



Final Review Report

Implementation of Ireland's National Action Plan
on UNSCR 1325 on Women, Peace and Security
(2011-2014)

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Cover image:

Woman participates in an adult literacy class supported by Trócaire, Mozambique, *Irish Aid/Noel Gavin*

“

To enable the powerless,
the invisible to be part of
making change. That changes
how they see themselves.
And that changes everything.

”

Inez McCormack (1943 - 2013)

Trade Unionist, Human Rights Activist and

Chair of the Ireland's Consultative Group on UNSCR 1325, 2010 – 2012

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List of Abbreviations

AGS	An Garda Síochána
CoCs	Codes of Conduct
Cosc	National Office for the Prevention of Domestic, Sexual and Gender-based Violence
CSDP	EU Common Security Defence Policy
CSP	Country Strategic Plan
DDR	Disarmament, Demobilisation and Reintegration
DF	Defence Forces
DFAT	Department of Foreign Affairs and Trade
DJE	Department of Justice and Equality
DOD	Department of Defence
DPKO	UN Department of Peacekeeping Operations
DSHB	Discrimination, Sexual Harassment and Bullying
EEAS	European External Action Service
E&R	Emergency and Recovery Section
EU	European Union
GBV	Gender-Based Violence
HMA	Humanitarian Mine Action
HPP	Humanitarian Programme Plan
HR	Human Rights
HSE	Health Service Executive
IDP	Internally Displaced Person
IHL	International Humanitarian Law
INCAF	International Network on Conflict and Fragility
ISAF	International Security Assistance Force
ISPS	International Security Policy Section
ISSAT	International Security Sector Advisory Team
MG	Monitoring Group
NAP	National Action Plan
DSGBV	National Strategy on Domestic, Sexual and Gender-based Violence
NSIO	National Social Inclusion Office
OECD	Organisation for Economic Co-operation and Development
ORAC	Office for Refugee Applications Commissioner
OSCE	Organization for Security and Co-operation in Europe
OWOF	One World One Future
PDT	Pre-Deployment Training
PfP	Partnership for Peace
PMUN NY	Ireland's Permanent Mission to the United Nations in New York
RIA	Reception and Integration Centres
RRC	Rapid Response Corps
SEA	Sexual Exploitation and Abuse
SGSR	UN Secretary General's Special Representative
SSR	Security Sector Reform
SViC	Sexual Violence in Conflict
UNDP	United Nations Development Programme
UNHRC	United Nations Human Rights Council
UNIFIL	United Nations Interim Force in Lebanon
UNSG	United Nations Secretary General
UNTSI	United Nations Training School Ireland
UPR	Universal Periodic Review
WPS	Women, Peace and Security

Executive Summary

National Action Plans (NAPs) on UNSCR 1325 can articulate the vision and ambition of countries to advance the protection, participation and empowerment of women and girls in conflict affected contexts.

The main purpose of this Review was to measure progress on the delivery of commitments within Ireland's NAP on UNSCR 1325 and assess the extent to which the overall implementation of the Plan was successful over the three year period from 2011-2014.

The findings of the Review indicate that Ireland has delivered a high degree of success in the implementation of this National Action Plan. Ireland's first NAP on UNSCR 1325 has provided a valuable opportunity for actors to strengthen Ireland's political commitment, policy approach and dedicated actions on women, peace and security, although some key challenges remain.

There has been a significant level of commitment by implementing departments and agencies, particularly during the second phase of implementation with the successful delivery of 90% of NAP actions. Over 20% of NAP actions exceeded projected indicators with particular achievements in the areas of: UNSCR 1325 mainstreaming within the Defence Forces; strengthened WPS institutional capacity at bilateral and multilateral levels; increased support for women and girls through GBV prevention and protection programmes; and impactful advocacy by Ireland globally for increased representation, engagement and empowerment of women as part of its WPS activity.

