Supporting and increasing women's participation and influence at strategic levels is not only a matter for the DF but for all Departments engaged in peacekeeping, peacebuilding and development activities.

**Objective P2.02: Incorporate gender perspectives and actively support women's participation at every level of decision making in Ireland's peacekeeping, international development and peacebuilding activities.**

**Progressed and ongoing.**

There is growing recognition of the effective contribution that gender mainstreaming can make to peace support operations in strengthening human rights and overall security for local populations. The Nordic Centre for Gender in Military Operations describes the inclusion of a gender perspective as a *force multiplier*, in terms of supporting the outcome of peacekeeping missions. Progress on mainstreaming gender equality into peacekeeping and international development activities is evident across a number of Departments and divisions. Actions have included the appointment of gender advisers, the prioritisation of gender expertise in civilian overseas rosters and mechanisms to ensure a greater gender balance in humanitarian assistance programming.

### 3.8 Gender Advisers

**DF:** There is a gender adviser with every Irish battalion overseas (600 troops). The Department of Defence (DOD) advocates at EU level for gender advisers to be included in missions whether Ireland is participating or not.

**AGS:** AGS invites applicants for overseas postings on an annual basis. The current deployment of 18 postings attracted 37 sergeants and 81 gardaí. The level of applications from women has remained constant at 18% over the past 2 years. The number of personnel overseas has been affected by operational budgets. Recruitment and promotion within AGS have been curtailed since 2009.

**DFAT/ISPS:** The ISPS supports the mainstreaming of UNSCR 1325 into policy development relating to planning and deployment of EU, UN and NATO-led peace support operations. The ISPS has been involved in supporting the better integration of a gender perspective into UN Peacekeeping Operations through a pilot training at the joint Irish-Finnish UNIFIL battalion in Lebanon.

**DFAT/Irish Aid:** A full time gender adviser works within Irish Aid's Policy and Planning Unit. A key part of this role is to support the mainstreaming of gender equality across the programme including supporting the Emergency and Recovery Section to integrate UNSCR 1325. Irish Aid has either gender advisers or gender focal persons in all of its nine key partner countries. A gender network operates to share learning across Irish Aid as well as with the Conflict Resolution Unit and the Human Rights Unit.

### 3.9 Overseas Postings Opportunities

**Department of Defence:** The list for overseas postings opportunities is supplied by the EU External Action Service Mission Commander to DOD and DF through multilateral organisations such as the EU and UN.

**DFAT/ISPS/Irish Aid:** Civilian Roster and Civilian Missions Training: ISPS has set up a civilian roster for CSDP (Common Security Defence Policy)<sup>59</sup> missions similar to the Rapid Response Register (RRR) with pre-assessment of candidates to facilitate prompt deployment. The role of Gender and Human Rights adviser is included as one of the roles required on the roster and PDT includes gender training. ISPS seeks to have a gender balance on the rosters and assign an average of 12-15 people per year. At present, five of the twelve civilian experts deployed by DFAT are female.

The ISPS facilitates the deployment of civilian engagement for CSDP missions and has been active in developing a higher profile for gender roles and expertise. Human Rights and Gender Adviser positions are specifically targeted by ISPS when they become vacant within missions and individuals with gender expertise are sought for the roster. The roster ensures that a pre-deployment training programme is provided to these experts, which will include modules on gender issues, human rights, and humanitarian law. At present, Ireland deploys one expert as a Human Rights and Gender Adviser in EUJUST LEX<sup>60</sup> Iraq.

<sup>59</sup> CSDP: EU Member States have committed themselves to a Common Foreign Security Policy for the European Union. The European Security and Defence Policy aims to strengthen the EU's external ability to act through the development of civilian and military capabilities in Conflict Prevention and Crisis Management.

<sup>60</sup> EUJUST LEX is a European Union mission to support and train judges, prison officials and other justice-sector workers in Iraq to improve the rule of law and protection for human rights. EUJUST LEX is part of the European Union's External Action service. The mission has around 50-60 staff, with members from several different EU (and non-EU) states. It is divided into three main teams - supporting courts, police, and prisons respectively.

Irish Aid has been developing the gender capacity of the international humanitarian system by building gender expertise on its Rapid Response Corps. Through this they support the development of gender specialists, GBV specialists and protection specialists.

### 3.10 Gender balance in Humanitarian Assistance Programming

Humanitarian relief programming is informed by Ireland's new policy on international development as well as the goals, objectives and strategy of Irish Aid's *Humanitarian Relief Policy* (2009) and *Gender Equality Policy* (2004). As previously indicated in Pillar 1, Irish Aid has a range of guidelines in place which supports the mainstreaming of gender equality. Guidelines on the Emergency Humanitarian Assistance Fund<sup>61</sup> (EHAF) and the guidelines for the development of Humanitarian Programme Plans (HPP) reference gender equality as a cross cutting priority theme. Although there are no specific references to Ireland's obligations under UNSCR 1325, there is evidence of a gender perspective within the guidelines.<sup>62</sup> Irish Aid provided substantial input to ECHO's (European Community Humanitarian Office) draft policy and guidelines on gender in humanitarian action to support greater gender balance in participation and processes in humanitarian assistance programming.

Overall, while examples of best practice are evident, it has been difficult to assess progress on the achievements of gender-balanced decision making in humanitarian assistance programmes within DFAT. It may be necessary to re-look at the proposed indicator for this activity.

**Objective P2.O3: Promote the full and equal participation of women in decision making in conflict management, peacebuilding activities, security sector reform, peace agreement negotiations, and post-conflict governance and implementation of peace agreements.**

**Progressed and ongoing.**

61 EHAF gives funding support through a number of Irish and international NGOs in order to save and protect lives in acute crisis situations. <http://www.irishaid.ie/what-we-do/who-we-work-with/civil-society/civil-society-funding/emergency-and-recovery-funding>.

62 This includes an analysis of the differential impacts of crisis and conflict on women and men; a requirement from partner organisations to articulate a clear understanding of the gender-specific needs of men and women in emergency situations; and the importance for humanitarian practitioners to have the capacity to respond appropriately to those different needs.

### 3.11 Funding Women's Participation and Decision-making Roles

Irish Aid's funding for gender equality and GBV currently supports five partner Governments in Africa; an estimated 39 national and international CSOs; and multilateral partners such as UN Women. As well as supporting gender specific projects, gender issues are mainstreamed across programmes being implemented by Government, civil society and multilateral partners.

Work with partner CSOs, particularly those working in fragile and conflict states, can play a critical role in responding to and protecting women from GBV. While the work of CSOs in the context of humanitarian response is mainly focused on meeting basic needs, these projects can also create opportunities for women's participation and empowerment. Irish Aid has supported a range of projects which have a specific focus on women's empowerment and decision making capacities directly at country level and through multilateral organisations. Examples include:

- » **Sierra Leone:** Funding was provided to support the 2012 electoral process in Sierra Leone, part of which helped political parties to develop gender strategies and to carry out gender training and awareness-raising at constituency level. Irish Aid Partner Christian Aid, and its partner SEND, worked with all three political parties in Sierra Leone to promote women's political participation. (€1 million)
- » **Inter-Parliamentary Union:** The IPU acts as a global voice and forum for parliamentarians from 155 countries around the world. Irish Aid has supported the IPU's Gender Programme which aims to build more representative and accountable parliaments through the increased and enhanced participation of women. A key focus of the IPU's gender programmes is post-conflict countries such as Rwanda and Burundi. (€300,000 in 2011-2012)
- » **International Rescue Committee:** The IRC's project in DRC is strengthening women's participation and decision-making power by building platforms for women's voices and increasing their participation in conflict resolution and decision-making within their communities in Eastern DRC. €400,000 in 2011-12)
- » **Concern Worldwide:** Funded by Irish Aid over 2011-2012. Concern's programme has a focus on countries experiencing conflict or instability. With Irish Aid's support, Concern is contributing to the National Action Plan for the Women of Afghanistan (NAPWA 2007-2017), which is being developed to institutionalise gender mainstreaming as an official function of all Government Ministries.

Despite the achievements of this work, a more general challenge to increasing programming to support the implementation of 1325 is the lack of proposals submitted by humanitarian CSOs that support specific gender equality projects or effectively mainstream gender equality.

### 3.12 Supporting Women CSOs in Northern Ireland through Ireland's NAP

**DFAT/Anglo-Irish:** Thirteen projects have been funded through the Reconciliation Fund by the Anglo-Irish Division to foster exchange and cross-learning among women's CSOs in Ireland on 1325-related issues. Funding was €160,000 in 2012 and €97,000 in 2011. Organisations supported include Cookstown & District Women's Group, Foyle Women's Information Network, Kilcooley Women's Centre and South Armagh Rural Women's Network. Examples of projects supported were:

- » **Fermanagh Women's Aid:** Funding was provided to support a project to explore the link between the legacy of paramilitary activity in terms of its impact on domestic abuse (on-going).
- » **Hanna's House:** Hanna's House is an all-Ireland feminist network engaged in lobbying, advocacy and awareness raising on WPS issues. Funding was provided for a conference in 2012 on *Delivering Women, Peace and Security* which focused on UNSCR 1325 within the context of these issues for women throughout Ireland.

Anglo-Irish Division also noted the potential for a greater focus on women, peace and security issues within EU PEACE Programmes which have been a major source of peace and reconciliation funding in Northern Ireland. The Irish Government is a contributor to the EU PEACE III Programme which acknowledges UNSCR 1325. Whilst there is a stated commitment that "all operations will be required to demonstrate steps they will take to ensure the increased representation and participation of women throughout the Programme", the extent to which this has been implemented within the Programme is unclear. The Anglo-Irish Division is currently undertaking its own strategic review of the Reconciliation Fund. Findings from this review are pending but the Division anticipates the inclusion of UNSCR 1325 targets for the remaining implementation period of the NAP. The work undertaken within Irish Aid on embedding the NAP into guidelines and practice could be used to inform Anglo-Irish Division's process.

### 3.13 Strengthening Women's Participation Internationally and Nationally

**DFAT/Conflict Resolution Unit:** The CRU has provided financial support to a range of projects to progress women's participation in the negotiation and implementation of peace agreements. These include:

- » **Centre for Humanitarian Dialogue:** CHD engages in a wide variety of mediation operations and mediation support programmes around the world, and has

spearheaded a 'Women at the Table' initiative which brings together senior women active in African peace processes with the aim of building an operational network of women to champion gender issues. (€100,000 in 2011 and 2012)

- » **Crisis Management Initiative:** CMI aims to strengthen the capacity of the international community in comprehensive crisis management and conflict resolution, and incorporates specific gender perspectives into all programme work. (€50,000 in 2011 and €100,000 in 2012)
- » **International Alert:** The organisation dedicates considerable resources to the role of gender in peacebuilding, including a specific project *Women, Citizenship and Peacebuilding* in the DRC with the aim of creating conditions for active participation of women in decision-making in North and South Kivu and at a national level. (€100,000 2011, and 2012)

The CRU also provided financial support to the UN Mediation Support Unit which provides a standby team of mediation experts including a gender and social inclusion expert. In 2011, UN Women (which receives core funding from Irish Aid) supported training for more than 200 women, peace and security experts from 25 countries on mediation, negotiation and advocacy techniques – some of whom were then active in national conflict resolution and prevention. A partnership with UN Women and the UN Department of Political Affairs resulted in an increased number of women on the UN roster of mediation experts which is now 30% female.

#### Pilot Programme to strengthen Gender Perspectives in UN Peacekeeping

In 2012, the DPKO approached Ireland seeking support for a pilot programme to test gender sensitive training modules at the joint Irish-Finnish UNIFIL battalion in Lebanon. The objective of the pilot project was to improve gender sensitivity and the overall effectiveness of UN military operational and tactical activities through information gathering from a series of roundtable discussions on the perceptions and concerns of peace and security, in particular the protection of female and male civilians. Information from these discussions will be used in gender training, follow up consultations with local communities and the completion of an impact study. Feedback and results from the pilot programme are to be incorporated into the training modules before they are implemented at UNDPKO missions worldwide.

The Department of Foreign Affairs and Trade also provided funding of €20,000 towards the project, principally for the production of training materials and the impact study. The pilot programme was initiated in late 2012, with the support of Ireland and Finland and the report on the programme is expected in mid-2013.

### **Pillar 3: Protection from GBV and SEA and Other Violations of Women's Human Rights and International Humanitarian Law**

**OUTCOME OBJECTIVE 3(i): Increased access to justice for women, especially vulnerable groups.**

**OUTCOME OBJECTIVE 3(ii): Women at risk and women who have experienced GBV and SEA have access to appropriate health and psychosocial support.**

**IMPACT OBJECTIVE 3: Women's safety and physical and mental health are assured.**

Pillar 3 actions focus on improving access to protection and justice for women who have experienced GBV and SEA.

**Objective P3.01: Ensure Irish personnel are held accountable for their actions in relation to ensuring the security and protection of women, particularly while deployed on peacekeeping and all overseas missions.**

**Progressed and ongoing.**

This section assesses the extent to which actions on codes of conduct, protection policies and reporting and sanctioning mechanisms for overseas personnel have been progressed as a result of the NAP to ensure the security and protection of women and girls and other vulnerable groups in crisis and conflict-affected areas. One improvement suggested to strengthen this Pillar was to include specific actions on International Humanitarian Law (IHL) standards in addition to Human Rights (HR) standards. In international conflict situations, IHL supersedes HR law and can provide mechanisms to protect women and increase the capacity of humanitarian organisations to understand women's needs and monitor violations of their rights.

## 3.14 Codes of Conduct and Protection Policies

The Defence Forces and AGS have Codes of Conducts (CoC) for personnel on overseas missions which recognise GBV and SEA as serious breaches of conduct with severe sanctions. For the DF, the DOD has responsibility to ensure that codes of conduct apply and are operational at the highest military and political levels. Provision and enforcement of CoCs are a mandatory part of international peacekeeping missions. Whilst it is unclear the extent to which NAP actions on CoCs represent added value, it is evident that, as with training provision, CoCs are designed and implemented to high standards of internationally recognised practice.

All CoCs detail standards of behaviour for service in field missions including human rights standards for Peace Support Operations (PSOs) including prohibitions in regard to the sexual, physical and psychological abuse or exploitation of vulnerable persons including women and children. The conduct of DF personnel overseas is regulated not only by the Blue Card, which is the generic UN Code of Conduct for UN Peacekeepers, but also by the Soldiers Card which is a CoC produced by the Defence Forces Ireland for PSOs. In addition, DF and AGS Codes of Conduct are developed for specific field missions and are informed by international and national standards.<sup>63</sup> GBV and SEA are referenced in the UN Blue Card and Ireland's Soldiers Card and in training programmes (see Appendix 1) and PDT peacekeeping missions. All indicate a zero tolerance standard on sexual exploitation and abuse. Sexual exploitation and abuse is defined as a Category 1 (serious misconduct) offence by AGS.

PDT for specific overseas missions outlines personnel of protocols/principles informing personal conduct of UN Personnel and the consequences of misconduct. AGS members are subject to AGS domestic discipline regulations and the code of conduct at home and abroad; there are serious penalties if these are disobeyed. EU and UN CoCs are UNSCR 1325 compliant.

**DFAT/Irish Aid:** DFAT personnel are governed by the Civil Service Code of Standards and Behaviour which is maintained in line with evolving standards. The Rapid Response Corps Code of Conduct contains protocols in respect of gender and sexual exploitation. A Child Protection Policy has been drafted to be implemented across the development programme. The policy will be gendered in terms of acknowledging the different needs and rights of girls and boys regarding child protection. Irish Aid further requires that all CSO partners have codes of conduct in place and requests applicants to list any codes of conduct or self-regulation initiatives to which the organisation has signed up, either within Ireland or internationally<sup>64</sup>.

## 3.15 Reporting and Sanctioning Mechanisms in respect of Gender-Based Crimes

**DFAT/PMUN:** Ireland's Permanent Mission to the UN (PMUN) in New York has played a consistent role in advocating for a universal reporting and sanctioning mechanism in respect of gender-based crimes. PMUN representatives attend annual reviews and input into UN Secretariat briefings, including a recent briefing to

<sup>63</sup> Examples include: Code of Conduct and Discipline (Kosovo) (AGS) and Code of Conduct for EUTM Mali.

<sup>64</sup> Examples include: Humanitarian Accountability Partnership, People in Aid Code of Good Practice in the Management and Support of Aid Personnel, or volunteering policies. Organisations which work with children must have child protection policies in place. (Civil Society Fund Irish Aid Project Funding Application Form 2012).

the Special Committee on Peacekeeping Operations<sup>65</sup> (C34 Committee). PMUN regards current reporting and sanctioning mechanisms for gender-based crimes as robust and misconduct tracking mechanisms as progressing and stated “*we demand more and more action*”. Consultations on strengthening the enforcement regime for all personnel who are found to have engaged in sexual exploitation and abuse and other forms of serious misconduct continue to be pursued within the Committee.

EU Member States coordinate their efforts in advocacy and Ireland's PMUN has played a key role in coordinating the EU position at the UN during Ireland's term as President of the EU in the first half of 2013. The PMUN has acted as facilitator for the past two consecutive years on issues related to peacekeeping, though not specifically gender issues.

No surveys have been undertaken to assess the experiences and perceptions of women in local communities in relation to their treatment by peacekeeping personnel.

**Objective P3.O2: Strengthen the institutional and collective capacity of Irish organisations to respond effectively and systematically to GBV and SEA as experienced by women affected by conflict.**

**Progressed and ongoing.**

### 3.16 Engagement with the Irish Organisations Responding to GBV and SEA

#### ***Irish Consortium on Gender-Based Violence***

Irish Aid was influential in the establishment of the IC-GBV and is actively engaged in it alongside Defence Forces representatives. The Consortium, which includes representatives of Irish development and human rights CSOs, works to combat gender-based violence in developing countries as a fundamental human rights violation.

Irish Aid provides €50,000 (2013) and an estimated 2 days per month in staff hours to the IC-GBV. During the interview process representatives described their contribution to the Consortium as “*a significant time investment but a very useful fora for shared learning and dialogue*”. The Consortium's valuable role in building capacity and sharing

learning to increase awareness and understanding of GBV within policy and practice development, including work on GBV in fragile and conflict states, was highlighted by Irish Aid.

#### **GBV: Support in Ireland for Migrant Women and Girls from Conflict-Affected Regions**

There was limited evidence of progress on the NAP's action to promote awareness of, and provide support services to, women and girls from conflict-affected areas who are recovering from domestic, sexual or gender-based violence. A number of policy mechanisms recognise the need to support migrant women but the provision of resources to provide specific support for migrant women and girls living in Ireland affected by GBV as a result of conflict have been slow to develop. While Cosc has supported efforts to increase awareness on GBV for vulnerable groups through funding to local CSOs AkiDwA<sup>66</sup> and Pavee Point,<sup>67</sup> there are presently no specific resources devoted to increasing awareness for immigrant women on GBV.

The Health Service Executive's (HSE) National Social Inclusion Office (NSIO) identified a number of ways in which support services for migrant women in relation to their health and support needs was being developed, although this was for the provision of support for women from migrant and ethnic minority groups generally rather than with a specific focus on women recovering from domestic, sexual or gender-based violence in conflict-affected areas. NSIO funds locally based CSOs and community based organisations AkiDwA, SPIRASI<sup>68</sup> and Cairde<sup>69</sup> including work for the provision of information materials and resources.

Supporting the emotional and mental health needs of female migrants/asylum seekers was identified as a key need. Current levels of services were described as patchy with considerable pressure on mental health services generally within the current economic climate.<sup>70</sup> The vulnerability of women and girls to GBV in Reception and Integration Centres (RIA),<sup>71</sup> which provide accommodation for asylum seekers while their applications for asylum are being processed, was

65 The Special Committee was established by General Assembly Resolution 2006 (XIX) of 18 February 1965 to conduct a comprehensive review of all issues relating to peacekeeping. It reports to the General Assembly and holds annual substantive debates at the end of which policy recommendations for current UN peacekeeping missions are published. In the 2009 outcome document, the Special Committee emphasised the significance of involving women in security sector reform through the formation of policy that is sensitive to the needs of women.

66 AkiDwA is a national network of migrant women living in Ireland that promotes equality and justice for migrant women living in Ireland.

67 Pavee Point is an NGO that works for Travellers' human rights.

68 SPIRASI works with asylum seekers, refugees and other disadvantaged migrant groups, with special concern for survivors of torture.

69 Cairde is a community development organisation working to tackle health inequalities among ethnic minority communities by improving ethnic minority access to health services, and ethnic minority participation in health planning and delivery.

70 The Reception and Integration Centre in Mosney, Co Meath has a mental health component provided through the ARCSS project.

71 Reception and Integration Centres are provided by the Reception and Integration Agency (RIA).

identified as a potential concern as was the level of GBV for trafficked women.<sup>72</sup> RIAs are not part of the NAP and were not interviewed as part of the review process.

The NSIO identified a number of other actions to enhance support for women from minority ethnic communities who are at risk of gender-based violence. These include the provision of training and support to staff to ensure a culturally competent health service and greater understanding of the barriers migrant women face in accessing services.

Understanding the number and needs of migrant women recovering from GBV is a critical step in the provision of effective support services, however data on the numbers of migrant women accessing existing services was difficult to document.<sup>73</sup> RIA data indicates the proportion of women resident within centres as high<sup>74</sup> but there is no mechanism for identifying women and girls who have experienced conflict related GBV in their country of origin. The need to enhance data on ethnic identity was identified by the NSIO with the suggestion that an ethnic identifier mechanism be developed for use in core datasets to record nationality, religion and language as well as ethnic group.