Implementing bodies have demonstrated initiative in developing pioneering models of good practice through the design of gender sensitive data collection in peacekeeping missions; the delivery of innovative gender recruitment campaigns to increase the number of women in the Defence Forces; and improvements in the design of pre and post deployment questionnaires for military personnel. This has delivered tangible results in building gender capacity and understanding to improve resources, planning and practice on the ground. There is evidence that the successful application of Ireland's Women Peace and Security - gender mainstreaming activity is beginning to inform priorities in conflict affected countries such as Sierra Leone and Lebanon where Ireland's engagement whether as donors of aid or as peacekeepers, is providing small but significant support for women and girls in local populations. Benefits include the provision of improved GBV response and protection services, greater integration of gender commitments into Country development strategies as well as increased WPS knowledge and skills of peacekeepers and security personnel in their engagement in local

communities. The NAP has also provided support for women CSOs in post conflict societies which often pose a particularly challenging context for building women's empowerment. This has included work to strengthen women's political participation in Northern Ireland through a variety of initiatives.

Ireland's NAP has placed WPS concerns higher on the political agenda both at home and in international arenas. In Ireland, members of the Monitoring Group have been effective at creating political commitment to WPS through presentations to relevant Oireachtas Joint committees. Globally, Ireland's political influence in WPS arenas is building ground with a high level of successful activity in advocacy and diplomacy on UNSCR 1325 and related instruments. This has strengthened Ireland's reputation and status as a leader on WPS offering combined expertise on development, peacebuilding and gender issues. This work has been dynamic in building leverage to create a global leadership and influencing role for Ireland on WPS which has progressed significantly, particularly in the last year.

Whilst the NAP has delivered an impressive range of achievements, implementing bodies have also faced a number of significant challenges over the three year period, with gaps in implementation in some key areas.

Against Ireland's global achievements are questions on Ireland's political commitment to addressing obstacles to women's equality and Women, Peace and Security needs in Ireland. Commentators advocate that Ireland *should lead by example* and bring coherency between the demands for best practices internationally with those that would improve the social, political and economic position of women who have been affected by conflict in Ireland.

Despite some successes, policy coherence on UNSCR 1325 across implementing departments and bodies has been uneven and somewhat ad hoc. There is little evidence of policy alignment in domestic policy intersecting with Ireland's National Action Plan. As a result, the actions in the NAP to support engagement with migrant women living in Ireland from conflict affected countries who have experienced GBV remain outstanding. Consultation with women in local populations living in conflict affected areas on effective mechanisms to deliver protection for women from GBV has also yet to be progressed. A commitment to delivering on these actions is vital on many levels. It is not only about the principle of giving women a voice, valuing their contribution, and building dialogue but also about learning about how best to respond to and design effective services and support that not only meet the needs of women and girls but that are also culturally sensitive.

Interventions in conflict-affected countries, fragile states and humanitarian emergencies present greater complexities and require more operational challenges than more stable countries, and make greater demands on staff. How to strengthen the capacity in Irish based CSOs to respond effectively to programming needs around GBV prevention and response in conflict, fragile and humanitarian settings remains a key challenge for the successful delivery of Ireland's NAP in a critical area of competing needs.

Another significant challenge has been the delivery of NAP actions relating to Relief, Recovery and Rehabilitation. Actions contained in this Pillar have been the least successful area of implementation overall, with evidence of a very uneven commitment to progress.

The Review has also indicated there are clear weaknesses in the robustness of monitoring and accountability mechanisms for the NAP implementation. This has highlighted the broader issue of the extent to which NAP assigned actions are delivering added value to strengthening work on WPS, whether collectively or at individual department, division or unit level. This is an area which remains unclear and greater clarity and articulation of UNSCR 1325 – WPS actions in the operational plans of implementing bodies is required.

The extent to which current structures for engagement in the Monitoring Group has enabled and maximised contributions from all members, particularly those of CSOs and academics has also been a cause for concern. There is a need to develop a more collaborative approach to accountability within the Monitoring Group and to engender a shared sense of responsibility and collaboration for future successful implementation.

Some fundamental structural elements have been missing from NAP implementation processes. Evidence of budget lines specific to NAP assigned actions is very limited, making it difficult to assess the extent to which resources are being prioritised across women's participation, empowerment or protection specifically in conflict affected areas. Inadequate resourcing of NAP activity is a major obstacle to its successful implementation and the absence of dedicated budgets and funding lines has weakened the capacity of stakeholders to plan, deliver and monitor actions successfully.

A more effective evidence base to inform and guide the development, design and monitoring of NAP actions is required. There needs to be a sharper focus on gathering empirical evidence on the needs of women and girls which includes consultations with women in local populations.

Part of the strength of Ireland's NAP has been its commitment to transparent and independent accountability and learning processes, such as this Review. Some of the key lessons learned which can help to embed future success include: the importance of sustained

leadership and coordination from DFAT and other individual departments and units to deliver success; prioritising actions which can deliver *transformative* change for women and girls in conflict affected regions; the value of the inward and outward dimensions of Ireland's NAP which strengthen Ireland's legitimacy and leadership as an effective WPS actor, nationally, regionally and internationally; and, recognition that national and international CSOs including women's CSOs are significant stakeholders in the development and implementation of work on WPS and have a pivotal contribution to make to Ireland's NAP.

Building on these lessons and other findings from this Review, a number of suggested actions and recommendations to improve the implementation of the Ireland's next NAP on UNSCR 1325 are presented in section 5.3 of this report.

Ireland's first National Action Plan on UNSCR 1325 has left a diverse legacy. It has created a cross-section of skilled actors with a proven commitment to improve the implementation of Ireland's next NAP on UNSCR 1325 agenda. It has strengthened leadership, political will and capacity on WPS actions, advocacy and policy. This has reinforced Ireland's reach and legitimacy as leading advocates for women's empowerment and participation in peacebuilding, peacekeeping and conflict resolution activity. The Plan has consolidated Ireland's expanding activity on Women, Peace and Security and built a credible platform to move successfully into the next phase of NAP delivery.

The future context for Ireland's next NAP will be challenging. The need to deliver protection for women and girls in conflict and humanitarian contexts, to create mechanism which include and empower women's voices at negotiating tables, in political institutions and in communities has never been greater. Exclusion – whether explicit or implicit – is a primary driver of conflict and the current international context is one in which exclusion – exclusion of voices, of cultures and of women and girls is at an extreme. Globally and regionally, threats to women's safety, to their capacity to act and participate as agents of change, to their educational and economic development are growing from violent extremism, terrorism and counter-terrorism.

Against this environment, the coming year presents a unique opportunity, providing a concentrated focus on reviews of UNSCR 1325, post-2015 development, Beijing+20 architecture and a period of debate on how best to embed WPS action within a challenging global context. It presents an opportunity for Ireland and other WPS champions to find ways to deepen engagement and action on delivering transformative change for women and girls and wider communities living in the margins of conflict, post conflict and fragile states.

Chapter One

Introduction and Final Review Process

Ireland's National Action Plan (NAP) for Implementation of UNSCR (United Nations Security Council Resolution) 1325 (2011–2014) co-ordinates Ireland's commitments to promote and implement the objectives of UNSCR 1325 and other UN obligations on Women, Peace and Security (WPS) in its programme-support activities, diplomatic advocacy and policy-making across the interrelated areas of peace, security and development. The implementation of Ireland's first NAP is now coming to an end and Ireland's next NAP is scheduled to be launched in January 2015 operating until the end of 2018. This report presents the findings of a final review of the implementation of the first NAP which was carried out between October – December 2014.

This chapter outlines current monitoring and evaluation mechanisms for Ireland's NAP on UNSCR 1325 and the purpose, scope and methodology of the final review.

1.1 Monitoring and Evaluating the Implementation of Ireland's NAP

A number of mechanisms to monitor and evaluate the delivery of Ireland's NAP have been established since 2011. A Monitoring Group (MG) was established in November 2012 which currently has 18 members. These include representatives from relevant government departments, units and agencies with responsibility for the implementation of assigned NAP actions (sometimes referred to as implementing bodies or departments); representatives of Civil Society Organisations (CSOs) from international development organisations and women's organisations engaged in advocacy at national and local levels; academics with expertise on issues relevant to UNSCR 1325¹. The MG is chaired by Liz McManus, an independent appointee from outside Government². The Conflict Resolution Unit, Department of Foreign Affairs and Trade (DFAT), has a key role in supporting the Monitoring Group, and for independent review processes and ongoing monitoring.