Within this context, the NAP action to support NGOs to document the experiences and needs of women and girls affected by conflict (in their country of origin) should be developed as a priority to better inform public services in Ireland.

### 3.17 Supporting Women's Protection and Empowerment through a Human Rights Funding Strategy

The Development Education and Civil Society Section (DECSS) in Irish Aid leads on civil society engagement. To guide its support to civil society organisations in the area of human rights, the Section devised a funding strategy in conjunction with the DFAT's Political Division in 2010. The strategy supports civil society organisations working to prevent gender-based violence as a manifestation of inequality and disempowerment and has identified three priority actions:

72 The Garda National Immigration Bureau (GNIB) has been assigned particular responsibilities within An Garda Síochána regarding the investigation of human trafficking. The experience of GNIB in the investigation of such crime to date is that the majority of suspected/ reported incidents of human trafficking relate to females, with the majority of the females coming from migrant communities.

73 Findings of Census 2011 confirm the number of non-Irish nationals living in Ireland growing from 224,261 persons in 2002 to 544,357 in 2011, an increase of 143% over the nine year period. This group now comprises approximately 12% of the total population. <http://www.cso.ie/en/newsandevents/pressreleases/2012pressreleases/pressreleasencensus2011profile6migrationanddiversity/>.

74 Data for February 2013 indicated 4,788 asylum seekers resident in centres with significant proportions of women: 625 female lone parents; 813 female children; 317 married women; and 445 single women. [http://www.ria.gov.ie/en/RIA/RIAFeb\(A4\)2013.pdf/Files/RIAFeb\(A4\)2013.pdf](http://www.ria.gov.ie/en/RIA/RIAFeb(A4)2013.pdf/Files/RIAFeb(A4)2013.pdf)

- » Gender-equality work involving women, girls, men and boys at community level that aims to change attitudes and practices, promote equality and end gender-based violence.
- » Political and economic empowerment of women.
- » Capacity building of police, judiciary and other institutions to combat impunity and create and strengthen legal deterrents to gender-based violence.

In 2012, DECSS funded approximately 25 organisations working on human rights work in developing countries some of which are fragile states. Projects included: emergency assistance and support for vulnerable households in South Kivu, Democratic Republic of Congo, a component of which was addressing GBV; work with men in Liberia and Sierra Leone on changing entrenched attitudes and behaviours in relation to gender equality and gender-based violence.

### 3.18 Supporting innovative research initiatives to deepen understanding of and produce strategies for the effective implementation of UNSCR 1325

**DFAT/CRU:** The CRU supports two academic schemes: a PhD scholarship (Andrew Grene Scholarship) and the Research Development Initiative (RDI) which is a scheme for academic institutions. In line with NAP commitments, from 2010 - 2012 the CRU has included 'Women, Peace and Security' as a theme for both schemes, and almost €0.5 million has been invested. For example in 2012, RDI received an application relevant to UNSCR 1325 and awarded €49,491 to a project on "*Addressing Cultural Legacies of Conflict. Towards an intercultural and inter-dimensional Dialogue on Women, Peace and Security.*"<sup>75</sup>

**Irish Aid** supports research on gender equality including on GBV. One example is research by Raising Voices (a Uganda based organisation) which measures the impact of community-based prevention methodologies to prevent Violence Against Women and HIV.

**Objective P3.O3: Ensure there are robust accountability mechanisms in place to deal with discrimination, sexual harassment and bullying against women in Irish Defence Forces, An Garda Síochána and across all state agencies/bodies and non-state organisations in receipt of state funding that are involved in implementing Ireland's UNSCR 1325 NAP.**

**Progressed and ongoing.**

75 Institute of British Irish Studies research project.

### 3.19 Discrimination, Sexual Harassment and Bullying Mechanisms

The DOD/DF has completed an initial review of Defence Forces Policy and procedures on Discrimination, Sexual Harassment and Bullying (DSHB). An Garda Síochána's DSHB procedures are updated and impacted by changing legislation and labour court decisions.

#### Addressing GBV in Conflict-Affected and Fragile States

Irish Aid has supported a wide range of initiatives to strengthen the protection of women and girls in conflict-affected countries including:

**In Sierra Leone**, working with UNDP and IRC for the last three years to strengthen capacity on GBV prevention and responses to GBV and SEA, which included support for the introduction of legislation and provision of a Sexual Offences Act (2012).

**In Jordan**, Syrian Refugee Women's and Girls' Protection which is focusing on the provision of prevention and response services for vulnerable Syrian refugee women and girls and survivors of GBV in Irbid, Ramtha and Mafrqa, Jordan. The project aims to provide support to 900 Syrian refugee women and girls and survivors of GBV through a harmonised approach to case management by all agencies. Additionally, 45 case managers (at least 10 each from at least 4 organisations including the Family Protection Department), identified through the Child Protection/Gender-Based Violence Working Group to serve as referral focal points for case management services, will benefit from training and support; and approximately 300 women and girl refugees at risk of GBV transferring from the Za'atri camp to urban communities will benefit from a formal monitoring and referral system, designed in coordination with local authorities and camp management agencies, aimed at reducing the potential risks of exploitation by guarantors and landlords (2012/13 €100,000).

**In the Horn of Africa**, with the IRC, a programme 'Providing Gender-Based Violence Response Services and Prevention Activities for Somalis in Ethiopia, Kenya and Somalia'. The objective of this programme is that women and girls in crisis-affected areas of the Horn of Africa have increased access to high quality GBV services and live in a more protected environment. The prevention, response and awareness raising activities will target 300,000 beneficiaries in refugee camps in Ethiopia and Kenya and IDP and host communities in Somalia. (2013/14) (€700,000).

#### Engagement with Men in Combating GBV

Engaging men in combating GBV is a growing dimension of Irish Aid's work in developing effective GBV prevention

strategies. In Liberia, Irish Aid has supported the International Rescue Committee and a local NGO to engage with men around entrenched attitudes and behaviours in relation to gender equality and gender-based violence. In Sierra Leone, Concern Worldwide has developed a manual on 'challenging masculinities' which was piloted in 2012.

#### Peacekeeping: Supporting Women's Economic Regeneration in South Lebanon

As part of their participation in peace support operations, the Defence Forces have traditionally managed a number of small-scale humanitarian projects as a gesture of support to the local communities where they are deployed. The projects are an important part of the contingent's outreach to, and the development of, good relations with local communities.

Following the deployment of the Defence Forces to UNIFIL in 2011, International Security Policy Section and Irish Aid agreed to establish a mechanism for the delivery of small-scale humanitarian projects by the Irish battalion deployed to UNIFIL.

International Security Policy Section is responsible for the overall allocation of funding for these projects, assessing proposals and preparing submissions for funding for approval by the Department's Stability Fund Committee. The projects are developed and implemented in accordance with guidelines established by Irish Aid; which welcome projects involving local women's groups.

To date one project has been delivered in support of a women's agricultural cooperative in the municipality of Bint Jubayl. During the 2006 conflict the cooperative's building and equipment was destroyed. Funding of \$7,000 was provided to support the purchase of a vegetable drying machine with the objective of enabling the cooperative to expand its business and contribute to the successful and sustained integration of women into economic regeneration in South Lebanon.

This project also provides a good example of collaborative action within DFAT and with the Defence Forces within the context of the NAP.

#### Pillar 4: Relief, Recovery and Rehabilitation

**OUTCOME OBJECTIVE 4: The immediate and ongoing needs of women affected by conflict (especially vulnerable groups including victims of GBV and SEA, displaced and ex-combatants) are met in relief, recovery and rehabilitation actions and programmes under the auspices of state and non-state parties.**

**IMPACT OBJECTIVE 4: Women's specific needs are met in conflict and post-conflict situations.**

Pillar 4 actions focus on the extent to which projects and programmes supported by DFAT effectively mainstream gender equality in the areas of SSR and DDR. A general comment on this Pillar is that it is very narrow as it is currently constituted and does not reflect the full range of Ireland's engagement in relief, recovery and rehabilitation projects and programmes.

**Objective P4.01: Ensure that security sector reform activities supported by Ireland are responsive to the different security needs and priorities of women:**

**Limited progress.**

### 3.20 Building Gender Sensitive Security Sector Reform Activities

The CRU has supported gender sensitive SSR with funding for the International Security Sector Advisory Team (ISSAT). All SSR activities carried out by ISSAT are gender-sensitive. Funding included support for the production of a toolkit on women and SSR (€200,000 in 2010 and 2011).

Irish Aid in Sierra Leone is currently supporting the United Nations Development Programme (UNDP) to implement a "Rule of Law and Access to Justice Programme" which has a specific focus on SGBV and women's land rights. The mid-term review of the project recognised the successes in building both State capacities and strengthening civil society engagement in the rule of law, especially with regard to sexual and gender-based violence. In Liberia promoting the greater participation of women in the police has been developed through policy dialogue with the Government's Justice and Security Sector coordination mechanisms to recruit more women trainees into the police force. This has shown some promising results with the numbers of women trainees increasing from just 4% in the first class supported in 2011 to 17% in 2012. However, developing gender sensitive SSR policies and mechanisms will remain a challenging area and the commitment of relevant authorities and key implementing agencies on the ground in conflict-affected states is key to progress.

A review of sample files revealed several examples of appraisal and monitoring by Irish Aid in regard to individual funding proposals for Humanitarian Mine Action (HMA) that demonstrated the value of guidance on gender mainstreaming to partner organisations. In one example viewed, Irish Aid provided specific advice and guidelines on gender equality to a CSO proposing to undertake mine clearance in Somalia and Afghanistan.

These initiatives provide examples of some progress on SSR activities but the extent to which activities supported by Ireland are adequately meeting the different security

needs and priorities of women affected by conflict in development or humanitarian interventions requires further investigation.

### 3.21 Consultation with Women on Security Sector Reform

It was difficult to assess the level of funding and number of projects that include direct and substantial consultation with women and women's CSOs (in respect of SSR activities). One project in Afghanistan provided an example of consultation with women on HMA, whereby an organisation had carried out a survey and focus group with women in the Herat Province to gather women's views to inform the working practice of minefield clearance agencies throughout Afghanistan.

**Objective P4.02: Ensure that disarmament, demobilisation and reintegration and Humanitarian Mine Action (HMA) activities supported by Ireland are responsive to the different security needs and priorities of women.**

**Limited progress.**

### 3.22 Development of gender sensitive Disarmament, Demobilisation and Reintegration (DDR) activities

Work funded by Irish Aid in Timor-Leste<sup>76</sup> provides an example of development of gender sensitive DDR. Capacity building support to police authorities in Timor-Leste included the incorporation of gender perspectives into police standard operating procedures, design of implementation plans and reporting templates and checklists. Gender focal points have been appointed in all 13 districts and 24 key Departments of the Government including the Ministry of Justice as well as Defence Departments. Other examples are: initiatives working with the military to raise awareness of IHL and UNSCR 1325 in the DRC; and support for the deployment of a women-only police division in Liberia.

The Stability Fund was identified as a potential cross-departmental fund to provide further support to DDR and SSR activities with an explicit reference to UNSCR 1325. The Fund recognises the linkage between security and development in peacebuilding and post conflict reconstruction. Fund procedures currently make reference to the use of the Fund to support international peace, security and human rights but does not make explicit links to UNSCR 1325. It is recommended that they do so.

<sup>76</sup> The Irish Aid office in Timor-Leste is being phased out in line with a Government decision.

### **Legacies of Conflict in Northern Ireland: Addressing Non-militarised Violence**

DFAT's Anglo-Irish Division is funding a project in Northern Ireland to explore the link between the legacy of paramilitary activity in terms of its impact on domestic abuse. Fermanagh Women's Aid provides support and assistance to women and children who are affected by domestic abuse and violence. Current domestic abuse policy does not take account of the long-lasting impact of the conflict and related perceptions of violence. The group has strong links with the local council and the Police Service of Northern Ireland (PSNI) in Fermanagh, and has also developed links with the Gardaí in Cavan.

Fermanagh Women's Aid will hold a series of meetings and consultations with 250 participants from a wide range of public and community agencies and community-based networks. The aim of the study is to increase understanding of the cultural context of violence and to build cross-border cooperation to address non-militarised violence. The group plans to move outside the traditional targets of women's groups and work with groups with male members to bring these important discussions to light. A policy document will be produced to integrate the findings into policy on both sides of the border.

The project was launched in February 2013, and will run throughout 2013. It is an innovative project in its development of cross-border linkages, especially with the police in both jurisdictions, with the potential to strengthen consideration of women's issues in a post-conflict context.

Many NAPs on UNSCR 1325 focus on actions related to the four key Pillars of protection, participation, prevention and relief and recovery. Indeed, some more recent 'second generation' NAPs are refining their focus further to one or two Pillars – for example the Dutch NAP (2012-2015) focuses primarily on the area of women's leadership and political participation. In Ireland's NAP, Pillar 5 provides a distinctive dimension that focuses on the promotion of UNSCR 1325 and other women, peace and security obligations in international, regional and national arenas.

### **Relief and Recovery Work in Conflict-Affected States: Emergency Assistance and Protection for Vulnerable Households Programme in South Kivu, DRC.**

Irish Aid's support for relief and recovery work in the DRC shows how a broad range of activities can support the implementation of the NAP across a number of Pillars. Since 2011, Christian Aid has received a total of €1,120,000 for its work through E&R's Humanitarian Programme Plan scheme. While it is related to GBV, it covers a much broader range of activities. It undertakes a number of relief and recovery activities to improve the livelihoods of those affected by GBV and improve understanding of GBV in the community through Christian Aid's local partners, ECC-MERU and SARCAF.

The programme undertakes training and sensitisation of military actors on civilian protection and human rights, working to make local leaders, traditional chiefs, FARDC officers, PNC officers and civil society leaders familiar with the relevant national and international laws governing sexual and other gender-based violence. Public film screenings have been used to build awareness of GBV and how to tackle it in communities. The programme works with GBV survivors through individual income generating activities and women's solidarity groups that support their ability to provide for themselves and their families. Part of this element of the programme provides microcredit and agricultural inputs to the beneficiaries.

Supporting women in this way enables them to play a more prominent role in society at a number of levels, from participating in local activities to taking on leadership roles in committees.

### **Pillar 5: Promotion of UNSCR 1325 and Other UN Obligations on Women, Peace and Security in International, Regional and National Arenas.**

**OUTCOME OBJECTIVE 5: Effective mainstreaming of principles of UNSCR 1325 and other UN obligations on WPS in a growing number of standard setting and policy making arenas at international, regional and national levels.**

**IMPACT OBJECTIVE 5: Widespread awareness and observance of 1325 and other UN obligations on WPS in policy and decision making forums at international, regional and national levels.**

Pillar 5 objectives speak to a key aim of the NAP: “to leverage Ireland’s participation in global and regional fora to champion the implementation of UNSCR 1325”.<sup>77</sup>

A general comment from DFAT on some of the actions and indicators under this Pillar is that much of Ireland’s international advocacy and diplomacy is in arenas where DFAT can influence but not determine the final outputs or outcomes. This needs to be reflected in the indicators.

**Objective P5.O1: Strengthened institutional capacity to ensure that commitments to gender equality, women’s human rights and UNSCR 1325 and other UN resolutions, are incorporated into all stages of peacebuilding, peacekeeping and post-conflict transition.**

**Progressed and ongoing.**

Actions in this objective include gender mainstreaming activities for new policies and guidelines, advocacy to exclude impunity for war crimes and gender-based crimes in post conflict amnesties, engagement with authorities in Northern Ireland to encourage development of policies consistent with UNSCR 1325 and promotion of active roles for women in DDR programming.

### 3.23 DFAT’s role in UNSCR 1325 Advocacy and Diplomacy Internationally

Ireland is a strong supporter of multilateral efforts in advocacy and diplomacy on UNSCR 1325 and human rights at the United Nations and in the European Union, seeking to build collaborative action to ensure more effective responses from the key institutions within international arenas.

The PMUN progresses WPS policy across the full range of its activities, human rights, humanitarian and development, and peacekeeping work. The PMUN accords priority to advocacy and promotion of UNSCR 1325, with gender equality and women’s human rights also considered a priority area. Ireland participates in Security Council open debates on WPS as a matter of course and consistently raises 1325-related issues at the General Assembly and other fora. As a result, Ireland’s profile on policy development and promotion of WPS/UNSCR 1325 has gained increasing recognition from other Member States. Examples include:

- » High-profile and sustained advocacy on WPS issues at the Security Council, relevant Committees of the General Assembly, the Commission on the Status of Women (CSW) and other fora.

- » The PMUN has made the case for financial support for key parts of the WPS architecture; for example, Ireland provided a financial contribution of €100,000 to the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict specifically for the work of the Team of Experts on the Rule of Law during 2011.

In relation to the specific indicator on advocacy on the ending of impunity in relation to GBV and SEA abuses within Pillar 5, while not necessarily referring specifically to amnesty provisions, the PMUN has made persistent calls for the ending of impunity for such crimes and, in appropriate cases, for referral of war crimes and crimes against humanity to the ICC. It has made these calls in all relevant national statements in UN fora including the Security Council and each of the General Assembly’s relevant main Committees. Ireland played an advocacy role in relation to specific resolutions on exclusion of impunity in a number of recent General Assembly resolutions and on other outcome documents.<sup>78</sup>

### 3.24 Engagement with appropriate Northern Ireland authorities to encourage development of policies and measures consistent with the aims of UNSCR 1325, in consultation with civil society organisations

Capacity building with institutions in Northern Ireland as a post-conflict region has been another element in Ireland’s advocacy and support for women’s participation and empowerment. There are very specific challenges in the development of this work.

DFAT’s Anglo-Irish Division has been active in progressing actions to engage with authorities and CSOs in encouraging the development of policies consistent with the aims of UNSCR 1325. Efforts have focused on broad measures and policies for strengthening the voices of women in Northern Ireland and separately with Northern Ireland authorities, including to bring UNSCR 1325 into the broader debates on peacebuilding and conflict resolution. A key priority has been supporting women’s civil society to build in their engagement. Activities have supported discussions with MLAs<sup>79</sup> in the Northern Ireland Assembly and Good Relations Officers. The Anglo-Irish Division hosted a meeting in Dublin for representatives from the Northern Ireland Women’s European Platform (NIWEP) to meet with UN Women Executive Director Michelle Bachelet to outline their concerns

<sup>78</sup> A/RES/67/144, “Intensification of efforts to eliminate all forms of violence against women”, co-sponsored by Ireland, OP13. Commission on the Status of Women 57th session (CSW57), Agreed Conclusions on “The Elimination and Prevention of all Forms of Violence Against Women and Girls”, negotiated by the EU Delegation supported by the Irish Presidency, para.34 (m).

<sup>79</sup> Members of the Legislative Assembly

<sup>77</sup> Ireland’s National Action Plan for Implementation of UNSCR 1325, 2011-2014, p.7.

regarding the absence of UNSCR 1325 implementation in Northern Ireland.<sup>80</sup>

DFAT stated that “we can give 1325 full priority on our side” but it is evident that challenges remain in this area given the political sensitivities in relation to jurisdictional issues between the British and Irish Governments.

The Anglo-Irish Division has promoted the potential of EU Peace IV funding in terms of gender mainstreaming providing a focus for UNSCR 1325 activities within the forthcoming programme. DFAT has been advocating for a more active approach from both the women's sector in Northern Ireland and the Northern Ireland Assembly.

**Objective P5.O2: Use regional and international foreign policy institutions and instruments to promote the principles of UNSCR 1325.**

**Progressed and ongoing.**

Actions in this objective focus on engagement in four key international policy institutions: the United Nations, the European Union Common Foreign and Security Policy, the OSCE and OECD-DAC (OECD's Development Assistance Committee).

### 3.25 Promotion of UNSCR 1325 Principles at the United Nations

DFAT has been very active in contributing to a diverse range of regional and international institutions and instruments to promote the principles of UNSCR 1325 through a number of its Divisions and Units engaged in a variety of roles. These include advocacy on the adoption of international treaties on women's rights at UN level and funding support, for example, to UN Women. Ireland's Ambassador to the UN has been a consistent advocate of the WPS agenda and UNSCR 1325 at the highest levels including contributions to UNSC debates on WPS and Peacekeeping.<sup>81</sup> At a recent international seminar in Dublin, the Ambassador highlighted the importance of women's participation as an overarching priority for UNSCR 1325 as well as the need for a more evidenced-based approach to NAP implementation and greater accountability at national level through the sharing of lessons learnt. She stressed the contribution of CSOs in representing marginalised groups and the dynamic role they can play in maintaining momentum in the WPS agenda.<sup>82</sup>

<sup>80</sup> NIWEP is currently progressing actions from this engagement.

<sup>81</sup> Examples include: Ambassador's statement at the UN Security Council debate on women, peace and security, 28 October 2011; UN Security Council debate on women, peace and security, 30 November 2012; and, the UN Security Council debate on UN Peacekeeping, 21 January 2013.

<sup>82</sup> Institute of British Irish Studies, Impact and Innovation: UNSCR 1325 in Ireland and Globally, 5th April 2013.

For the PMUN the nature of the work has not only been about specific interventions on WPS issues, but about the setting of principles and the importance of gender equality and women's rights work generally as a priority for Ireland in its engagements.

### 3.26 Commission on the Status of Women 57th session (CSW57)

Ireland's participation at the annual CSW remains an important mechanism for influence and engagement. DFAT, through a number of Divisions, has made some critical contributions to this key mechanism of debate and influence on gender within the United Nations, including raising concerns about women, peace and security issues.