Current monitoring mechanisms include twice-yearly meetings of the MG to oversee progress on implementation; a results framework table to indicate progress on delivery of assigned actions by implementing departments, agencies and units; and independent review and evaluation through the production of Mid Term and Final Review Reports.

A Mid Term Review undertaken in 2013 by independent consultants examined the first phase implementation of the NAP from November 2011 to May 2013. The Mid Term Progress Report was published in May 2013 and provides a comprehensive and in depth assessment of progress against a number of levels³.

1.2 Purpose, Scope and Tasks of the Final Review

As part of building on the learning from the Mid Term Review, this Final Evaluation will update the findings of the Mid Term Progress Report and undertake a final review of the implementation processes to inform the delivery and implementation of the next NAP. The purpose of the end term review was to:

Examine how the initial policy was implemented and to see what, if any changes are required for implementation of the next Plan.

The key aims of the Review⁴ are to:

- » Measure progress since the Mid Term Review and provide an update on NAP activity for the period July 2013 to December 2014.
- » Reflect more broadly on achievements delivered and challenges faced over the full three year period of the NAP, to inform the successful implementation of the future NAP.

3 Mid Term Progress Report (2013) on Implementation of Ireland's NAP on UNSCR 1325, B. Hinds & K. McMinn, available at www.dfa.ie. The Mid Term Review provided a detailed review of domestic and global policy instruments relevant to the implementation of Ireland's NAP; the establishment of a baseline to track measurement of progress and achievements on stated actions across all 73 indicators; and an analysis of the strategic and operational challenges in the delivery and management of the NAP and its Monitoring Group to inform and improve future implementation.

4 Terms of Reference for the Final Review are detailed in Appendix 2.

1 A list of current MG members is detailed in Appendix 1

2 Liz McManus is writer and former Government Minister. She was a member of Dáil Éireann (1992-2011) and Minister for Housing and Urban Renewal (1994-1997).

1.3 Methodology

The methodology for the Final Review involved documentary review, collation of data from materials and reports, consultation through one-to-one and group interviews, analysis of findings against review themes and production of draft and final reports.

1.3.1 Documentary and Data Review

Documentary Review included a review of domestic, regional and global policy instruments, reports, and briefings relating to UNSCR 1325 and implementation and monitoring of UNSCR 1325 at National, European and Global levels. These materials helped to assess the congruence of Ireland's NAP to National, European and Global contexts for the implementation and monitoring of UNSCR 1325 NAPs and related activity on Women, Peace and Security.

Quantitative and qualitative data was collated from materials provided by government departments, units and agencies with responsibility for the implementation of Ireland's NAP. Monitoring data, training materials, evaluation reports, public statements and funding and policy directives were also reviewed to measure progress on NAP commitments.

One of the particular challenges faced by the evaluator was the challenge to gather a sufficient level of evidence and feedback within the resources of the review (15 consultancy days) to adequately assess progress and performance on a complex range of actions by a diversity of actors within the timeframe. The Review generated a high level of data as a result of stakeholder consultations but specific data generated by monitoring against assigned actions was limited, particularly so in relation to evidence on outcome and impact data. A general challenge relating to evaluations of UNSCR 1325 implementation is the breadth of issues, complexity of activity and stakeholders engaged in delivery of WPS work. Allied to this is the difficulty of measuring the impact of NAPs as a transformative tool for women's empowerment and gender equality.

1.3.2 Consultation with Stakeholders

Consultations with a wide range of representative bodies was undertaken to identify the key achievements and challenges in the implementation of Ireland's NAP and lessons learned for the 2011-2014 period as well changes required for future implementation of the forthcoming NAP. Consultations were carried out via face-to-face, telephone and video conferences with 29 consultees⁵.

1.3.3 Data Analysis and Report Writing

The complete set of data from documentary review, data collection and interviews was analysed across three main themes:

- » Review of policy and operational contexts relevant to the implementation of Ireland's NAP on UNSCR 1325.
- » An assessment of the extent to which implementation of the NAP across the 5 Thematic Pillars has been successful from July 2013 to December 2014.
- » Assessment of the key achievements and challenges in the overall implementation of the NAP, lessons learned, and identification of changes to improve future implementation of the next NAP.