The priority theme for the CSW57 session in 2013 was the elimination and prevention of all forms of violence against women and girls. In the context of its EU Presidency, Ireland supported the EU Delegation in a lead negotiating role on behalf of the EU at CSW57, successfully ensuring that pre-identified national priorities including: (i) a clear condemnation of violence against women and girls; (ii) a reinforcement of agreed international standards and norms, including the relevant UN Security Council Resolutions; and (iii) a call for improved implementation and accountability backed by political prioritisation and adequate resources, were reflected in the Agreed Conclusions. Additional priorities for which Ireland also successfully advocated in the negotiations include highlighting: gender-based violence in fragile states; the support and protection of women human rights defenders; women, peace and security; international accountability; the need to focus on prevention, including through engaging men and boys; the importance of data and statistics; and recognition of the universal nature of violence against women and girls.

Ireland co-sponsored six side events at the 57th session. This included one in partnership with the IC-GBV which shared learning between Consortium members and their partners on responding to GBV in Sierra Leone. Other events were: “Community Level Implementation of Gender-Based Violence Legislation” which looked at Irish Aid supported efforts in Uganda; a joint event with the Governments of Australia and South Africa on the role of new technologies and social media in preventing and combating violence against women and girls; an Amnesty International side-event on “Women Human Rights Defenders”; an event with the Ugandan organisation Raising Voices entitled “Exploring the evidence in preventing violence against women”; and a High Level Consultation, organised with UNAIDS and UN Women, on “Accelerating Zero Tolerance to Gender-Based Violence through the HIV Response”.

### 3.27 DFAT's Strategic Engagement with UN Institutions

Ireland has also developed engagement with a number of UN institutions at a strategic executive level, notably UN Women and the UNDP. As a member of their Executive Boards, Ireland provided strong input to the debate on their Strategic Plans (2013-2017) in relation to the importance of the centrality of gender to post-conflict, resilience and governance, all components of 1325. Ireland provides core funding to UN Women (€1.5 million in 2012 and 2013), and supports a joint UNFPA/UNICEF programme UNFPA/UNICEF on Female Genital Mutilation (FGM) and the UN Women Trust Fund to combat violence against women.

### 3.28 Advocacy for women's leadership roles

The PMUN has been active in advocating in different fora to encourage women's leadership within the UN, international missions, peace processes, and mediation processes in countries emerging from conflict.

Some examples include:

- » Continued engagement in the Group of Friends of Mediation (established in 2010), to bring a strong focus to bear on the potential of women in mediation and the need more generally to foreground the gender perspective.
- » Calls for women's participation in conflict resolution processes, for example, Ireland's call for political representation of women in the Yemen where women now make up 30% of those in the national dialogue through reserved seats.
- » Regular engagement in the Friends of 1325, which is an informal, voluntary, ad-hoc group of UN Member States who identify as advocates for the implementation of Security Council Resolution 1325. The group meets on a regular basis and is chaired by Canada; Ireland participates in the group. The Group objectives are to: (i) encourage Member States to become more aware of the provisions made in Security Council resolution 1325 and to promote its implementation; and (ii) promote the principles of women, peace and security in the six General Assembly committees, Economic and Social Council and all other inter-governmental bodies.

### 3.29 Ireland's engagement on the Universal Periodic Review and UN Human Rights Council

DFAT's Human Rights Unit (HRU) leads on Ireland's engagement in multilateral fora such as on the UN Human Rights Council (UNHRC), including on inputs to the Universal Periodic Review, and the CSW.

#### **Universal Periodic Review<sup>83</sup>**

The Universal Periodic Review (UPR) is a unique State-driven process, under the auspices of the Human Rights Council, which involves a review of the human rights records of all UN Member States.

DFAT has been active in a range of activities to promote UNSCR 1325 principles through the mechanisms of the UPR and the UNHRC. In line with its human rights priority areas, Ireland regularly makes recommendations to other States being reviewed under the UPR, on the issue of gender equality including in particular gender-based violence. Examples of concern raised by Ireland on this issue at the 15th Session of the UPR (January 2013), include Ireland's recommendations on the Bahamas, Barbados and Botswana.

During the 16th Session of the UPR (April-May 2013), Ireland made a specific recommendation to Colombia on the implementation of UNSCR 1325 as follows:

- » "Ireland urges the Government of Colombia to address urgently the reported high levels of impunity and lack of access to justice for victims of gender-based violence, in particular sexual violence.
- » Ireland recommends that Colombia ensure the effective implementation of Order 092 (2008) of the Constitutional Court, which referred 183 cases of sexual violence against women to the Attorney-General's office, the incorporation of Law 1257 (2008) on violence against women into the Criminal Code, and create an inter-institutional system to monitor the implementation of UNSCR 1325."<sup>84</sup>

<sup>83</sup> The UPR was created through the UN General Assembly on 15 March 2006 by resolution 60/251, which established the Human Rights Council itself. By October 2011, it had reviewed the human rights records of all 193 UN Member States. Currently, no other universal mechanism of this kind exists. The UPR is one of the key elements of the Council which reminds States of their responsibility to fully respect and implement all human rights and fundamental freedoms. The ultimate aim of the mechanism is to improve the human rights situation in all countries and address human rights violations wherever they occur. <http://www.ohchr.org/EN/HRBodies/UPR/Pages/UPRMain.aspx>

<sup>84</sup> These recommendations can be found in the Draft Report of the Working Group on the Universal Periodic Review on Colombia [http://www.upr-info.org/IMG/pdf/a\\_hrc\\_wg.6\\_16\\_l4\\_colombia.pdf](http://www.upr-info.org/IMG/pdf/a_hrc_wg.6_16_l4_colombia.pdf). The Draft Report is due to be adopted at the 24th Session of the Human Rights Council in September 2013.

## Ireland's role in UN Human Rights Council

Amongst Ireland's key achievements in engagement in international fora has been its recent election to the UN Human Rights Council for the three year period (January 2013 – December 2015). Ireland's candidature for the Human Rights Council<sup>85</sup> highlighted issues of women, peace and security and the contribution of UNSCR 1325 to the promotion and protection of human rights. Ireland committed to take forward work on a number of themes for the advancement of global human rights including: the investment in development as an investment in human rights; combating discrimination and gender-based violence and supporting human rights defenders.

Ireland's success in securing a seat on the UN HRC is attributed to a number of factors including in relation to women, peace and security: strong national advocacy on gender internationally; strong track record in addressing gender equality through its foreign policy and development cooperation programme; and its pioneering role in advocating the establishment of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

## 3.30 Engagement in other International Fora

The following section outlines Ireland's achievements in relation to other policy fora and include: research to investigate actions on how to ensure the EU's CSDP missions implement UNSCR 1325 provisions; maximising opportunities as Ireland's Chair of the OSCE (2012) to encourage Member States to adopt 1325 NAPs; and, through engagement in the OECD Development Assistance Committee's (OECD-DAC) GENDERNET and the International Network on Conflict and Fragility (INCAF), working to actively mainstream UNSCR 1325 obligations in the OECD-DAC's mandate.

### EU Common Foreign and Security Policy (EU CSDP)

Ireland, through DFAT's ISPS, supports the mainstreaming of 1325 within the EU's Common Security and Defence Policy (CSDP). This is manifested by participation in workshops and meetings from Working Groups to the political level in Brussels. The ISPS is involved in feeding into the drafting process of high-level concept documents such as '*Implementation of UNSCRs on Women, Peace and Security in the context of CSDP missions and operations (7109/12)*' which was finalised last year, which in turn provides the policy framework for mainstreaming this issue within the operation of CSDP missions. As the policy framework for gender mainstreaming in CSDP improves,

analysing how the policy is implemented and how lessons learned are captured and applied, will become the key focus for ISPS interventions in this area.

As new CSDP missions are established, the ISPS analyses documents prepared by the European External Action Service (EEAS) which set out the mandate of the mission to ensure that the role and activities of that mission are in line with Irish and EU policy, including commitments to 1325. The Department of Defence also strongly advocates for the mainstreaming of UNSCR 1325 in regards to CSDP missions.

Ireland also promotes the implementation of 1325 through participation in the Partnership for Peace (PfP).<sup>86</sup> Within the context of the UN's increasing reliance on regional organisations to conduct its peacekeeping operations and Ireland's participation in two UN-mandated NATO-led missions (ISAF and KFOR),<sup>87</sup> DFAT has pursued an active role in relation to the development of NATO's policy on UNSCR 1325. This involves participating in meetings on 1325 including the current review of implementation of 1325 Action Plans at NATO-led missions which is being carried out by Sweden and Finland; as a NATO Partner providing a national contribution to NATO's annual reports on 1325; advocating the mainstreaming of gender issues in policy framework documents such as the PfP Planning and Review Process and political statements such as the Chicago Summit Declaration on Afghanistan.

While ISPS does not have specific budget allocation related to the NAP, the Section has prioritised support for UN projects aimed at better integration of gender issues into UN peacekeeping operations and supports the delivery of initiatives by members of the Defence Forces serving on UN peacekeeping missions.

### Organisation for Security and Co-operation in Europe (OSCE)

Whilst Chairperson-in-Office of the OSCE, Ireland made a number of gains on UNSCR 1325: it withstood the pressure to abolish the role of Special Representative of the OSCE Chairperson-in-Office on Gender Issues; appointed an Irish nominee as the focal point for 1325 in the OSCE; and cooperated with Australia as conference host to ensure a successful Asian Partners Conference on security of women and girls. Ireland was unable to deliver a decision at the OSCE Ministerial on a regional NAP for the OSCE due to the lack of consensus on the issue.

85 Candidature of Ireland to the Human Rights Council 2013-15, 16th April 2012.

86 The Partnership for Peace (PfP) is a programme of practical bilateral cooperation between individual Euro-Atlantic partner countries and NATO. It allows partners to build up an individual relationship with NATO, choosing their own priorities for cooperation.

87 ISAF = International Security Assistance Force, Afghanistan. KFOR = Kosovo Force.

As coordinator on UNSCR 1325 implementation in the Forum for Security Cooperation (FSC), Ireland delivered a number of achievements. These included: a focus on the role of women in implementation of international *Small Arms & Light Weapons* (SALW) at the annual OSCE review of SALW; and a contribution to the Baltic Region conference on the *OSCE Code of Conduct on Politico-Military Aspects of Security*, on the linkages between UNSCR 1325 and the Code of Conduct and support for the use of the Code to assist in the implementation of UNSCR 1325. There was no data to indicate Ireland's role as OSCE chair in the development/adoption of NAPs on UNSCR 1325 by other OSCE countries.

### **Organisation of European Co-operation and Development-Development Assistance Committee (OECD-DAC)**

Ireland, through Irish Aid, has been co-chair of the OECD-DAC GENDERNET since 2011. The Network offers a community for policy dialogue and capacity building on gender equality issues, including UNSCR 1325 and gender equality in fragile states and undertakes advocacy with key international policy making organisations such as the World Bank, UN Women and the African and Asian Development Banks.

Ireland is an active member of the OECD International Network on Conflict and Fragility (INCAF), which has worked with the GENDERNET, to advance policy dialogue on women, peace and security issues. Some examples of activity from the OECD networks are: research, policy briefs and work-shops on gender equality and state building.

### **ISPS: Ireland's contribution to the EU's Common Security and Defence Policy**

#### **Irish Participation in Civilian Peacekeeping: CSDP missions**

**Ireland's Defence Forces have a long tradition of participation in peacekeeping operations overseas. Ireland's participation in civilian crisis management missions is less well-known, but nevertheless forms an important part of our commitment to international peace and security. Twelve civilian experts are seconded currently by the Department of Foreign Affairs and Trade to civilian operations deployed under the EU's Common Security and Defence Policy (CSDP), in Afghanistan, the Middle East, Africa, Georgia and Kosovo. Ireland's commitments under the 1325 National Action Plan are addressed in a number of ways in ISP Section's strategy on the deployment of individuals in CSDP missions. Firstly, Human Rights and Gender Adviser positions, which to date have predominantly involved a double-hatted role, are specifically targeted when they become vacant within missions. At present, Ireland deploys one expert as a Human Rights and Gender Adviser in EUJUST LEX Iraq. Secondly, gender balance is taken into consideration when Ireland submits nominations to the EU External Action Service, which carries out the selection procedures on behalf of missions. At present, five of the twelve civilian experts deployed by the Department of Foreign Affairs and Trade are female.**

# Chapter Four

## Overview and Analysis of Findings

This chapter presents an overview and analysis of progress on implementing Ireland's National Action Plan on UNSCR 1325. It begins with an overview of the actions and indicators detailed extensively under the five Pillars in chapter 3. It addresses issues that emerged during the interviews and consultations including on processes and structures. Achievements, challenges and suggestions for improvements are included within each theme.

### 4.1 Introduction

The NAP comprises a narrative report outlining the methodology, SMART objectives and monitoring and evaluation process followed by a matrix of actions, indicators and key actors laid out under five Pillars; overarching outcome and impact objectives are set out for each Pillar. The NAP provided the opportunity for Government bodies to bring together existing and new actions into a common framework so as to increase coherence, action and visibility on women, peace and security (WPS).

The NAP is coherent with the UNSCR 1325 Pillars and situates these within the obligations on States under the Convention for the Elimination of Discrimination Against Women (CEDAW), the EU Comprehensive Approach and the work of the OECD and other key international fora.<sup>88</sup> Connections are made with Ireland's national strategies for gender equality and gender-based violence and between peace and security, development and the promotion of gender equality and women's human rights.

The first NAP is a solid basis from which to drive action on UNSCR 1325. The mid-term review indicates a high level of activity in progressing objectives across four of the five Pillars of the NAP with a number of achievements. It has some weaknesses which Departments and agencies are keen to address; e.g. the least successfully designed pillar is Pillar 4 which does not include important work that is being undertaken.

### 4.2 Prevention of conflict and protection of women and girls

One of the NAP's major strengths is in gender-based violence. GBV actions and indicators are well populated in the NAP and, although progress on impact is difficult to show, the extent of work being done under the GBV Pillars

(Pillar 1, Pillar 3) is clear, particularly in increasing financial support for GBV work and improving the military approach to gender in conflict.

All personnel deployed overseas in peacekeeping and humanitarian interventions receive gender equality training, and core aspects of UNSCR 1325 are embedded in learning outcomes for pre-deployment training and in mission-specific training. Training in Ireland is informed by internationally recognised standards and the Defence Forces send personnel to participate in high quality programmes at the Nordic Centre for Gender in Military Operations.

Codes of conduct, protection policies and reporting and sanctioning mechanisms are in place for overseas personnel to ensure the security and protection of women and girls and other vulnerable groups. Codes of Conducts (CoC) for personnel on peacekeeping missions and civilians on humanitarian assistance rosters and the CSDP missions roster contain protocols in respect of gender and sexual exploitation. A zero tolerance standard on sexual exploitation and abuse pertains in field missions with GBV and SEA recognised as serious breaches of conduct attracting severe sanctions. The Defence Forces operate a further level of sanction over its personnel through their own Soldiers' Card Code of Conduct.

DFAT, through Ireland's Permanent Mission to the United Nations (PMUN), has advocated strongly for a universal reporting and sanctioning mechanism for gender-based crimes, which has enhanced Ireland's reputation and influence as a defender of human rights and gender equality. Within DFAT, Irish Aid is developing a Child Protection Policy and producing GBV guidelines to strengthen policies and practice.

While these steps help to embed standards of practice, behaviour and accountability for those in peacekeeping and humanitarian roles, a number of challenges remain in Pillar 1 and Pillar 3. There is little evidence of the impact that training is having on operations on the ground in terms of strengthening efforts to prevent GBV and SEA. More needs to be done to monitor and evaluate the quality of the training to ensure it is effective and relevant. Steps should be taken to consult with women in local communities to assess how they regard their treatment by peacekeeping personnel.

A central issue is the extent to which the actions on prevention and protection can be attributed specifically to the NAP as opposed to on-going work on gender equality.

<sup>88</sup> It would be useful to add a reference to the Beijing Platform for Action in the next NAP.

While the latter may be the case to some extent, the NAP has added impetus and institutionalised commitment to GBV work. It is important to superimpose the NAP on work that is already underway, generally as well as specifically on gender, but if it is to bring added value, part of the activity needs to be identifiable as UNSCR 1325 and specifically directed towards the WPS agenda.

### 4.3 Participation and representation of women

Women comprise 6% of the Defence Forces and 25% in the An Garda Síochána. The proportion of women in senior positions is low: 11% for the Defence Forces (although a higher percentage than their overall membership) and 10% for An Garda Síochána. The percentage of women participating in Irish peacekeeping missions is currently 5%, although one-third of An Garda Síochána's small contingent is women. Increasing the number of women eligible for overseas missions depends upon addressing the recruitment and retention challenges; family friendly policies which are critical to retention and career progression for women remain to be actioned.

DFAT and the Defence Forces have acted to enhance participation by integrating gender perspectives into international development activities and peacekeeping operations through the appointment of gender advisers within embassies and for all peacekeeping missions; the promotion of a higher profile for gender roles and expertise within CSDP missions; and the provision of gender specialists, GBV specialists and protection specialists within humanitarian assistance programming through the Rapid Response Register.

Funding from DFAT has enabled international and local CSOs to support women's political participation and empowerment, including support for representative and accountable gender-sensitive parliaments; resources for political parties to develop gender strategies and carry out gender training and awareness-raising at constituency level; and actions to increase women's participation in the UN roster of mediation experts. Financial support for work on gender-based violence also contributes to the empowerment of women and girls.

Nevertheless, there is less evidence of dedicated and sustained attention to delivery on participation and representation (Pillar 2), a point made by a number of interviewees. Increased focus is needed on specific actions that directly support women's empowerment and participation as agents of change within Pillar 2 and across all the Pillars in order to drive the 'participation in decision-making' dimension through all aspects and levels of WPS. This is essential as the participation agenda is intrinsically linked to tackling the causes and structures of conflict, which provides a further imperative to prioritise greater attention to it.

Pillar 2 contains a number of actions on increasing women's representation in institutions, mediation of conflict and peace processes, still to be fully realised but with the potential to make a difference. There is growing concern internationally about how little effort has gone into the last two of these; moreover, Ireland can readily access women with experience and expertise gained in the conflict in Northern Ireland. The UNDP, the EU, Irish Aid and country teams, where there is considerable involvement and expenditure on the ground, need to be charged with ratcheting up efforts on the participation agenda of 1325. Progress on this is partly dependent on the commitment and capacity of CSO partners to design women's empowerment plans as stand-alone projects and as a dimension in other projects.

### 4.4 Relief, recovery and rehabilitation

Progress on effectively mainstreaming gender equality in relation to SSR and DDR programmes has been slow, which may reflect the broader challenges inherent in building recognition of the need for gender sensitive SSR and DDR as priorities for women. However, as several interviewees raised, SSR and DDR represent only a small portion of the work that can be done under Pillar 4. One example is the more extensive work undertaken in relief, recovery and rehabilitation programming by Irish Aid's Emergency and Recovery Section. Another is the potential of this Pillar to encompass elements from the conflict in Northern Ireland. The objectives, actions and indicators in Pillar 4 need to be broadened from the narrow focus on SSR, DDR and HMA programming in the next NAP. In the remaining period of this NAP, Departments and agencies should report on actions that they are already undertaking that are relevant to Pillar 4 as this will build knowledge for the next NAP.

### 4.5 Promotion in international and regional arenas

Pillar 5 is a distinctive dimension that demonstrates a strategic approach to enhancing Ireland's leverage and influence within international, regional and national arenas as a champion of women's equality and human rights. Actions demonstrate dynamic and innovative work in policy development, advocacy, diplomacy and support to key institutions. DFAT has delivered an impressive range of results from across its divisions and international roles.

Irish Aid works within a complex policy and operational context delivering humanitarian and development aid to fragile states and conflict-affected regions in the world. Commitment to gender equality is at the heart of its policy and strategic objectives and this has informed the new Irish international development policy *One World, One Future* and its global influence, for example, on the

development of the post 2015 MDGs and as co-chair of OECD-DAC Gendernet.

The PMUN is respected for leadership and coherence in human rights, development, peacebuilding and gender equality and has a solid record in advocating on UNSCR 1325.<sup>89</sup> The Ambassador speaks regularly on 1325 at the Security Council and is a key actor pressing for developing the nexus between development and conflict and integrating gender and conflict in the post-2015 development framework.<sup>90</sup> These are effective strategies for Ireland to pursue as a coordinated focus on peacebuilding and agreement on mainstreaming WPS in the UN Development Programme would pay dividends in terms of large programmes and resources. Ireland's profile and recognition provides a strong basis from which to promote the NAP and share its successes and challenges.

The PMUN gives priority not only to specific interventions on WPS issues, but also to building recognition of the principles of empowerment and the importance of gender equality and women's human rights work generally. Its work is a good example of where strategic focus on UNSCR 1325 has generated a transformative approach to the WPS agenda through high-profile and sustained advocacy and diplomacy across a range of fora from the Commission on the Status of Women, to the UN Security Council, the Committees of the UN General Assembly and other formal and informal fora.

A key achievement was Ireland's recent election to the UN Human Rights Council. Success in that election is attributed to a several factors including some related to WPS, including a pioneering role in advocating the establishment of UN Women, along with strong advocacy for consolidation of the entity. It was suggested, however, that while Ireland is a solid advocate on human rights, actions in the NAP on applying International Humanitarian Law (IHL) could have been more specific, particularly where IHL relates to protection and justice.

DFAT through ISP inputs into discussions on peacekeeping and peacebuilding at the EU Working Party on the UN (CONUN) and ensures that gender issues are incorporated into relevant texts and initiatives. For a UN discussion on the Peacebuilding Commission (PBC), an assessment of the gender dimension of the PBC's activities was included in reports by the EU Heads of Mission on Ireland's proposal. Influence is also evident in the mainstreaming of 1325 within the EU's Common Security and Defence Policy (CSDP) and through participation in NATO's Partnership for Peace (PfP).

89 Ambassador Anne Anderson served as Chair of the UN Human Rights Commission and Vice-President of the UN Conference on Trade and Development when she was the Permanent Representative to the UN in Geneva 1995-2001, and co-facilitated a review of the UN peacebuilding machinery when Permanent Representative to the UN in New York 2009-2013.

90 The Ambassador has also sought to build the capacity of influential women at the UN by initiating a Women Diplomats' Network. Women Ambassadors comprise around 15% of the Ambassadors at the UN

While Chairperson-in-Office of the Organisation for Security and Cooperation in Europe (OSCE) during 2012, Ireland made a number of gains on UNSCR 1325 including appointing an Irish nominee as the focal point for 1325 in the OSCE and maintaining the Special Representative on Gender Issues.

Clear directions for foreign policy on WPS are: institutionally embedding WPS as a foreign affairs priority; continuing the high profile and effective work through the PMUN; influencing the post-2015 development agenda to incorporate gender and conflict; continuing advocacy of prioritisation of these two issues in the two leading UN entities, UN Women and UNDP; advocating a stronger peacebuilding agenda at the UN, into which 1325 should be mainstreamed, and its alignment with the development agenda; pressing for pre-UNSCR 1325 UN Mandates to be revised to include 1325 requirements; advocating for women's human rights through the Human Rights Council and other fora; pressing for CEDAW reporting to include UNSCR 1325; and supporting the appointment of an EU Special Representative on WPS.

## 4.6 Ireland-Northern Ireland

The NAP is innovative with inward and outward looking dimensions. It focuses on development cooperation and international diplomacy but has Ireland-Northern Ireland dimensions that recognise women who have migrated to Ireland from a conflict setting and the long history of conflict on the island. There are three actions relating to migrant women affected by conflict who are living in Ireland (Pillar 3) and two for Ireland-Northern Ireland (Pillar 2, Pillar 5).

Migrant women affected by conflict carry the trauma with them to Ireland where they face multiple issues, including a natural fear or distrust of authorities which requires an effort to overcome. Disclosure of GBV and SEA often does not emerge until some time after their arrival, until after their primary needs of safety, food and shelter have been resolved. An Irish Consortium on Gender-Based Violence (IC-GBV) consultation throughout Ireland with women affected by conflict suggested a significant gap in attention to their needs.<sup>91</sup> The Department of Justice and Equality has funded CSOs to increase awareness of GBV among vulnerable groups in Ireland, but actions specifically promoting awareness and provision of support services to women and girls from conflict-affected areas who are recovering from domestic, sexual or gender-based violence do not appear to have progressed.

A number of DJE divisions and agencies could contribute to the NAP but they need to be more clearly identified with it and given specific actions. For example, the Reception and Integration Agency (RIA) has developed policies and training for management, staff and residents in reception centres

91 Ireland's NAP refers to a 2010 report from a consultation with women throughout Ireland on UNSCR 1325 funded by IC-GBV. This was done on a once-off basis as normally this is outside the mandate of the IC-GBV which focuses on overseas development and humanitarian work.

on sexual abuse and GBV, including forced marriages, rape and women coming from armed conflict; the RIA and reception centres could be charged to address GBV and women's empowerment under Pillar 3.<sup>92</sup> The Resettlement Coordination Unit in the Office for the Promotion of Migrant Integration (OPMI) coordinates the UNHCR led Resettlement Programme and refers GBV victims who wish to be referred for counselling or treatment. The Office of the Refugee Applications Commissioner is working on gender guidelines. Migrant women and girls also avail of the services of the Health Service Executive whose National Social Inclusion Office has identified the need to enhance data collection on these groups. These elements do not feature in the NAP which strongly suggests that a more holistic approach to conflict-affected migrant women is needed for the next NAP. The Pillar 3 action to support CSOs to document the experiences and needs of women and girls affected by conflict in their country of origin to better inform public services in Ireland should be given priority in the remaining eighteen months of this NAP.

Within DFAT, the Anglo-Irish Division's activities offer the opportunity for engagement between actors in Ireland-Northern Ireland to address women's contribution to peacebuilding and conflict resolution. The actions have aimed to strengthen women's capacity in some of Northern Ireland's most socially excluded communities and to foster exchange and cross-learning among women's CSOs in Ireland-Northern Ireland on 1325 related issues.

Significant challenges remain in tackling women's political marginalisation and representation in post-conflict governance structures and decision-making generally. As elsewhere, this is a matter of women's human rights and the efficiency and effectiveness of a peace process and post-conflict reconstruction that lack women's engagement. More should be done to promote UNSCR 1325 in the remaining period of this NAP through the relationships, channels and activities resulting from the Belfast/Good Friday Agreement<sup>93</sup> and subsequent agreements and arrangements. The range of actions should be extended in the next NAP to cover, among other things, work with the Northern Ireland authorities, in cross-border intergovernmental fora, bodies and discussions, and bi-lateral approaches with the British Government on the peace process and on the application of UNSCR 1325 responsibilities (Pillar 2, Pillar 5) as well as support to CSOs.<sup>94</sup>

Provisions as a whole are unnecessarily constrained for the Ireland-Northern Ireland target groups, in comparison to the range of actions and indicators in the Pillars for women experiencing conflict elsewhere. There are no 'empowering' actions for migrant women and no GBV actions for Northern Ireland women. Yet, many objectives in other Pillars lend themselves to application, such as objectives to strengthen the capacity to respond to GBV in conflict-affected countries and contexts (Pillar 1, Pillar 3). Such an objective could equally apply to migrant women affected by conflict, and there are examples of support to Northern Ireland CSOs that might fit more properly within a GBV objective. Given that Pillar 4 on relief, recovery and rehabilitation is underdeveloped as a whole, the expansion suggested for the next NAP could equally take account of women in Northern Ireland for example, in security sector reform, as former combatants, as victims and survivors and in dealing with the legacy of the past.

There is room to develop the Ireland-Northern Ireland dimensions across Pillars, which can be done while taking account of jurisdictional constraints and without detracting from the international focus. In addition, there should be opportunities to discuss and reflect on how women's experiences of the conflict in Northern Ireland might relate to operational contexts elsewhere. Such reflection could help to build CSO capacity in preparing more effective 1325 proposals for fragile states, as sought by Irish Aid. It was suggested that the Ireland-Northern Ireland dimensions strengthened the NAP and added to Ireland's credibility and authority in international fora.

*"What distinguishes Ireland is that it would be seen as one of the small number of developed countries in the field with a recent history of conflict and conflict resolution. There is interest in the Irish experience - this makes us a distinctive voice. So many developing countries see the North as 'speaking at' the South. But Ireland as a Northern country can say "we lived the experience"."*<sup>95</sup>

## 4.7 Mainstreaming gender equality

Government Departments and agencies have taken steps to mainstream gender in a number of ways, and the actions of two provide models of good practice. Whilst the following examples from Irish Aid and the Defence Forces provide positive indications on progress, evidence of mainstreaming UNSCR 1325 across all Departments and agencies is lacking which suggests that progress is uneven.

Within DFAT, Irish Aid's new international development policy reasserts the commitment in the *Gender Equality Policy* (2004) to gender mainstreaming and supporting specific interventions as key strategies to advance Irish Aid's goals and objectives. Other Irish Aid policies, such as the *Humanitarian Relief Policy* (2009), the *Country Strategy*

92 Data for February 2013 indicated 4788 asylum seekers resident in centres with significant proportions of women: 625 women lone parents; 813 female children; 317 married women and 445 single women.  
[http://www.ria.gov.ie/en/RIA/RIAFeb\(A4\)2013.pdf/Files/RIAFeb\(A4\)2013.pdf](http://www.ria.gov.ie/en/RIA/RIAFeb(A4)2013.pdf/Files/RIAFeb(A4)2013.pdf)

93 The Good Friday Agreement contained commitments in relation to equality, human rights, the full and equal participation of women and the advancement of women in public life as well as to new governance arrangements.

94 The 2008 report of the CEDAW Committee to the UK recommended that UNSCR 1325 is fully implemented in Northern Ireland, and this will come under scrutiny once more as part of the UK (including Northern Ireland) periodic examination under CEDAW in 2013.

95 Ambassador Anne Anderson as part of this review of progress on the NAP.

*Paper* (CSP) guidelines and the *Civil Society Policy* (2008), also refer to gender equality as a priority (although they pre-date the NAP). Irish Aid has demonstrated a high and consistent commitment to gender equality which is now embedded as one of four cross cutting themes informing Irish Aid's work. Prevention of and responses to GBV are significant dimensions in development and humanitarian programmes delivered in partnership with Governments, multilateral organisations and CSOs. The NAP has added value to established gender mainstreaming mechanisms by providing an entry point for greater and more consistent institutional engagement in strengthening policies, approaches and practice.

Work to ensure consistent application of policies and standards on gender equality is progressing in humanitarian action programming, and the Emergency and Recovery Section's recent gender review provides an opportunity to strengthen approaches to gender equality within the Section. It demonstrates how UNSCR 1325 commitments are beginning to be embedded across different divisions in Irish Aid - other areas, such as the Stability Fund, should follow the same practice. However, the lack of high-quality proposals supporting gender equality projects or effectively mainstreaming gender equality being submitted by CSOs working on humanitarian response is a challenge to increasing Irish Aid's programming to support the implementation of 1325. This suggests that Irish CSOs may also need to consider how they can contribute to the successful implementation of UNSCR 1325.

The Defence Forces provide a second example of a proactive approach to mainstreaming gender equality and NAP commitments. The *Defence Forces' Action Plan on UNSCR 1325* (2013) outlines commitments to the NAP and indicates mechanisms to integrate NAP actions and gender perspectives into operational taskings, training and education programmes and military exercises. Ireland's military is only the second in the world to have undertaken this action (after Finland). It demonstrates a specific outcome for the NAP and one of its most important achievements.

An issue that arose during the review was the use of the term 'gender neutral'. UNSCR 1325 is clearly not a 'gender neutral' tool; it recognises gender differences and provides the basis of a gendered response to conflict so that women and girls are visible and included and have the right to represent themselves and have their needs and aspirations accounted for. Men as well as women must proactively embrace gender equality and UNSCR 1325.

## 4.8 Research

There are a number of research actions in the NAP. The Department of Foreign Affairs and Trade (DFAT) funds research on gender equality including on GBV through Irish Aid. It also has two programmes supporting post-graduate students and innovative research in Irish universities

through the Conflict Resolution Unit (CRU), an element of which is ring-fenced for UNSCR 1325. Challenges were identified by CRU in attracting research bids directed towards deepening understanding of and producing strategies for the effective implementation of UNSCR 1325.

More generally, the point was made strongly that not enough evidence has been gathered internationally over the thirteen years that WPS has been on the UN's agenda to demonstrate what works and what does not. Support to actors such as UN Women, UNDP, CSOs, academia and others undertaking evidence-based research is important. In particular, examples of women's leadership and models of women's agency in peace efforts, in democracy and negotiations, in mediation and conflict resolution are needed. This information needs to be gathered and explored and good models showcased, including those in Ireland.

## 4.9 NAP coherence and development

The NAP contains forty-eight actions and seventy-three indicators. Whilst providing clarity on individual actions the sheer number means that the NAP lacks some coherence. Some Pillars are underdeveloped (Pillar 4), some actions are too narrow and some indicators in various Pillars are not consistent with actions. The NAP would benefit from shifting from a bureaucratic approach which lists indicators such as policies and statements to actions and indicators that will deliver impact e.g. increased knowledge, skills and capacities of the different actors. Greater attention should be paid to the relationship between the Pillars e.g. cross-cutting women's participation across other Pillars.

Different countries adopt different approaches to NAPs in order to prioritise; for example, the Dutch NAP focuses on women's empowerment and participation, while the UK NAP selects a small number of countries for its focus. It is possible to frame a NAP that speaks to all the 1325 Pillars, but within this, Ireland's next NAP should have strategic objectives that are supported by fewer but broader actions and indicators to strengthen the overall coherence of the framework and enable the widest range of possible contributions from relevant Departments and agencies. However, it is important that the broad strategic approach, which can assist both coherence and inclusivity of actions, is not allowed to become meaningless with vague responsibilities or unclear steps for implementation. This approach is likely to mean that those charged with responsibilities under the NAP should draft specific action plans to implement their roles and tasks on WPS, similar to the work undertaken for the *Defence Forces' Action Plan on UNSCR 1325*.

The NAP has buy-in, with strong commitment and enthusiasm evident in some quarters. Impact is difficult to see at this stage, just eighteen months into implementation. It could be said that consolidating existing work under the 1325 banner and building on this, rather than parachuting in

a complete plan of new work at the outset, gives the WPS agenda a firm foothold in Departments and agencies. It also enables core activity to be seen through a 1325 lens. However, if 1325 is to add value, on-going activities must be aligned and clearly identifiable with UNSCR 1325 objectives and directed towards the WPS agenda to ensure that 1325 is effectively mainstreamed.<sup>96</sup>

Government bodies and CSOs acknowledge that some of the indicators and targets are unrealistic and the usefulness of others is questionable. Lessons should be learned in terms of taking the required time to develop the next NAP, the importance of a strong spirit of partnership between Government bodies and CSOs and being realistic in what is achievable. Examples of unrealistic indicators are given below.

The DJE and CSOs agree that an online survey is not an effective means of documenting in Ireland the experiences of women and girls who have been affected by conflict in their countries of origin (Pillar 3). It was reported by CSOs that the work underway on 'gendering' Ireland's reception centres may be one route to gathering data more appropriately and effectively. CSOs working closely with migrant and refugee women also have a role in documenting the experiences of these women.

A quantitative indicator can demonstrate outcome when used appropriately, such as numbers of women military or police recruits as this changes the composition and may ultimately change the culture of the force. Quantitative indicators, which are extensively used in Pillar 5, are not always appropriate e.g. counting the number of policy statements or public statements, although the latter has a role to play in increasing awareness. These are a measure of output rather than indicator towards the desired outcome; a more meaningful indicator might be influence on UN or EU policies, which could be monitored by tracking statements and policy formulations through to insertion in international and regional documents.

Advocating successfully at international and regional level depends upon being realistic and effective, and achieving the ultimate goal is more likely if the right steps are advocated. For example, while a 50:50 gender target for UNSG appointments is the desired long-term goal (Pillar 5), a more achievable indicator at this stage would be advocating for a baseline and realistic targets and deadlines for reaching 50:50. A package of measures could be developed e.g. playing an effective role in key meetings; operating through formal and informal meetings; convening events. Accountability would shift from quantity and appearance of impact to quality and effectiveness.

Another example of an unrealistic indicator is "OSCE Member States committed to production and adoption of National Action Plans" (Pillar 5) to be delivered during Ireland's term as Chairperson-in-Office. Multilateral institutions are political negotiating bodies generally operating under consensus or majority rules so there are constraints in moving things forward. Moreover, whatever the international pressure, each Member State decides for itself whether or not to adopt a NAP. It is difficult to evidence direct contribution to outcome where multi-lateral action is called for - Ireland can advocate but cannot deliver an outcome on its own. Some of the indicators in the NAP are outcomes for the multi-lateral body and not for Ireland, as with the OSCE indicator. Actions and indicators for work at the international level should be revisited to ensure they are realistic and reflect the opportunities and constraints at this level.

It is not clear if and how Ireland's NAP relates to NAPs, or the lack of NAPs, in conflict-affected countries where it works or funds projects - a point made from Sierra Leone. Fragile states, countries in conflict and post-conflict have weak capacities, both in framing and implementing plans. Ireland's NAP could be a vehicle for supporting these in much the same way as Ireland pioneered cross-learning on 1325. A Liberian delegation at the May 2013 Monitoring Group meeting endorsed the importance of cross-learning, both for a NAP and for development programmes. The PMUN pointed out that there is little in the way of lesson sharing internationally on NAPs to understand successes and failures so as to improve progress. Given its record in lesson sharing, a key role of the Conflict Resolution Unit, Ireland might take the lead on acting on this informally and pressing for it more formally.

## 4.10 Engagement of CSOs

Irish national and international CSOs were involved in the drafting the NAP. The consultation and an international cross-learning initiative also brought in the voices of women from Northern Ireland and conflict-affected countries. Fifty per cent of the members the Monitoring Group are non-government representatives. The Government recognises the strong cadre of international CSOs in Ireland which contribute to its international development programmes and international reputation; some work with diasporas in Ireland as well as overseas. CSOs have expertise and practice models to share. Their proximity to the grassroots means they can channel the direct experiences of ordinary women from different geographical spaces and cultures to inform public and political awareness and policy-making.

While responsibility for NAPs lies with Governments, effective impactful delivery needs more than Government involvement. Working on humanitarian relief, development, human rights, empowerment and building socially inclusive agendas, including in conflict-affected countries, CSOs are also critical actors in implementation. The NAP recognises

<sup>96</sup> See A Swaine, 2009, p. 419. While correlation with government policy may assist implementation, "the danger with adapting action plans to existing government policy is that the plan loses its potential to introduce radical reform and instead perpetuates the staid status quo. It will therefore have little impact on introducing change into systems that are inadequately mainstreaming gender to begin with and the more reformist elements of SCR 1325 are unlikely to take root."

this with thirteen actions or indicators that explicitly mention CSOs, along with a further one that is specific to the IC-GBV. These include CSOs consultation in design (Pillar 1, Pillar 4), CSOs as funding beneficiaries (Pillar 2, Pillar 3) and CSOs as partners in delivery (Pillar 1, Pillar 2).

CSOs must ensure that they can be models of good practice in terms of their own structure, how they work with women affected by conflict and how they ensure that women are involved in decisions. They, as much as Government bodies, have to strengthen their resolve and capacity to work effectively to deliver on WPS challenges, including collaboratively. They too need to prioritise gender and UNSCR 1325 in their development and emergency programming and increase their knowledge and skill in gender issues and in designing, delivering and evaluating gendered programmes. The NAP provides the opportunity for CSO partners to improve the quality of their programming in relation to Ireland's 1325 commitments. There is room to explore joint initiatives between Government and CSOs - the IC-GBV is one such initiative - remembering that CSOs must be and be seen to be impartial.

CSO representatives on the Monitoring Group are unclear about the channels through which women's voices are listened to. Working with women is one means of listening, while another is the presentation made to the Monitoring Group by a delegation of Liberian women. Using the results of research with women is a further example. Specifically, there is confusion as to whether the mechanism specified to "be developed to ensure ongoing engagement of women affected by conflict in the monitoring of the NAP" is the Monitoring Group or not. This should be clarified by the Conflict Resolution Unit and if further steps are necessary these should be taken during this NAP. At the same time, CSO representatives on the Monitoring Group need to be clear about the distinction between CSO and women's engagement in the NAP generally and their own specific role in monitoring the NAP as a member of the Monitoring Group.

The CSO representatives on the Monitoring Group from the IC-GBV appreciate this distinction, but they are in a better position to see the distinction. Some are partners in delivery of the NAP and, as a statutory-voluntary partnership, the IC-GBV plays a key role providing information and a forum for discussing 1325 themes. International CSOs get information through the IC-GBV about the Defence Forces peacekeeping role, Ireland's global development policy, UN Women, the Commission on the Status of Women and other gender matters. National CSOs on the Monitoring Group are not part of a similar statutory-voluntary forum that give access to the same amount of background or programme information on 1325. However, the National Women's Council of Ireland (NWC) convenes a Women's Human Rights Alliance in which issues pertaining to women, peace and security and women's rights more broadly are discussed.

## 4.11 Resources and capacity

The current economic climate poses challenges for Government Departments. The Irish Aid budget is 20% lower than five years ago. There has been a freeze on Garda recruitment. These affect the delivery of the NAP. Concern was expressed by CSOs that NAP initiatives within Departments might be cut in the future. There is also the potential for complacency to set in at a time of economic constraint, which could result in poor follow-through on actions. More transparent information on resources, both human and financial, would assist understanding of the challenges as well as monitoring.

Nevertheless, it is evident that there is strong commitment to deliver on the NAP and to focus on the depth and quality of what is being done, strategically delivering more and better without significant additional funding if necessary. Over the next eighteen months, time will be devoted to developing the next NAP to improve on actions and indicators and securing increased buy-in and stronger collaboration.

Enhancing internal capacity is essential and Irish Aid and the Defence Forces provide evidence of paying particular attention to building gender capacity. UNSCR 1325 has added prominence and momentum to Irish Aid's already strong gender component, contributing to the impetus for Irish Aid's internal gender network to meet in November 2012 for the first time in four years. Irish Aid has organised or taken part in workshops on GBV and on the role of women's organisations in women's empowerment. UNSCR 1325 provided an entry point for Irish Aid to carry out a review of gender mainstreaming in the work of the Emergency and Recovery Section and the implications of the review should be taken on board in the next NAP, alongside action to extend the application of 1325 to the Stability Fund.

A singular example of determination to develop capacity to meet the 1325 commitments was the preparation of the *Defence Forces' Action Plan on UNSCR 1325*. A Defence Forces' implementation group will use the action plan to embed gender considerations in operations, training and human resources. The Defence Forces intends to continue to build gender capacity through training two people a year in the Swedish international school.