This report is an independently produced report on the implementation of Ireland's first National Action Plan on UNSCR 1325 which takes account of views of Monitoring Group Members and other consultees. It provides accountability and learning mechanisms for the Monitoring Group, the DFAT as the lead department and other stakeholder groups. The report was drafted in consultation with the Department of Foreign Affairs and Trade and the Monitoring Group on Ireland's National Action Plan on UNSCR 1325.

⁵ A full list of consultees is detailed in Appendix 3.

Chapter Two: Context for the Review of Ireland's National Action Plan for Implementation of UNSCR 1325 (2011-2014)

This chapter sets the context for the Final Review of Ireland's NAP for Implementation of UNSCR 1325. It describes the development of Ireland's NAP and examines policy frameworks at UN, EU and National levels as well as identifying some emerging issues in NAP implementation in Women, Peace and Security arenas.

2.1 UNSCR 1325 on Women, Peace and Security

United Nations Security Council Resolution 1325 (2000) marked formal international recognition, at the highest institutional level, of the importance of women to peacebuilding and of the necessity of adopting a gender-sensitive approach to conflict resolution in order to meet women's needs. The resolution indicates four pillars of priority action, namely: Participation, Protection, Prevention, and Relief and Recovery.

The resolution is widely celebrated for its recognition of women's gender-specific experiences of conflict and of women as agents of conflict transformation. Fourteen years since the adoption of the resolution, the focus of institutional and civil society energies remains on the implementation of the vision of 1325, including progressing effective means to monitor and evaluate that implementation: (i) at the UN system level,⁶ (ii) at regional level (for example within the European Union⁷, the Organization for Security and Co-operation in Europe, and the African Union⁸), and critically, at (iii) national level. National level implementation of UNSCR 1325 has proceeded principally through the development and monitoring of National Actions Plans (NAPs). Of the 193 Member States in the United Nations, 46 have produced National Action Plans on UNSCR 1325⁹, with the European region leading the field with 23 NAPs by European states¹⁰.

6 See, in particular, the 26 'global indicators' developed by the UN to monitor UN system implementation of the resolution. (p. 15-21 of the Report of the UN Secretary General, Women, Peace and Security available at www.unwomen.org).

7 Council of the European Union, Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security (2008) (15671/1/08 REV 1).

8 RAPs (Regional Action Plans) on UNSCR 1325/ Women, Peace and Security have been developed by a range of regional actors. <http://www.peacewomen.org/naps/country/regional/natoeapc>

9 <http://www.peacewomen.org/naps/list-of-naps>

10 <http://www.eplo.org/assets/files/2.%20Activities/Working%20Groups/GPS/FINAL%20Case%20Studies.pdf>(p.1)

2.2 Ireland's NAP on UNSCR 1325

In November 2011, Ireland launched¹¹ its first National Action Plan (NAP) on UN Security Council Resolution 1325. It was an ambitious and wide ranging strategy engaging a diverse range of implementing government departments, divisions and stakeholders. Ireland's NAP is notable for a variety of reasons: its inclusive engagement of Civil Society Organisations in development¹², monitoring and accountability processes; its inward and outward dimensions with support for women globally - as well as support for women living in Ireland and Northern Ireland; and, for the unique addition of a fifth pillar, signaling the importance of promotion and advocacy on Women, Peace and Security (WPS) concerns for Ireland.

Ireland's NAP commits to 48 actions across five key pillars:

1. **Prevention of Conflict** focuses on prevention of Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) through a programme of training on WPS and mainstreaming on gender equality.
2. **Participation** addresses the inclusion of women in the prevention, management and resolution of conflicts and post-conflict governance.
3. **Protection** focuses on accountability in relation to the security and protection of women.
4. **Relief, Recovery and Rehabilitation** seeks to ensure that Security Sector Reform (SSR) activities supported by Ireland are responsive to the different security needs and priorities of women.
5. **Promotion of 1325 in international, regional and national arenas** - provides a distinctive dimension to Ireland's NAP, focusing on advocacy and diplomacy on Women, Peace and Security and Human Rights issues at the United Nations and in the European Union.