Other Departments and agencies should consider similar developments e.g. developing a department-wide gender and 1325 training strategy and taking the opportunity to take part in training in Sweden alongside the military. If the next NAP is to focus on a lesser number of more broadly-framed actions and indicators (as suggested earlier), then Departments and agencies need to look at their own action-planning to deliver on their NAP responsibilities. In particular, Departments which have multiple divisions and agencies with responsibilities that do or should fall under the NAP (such as DFAT and DJE) should undertake

UNSCR 1325 departmental actions plans. This would create greater coherence and provide the platform for improved coordination, communication and collaboration on 1325 within Departments.

## 4.12 Leadership and coordination

Political and policy leadership is imperative, not just from within the Department of Foreign Affairs and Trade (DFAT) but from all Departments charged with responsibility. UNSCR 1325 is an important dimension in Ireland's international advocacy and engagement which should be explicitly acknowledged in the Government's foreign policy strategy, and feature in the strategies and policies of relevant Government Departments. Specifically, UNSCR 1325 should be referenced in the new Department of Foreign Affairs and Trade Statement of Strategy from 2014 and in the strategy statement of the Department of Justice and Equality. It is mentioned in the *Department of Defence and Defence Forces Strategy Statement 2011-2014* and in the *One World, One Future* international development policy. The latter adopts a holistic approach to international development throughout which gender is mainstreamed.

The Monitoring Group has taken steps to raise the NAP's profile (as well as demonstrate its own accountability) through meetings with the Tánaiste and the Oireachtas Foreign Affairs Committee in June and July 2013. Some of these should become annual occasions. Greater visibility through Ministerial speeches would demonstrate political resolve to tackle the issues, promote the NAP objectives and increase public awareness on 1325 at home and abroad. Consideration should be given to writing a short description of NAP responsibilities into the relevant DFAT Minister of State's role. Attention to 1325 in departmental strategy statements should cascade down to Departments' and Divisions' business plans and individual role profiles.

This review of progress has thrown up communication challenges. There is no delineation of responsibility for promoting awareness of the NAP and UNSCR 1325. Many of those responsible for implementing NAP actions have little knowledge about what their NAP colleagues are doing or if progress has been made in any area, and CSOs are in the same position, although those involved in the IC-GBV have a clearer understanding of the work of Irish Aid and the Defence Forces than that of others. There is poor understanding of the multiple DFAT divisions and units involved and the important and effective advocacy role some are playing. With regard to the DJE, responsibility for implementation of the assigned actions are spread across different division or agencies and it is difficult to ascertain, for those unfamiliar with the DJE, which are involved or should be involved in the future.

There are several divisions and units within DFAT with responsibility for elements of the NAP, and some confusion was expressed on which is leading on the NAP. Two

have significant roles: the Conflict Resolution Unit (CRU) acting on behalf of Political Division and the Development Cooperation Division, known as Irish Aid, which provides the programme funds.<sup>97</sup> The consensus is that leadership must lie in Political Division, with the unit which specialises in conflict. The CRU needs to carve out the space to fulfill this responsibility.

The CRU describes its role as the principal support and coordinating mechanism for the NAP, providing support for the independent chair and a convening role for other Departments and ensuring that Departments live up to their responsibilities. This role should be strengthened along the lines of the following responsibilities: to lead and drive the NAP; to coordinate, oversee and monitor NAP implementation across Departments and agencies; to communicate with all stakeholders and to provide information on the NAP; to support the Chair of the Monitoring Group; and to support and service the Monitoring Group (MG).

A number of steps would assist cohesion and coordination:

- » DFAT's Statement of Strategy should give a firm indication that WPS is one of a limited number of top priorities in conflict resolution. This would provide the basis for a strong focus in the Department's business plan, including CRU's work leading the NAP.
- » A DFAT-wide UNSCR 1325 action plan and guidelines should be developed (led by the CRU) to improve coherence, coordination, communication and collaboration across the strategies and actions of different Divisions and Units. This would bring the conflict (CRU) and development (Irish Aid) experience closer together and enable greater alignment between political advocacy and programme delivery. It would offer more opportunities to share information and briefings on 1325 and to plan together, and it should improve internal communication.
- » A similar approach should be taken within DJE for the next NAP, with a DJE-wide UNSCR 1325 action plan, to plan and deliver a more holistic approach to migrant women from conflict-affected countries living in Ireland.
- » Departments and agencies with NAP responsibilities should meet regularly, separate from the MG meetings. They should share information and plans, encourage collaboration and practice sharing, review implementation and build a shared comprehensive understanding of progress as a whole. This will enhance reporting to and discussion with the MG.

<sup>97</sup> Ireland's Permanent Mission to the UN, situated within Political Division plays a key role but leadership on the NAP within Political Division lies with the Conflict Resolution Unit.

### 4.13 Baseline and monitoring data

Amongst the challenges in measuring progress on the NAP's implementation over the last eighteen months was the absence of baseline data in relation to objectives, actions and indicators. This meant it was not possible to track the rate of progress on individual indicators. There were inconsistencies in the level and nature of monitoring data, and data was not readily available in all cases despite cooperation from Departments and agencies, which indicates a challenge in information management systems. In effect, the data collated as a result of this report will provide a baseline against specific indicators which should be helpful in monitoring progress for the remaining eighteen months.

Accessing data on levels of expenditure for gender equality and NAP activity also posed a problem. Monitoring results and expenditure specifically on 1325 is difficult as it is often a component of broader work, such as core support to UN Women which has a strong focus on women peace and security. The OECD Development Assistance Committee indicates that 35% of Irish Aid's aid is defined as 'gender-focused'; i.e. it has gender equality either as a principal or significant objective. In 2011 expenditure on GBV programmes in fragile states was estimated to be €5.9 million, while €7.2 million supported women's equality organisations and institutions. Currently, departmental financial systems do not accommodate reporting on 1325-specific expenditure and this should be reviewed. Efforts should be made to identify expenditure in relation to gender equality and specifically to UNSCR 1325 actions, either as discrete 1325 actions or as a reflection of their value when mainstreamed.

It is important to ensure that data is gathered and used to inform gender sensitive approaches, and targeting of resources, but there are significant challenges in data collection and monitoring for Government bodies and CSOs alike. With the increasing focus on results, CSOs are now required to submit results frameworks with populated baselines, disaggregated by the relevant data, from which clear progress is to be tracked. The need to strengthen systems for the collection and collation of SAAD (Sex and Age Aggregated Data) in humanitarian and development programming was identified, and in recent years Irish Aid has sought relevant baseline data, disaggregated by sex, age and vulnerability (where relevant), from its CSO partners with varying degrees of success.

Departments and agencies are keen to improve data and audit collection and reporting. DFAT's Evaluation and Audit Unit should develop a common monitoring and reporting system to assist smarter governance of the NAP. A monitoring and evaluation framework should be designed to accompany the next NAP from the outset, including a system to show whether actions are on or off track. An interim arrangement should be agreed for collecting data for the remainder of this NAP. A standardised reporting

format linked to specific Pillar outputs and outcomes, rather than a description of activities, should be introduced. Reporting should be transparent and honest on progress and challenges to assist Departments and the MG to monitor effectively.

Achieving substantive progress on issues such as GBV or empowerment is a complex and long term process, and change will be difficult to demonstrate on longer-term indicators within the six-monthly reporting cycles of the MG. It may be useful to break down the actions into stages with a timeline where this is possible.

### 4.14 Monitoring Group

The Monitoring Group (MG) comprises of relevant Government Departments and agencies and representatives of civil society and academia who have demonstrable experience and expertise on issues relevant to UNSCR 1325. It is chaired by an independent appointee from outside Government. It meets half-yearly to (i) oversee the regular and systematic review of progress of the NAP and (ii) keep up-to-date on emerging issues and related policy agendas in WPS; revise existing objectives, actions and targets in the NAP; and recommend new objectives (and related actions and targets) in response to lessons learned and challenges identified in the context of regular reviews of progress. It is also expected to work with the appropriate Oireachtas committee to ensure involvement by parliamentarians.

The MG has a number of strengths. It is made up of diverse stakeholders which creates an important dynamic. Uniquely, fifty per cent of the members are CSO and academic members. The independence of the chair is an important asset. If the MG can grow into a constructive and effective forum that makes an impact on reflection on and delivery of the NAP then it itself will be a contribution to the participation and perspectives aspects of the NAP. It will also build a cadre of people who will learn from the successes and challenges how to improve the next NAP.

At the time of the review, the MG had met twice, for an introductory and one substantive meeting; their third meeting was part of the review process. MG Members were just settling in to their role and there was a degree of uncertainty about the basis for membership of the MG, roles, potential contributions and limits of responsibility. Issues included:

- » What is the role of a CSO member, or an academic member - do they differ?
- » What is the MG's authority and what is the decision-making process in the MG?
- » Does the MG monitor only what is in the plan or can it raise issues and concerns, such as what has been left out of the NAP?

- » Will the MG have the opportunity to think creatively about options for the future, even if it is not possible to realise them in the NAP immediately?
- » Does the MG monitor the actions and outputs or the quality of outcomes and impacts?
- » How far can the MG stray from monitoring into information and lesson sharing?

The Chair and DFAT should clarify these issues and the rules of engagement quickly. Different sectors bring different cultures, perspectives and expectations to their interactions. Building trust within a cross-sectoral group that meets just twice a year is challenging; responsibility lies with all participants. The practice of Government sitting on one side of the table and civil society on the other should be discouraged; a roundtable approach is more conducive to dialogue. Members should understand that they accept corporate responsibility when they join the MG.

The MG is a model of good practice in that Departments and agencies are matched by an equal number of non-government members. The membership should be kept under review to ensure that there are no significant gaps that would impede the effectiveness of the NAP, recognising that the MG's effectiveness is also dependent on it being a manageable size.<sup>98</sup> There should be a transparent, fair and consistent route to membership by CSOs. Currently the route is through nomination by either the CSO members of the IC-GBV or by the NWCI. It is the responsibility of nominating bodies to ensure that they are appropriately represented to contribute effectively to monitoring the NAP.

International CSOs report back to and share information within the IC-GBV, which addresses 1325 challenges on GBV informed by statutory and CSO perspectives. No parallel process exists within the NWCI for national CSOs but the NWCI has undertaken to establish an appropriate mechanism, possibly linked to the Women's Human Rights Alliance (see above). It will provide a wider frame of reference around international standards and be a channel through which national CSOs can report and raise awareness on 1325 in the wider women's sector. Additionally, the NWCI should enhance its relationships with women's organisations in Northern Ireland given its role and the Ireland-Northern Ireland dimensions of the NAP.

The MG is not responsible for implementing the NAP nor is it the first point of monitoring. It oversees the implementation and monitoring carried out by Departments and agencies and reviews the outcome through reports from the respective bodies. It should be consulted on the monitoring and evaluation framework for the next NAP and on arrangements for monitoring for the remainder of this NAP. The MG should look at implementation processes as well as at what the NAP has achieved in terms of outcomes

and impacts, including how the work of Departments and CSOs is informed by applying 1325 gender perspectives and participation principles.

The MG's two meetings a year should be well planned, high quality meetings. The meetings could be organised around a Pillar or thematic focus with presentations if appropriate. Papers, including written reports on progress, should be received two weeks in advance to enable members to contribute effectively. While responsibility for reporting lies with Departments and the MG's responsibility is to focus on monitoring, consideration might be given to CSOs reporting and making presentations on their 1325 work when appropriate.

The sub-group organising the Autumn 2013 conference to raise awareness of 1325 will demonstrate if thematic sub-groups are a useful resource to the MG. Occasional informal learning forums outside the six-monthly meetings would provide an additional opportunity to update, share lessons and build relationships in the MG, and possibly also introduce expertise from outside the MG. Caution is needed so as not to overload members' time commitment.

98 A number of suggestions were made on NAP membership e.g. the HSE, a rape crisis centre and a representative from Northern Ireland.

# Chapter Five

## Conclusions and Recommendations

This chapter draws a number of conclusions from the analysis of findings of the review. The conclusions are followed by a set of recommendations for improving implementation of the NAP over the next eighteen months and these are targeted at various stakeholders. Finally a further set of recommendations are made for consideration in the development phase of the next NAP running from 2014.

### 5.1 Conclusions

Ireland's *National Action Plan for Implementation of UNSCR 1325, 2011-2014* has made progress on a significant number of its indicators in a short period. Some of this is attributable to following through on work already begun along with some new initiatives. The NAP has provided a conflict focus to ongoing work on gender, brought greater attention to gender in advocacy on peace, security and development and heightened the resolve to tackle gender inequalities and advance women's human rights.

Designing and delivering a first NAP is a learning experience, especially when NAPs are in their infancy globally and there has been very little international lesson-sharing on what has worked. The NAP is a 'living' document that can grow and change and benefit from Government Departments, agencies, CSO and academics working collaboratively for continuous improvement in planning, delivery and monitoring. Sharing of case studies, models of good practice and progress reports on Ireland's NAP should be pursued as a contribution to national and international learning.

Already, Government Departments, agencies and CSOs can identify where improvements can be made to the NAP: which indicators are unrealistic, which actions and indicators are too narrow to encompass what has to be done. Some adjustments can be made under the current NAP, and the next eighteen months will allow reflection on how the second NAP should be framed. It should be informed by this progress report and by the final evaluation. Attention is needed on how to manage any gap or overlap between the two.

CSOs have good representation in the monitoring structure. The important challenge is to ensure that the Monitoring Group is resourced with the reports and briefings it requires to make a concrete contribution. For this to happen Departments and agencies must be assisted to develop appropriate data collection and monitoring arrangements that are consistent across the breadth of the NAP.

Effective monitoring and evaluation frameworks are essential to accompany the NAP, along with capacity within Departments and agencies to collect the required data. The data is needed to inform gender sensitive approaches and targeting of resources as well as progress on the NAP. It is important to be transparent about the financial resources attached to the NAP as far as is possible. In a time of constrained resources it is still possible to be more strategic and to improve performance in delivering more effectively.

Those implementing the NAP have demonstrated considerable reach in advocacy and programmes. Ireland's international lobbying on the women, peace and security agenda has been strategic and determined, especially at the UN. A number of military advisers from the Defence Forces have been strategically positioned to support UNSCR 1325. There has been strong attention in particular to women's safety and security with focus on the prevention of violence and the protection of women and girls.

The importance of enhancing significantly the work being done on participation and representation generally as well as specifically in relation to increasing the number of women in institutions, mediation of conflict and peace processes is recognised by Ireland's Permanent Mission to the United Nations. Within Irish Aid, progress has been made on implementing 1325 commitments in relation to relief, recovery and rehabilitation although the Pillar is so narrowly focused currently on SSR, DDR and mine action it is difficult to demonstrate the full extent of this progress.

There is a building block of consistent relationships and work on Northern Ireland, with authorities and CSOs, which can and should be developed into a more strategic approach in support of UNSCR 1325 on the island. Nationally, work with women who have come to Ireland from conflict-affected countries is at an early stage of development and is ripe for further consideration by the Department of Justice and Equality, the Health Service Executive and all agencies with a role.

A strategic and focused approach has been taken by Ireland at the UN on the group of issues at the heart of the UNSCR 1325 - galvanizing support for a UN peacebuilding agenda, sustained input on human rights, developing a post-2015 development framework which contains strong conflict and gender components, and developing the nexus between the peacebuilding and development agendas, and ensuring that the two leading entities, UN Women and UNDP, continue to prioritise these issues in the development of their Strategic Plans 2014-2017. Ireland brings the UNSCR 1325 agenda into the centre of all of these.

Visible leadership and drive are important to winning progress on any agenda. A clear strategic vision and approach are evident in Ireland's foreign policy as evidenced in its engagement at the UN. UNSCR 1325 is core to this approach which suggests that women, peace and security should be named as a key priority in foreign policy and included in the Department of Foreign Affairs Statement of Strategy from 2014. This provides a good base from which Ministers can integrate gender regularly into representations in international and domestic fora.

Leadership and drive are also important at operational level, along with effective coordination and communication. There is a need to strengthen the Conflict Resolutions Unit's leadership and oversight role and for Departments and agencies to meet regularly outside the Monitoring Group to share information and review their collective progress on the NAP. This will build greater shared understanding and enhance reporting to the Monitoring Group.

We suggest a number of recommendations for consideration directed at (i) strengthening implementation of the current NAP (ii) issues for the next NAP. The majority of the recommendations are directed towards Departments and agencies responsible for implementing the NAP. Those for the Monitoring Group or CSOs are identified as such.

## 5.2 Recommendation on strengthening implementation of the NAP

### Department of Foreign Affairs and Trade

- » The **Department of Foreign Affairs and Trade** should include a commitment to UNSCR 1325 in its next Statement of Strategy from 2014 and prioritise women, peace and security as one of its key priorities.
- » The **Human Rights Unit, Permanent Mission to the UN and Irish Aid** should identify and implement steps that can be taken to advance UNSCR 1325 and women's human rights during tenure on the UN Human Rights Council; and maintain advocacy efforts at the UN to align UNSCR 1325 with the post-2015 development agenda.
- » The **Permanent Mission to the UN** should incorporate in their communiqués more references to International Humanitarian Law, for example in relation to protection of women and girls, in support of actions on UNSCR 1325.
- » **Irish Aid** should build on recent work on reviewing gender mainstreaming in the Emergency and Recovery Section by extending a similar approach to integrating UNSCR 1325 into the Stability Fund.
- » The **Conflict Resolution Unit** should prepare a role description for its leadership and oversight along the following lines: to lead and drive the NAP; to coordinate,

oversee and monitor NAP implementation across Departments and agencies; to communicate with all stakeholders and to provide information on the NAP; to support the Chair of the Monitoring Group; and to support and service the Monitoring Group. It should coordinate regular meetings of Departments and agencies with responsibilities under the NAP to share information and plans, encourage collaboration and practice sharing, review implementation and build a shared comprehensive understanding of progress.

The **Conflict Resolution Unit** should work in close consultation with **Irish Aid**, and involving other Divisions and Units, on a DFAT-wide UNSCR 1325 action plan and guidelines to improve coherence, coordination, communication and collaboration across the strategies and actions of the different Divisions and units in the Department. The approach should bring the conflict and development experience closer together and enable greater alignment between political advocacy and programme delivery as well as opportunities to share planning and information and improve internal communication on the NAP.

- » The **Conflict Resolution Unit** should clarify and activate the mechanism specified in the NAP to "*to ensure ongoing engagement of women affected by conflict in the monitoring of the NAP*".<sup>99</sup>
- » The **Anglo-Irish Division** should develop more targeted engagement with Northern Ireland Authorities, in cross-border bodies and with the British Government and East-West fora to progress the objectives of UNSCR1325.
- » **DFAT's Evaluation and Audit Unit** should assist the development of a data collection system for the remaining period of implementation to enable Departments and agencies to track progress and inform the final progress report and evaluation of this NAP.

### Department of Defence and Defence Forces

- » The **Department of Defence and the Defence Forces** should take action to address recruitment and retention issues, including family friendly policies, with the view to increasing the numbers of women eligible for overseas missions.

### Department of Justice and Equality

- » The **Department of Justice and Equality** should progress actions to promote awareness and provision of support services to women and girls from conflict-affected areas living in Ireland who are experiencing or recovering from domestic, sexual or gender-based violence (in their country of origin). The Department should coordinate a holistic approach to women from conflict-affected countries, involving

<sup>99</sup> Ireland's National Action Plan for Implementation of UNSCR 1325, 2011-2014, p.14.

effectively the range of divisions and agencies in the department that have a role. CSOs should be involved in assisting to document the women's experiences.

### All Departments and Agencies

- » Mechanisms should be developed to monitor and evaluate the quantity and quality of the training for all personnel deployed overseas in peacekeeping, humanitarian and development interventions.
- » All Government Departments and agencies should consider and agree steps to develop a stronger specific focus on supporting women's empowerment and participation as agents of change, and to increase activity on women's participation and representation in institutions, mediation of conflict and peace processes within the current indicators.

### Monitoring Group

- » The **Chair of the Monitoring Group**, in consultation with the **Conflict Resolution Unit**, should clarify nomination processes, roles, expectations, limits of authority, decision-making powers and rules of engagement generally for the Monitoring Group, as well as their role in the preparation of the next NAP. The Monitoring Group should have two formal meetings a year for which written reports and other briefing paper are circulated two weeks in advance. The members of the Monitoring Group should work together in the spirit of corporate responsibility to develop an effective and constructive Monitoring Group.
- » The **Monitoring Group** should review and agree which actions and indicators in the NAP are unrealistic, adjust these where possible or agree to suspend them.<sup>100</sup> The Group should agree to permit Departments and agencies to report on actions that are relevant to but not currently included in Pillar 4 to develop traction for the 2014 NAP.

### CSOs

- » CSOs should develop their capacity to comply with Irish Aid's systems for the collection and collation of SAAD (Sex and Age Aggregated Data) in humanitarian and development programming. They should give greater priority to 1325 in their work and to building gender capacity so as to increase the number of proposals to Irish Aid to support gender equality projects or effectively mainstream gender equality in broader humanitarian and development work.