11 The National Action Plan for Implementation of UNSCR 1325 (2011 – 2014) was officially launched in November 2011 by the then Tánaiste and Minister for Foreign Affairs and Trade, Eamon Gilmore T.D., and former President Mary Robinson.

12 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 to inform the development of the NAP.



Salome Ntububa, Mary Robinson, and Annie Matundu Mbambi at the International Symposium on Women's Leadership, Peace, and Sustainable Livelihoods in the Democratic Republic of Congo and Region ICGBV Roundtable event on lessons for Ireland's NAP, NUI Galway, Ireland, ICGBV

2.3 The Global Policy Context: Key Policy Instruments

Action on UNSCR 1325 intersects with multiple international obligations and commitments made by governments to promote gender equality and empower women. Of particular relevance are the *Beijing Declaration and Platform for Action*¹³ and the *Convention on the Elimination of all forms of Discrimination Against Women* (CEDAW) on which governments are periodically examined at the UN. These obligations and commitments reinforce each other as do the subsequent resolutions emanating from UNSCR 1325¹⁴.

The global policy context for the Women, Peace and Security agenda has been strengthened in recent months¹⁵. In 2013, The Security Council adopted two new resolutions, UNSCR 2106 and UNSCR 2122. Resolution 2122 generally reinforces the role of women as agents of change and promotes full participation of women whilst UNSCR 2106 contains commitments to improve the UN response to sexual violence in conflict¹⁶. The CEDAW committee adopted General Recommendation Number 30 on women in conflict prevention, conflict and post-conflict situations which provides guidance to state parties to address conflict-related aspects of gender-based inequality¹⁷.

Also of critical importance to UNSCR 1325 has been the delivery of the Millennium Declaration and Development Goals (MDGs) which have determined the international development framework for more than a decade. Agreement of the post-2015 agenda for the MDGs is due next year. The Post-2015 framework is the major UN process for the moment, and is expected to merge the Sustainable Development Goals (Rio+20) and poverty

13 The 1995 Conference produced the Beijing Platform for Action, adopted by 189 governments, and considered the most comprehensive affirmation of women's rights and empowerment, which remains only partially fulfilled today. Gender mainstreaming was established as a major global strategy for the promotion of gender equality as a result of the Beijing Platform for Action.

14 UNSCR 1820 focuses on measures to address conflict-related sexual violence and accountability to end impunity; UNSCR 1888 on demonstrating leadership and building institutional capacities to put an end to conflict-related sexual violence along with improved monitoring; UNSCR 1889 addresses obstacles to women's participation in peace processes and peacebuilding; and, UNSCR 1960 provides an accountability system for implementation of 1820 and 1888.

15 <http://www.unwomen.org/en/news/stories/2014/6/executive-director-speech-at-mission-to-finland#sthash.l692QcJC.dpuf>

16 http://www.peacewomen.org/security_council_monitor/debate-watch/all-debates/70/security-council-open-debate-on-women-peace-and-security-october-2013?adhocpage=9653; [http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2106\(2013\)](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2106(2013))

17 CEDAW General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations available at www.ohchr.org.

eradication MDGs agendas into one framework - The Sustainable Development Goals - to be adopted at UN Summit-level in September 2015. In addition, this framework is to set the focus of global attention and resources for development over the coming 15 years. Proposed targets for the period to 2030 include the eradication of global poverty and hunger, and will address issues such as climate change, gender equality, health, education, employment and urbanisation.

Additionally, there are a number of important landmark events taking place in the next 12 months which will inform the context for Ireland's role in strengthening work on Women, Peace and Security. With the 15th anniversary of UNSCR 1325 pending, a UN High Level Review of UNSCR 1325 will take place in Autumn 2015. A Global Study on the implementation of UNSCR 1325 will feed into this High Level Review. A 20 year review of the Beijing Platform for Action (BPFA)+20 is also due in 2015 and the BPFA+20 will be the focus for discussions at next year's Commission for the Status of Women meeting at the UN.