## 5.3 Recommendations for consideration in the development of the 2014 NAP

### Department of Foreign Affairs and Trade

- » **DFAT's Evaluation and Audit Unit** should assist the development of a common monitoring and reporting system to assist smarter governance of the NAP. A monitoring and evaluation framework should be designed to accompany the next NAP from the outset, including a system to show whether actions are on or off track. A standardised reporting format linked to Pillar outputs, outcomes and impacts, rather than a simple description of activities, should be introduced.
- » **Irish Aid** should ensure that the new international development policy informs the 2014 NAP and that the next NAP is aligned with the new policy, particularly as it pertains to meeting the challenges of humanitarian support, resilience and development in fragile, conflict and post-conflict countries.
- » The **Conflict Resolution Unit** should lead development of the 2014 NAP to achieve:
  - » A frame of reference for UNSCR 1325 and the NAP that includes the Beijing Platform for Action, Universal Periodic Review of Human Rights, the post-2015 development agenda and the growing peacebuilding agenda at the UN alongside those already identified.<sup>101</sup>
  - » Strategic objectives that are supported by fewer but broader actions and indicators to strengthen the overall coherence of the framework and enable the widest range of possible contributions from relevant Departments and agencies. These should encapsulate both the practical and strategic interests and needs of women. The indicators should be linked to outcomes and impacts and not simply outputs. This approach should be supplemented by departmental UNSCR 1325 action plans to implement roles and tasks on women, peace and security.<sup>102</sup>
  - » Greater focus on supporting women's empowerment and participation as agents of change across all Pillars, and on increasing activity in relation to women's participation and representation in institutions, in mediation of conflict and in peace processes.
  - » A more comprehensive Pillar 4 on relief, recovery and rehabilitation, broadened to reflect humanitarian, development and rehabilitation activities in fragile, conflict and post-conflict countries, including in Northern Ireland, in addition to the elements already included.

<sup>101</sup> The UNSCR 1325 suite of WPS resolutions and CEDAW are already identified.

<sup>102</sup> See *Defence Forces' Action Plan on UNSCR 1325*

<sup>100</sup> Examples of unrealistic indicators are given in Chapter Four.

- » An approach to identifying financial resources spent on women, peace and security, either as specific budgets or elements of budgets or a combination of both.
- » **Irish Aid**, in collaboration with the **Conflict Resolution Unit**, should provide support and lesson sharing on developing and implementing NAPs with conflict-affected countries where Ireland works.
- » The **Anglo-Irish Division** should review and extend the range of actions on Ireland-Northern Ireland so that these are represented in and enhanced across all Pillars of the NAP. In particular actions should be strengthened on women's empowerment and participation at all levels; engagement with Northern Ireland authorities, cross-border bodies, the British Government and East-West fora. The areas of gender-based violence and dealing with the legacy of the past should be included.

### **Department of Justice and Equality**

- » The **Department of Justice and Equality** should increase its engagement with the NAP to develop and deliver a holistic approach on UNSCR 1325 to women from conflict-affected countries living in Ireland. The DJE should expand the actions for these women across the NAP Pillars and develop a department-wide UNSCR 1325 action plan linked to the NAP to involve effectively the range of divisions and agencies in the Department that have a role.

## Appendix 1: Table of Results on Indicators

### Progress Report on Ireland's National Action Plan on UNSCR 1325 on Women, Peace and Security

Bronagh Hinds and Karen McMinin  
May 2013

#### PILLAR 1: PREVENTION OF CONFLICT, INCLUDING GENDER-BASED VIOLENCE (GBV) AND SEXUAL EXPLOITATION AND ABUSE (SEA)

**OUTCOME OBJECTIVE 1:** Effective GBV and SEA preventive mechanisms established and implemented at local, national and international levels.

**IMPACT OBJECTIVE 1:** Reduction in levels of all forms of violence against women, especially GBV and SEA.

**Objective: P1.01** Provide comprehensive and effective training on human rights, gender equality, UNSCR 1325 and other UN obligations to women, peace and security, to all personnel deployed by Ireland on overseas missions.  
*Progressed and on going<sup>1</sup>*

Action	Indicator/s	Results
<b>P1.A1.1</b> Conduct an audit of UNTSI training materials to ensure that they comply with best practice and permissible mandates and responsibilities of Irish Defence Forces in relation to the prevention of GBV and SEA and the promotion of gender equality, women's human rights and implementation of international obligations on Women, Peace and Security (WPS) including UNSCRs 1325, 1820, 1888 and 1889.	Gender/WPS audit of UNTSI training materials completed.	<b>Not Achieved/Pending</b> <b>DoD/ DF (Defence Forces):</b> An audit of UNTSI training materials is scheduled for 3rd quarter 2013.  Examples of Training delivered in Appendix 2.
	Recommendations for course amendments formulated and implemented.	<b>Not Achieved/Pending</b> Scheduled for 3rd quarter 2013.
<b>P1.A1.2</b> Further enhance the training received by all relevant HQ based staff and all personnel (including civilian personnel) deployed and/or trained for overseas missions by the Irish state or Irish state sponsored bodies in relation to gender issues, human rights, and humanitarian law. This includes incorporation of substantial sections on UNSCR 1325 and other UN obligations on women, peace and security (WPS) <sup>2</sup> in all relevant government-sponsored trainings, seminars and courses.	Number and percentage of personnel in government departments or units who receive training.	<b>Achieved</b> <b>DF: 771</b> personnel received training (2012). <b>AGS (for An Garda Síochána): 18</b> personnel received training (2012).
	Number and percentage of Rapid Response Register members who have received training.	<b>Achieved</b> <b>DFAT/ Irish Aid: 192</b> people on the RRR received training (2011-13).
	Learning outcomes of trainings, seminars and courses include a) deeper understanding of gender, GBV and SEA and b) increased awareness of appropriate preventive and remedial responses in line with international best practice.	<b>Limited Data Available</b> Little collated data on the evaluation of training.  <b>DF:</b> Action scheduled for 4th quarter.

1 Traffic light Colour Code: **Green** = Achieved within timescale; **Orange** = Progressed/ongoing; **Red** = Not Achieved yet.

2 In this document "UNSCR 1325 and other UN obligations on women, peace and security (WPS)" also includes subsequent Security Council Resolutions 1820, 1888, 1889 and 1960 and other international commitments, e.g. CEDAW.

Action	Indicator/s	Results
<p><b>P1.A1.3</b> In consultation with CSOs and consultants with expertise in WPS, develop and pilot a set of questions on gender issues for inclusion in post-deployment debriefing of all personnel deployed by Ireland in order: (a) to assess the extent to which pre-deployment gender and WPS training was applied; and (b) to gather data on gender issues arising in the field that can inform the ongoing development of training curricula. This will include consistent gathering of case studies of (i) concrete applications in the field of the training received by personnel and (ii) lessons learned in context.</p>	<p>Post-deployment questions and review mechanism established to assess the application of pre-deployment training of all personnel deployed.</p>	<p><b>Not Achieved/Pending</b>  <b>DF:</b> The post-deployment review mechanism has not been developed due to resources. Scheduled for 4th quarter 2013.  <b>AGS:</b> Post deployment questionnaire needs updating.</p>
	<p>Training courses and modules modified as indicated by post-deployment data.</p>	<p><b>Not Achieved/Pending</b>  There was no evidence provided that training courses had been modified by post-deployment data. Action scheduled for 4th quarter 2014.</p>
<p><b>P1.A1.4</b> An Garda Síochána will ensure systematic training on WPS for new inductees will be conducted, with input of personnel previously deployed overseas to facilitate cross-learning between overseas personnel and domestic Gardaí.</p>	<p>Number and percentage of An Garda Síochána members who receive training on WPS.</p>	<p><b>Achieved</b>  <b>AGS:</b> 18 AGS received training (2012).  All pre-deployment training includes input from a Garda member previously deployed.</p>

**Objective P1.O2** Strengthen capacity of partners and CSOs to effectively prevent and respond to GBV in conflict-affected countries and contexts. *Progressed and on going*

Action	Indicator/s	Results
<p><b>P1.A2.1</b> Support the capacity building of partners on developing and implementing GBV programming, including adopting and implementing in their programmes internationally accepted guidelines on preventing and responding to GBV and SEA and addressing women's sexual and reproductive health (SRH) needs.</p>	<p>All relevant organisations, including CSOs, supported by the Irish state have guidelines and policies in place on preventing and responding effectively to GBV and SEA and addressing Sexual and Reproductive Health.</p>	<p><b>Progressed</b>  <b>DFAT/IA (Irish Aid):</b> Although this is a stated requirement, information is not available on whether <b>all</b> CSOs have guidelines and policies in place, and it is criteria for membership of the IC-GBV which Irish Aid support both financially and as an active member.</p>
<p><b>P1.A2.2</b> Revise relevant funding and appraisal, and monitoring and evaluation guidelines for CSOs, as well as guidelines for developing Country Strategy Papers, to strengthen guidance on gender mainstreaming, including obligations under UNSCR 1325 such as justice sector reform and gender sensitive legislations to strengthen efforts to prevent and address GBV and SEA.</p>	<p>Revised guidelines in place.</p>	<p><b>Progressed</b>  <b>DFAT/IA:</b> Funding guidelines sets standards in relation to gender equality programming but with limited reference to 1325 obligations.</p>
	<p>Amount of funding to CSOs working in fragile states on obligations under UNSCR 1325.</p>	<p><b>Limited Data Available</b>  <b>DFAT/IA:</b> Specific Amount of funding to CSOs working in fragile states on obligations under UNSCR 1325 has been difficult to track. Irish Aid estimated expenditure on GBV in 2011 is €5.9 million.</p>

**PILLAR 2: PARTICIPATION AND REPRESENTATION OF WOMEN IN DECISION MAKING****OUTCOME OBJECTIVE 2:** Increased and meaningful participation of women including in:

- (i) UN and other international missions relating to peace and security;
- (ii) peace processes and negotiations;
- (iii) post-conflict reconciliation and reconstruction;
- (iv) national and local government as citizens, elected officials and policymakers;
- (v) army and judiciary

**IMPACT OBJECTIVE 2:** Increased inclusion of women and women's interests in decision making processes related to prevention, management and resolution of conflicts and post-conflict governance.

**Objective: P2.01** Increase the participation of women in Ireland's peacekeeping, international development and peacebuilding activities. *Progressed and challenges remaining*

Action	Indicator/s	Results
<b>P2.A1.1</b> Implement recommendations of the <i>Working Group Convened to Examine the Full Participation of Primary Family Carers in the Army</i> to address obstacles to the recruitment and retention of women in the Defence Forces, especially in the context of overseas deployment.	Develop a plan and timetable to operationalise recommendations.  Implement recommendations of Working Group.	<b>Not Achieved/Pending</b> <b>DOD/DF:</b> The Working Group is operational but recommendations have not been implemented and need to be reviewed. The DF Action Plan on UNSCR 1325 commits full compliance with all statutory Family Friendly policies.
<b>P2.A1.2</b> Continue monitoring the overall number, rank, grade and role of women and men in the Irish Defence Forces, An Garda Síochána and civilian support personnel, including those who are deployed overseas. This includes specifying organisational focal points tasked with data collection.	Number and rank of women and men within the Irish Defence Forces and An Garda Síochána.	<b>Annual Increase Not Achieved</b> <b>DF:</b> Proportion of women in the DF overall is low at 6% (565) Officers: 11% women NCOs: 6% women PTES: 6% women (2013)  <b>Annual Increase Not Achieved</b> <b>AGS:</b> Proportion of women in AGS is reasonably good at 25% (3361) Senior Rankings:10% women Gardaí & Sergeants:27.5% women (2013)  Data indicates that levels of women in both the DF and AGS remain unchanged over 2012-2013.
	Number and rank of women deployed in overseas missions at all levels in the Defence Forces, An Garda Síochána and civilian grades.	<b>Annual Increase Not Achieved</b> <b>DF:</b> DF has 6% women in overseas deployment (2012). Data on DF ranks of personnel not available.  <b>AGS:</b> AGS have 6 women (33%) in overseas deployment. 3 Sergeants and 15 Gardaí (2012).

**Objective: P2.O2** Incorporate gender perspectives and actively support women's participation at every level of decision making in Ireland's peacekeeping, international development and peacebuilding activities:  
**Progressed and on going**

Action	Indicator/s	Results
<p><b>P2.A2.1</b> Advocate, through the UN DPKO, for the inclusion of specialised gender advisers (or units) in all UN missions in which Ireland takes part, with clearly identified roles and functions, at senior level, and adequately resourced to enable them to fulfil their roles and functions effectively.</p>	Gender advisers included as part of Ireland's subsequent troop contributing agreements with the UN.	<p><b>Achieved</b>  <b>DoD/DF:</b> A Gender adviser is designated for every Irish battalion overseas and all current missions include a Gender Adviser.</p>
	Gender Adviser role profiles finalised, including clear reporting lines, and included in Terms of Reference for commanders and focal points.	<p><b>Not Achieved/Pending</b>  <b>DoD/DF:</b> Gender Adviser Role Profiles scheduled for 4th quarter 2013. The DF Action Plan on UNSCR 1325 placement of Gender Advisers, Gender Field Advisers and Gender Focal Points. It recommends the inclusion of Gender Focal Points into DF Branches, training institutions and units. Scheduled for 4th quarter 2014.</p>
<p><b>P2.A2.2</b> Create and maintain list of overseas postings opportunities for special advisers (including gender advisers) and/or investigators and encourage eligible female personnel to apply for same.</p>	List of overseas postings opportunities for special advisers and/or investigators in place and maintained.	<p><b>Achieved</b>  <b>DOD:</b> overseas postings opportunities are supplied by the EU External Action Service Mission Commander and the UN.  <b>AGS:</b> AGS recruit for overseas postings annually.  <b>DFAT/ISPU:</b> ISPU provides a Civilian Roster for CSDP missions and Civilian Missions Training.</p>
	Baseline of number of women and men taking up special adviser and/or investigator roles.	<p><b>Limited Data Available</b>  On baseline of number of women and men taking up special adviser and/or investigator roles.</p>
<p><b>P2.A2.3</b> Promote inclusion of more specialised gender expertise on Department of Foreign Affairs civilian rosters (including the Rapid Response Register).</p>	No. and % of civilian personnel with gender expertise included on DFAT rosters available for deployment.	<p><b>Achieved</b>  <b>DFAT/ IA:</b> Of 192 people currently on the RRR, there are 5 gender officers, 17 protection officers and 7 child protection officers. 37% are women and 63% are men.  <b>DFAT/ISPS:</b> ISPS assign an average of 12-15 people per year on the civilian roster for CSDP missions. Currently 42% (5) are women (2013).</p>
<p><b>P2.A2.4</b> Require that CSOs in receipt of funding ensure gender-balanced participation in decision making bodies and processes within humanitarian assistance programmes (e.g. relief/camp management committees), including adopting and implementing internationally accepted guidelines.</p>	Clearly stated requirements on achieving gender balanced participation in decision making in humanitarian assistance programming included in revised guidelines.	<p><b>Progressed</b>  <b>DFAT/IA:</b> Irish Aid have a number of funding programmes with guidelines in place which include requirements on gender mainstreaming.</p>
	Information on the achievement of gender-balanced decision making in humanitarian assistance programmes included in funding reports to DFAT.	<p><b>Limited Data Available</b>  It has been difficult to access information on the achievement of gender-balanced decision making in humanitarian assistance programmes.</p>

**Objective: P2.O3** Promote the full and equal participation of women in decision-making in conflict management, peacebuilding activities, security sector reform, peace agreement negotiations, and post-conflict governance and implementation of peace agreements. *Progressed and on going*

Action	Indicator/s	Results
<b>P2.A3.1</b> Provide support to partners, including locally-based women's CSOs, to support initiatives that enhance women's effective participation in local, national and regional political processes, decision-making and representation in parliament in conflict-affected contexts.	Amount of funding and the number of projects funded that support women's participation and leadership in national and regional political processes and decision-making.	<i>Progressed</i> <b>DFAT/IA:</b> In 2011, €7.2 million was spent supporting "Women's equality Organisations and Institutions". Much of Irish Aid's funding on gender issues is mainstreamed across programmes with government civil society and multilateral partners rather than gender exclusive projects. The OECD DAC Gender Equality policy marker indicates that 35% of Irish Aid's aid is "gender-focused" i.e. has gender equality as either a principal or significant objective.
<b>P2.A3.2</b> Provide technical and financial support to initiatives that foster exchange and cross-learning among women's CSOs in Ireland, within and across the North and South and on a cross-community basis as appropriate focused on promoting women's equal and effective participation in political life and decision making.	No. of initiatives, cross-community as appropriate, fostering CSO exchange and cross-learning towards greater gender balanced participation in Ireland.	<i>Progressed</i> <b>DFAT/Anglo Irish:</b> 13 projects have been funded through the Reconciliation Fund by the Anglo Irish Division to foster exchange and cross-learning among women's CSOs in Ireland on 1325 related issues.  Funding 2011-12: €257,000.
<b>P2.A3.3</b> Provide financial support to partners to develop programmes to promote the inclusion of gender perspectives and women's effective participation in the negotiation and implementation of peace agreements. Criteria for such support to include gender balance in internal CSO decision making structures.	Level of funding and no. of funded projects supporting women's participation in peace agreement negotiation and implementation.	<i>Progressed</i> <b>DFAT/CRU:</b> Provided financial support to a wide range of projects promoting women's participation in the negotiation and implementation of peace agreements. Funding 2011-12: €550,000.  Criteria for funding support has not been developed but CRU may work with Irish Aid on this to operationalise.
<b>P2.A3.4</b> Continue to support international mediation organisations which have a focus on the principles of UNSCR 1325, particularly the inclusion of women as mediators.	Level of funding and no. of projects funded that demonstrably and effectively enhance women's role in mediation.	<i>Progressed</i> <b>DFAT/CRU:</b> UN Mediation Support Unit funded (€100,000 in 2011 increased to €200,000 in 2012).

### PILLAR 3: PROTECTION FROM GBV AND SEA AND OTHER VIOLATIONS OF WOMEN'S HUMAN RIGHTS AND INTERNATIONAL HUMANITARIAN LAW

**OUTCOME OBJECTIVE 3(i)** Increased access to justice for women, especially vulnerable groups.

**OUTCOME OBJECTIVE 3(ii)** Women at risk and women who have experienced GBV and SEA have access to appropriate health and psycho-social support.

**IMPACT OBJECTIVE III:** Women's safety and physical and mental health are assured.

**Objective P3.01** Ensure Irish personnel are held accountable for their actions in relation to ensuring the security and protection of women, particularly while deployed on peacekeeping and all overseas missions.  
*Progressed and on going*

Action	Indicator/s	Results
<p><b>P3.A1.1</b> Develop relevant code of conduct for all personnel involved in overseas missions supported by Ireland to ensure that the accountability of such personnel is clearly defined under the provisions of UNSCR 1325 and other UN obligations on WPS. This should include inter alia a best practice complaints mechanism to address allegations of misconduct by personnel and a clear protection policy for vulnerable groups.</p>	Relevant code of personal and professional conduct formulated and in operation.	<p><b>Achieved</b>  <b>DOD/DF:</b> DF Codes of Conduct are developed and operational for DF personnel.</p> <p><b>Achieved</b>  <b>AGS:</b> AGS Codes of Conduct are developed and operational.</p>
	Protection Policy Developed by Irish Aid.	<p><b>Progressed</b>  <b>DFAT/IA:</b> Civil Service Code of Standards and Behaviour and Rapid Response Code of Conduct operational.</p> <p>Protection Policy: Child Protection Policy is in development at the draft stage.</p>
	Review of code of conduct in line with evolving standards.	<p><b>Progressed</b>  <b>DOD/DF, AGS and DFAT/ IA:</b> Codes of Conduct and policies are revised in line with evolving standards, protocols and legislation.</p>
<p><b>P3.A1.2</b> Support CSO partners to develop code of conduct as per standards set in Irish Aid's protection policy (to be developed).</p>	<p>Number of partner CSOs with code of conduct.</p>	<p><b>Progressed</b>  <b>DFAT/IA:</b> IA requests that all CSO partners have codes of conduct in place.</p>
		<p><b>Limited Data Available</b>  On number of partner CSOs with code of conducts. Irish Aid's DECSS has begun to track the numbers of partners with protection policies but finalised data is not yet available.</p>

Action	Indicator/s	Results
<b>P3.A1.3</b> Through formal representations to the UN DPKO, Conduct and Discipline Unit (CDU), Office for Internal Oversight Services (OIOS), and other UN bodies with responsibility for ensuring accountability for gender-based crimes, advocate for a universal reporting and sanctioning mechanism within the UN system and contributing countries for all personnel serving in overseas missions found guilty of gender-based crimes, including crimes of a sexual nature. This could include the possibility of non-participation of the sending country with offending personnel in future missions.	Reporting and sanctioning mechanisms in place within the UN and contributing countries for personnel found guilty of sexual misconduct.  Records of sanctioned personnel maintained by the UN and contributing countries to ensure that such personnel are not redeployed.	<b>Progressed</b> <b>DFAT/PMUN:</b> Ireland's PMUN is an active contributor in advocating for a universal reporting and sanctioning mechanism in respect of gender-based crimes. PMUN representatives attend annual reviews and UN Secretariat briefings including the Special Committee Report (C34 Committee).
<b>P3.A1.4</b> Ensure that the Codes of Conduct for peacekeeping missions in which Ireland takes part include effective measures to prevent GBV and SEA (e.g. curfews, lists of off-limits establishments etc.).	Prepare draft annex and include in Ireland's next troop contributing agreement with the UN.  Effective mechanisms to prevent GBV and SEA incorporated into the Codes of Conduct of all peacekeeping missions in which Ireland participates.	<b>Achieved</b> <b>DOD:</b> DOD has responsibility to ensure that Codes of Conduct apply and are operational at the highest political levels. UN Memorandum of Understandings (MOUs) for troop deployments include Annex (H) which details measures on sanctions and reporting for abuses of GBV and SEA.  <b>Achieved</b> <b>DF:</b> GBV and SEA are referenced in the Codes of Conduct: UN Blue Card and Soldiers Card and in training programmes and PDT Peacekeeping Missions.  <b>Achieved</b> <b>AGS:</b> GBV and SEA are referenced in the Codes of Conduct, Codes of Conduct for Missions and training programmes (see Appendix 2) and PDT Peacekeeping Missions.
<b>P3.A1.5</b> Support the UN OIOS' efforts to undertake a global audit of breaches of discipline in relation to GBV and SEA in order to identify the most difficult problems in the field and develop appropriate responses.	Global audit of breaches of discipline involving GBV and SEA completed, and findings reported and used to inform planning and implementation of peacekeeping operations.	<b>Achieved</b> <b>DFAT/PMUN:</b> A global audit has been undertaken <i>C34 Committee Briefing to the Special Committee on Peacekeeping Operations Conduct and Discipline Issues</i> (2013).
<b>P3.A1.6</b> Provide financial support to civil society partners including locally based CSOs to develop and undertake surveys, including an initial pilot survey, on how women in local communities regard their treatment by peacekeeping personnel and how they perceive their levels of security.	% of DFAT budget and number of grants made to civil society partners and locally based groups to undertake surveys.	<b>Not Achieved/Pending</b> <b>DFAT:</b> internal responsibility within DFAT for this indicator has yet to be decided.
	Pilot survey completed and survey instrument revised accordingly for wider use.	<b>Data Unavailable</b> On % of DFAT budget and number of grants made to civil society partners and locally based groups to undertake surveys.
	Further surveys completed and used to inform personnel training and peacekeeping planning and operation.	<b>Not Achieved/Pending</b> Pilot survey and further surveys not completed.

**Objective P3.O2** Strengthen the institutional and collective capacity of Irish organisations to respond effectively and systematically to GBV and SEA as experienced by women affected by conflict.

Progressed and challenges remaining

Action	Indicator/s	Results
<b>P3.A2.1</b> Ensure the on-going provision of financial support to, and active engagement with, the JC-GBV to advance the capacity of Irish state and non-state organisations to respond effectively to GBV and SEA.	Continue to support and engage actively in the JC-GBV and contribute to the delivery of agreed annual objectives and indicators (reported on an annual basis).	<b>Achieved</b> <b>DFAT/IA and DF:</b> representatives are actively engaged in the JC-GBV.
	Level of funding provided.	€50,000 (2013).
	Staff hours allocated to JC-GBV.	Estimated 2 staff days per month.
<b>P3.A2.2</b> Promote awareness of and reasonable access to support services for migrants which can assist them with their recovery from domestic, sexual or gender-based violence.	Information materials and data gathering forms of GBV and SEA policy agencies and service providers in Ireland include consideration of needs of migrant women and girls.	<b>Not Achieved/Pending</b> <b>DJE:</b> Cosc has an awareness raising role on GBV and SEA in Ireland. No specific resources for information materials and data gathering forms of GBV and SEA policy agencies have been progressed.
	No. of migrant women who are accessing existing services.	<b>Data Unavailable</b> On the number of migrant women who are accessing existing services.  NOTE: This action has been indicated to be in the remit of the HSE, potentially the HSE's National Social Inclusion Office.
<b>P3.A2.3</b> Subject to resources, facilitate established non-governmental organisations in their efforts to document the experiences of women and girls who have been affected by conflict in their countries of origin in order to better inform public service provisions and interaction with these women and girls.	Devise an online survey to document the experiences and needs of women and girls affected by conflict in order to better inform government services.	<b>Not Achieved/ Pending</b> <b>DJE:</b> Online survey action not progressed. Action to support NGOS to document experiences and needs of women and girls affected by conflict (in their country of origin) pending.
<b>P3.A2.4</b> Introduce a single application procedure for protection applicants whereby all elements of their application to be permitted to remain in Ireland will be fully considered in one single process, with the possibility to appeal the protection related aspects of their application to a new independent Tribunal.	Single Application Procedure introduced.	<b>Progressed</b> <b>DJE:</b> Single Application Procedure legislation is planned for approval and publication late 2013.

Action	Indicator/s	Results
<p><b>P3.A2.5</b> Implement Human Rights Funding Strategy to fund CSO partner interventions that empower women, tackle gender inequality and address gender-based violence.</p>	<p>Amount of Civil Society budget dedicated to supporting CSO interventions to address GBV and gender equality.</p>	<p>Progressed  <b>DFAT/IA:</b>  <a href="#">Limited Data Available</a>            Difficult to disaggregate dedicated CSO interventions on GBV and gender equality in humanitarian contexts and fragile states. Overall Irish Aid estimated €5.9 million on GBV (based on 2011 expenditure on GBV).</p>
<p><b>P3.A2.6</b> Provide financial support to innovative research initiatives to deepen understanding of and produce strategies for the effective the implementation of UNSCR 1325 and other UN obligations on WPS in partner countries and in the context of Ireland.</p>	<p>Amount of available and relevant DFAT budget, including academic grants and scholarship funds, devoted to research projects that advance knowledge and understanding of implementation of UNSCR 1325 and other UN WPS obligations.</p>	<p>Progressed  <b>DFAT/CRU:</b> Funding: in 2010, 2011 and 2012 €490,000.</p>

**Objective P3.O3** Ensure there are robust accountability mechanisms in place to deal with discrimination, sexual harassment and bullying against women in Irish Defence Forces, An Garda Síochána and across all state agencies/bodies and non-state organisations in receipt of state funding that are involved in implementing Ireland's UNSCR 1325 NAP. *Progressed and on going*

Action	Indicator/s	Results
<p><b>P3.A3.1</b> Devise review mechanism and conduct regular reviews of formal procedures dealing with discrimination, sexual harassment and bullying (DSHB) to be conducted by the relevant organisations to ensure such policies reflect changes in legislation, labour court recommendations and best national and international practice.</p>	Initial review of existing procedures completed and revised as needed.	<p><b>Achieved</b>  <b>DOD/DF:</b> Initial review completed. The Defence Forces Policy and procedures on Sexual Harassment, Harassment and Bullying '<i>Interpersonal Relationships within the Defence Forces</i>' (A7, Chpt 1) was updated in 2010 and is currently being updated to take account of Statutory Instrument 08/2012 on bullying and harassment.</p>
	Regular reviews conducted in line with evolving standards and best practice.	<p><b>Progressed</b>  <b>DF/AGS:</b> DSHB procedures reviewed in line with best practice.</p>
<p><b>P3.A3.2</b> Devise and conduct pre-deployment surveys to ensure that all military and police officers deployed in peacekeeping operations are aware of formal procedures pertaining to allegations of DSHB.</p>	Pre-deployment survey mechanism developed and in operation to measure officers' awareness of DSHB formal procedures.	<p><b>Not Achieved/Pending</b>  <b>DOD/DF:</b> Pre-deployment survey mechanism re awareness of DSHB scheduled for 4th quarter 2013.</p> <p><b>Not Achieved/Pending</b>  <b>AGS:</b> Pre-training and post-training surveys to assess DSHB before and after training are not in place but it was recommended that this should be developed.</p>

**PILLAR 4: EXAMPLE OF INNOVATIVE PRACTICE: RELIEF, RECOVERY AND REHABILITATION**

**OUTCOME OBJECTIVE 4:** The immediate and ongoing needs of women affected by conflict (especially vulnerable groups including victims of GBV and SEA, displaced, and ex-combatant) are met in relief, recovery and rehabilitation actions and programmes under the auspices of state and non-state parties

**IMPACT OBJECTIVE 4:** Women's specific needs are met in conflict and post-conflict situations

**Objective P4.O1** Ensure that security sector reform activities supported by Ireland are responsive to the different security needs and priorities of women **Limited Progress. Objective needs revision.**

Action	Indicator/s	Results
<b>P4.A1.1</b> Ensure that all SSR, DDR and HMA funding proposals, reports and monitoring and evaluation mechanisms effectively mainstream gender equality, including obligations on UNSCR 1325.	Revised funding guidelines in place and being implemented.	<b>Progressed</b> <b>DFAT/IA:</b> Evidence of SSR, DDR and HMA proposals, reports effectively mainstreaming equality gender equality was limited. <b>Limited Data Available</b>
	Level of funding and no. of projects funded that are engaged in gender-sensitive SSR.	<b>Limited Data Available</b> On level of funding and no. of projects funded.
<b>P4.A1.2</b> Encourage funding proposals that effectively mainstream gender equality and include substantial, direct and systematic consultation with women's CSOs at every level of the design and monitoring of SSR programmes.	DFAT Level of funding and number of projects funded that include substantial, direct and systematic consultation with women and women's CSOs.	<b>Limited Data Available</b> <b>DFAT/IA:</b> Although this is a stated requirement in funding guidelines, as gender equality is mainstreamed it is difficult to track level of projects funded that include substantial, direct and systematic consultation with women and women's CSOs.

**Objective P4.O2** Ensure that disarmament, demobilisation and reintegration and Humanitarian Mine Action (HMA) activities supported by Ireland are responsive to the different security needs and priorities of women **Limited Progress. Objective needs revision.**

Action	Indicator/s	Results
<b>P4.A2.1</b> Support partners and locally-based CSOs that have in place, or are developing, specific measures to integrate women and girls into DDR, including, for example, separate demobilisation camps.	DFAT Amount and percentage of DFAT funding allocated to gender sensitive DDR programmes.	<b>Progressed</b> <b>DFAT/IA:</b> As gender equality is mainstreamed, it is difficult to track specific funding allocated to gender sensitive DDR programmes. <b>Limited Data Available</b>
	Information on achievement of integration of women and girls into DDR programmes included in funding reporting.	<b>Limited Data Available</b> Examples of projects reporting on achievements of integration of women and girls into DDR programmes limited.
<b>P4.A2.2</b> Ensure that all Irish-supported projects adhere to gender sensitive international best practice on Humanitarian Mine Action (HMA), including meaningful consultation with women affected by landmines.	All HMA proposals, reports and monitoring and evaluation systems include a comprehensive gender component, including the provision of data disaggregated by sex and age.	<b>Progressed</b> <b>DFAT/IA:</b> Action being progressed. <b>Limited Data Available</b> On HMA proposals, reports and monitoring and evaluation systems.

## PILLAR 5: PROMOTION OF UNSCR 1325 AND OTHER UN OBLIGATIONS ON WOMEN, PEACE AND SECURITY IN INTERNATIONAL, REGIONAL AND NATIONAL ARENAS

**OUTCOME OBJECTIVE 5:** Effective mainstreaming of principles of UNSCR 1325 and other UN obligations on WPS in a growing number of standard setting and policy making arenas at international, regional and national levels.

**IMPACT OBJECTIVE 5:** Widespread awareness and observance of 1325 and other UN obligations on WPS in policy and decision making forums at international, regional and national levels.

**Objective P5.O1** Strengthened institutional capacity to ensure that commitments to gender equality, women's human rights and UNSCR 1325 and other UN resolutions, are incorporated into all stages of peacebuilding, peacekeeping and post-conflict transition. *Progressed and on going*

Actions	Indicators	Results
<b>P5.A1.1</b> Revise and mainstream policy guidance on UNSCR 1325 in all relevant new and revised policies and strategy papers, including development of specific guidance on GBV and implementation of UNSCR 1325.	Gender Equality (including UNSCR 1325 commitments) reflected in all new and revised relevant guidelines and policies.	<i>Progressed</i> <b>DFAT/IA:</b> Ireland's new policy on international development makes strong commitments on gender equality including its integration into a strengthened focus on fragile states.
	Policy guidance note on GBV and implementation of UNSCR 1325 produced.	<i>Not Achieved/Pending</i> Guidelines for Irish Aid will be drafted in second half of 2013.
<b>P5.A1.2</b> Advocate across the different policy forums in which Ireland is engaged (e.g. Friends of 1325) for the exclusion from post-conflict amnesty provisions of impunity for war crimes, crimes against humanity and genocide, including gender-based crimes.	Number of formal representations or submissions made by the Irish state at international level.	<i>Progressed</i> <b>DFAT/PMUN:</b> High level of advocacy and representations on women's human rights and GBV at the international level including submissions on amnesty provisions and on ending impunity.
		<i>Data Unavailable</i> On the number of formal representations or submissions made by the Irish state at international level.
<b>P5.A1.3</b> Engage with appropriate Northern Ireland authorities to encourage development of policies and measures consistent with the aims of UNSCR 1325, in consultation with civil society organisations.	Number of facilitated opportunities for engagement with and between relevant NI authorities and CSOs.	<i>Progressed</i> <b>DFAT/Anglo Irish:</b> Moderate level of engagement with NI authorities and CSOs has been delivered this work is in the early stages of development.
		<i>Data Unavailable</i> On the number of facilitated opportunities for engagement with and between relevant NI authorities and CSOs.
<b>P5.A1.4</b> Make formal representations to partners across different policy forums to promote the active role of women in DDR programmes and to ensure recognition among partners of their obligations to address the particular experiences and positions of women in conflict and its aftermath when providing DDR programming.	Number of formal representations or submissions made by the Irish state at international level.	<i>Data Unavailable</i> <b>DFAT/Irish Aid:</b> No evidence to indicate activity on advocacy on women's roles in DDR at the international levels.

Actions	Indicators	Results
<p><b>P5.A1.5</b> Advocate for the revision and upgrading of: “<i>Ten Rules: Code of Personal Conduct for Blue Helmets</i>” – the UN pocket cards issued to UN peacekeepers before they are deployed – so that they contain clear and specific references to the principles and provisions of UNSCRs 1325, 1820, 1888 and 1889.</p>	<p>UN rule card revised and issued to all Irish personnel involved in UN peacekeeping missions and mechanism for tracking utilisation in place.</p>	<p><b>Achieved</b>  <b>DoD/DF:</b> Action completed: UN rule card operational.            Mechanisms for tracking utilisation / breaches progressed.</p>

**Objective P5.O2** Use regional and international foreign policy institutions and instruments to promote the principles of UNSCR 1325: **Progressed and on going**

Actions	Indicators	Results
<b>United Nations</b>		
<p><b>P5.A2.1</b> Urge all states to sign and ratify international human rights treaties, especially CEDAW.</p>	<p>Number of policy statements, speeches and reports of the Irish government, urging adoption and implementation of relevant agreements, made to UN institutions and mechanisms (e.g. addressing the Secretary General, the UNSC, CEDAW) and to regional level forums in EU, OSCE, PfP and OECD.</p>	<p><b>Progressed</b>  <b>DFAT/PMUN:</b> A high level of advocacy and representations on women’s human rights and GBV at the international level, including in respect of the ratification of CEDAW, both in statements and in the context of the negotiation of resolutions and other outcome documents.  <b>Data Unavailable</b>            On the number of policy statements, speeches and reports of the Irish government.</p>
<p><b>P5.A2.2</b> Support UN entities, particularly UN Women, directly involved in facilitating implementation of UNSCR 1325 and related international commitments on WPS.</p>	<p>Level of DFAT funding allocated to specific UN entities, particularly UN Women, and programmes dedicated to implementation of UNSCR 1325 and related commitments to WPS.</p>	<p><b>Achieved</b>  <b>DFAT/Irish Aid:</b> Core Funding allocated to UN Women: €1.5 million in 2012 and €1.5 million in 2013.</p>
<p><b>P5.A2.3</b> Advocate for women to hold 50% of UNSG Special Representative and Special Envoy positions.</p>	<p>Progress towards 50:50 gender balance in all appointments of Special Representatives and Envoys.            Number and % of statements at UN forums made by Ireland advocating 50% representation of women in UNSG and Special Envoy Positions UN wide agreement in place and supported by Ireland requiring 50:50 gender balance in all appointments of Special representatives and envoys.</p>	<p><b>Progressed</b>  <b>DFAT/PMUN:</b> advocacy for greater gender balance has been undertaken but 50:50 target unrealistic.  <b>Progressed</b>  <b>DFAT/PMUN:</b> advocacy for greater gender balance has been undertaken but 50:50 target unrealistic.  <b>Data Unavailable</b>            on the number and % of statements at UN forums.</p>

Actions	Indicators	Results
<b>P5.A2.4</b> Prepare and maintain a list of candidates to be provided to the Secretary General for inclusion in a roster of women to be nominated as Special Envoys or Representatives of the UNSG.	Database format developed. List updated biannually.	<b>Data Unavailable</b> <b>DFAT/UN Coordination Section:</b> No data available.
<b>P5.A2.5</b> Advocate for increase in women's representation in UN peacekeeping missions in which Ireland participates, particularly as military observers and civilian police.	Number, % and roles of women in UN missions in which Ireland participates.	<b>Progressed</b> <b>DFAT/ISPU:</b> Advocacy for women's increased representation has been undertaken. <b>Data Unavailable</b> On the number, % and roles of women in UN missions in which Ireland participates.
<b>P5.A2.6</b> Advocate for inclusion of comprehensive information on steps taken to implement UNSCR 1325 and to combat GBV and SEA within the framework of the Universal Periodic Review (UPR) mechanism of the Human Rights Council.	Questions and recommendations to states undergoing UPR that request concrete information on implementation of 1325 and steps taken to combat GBV and SEA.	<b>Progressed</b> <b>DFAT/HRU:</b> There has been a high level of advocacy activity on GBV and SEA concerns to member states within the framework of the UPR.
<b>European Union - Common Foreign and Security Policy</b>		
<b>P5.A2.7</b> Advocate for the commissioning desk research of existing practices to CSDP missions in relation to implementation of UNSCR 1325 and international commitments to WPS to identify specific gaps and areas where leadership can be exercised to bring changes in policy and practice on WPS, such as specifying the role of gender focal points in CSDP mission planning and implementation; collection of gender-specific data from HQ; and the application of UNSCR 1325 to EU crisis management missions.	Desk research completed and information used to formulate actions to ensure that CSDP missions implement the provisions of UNSCR 1325.	<b>Progressed</b> <b>DFAT/ ISPU:</b> High level of activity undertaken on gender mainstreaming of policy framework for CSDP missions; participation in the Partnership for Peace (PfP).  Desk research not undertaken.
<b>OSCE</b>		
<b>P5.A2.8</b> Use Ireland's position as Chair of the OSCE in 2012 to promote the implementation of UNSCR 1325, including calling on all OSCE members to commit to producing and adopting a national action plan to implement UNSCR 1325 and other UN resolutions.	OSCE member states committed to production and adoption of National Action Plans on UNSCR 1325.	<b>Progressed</b> <b>DFAT/CRU:</b> Good level of activity on the promotion of UNSCR 1325 as OSCE chair.  No evidence of the production and adoption of NAPs on UNSCR 1325 by OSCE members.  26 of 57 OSCE members currently have a UNSCR 1325 NAP.
<b>OECD/DAC</b>		
<b>P5.A2.9</b> Engage with the Development Assistance Committee of the OECD, specifically with the Network on Gender Equality (GENDERNET) and the International Network on Conflict and Fragility (INCAF), to actively mainstream UNSCR 1325 and other UN obligations on WPS in all aspects of their mandate.	Number of statements and policy documents that incorporate requirements to implement UNSCR 1325 produced by GENDERNET and INCAF.	<b>Progressed</b> <b>DFAT/Irish Aid:</b> High level of activity on engagement with OECD/ GENDERNET and INCAF on gender mainstreaming. Guidelines produced by INCAF on integrating gender into peace building and state building.

## Appendix 2:

# Examples of Training Delivered by Key Departments / Units in relation to NAP 1325

### Gender Training Components: Defence Forces, AGS and Irish Aid

All military staff participating in peacekeeping operations in EU/CSDP missions by virtue of induction training, career courses and pre-deployment training have received in excess of five hours training specifically in gender equality/women, peace and security.

#### Defence Forces Training

Training Course	Key Themes
<b>International Civic Military Co-operation Course (2012)</b>	Human Trafficking, Gender Issues and UNSCR 1325.
<b>International Human Rights Course</b>	Includes modules/ sessions on UNSCR 1325 and 1820 Women and Peace Operations – SGBV, Human Trafficking and SEA; Conduct of Military Peacekeepers.
<b>International Military Observers and Staff Officer Course (2010)</b>	Includes training on Code of Conduct for Peacekeepers; and Women in Conflict – Gender & UNSCR 1325 SGBV.
<b>Overseas briefings / training for missions to the Lebanon (UNIFIL) (2012)</b>	Human Rights, Code of Conduct and SEA and on Gender Awareness – UNSCR 1325 and SGBV.
<b>Pre-Deployment Training UNIFIL (2012)</b>	Includes sessions on Gender Focal Point training for selected personnel; SEA (mandatory for all personnel); gender awareness brief.
<b>Pre-Deployment Training UNSMIS (UN Supervisory Mission in Syria) (2012)</b>	Includes a Cultural Diversity / Awareness training and SEA training.
<b>Pre-Deployment Training ISAF (International Security Assistance Force) (2012): Human Rights in PSOs</b>	Training on understanding of the role in promoting and protecting Human Rights includes SEA and Gender Awareness and Diversity training.
<b>EUTM (Mali) PDT (2013)</b>	Sessions on Gender Equality on PSO (Peace Support Operations) – UNSCR 1325; Training on the Prevention of SEA in UN Missions and training on the Code of Conduct for EUTM Mali.
<b>KFOR (Kosovo) training (2013)</b>	Cultural Awareness and Diversity, Code of Conduct, Gender and UNSCR 1325.
<b>Generic Training within DF – gender focus</b>	<p><b>Three Star Training (2005)</b> includes sessions on the UN Peacekeeper – Gender and Peacekeeping; the UN Peacekeeper – Child Protection; and, Human Rights for Peacekeepers.</p> <p><b>Potential NCO Course training (2012)</b> includes Human Rights in Peace Operations module with sessions on Human Rights of Women in Peace Operations; and, Human Rights of Children in Peace Operations.</p> <p><b>Platoon Commanders Peace Support Course (2010)</b> includes Human Rights in Peace Operations module with sessions on Human Rights of Women in Peace Operations; and, Human Rights of Children in Peace Operations.</p> <p><b>Junior Command and Staff Course (2012)</b> includes a section on Civic and Military Co-operation (CIMIC) in the Crisis Management Operations training. This includes a session on Cultural Awareness and Gender issues.</p> <p><b>Senior Command and Staff Course (2010)</b> include lectures on: the Issues of Gender in Stabilisation Operations; and Human Rights Issues.</p>

An analysis of the more detailed training materials provided for specific missions in Mali further outline the inclusion of UNSCR themes in pre-deployment training:

### **EUTM Materials used in pre deployment training by the DF for EUTM**

The lecture on training for the Prevention of SEA includes definitions of sexual exploitation and abuse, human trafficking, recognition of the special vulnerability of women and children in conflicts and the unequal power relationships that can be exploited as a result, standards of behaviour and consequences of sexual misconduct (including a definition of serious misconduct), the importance of the responsibilities of peacekeepers to be informed and to act as role models, as well as reporting mechanisms and case studies.

Specific Training on UNSCR 1325 and 1820 PDT for EUTM outlines the key pillars of UNSCR and references Ireland's NAP on 1325.

### **Irish Defence Forces Codes of Conduct Training**

The DF: it is mandatory for all personnel deploying overseas to receive briefings on Gender and UNSCR 1325 and Code of Conduct briefings.

Provision of Codes of Conduct are: UN Code of Conduct for UN Peacekeepers; the Soldiers Card (the Code of Conduct card produced by the Defence Forces Ireland for PSOs) detailing human rights standards for PSOs (Peace Support Operations); and the Soldiers Card produced for specific missions.

Progress on the Soldiers Card was made for UNIFIL for Lebanon in 2012 (United Nations Interim Force in Lebanon). Examples of training on Codes of Conduct:

- » **International Military Observers and Staff Officer Course (2010):** Includes training on Code of Conduct for Peacekeepers; and Women in Conflict – Gender & UNSCR 1325 SGBV.
- » **UNIFIL (Lebanon) training (2012)** includes a session on Human Rights, Code of Conduct and SEA and on Gender Awareness – UNSCR 1325 and SGBV.
- » **EUTM (Mali) training (2013)** provides sessions on Gender Equality on PSOs, UNSCR 1325 and SEA.

- » **KFOR (Kosovo) training (2013)** provides sessions on Cultural Awareness and Diversity and Code of Conduct and Gender and UNSCR 1325.

Other examples of training include:

- » **International Civic Military Co-operation Course (CIMIC)** includes training on Human trafficking, Gender Issues and UNSCR 1325.
- » **International Human Rights Course** which includes sessions on UNSCR 1325 and 1820 Women and Peace Operations – SGBV, SEA.
- » **Conduct of Military Peacekeepers and International Military Observers and Staff Officer Course** includes training on Code of Conduct for Peacekeepers.
- » **Women in Conflict – Gender & UNSCR 1325 and SGBV.** The UNTSI provided examples of the course outlines for overseas briefings / training for missions to the Lebanon (UNIFIL), Mali (EUTM) and Kosovo (KFOR).

### **Training on the Code of Conduct for EUTM Mali**

The aim of the training is to provide Irish Peacekeepers with information on the Code of Conduct and standards of behaviour for service in field missions. It is part of a larger generic training module (**5th UN Standard Generic Training Module**) for UN Peacekeepers which provides training on Cultural Awareness, Gender and Peacekeeping and Child Protection. The **Code of Conduct for EUTM Mali** training provides an outline of the protocols / principles informing personal conduct of UN Personnel and the consequences of misconduct. The materials indicate the requirement for the personnel to act with impartiality, integrity, respect and loyalty including the prohibition of engaging in improper sexual activity or actions that could result in the suffering of the local population *especially women, children or old people*.

The training references that the ten rules of the Code of Conduct for Blue Helmets summarise all the dos and don'ts for military personnel in the field. However, this is reinforced by the Code of Conduct card produced by the Defence Forces Ireland for PSOs (the Soldiers Card) detailing human rights standards for PSOs and the Blue Card (UN Code of Conduct for UN Peacekeepers).

### Examples of An Garda Síochána Training in relation to UNSCR 1325

Training Course	Key Themes
<p><b>Pre-deployment training for all AGS members who serve on UN/EU Missions</b></p>	<p><b>A module on Women, Peace and Security:</b> the role of UN Peacekeeping Operations; (2009). Learning outcomes: participants will be able to explain the different impacts of conflict on women / girls and men / boys, explain how women are both victims of conflict and key partners for peacekeeping and peacebuilding, provide examples of how peacekeeping personnel can help protect and support women and gender equality in their daily work.</p> <p><b>Protection of Children:</b> the role of UN Peacekeeping Operations (2009).</p> <p><b>Standard Training Module 2: Combating Sexual Exploitation and Abuse Module</b> for the Role of Mid-level Managers and Commanders (materials from the UN Conduct and Discipline Unit, Dept of Field Support).</p> <p><b>Child Protection during Armed Conflict</b></p> <p><b>Gender, Gender-Based Violence, and Women Peace and Security</b></p>

The Garda College deliver pre-deployment training to all members of An Garda Síochána participating on UN and CSDP Missions. The members receive 3 hours on Human Rights with specific reference to UNSCR 1325. These issues were also incorporated into the lectures on Discipline (1 hour) and Standards and Values (1 hour).

Examples of Code of Conducts developed by AGS are Code of Conduct and Discipline (Kosovo); and UN DPKO Standard Operating Procedures for UN Police Officers on Assignment with UNFICYP (Cyprus).

### Examples of Irish Aid Gender Training

Training Course	Target Participants	Key Themes
<p><b>Internal Gender Training at HQ</b></p> <p>(1 Day training) (March 2012)</p>	<p><b>Irish Aid HQ Staff</b></p> <p>14 People attended:</p>	<p><b>Understanding Gender</b></p> <p><b>Session 1:</b> Introduction to gender and related concepts including gender identity, masculinity and femininity, gender roles.</p> <p><b>Session 2:</b> PART 1: Gender equality and the international context. PART 2: Why and how is gender important for development agencies and programmes? PART 3: Gender, power relations, culture and change.</p> <p><b>Session 3:</b> PART 1: Gender mainstreaming as a strategy for gender equality, within development programmes and within organisations. PART 2: Gender analysis, what it is and rationale for using it.</p> <p><b>Session 4:</b> Irish Aid's Gender Equality Policy.</p>
<p><b>Internal Gender Training</b></p> <p>(1 day) (March 2012)</p>	<p><b>Irish Aid HQ Staff</b></p> <p>21 staff attended:</p> <p>Emergency &amp; Recovery (6);</p> <p>Multilateral (3); Civil Society (2); TSSP<sup>3</sup> (3); Development Education (1); Programme Countries (3);</p> <p>PPE<sup>4</sup> (3)</p>	<p><b>Preventing and Responding to Gender Based Violence</b></p> <p>Day 2 consisted of 4 Sessions:</p> <p><b>Introduction to the Concept of GBV</b> PART 1: Exploring the Definition of GBV. PART 2: Exploring the forms, causes and contributing factors of GBV.</p> <ol style="list-style-type: none"> <li><b>Scope and Policy Responses</b> PART 1: Scope of the Problem. PART 2: Conflict-Related vs Endemic GBV. PART 3: Policy Responses</li> <li><b>Prevention and Response Strategies</b> PART 1: Video presentation – GBV &amp; HIV, and Emergency response. PART 2: Exploring Prevention and Response Strategies.</li> <li>Irish Aid approaches to GBV.</li> </ol>

3 Thematic sectors and Special Programmes.

4 Policy, Planning and Effectiveness

Training Course	Target Participants	Key Themes
<b>Meeting of Irish Aid gender advisers</b> (November 2012)	<b>Embassy based gender advisers</b>	Field based gender advisers including the gender adviser from Sierra Leone attended a one week workshop with inputs on GBV and supporting CSOs working on gender equality.
<b>University of Ulster Summer School on Transitional Justice, Gender, Conflict and UNSCR 1325</b>	<b>Gender Officer Irish Aid</b> (1)	Gender, Conflict and UNSCR 1325.
<b>KODE distance learning module on GBV in Development contexts</b>	<b>Irish Aid staff</b> (4)	Completed the 2 month KODE distance learning module on GBV in Development contexts.
<b>UNICEF 'GBV in Emergency contexts' training</b>	<b>RRR members</b> (3) <b>Gender Officer Irish Aid</b> (1)	A week long UNICEF 'GBV in Emergency contexts' training which was organised by UNICEF and hosted by Irish Aid Emergency and Recovery section in June 2012.

### Prevention of and Response to Gender-Based Violence in Emergencies (delivered by UNICEF)

UNICEF GBV Training (Protecting Women and Child Survivors) was provided to two members of the RRR and one member of Irish Aid staff in 2011. Building on this initiative, UNICEF and Irish Aid worked together to provide an extended five-day course (2012) to increase the pool of qualified roster members who can be deployed to an emergency setting to support efforts to address gender-based violence (GBV) in an emergency setting. This included a focus on prevention and response programming and coordination as well as efforts to ensure that interventions to prevent and respond to GBV are mainstreamed across humanitarian response.

#### Objectives of Training:

- » Be able to assess Gender Based-related risks and vulnerabilities, GBV-related services, and specific needs of women and children, girls especially.
- » Identify GBV programming priorities for adult women, adolescent girls and children, including understanding key frameworks for addressing GBV in emergencies and key accountabilities for UNICEF.
- » Know how to use key guidance and tools available to improve the prevention of GBV and response to survivors in emergencies.
- » Understand the key functions of a GBV coordination mechanism and how to initiate the process of implementing a coordination mechanism.
- » Understand concrete steps to advocate for GBV-related priority actions within humanitarian inter-agency mechanisms.

#### Feedback of UNICEF Training

The feedback from participants on the training was overwhelmingly positive. While participants made

suggestions to improve future trainings, the results of the pre and post tests indicate improvements in knowledge and confidence for each participant. In terms of qualitative feedback, most participants identified theories and guidelines, resources and tools, and simulations and experience sharing as the most helpful during the training. The three primary areas of improvement identified by participants were: understanding of Inter-Agency Standing Committee Guidelines for Gender-Based Violence Interventions in Humanitarian Settings; ability to develop or adapt GBV assessment tools to ensure they are appropriate and relevant for a specific context; and their ability to establish a GBV working group. (Training Program Report 2012).

#### Feedback from evaluations from HQ training in March 2012

The training was generally considered very useful and adequate time for an 'introduction to gender' although several asked for more training in regard to: How to apply Gender Analysis to DCD programming; and Gender Mainstreaming.

Evaluations received rated the training as *Excellent* (2) *Very Good* (4) *Good* (2).

All participants' evaluations indicated that they found the training very useful. Several suggested more, short and specific, gender training sessions staged over time, in particular:

- » Half day sessions on topics such as Gender Responsive Budgeting, GBV Prevention, Protection.
- » Training on applying gender and GBV to Irish Aid programming, making the linkages.
- » Context specific training: ½ day Programme Country focus sessions eg. on a thematic emergency settings.

## Appendix 3: UNSCR 1325 Resolutions

There are a number of complementary and reinforcing UN Security Council Resolutions addressing Women, Peace and Security: an overarching Resolution, followed by three on sexual violence and impunity, and one on women's participation and gender perspectives.

### Overarching

UNSCR (2000) calls for full representation of women at all levels of decision-making and participation in peace building and conflict prevention; specific attention to the protection of women and girls in armed conflict; and inclusion of gender perspectives in all peacekeeping, peace building and peace agreement strategies and actions undertaken by the UN and Member States.

### Sexual violence and impunity

UNSCR 1820 (2008) recognises that systematic sexual violence as a tactic of war impedes the maintenance of international peace and security.

UNSCR 1888 (2009) establishes a Special Representative on Sexual Violence in Conflict.<sup>5</sup>

UNSCR 1960 (2010) provides for an accountability system: for parties to armed conflict to make specific time-bound commitments to prohibit and punish perpetrators, the Secretary-General to list parties responsible for patterns of sexual violence (as a basis for possible sanctions) and monitoring, analysis and reporting arrangements.

### Women's participation and gender perspectives

UNSCR 1889 (2009) addresses women's participation and gender perspectives. It calls for the appointment of women as Special Envoys and Special Representatives, mainstreaming gender into Mission Mandates, appointment of gender advisers and involvement of women's CSOs. It requests the Secretary-General to develop a set of global indicators to track the implementation of UNSCR 1325 and serve as a common basis for reporting on implementation by UN entities, other international and regional organisations and Member States, which he presented in his 2010 Report.<sup>6</sup>

### Commission of the Status of Women 2013

In 2013, CSW adopted conclusions on the elimination and prevention of all forms of violence against women and girls including in situations of armed conflict. These urged strengthening implementation of legal and policy frameworks and accountability; addressing structural and underlying causes and risk factors so as to prevent violence; strengthening multi-sectoral services, programmes and responses to violence; and improving the evidence base.

5 Zainab Hawa Bangura of Sierra Leone was appointed in 2012 following the completion by Margot Wallstrom of Sweden of her term of office.

6 S/2010/498

## Appendix 4: Ireland's NAP Pillars and Objectives

The NAP is framed around five Pillars each with a number of key objectives:

**Pillar 1:** Prevention of Conflict, including Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA): (i) provide comprehensive and effective training on human rights, gender equality, humanitarian law and UNSCR 1325 to personnel deployed on overseas missions; (ii) strengthen capacity of partners and CSOs to effectively prevent and respond to GBV in conflict-affected countries and contexts.

**Pillar 2:** Participation and Representation of Women in Decision Making: (i) increase the participation of women in Ireland's peacekeeping, international development and peace-building activities; (ii) incorporate gender perspectives and actively support women's participation in Ireland's peace-keeping, international development and peace-building activities; (iii) promote the full and equal participation of women in decision-making in conflict management, peace-building activities, security sector reform, peace agreements and negotiations, and post-conflict governance and implementation of peace agreements.

**Pillar 3:** Protection from Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) and Other Violations of Women's Human Rights and International Humanitarian Law: (i) ensure Irish peacekeeping and overseas mission personnel are held accountable for their actions in relation to ensuring the security and protection of women; (ii) strengthen the institutional and collective capacity of Irish organisations to respond in a coordinated and effective way to GBV and SEA experienced by women affected by conflict; (iii) ensure there are accountability mechanisms in place to deal with discrimination, sexual harassment and bullying in state organisations involved in implementing Ireland's 1325 NAP.

**Pillar 4:** Relief, Recovery and Rehabilitation: (i) ensure that security sector reform activities supported by Ireland are responsive to the different security needs and priorities of women; (ii) ensure that disarmament, demobilisation and reintegration activities supported by Ireland are responsive to the different security needs and priorities of women.

**Pillar 5:** Promotion of UNSCR 1325 in International, Regional and National Arenas: (i) strengthened institutional capacity to ensure that commitments to gender equality, human rights and UNSCR 1325 are incorporate into peace-building, peacekeeping and post-conflict transition; (ii) use regional and international foreign policy instruments to promote the principles of UNSCR 1325.

## Appendix 5: Terms of Reference

1. Meet with the Department of Foreign Affairs and Trade, the Chair of the Monitoring and Evaluation Group and other relevant Government Departments and agencies to discuss steps taken in implementing Ireland's NAP.
2. Consult with civil society members of the Monitoring and Evaluation Group during the drafting process in order to hear feedback on implementation and monitoring to date, and on priorities for the remaining implementation period.
3. After the first round of consultations, prepare an inception report that sets out the draft structure, parameters and indicators of the progress report, including the monitoring and evaluation process itself.
4. In close consultation with the Department of Foreign Affairs and Trade, draft text for inclusion in the progress report.
5. Circulate a draft of the report, allowing time for feedback and comment, by 24 April.
6. Provide a final report on implementation of Ireland's NAP to the Department of Foreign Affairs and Trade, and the Chair of the Monitoring and Evaluation Group, by 24 May 2013.

## Appendix 6: List of Government Departments, Agencies and Others Interviewed

- » Department of Foreign Affairs and Trade
  - Political Division
    - Conflict Resolution Unit
    - Human Rights Unit
    - International Security Policy
    - Permanent Mission to the United Nations
    - Anglo-Irish Division
  - Development Cooperation Division (Irish Aid)
    - Policy Planning and Effectiveness Section
    - Emergency and Recovery Section
    - Development Education and Civil Society Section
    - Multilateral Section
    - Sierra Leone Office
    - Timor Leste Focal Point
- » Department of Defence
- » Department of Justice and Equality
- » Defence Forces
- » An Garda Síochána
- » Health Service Executive
- » Chair of Monitoring Group
- » Non-government (CSO and academic) members of Monitoring Group

## Appendix 7: Members of the Monitoring and Evaluation Group

Liz Mc Manus	Chairperson
Brian Glynn	Director, Conflict Resolution Unit, DFAT
Daniel Lambert	Conflict Resolution Unit, DFAT
Hannah Brady	Conflict Resolution Unit, DFAT
Áine Doody	Gender Adviser, Irish Aid, DFAT
Hannah Collins	Irish Aid, DFAT
Comdt. Jayne Lawlor	Defence Forces
Lt. Col. Ollie Barbour	Defence Forces
Nicola Donnelly	Department of Justice
Supt. Louise Synnott	An Garda Síochána
Sorcha Tunney	Amnesty International Ireland
Colm Byrne	Oxfam Ireland
Dr. Melanie Hoewer	University College Dublin
Dr. Anastasia Crickley	NUI Maynooth
Siobhan Curran	Pavee Point
Shirley Graham	Hannas House
Salome Mbugwa	Akidwa
Niamh Carty	Oxfam Ireland
Carol Ballantine	Trócaire
Finola Finnan	Trócaire
David Byrne	Department of Defence
Donal Bergin	Department of Defence

## Appendix 8:

# Interview Questions for Government Departments / Units / Agencies

### 1. Role and responsibilities in relation to implementation of the NAP:

Please describe:

- » Your present role/position in the (Department/Unit/Agency).
- » The broad role of your (Department/Unit/Agency) in relation to implementation the 1325 NAP.
- » Your specific role/responsibilities in relation to implementation of the 1325 NAP.

### 2. Contribution to overall implementation:

- » How would you rate the contribution of the (Department/Unit/Agency) to the overall implementation of the 1325 NAP?

### 3. Results on Indicators - outputs/outcomes/achievements:

- » In terms of the (Department/Unit/Agency) assigned specific outputs, can you demonstrate progress made on the indicators (refer to indicator table)?

### 4. Financial allocations: resource and budget allocation and financial spend on 1325:

- » Have you allocated any budget to the NAP specifically or have you identified any budget with it?
- » Can you identify what the (Department/Unit/Agency) financial spend and other resource allocation is on the NAP and NAP-related work?

### 5. Key achievements:

- » What have been the key achievements in the delivery and implementation of the NAP overall? For the (Department/Unit/Agency)? For other stakeholder groups?
- » Are there any impacts visible yet from your work? Can you give us evidence and/or specific examples?

### 6. Current weaknesses:

- » What would you identify as the current weaknesses of the NAP in terms of delivering on the aims and objectives: i.e. the NAP's main aims and the main objectives, outcome objectives and impact objectives for each Pillar?

### 7. Implementation processes:

- » How would you describe the (Department/Unit/Agency) implementation system/processes for the NAP. How effective have these been? How would you rate the progress of the (Department/Unit/Agency) in terms of its implementation? What is the mechanism for prioritising actions?

### 8. Monitoring and evaluation processes:

- » How robust are the current monitoring and evaluation mechanisms for the NAP? In the (Department/Unit/Agency)? Overall for the whole NAP? What improvements could be made in data collection and reporting?
- » How do you see the role of the Monitoring Group in overseeing "the regular and systematic review of progress" and revising existing and recommending new objectives, actions and targets? Is the MG effective? How might it be improved?

### 9. Relationships:

- » How would you describe the ongoing working relationships on the NAP - e.g. communication, cooperation and collaboration - between your (Department/Unit/Agency) and other lead deliverers/stakeholders?
- » What would you say about their effectiveness?
- » What is the most useful contribution CSOs can make to the NAP and its implementation?

### 10. Key challenges & constraints:

- » What have been the key challenges/constraints in relation to the delivery and implementation of the NAP overall? For the (Department/Unit/Agency)? For other stakeholder groups?
- » Is the timeframe for delivery realistic? Have you made any adjustments to the timescale? If so, what is the rationale for this?
- » Has the current economic climate of austerity and public sector budget cuts affected implementation of your areas of responsibility in the NAP? If so, how?

### 11. Foreign policy and domestic policy links:

- » Do you have thoughts or views on how the NAP generally, and specifically through the (Department/Unit/Agency) work, contributes to Ireland's foreign policy and international roles?
- » Do you have any thoughts or views on the relationship of the NAP to relevant domestic policies, including the Northern Ireland dimension?

**12. Future priorities:**

- » What do you see as the future priorities for the remaining implementation period? Are there any new priorities emerging from your work? What are the opportunities to build on and strengthen achievements to date?

**13. Improved delivery and implementation: outputs/outcomes/processes/relationships/resources:**

- » In what ways could the delivery/implementation of the NAP could be improved in any of these: outputs; outcomes; processes; relationships; resources?

**14. Any final comments?**

**Clarify process to capture any outstanding data / queries**

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