2.4 The European Union Policy Context: Key Policy Instruments

The EU has a number of policy instruments and implementing mechanisms informing and driving UNSCR 1325 related work. These include: the EU Comprehensive Approach (CA); the EU Informal Task Force on Women, Peace and Security; and the Instrument contributing to Stability and Peace (IcSP).

Comprehensive Approach to the EU Implementation of UNSCR 1325 and 1820 and the EU Informal Task Force on WPS

The EU Comprehensive Approach remains the key point of reference as a mechanism for EU regional action on UNSCR 1325 NAPs. The CA on Women, Peace and Security stipulates that an exchange of information between the different actors engaged in the issue should be encouraged. An Informal Task Force on WPS was set up in 2009 for EU Member States and aims to increase inter-institutional coordination and promote a coherent approach to gender-related issues in conflict and post-conflict settings. An open exchange among EU Member States on national implementation of Resolution 1325 is organised annually to share best practices and identify joint interests, challenges encountered and lessons learned.

The potential of the EU Comprehensive Approach and Task Force on WPS as a mechanism to promote strategic thinking and foster collective action of the EU and its Member States remains significantly underdeveloped¹⁸. The few examples of coordination or plans to maximise joint action are usually ad hoc initiatives led by single

18 EPLo phone interview, 13/11/14.

EU Member States, EU delegations or civil society organisations (CSOs) in a limited number of conflict-affected countries¹⁹. Agreements made in 2013 to review the EU indicators on WPS have yet to be actioned and demonstrates the challenges of progressing UNSCR 1325 commitments within a complex bureaucratic framework. Mainstreaming of UNSCR 1325 into Common Security and Defence Policy (CSDP) missions also remains under resourced and low numbers of women in leadership positions in CSDP missions and in the European External Action Service (EEAS) is a further concern²⁰.

The Instrument contributing to Stability and Peace

WPS continues to be a priority in terms of funding through the Instrument contributing to Stability and Peace (IcSP) which is a key funding instrument earmarking resources in support of EU Comprehensive Approach to UNSCR 1325 and aimed at preventing, mitigating and dealing with the aftermath of crises and security threats around the world. The IcSP enables the EU to help third countries prevent conflicts or responds to actual crises as they unfold. IcSP interventions also help build capacity among a wide range of actors, including women. 35% of funding for 2010 to 2014 for CSOs' capacity building was in relation to Women, Peace and Security themes²¹. It is anticipated that this commitment will continue in the immediate future²².

2.5 National Policy Context: Key Policy Instruments

Policy coherence with Ireland's NAP at national level is progressing moderately with key policy development activity principally located within the different levels and units of the lead department for the NAP, the Department of Foreign Affairs and Trade.

A review of Ireland's Foreign Policy is currently being finalised by DFAT's Strategy and Performance Division. CRU's input to this review included reference to the importance of the Women, Peace and Security agenda to International Peace and Stability.

19 EPLo Civil Society Dialogue Network, Discussion Paper No. 1. *Joining the dots: from National to European level tools to implement UNSCR 1325.*

20 Where are the EU's Women Leaders in Foreign Affairs? (2014). This EPLo paper indicates only 19% female representation at EEAS senior management levels: only 1 woman out of 8 positions at Managing Director level; no women appointed out of the 18 positions for head of CSDP Missions and no women as EU Special Representatives. http://www.eplo.org/assets/files/3.%20Resources/EPLo%20Publications/EPLo_Statement_Where_Are_the_EU_Women_Leaders_In_Foreign_Affairs.pdf

21 http://www.eplo.org/assets/files/2.%20Activities/Civil%20Society%20Dialogue%20Network/Funding%20Instruments%20Meetings/Instrument%20contributing%20to%20Stability%20and%20Peace%20%20Consultation%20on%202015%20programming/EC_FPI_Presentation_Instrument_contributing_to_Stability_and_Peace_Annual%20Action_Programme_Article_4.pdf

22 EPLo interview, 13/11/14.

One World, One Future outlines Ireland's policy for international development and represents an important part of its foreign policy commitments²³. The policy commits to a 'whole of government approach' to strengthening the development of a cohesive, overarching policy across departments. Gender inequality is recognised as a specific challenge in development interventions and has been included as part of the priority action on human rights and governance. There are commitments to the provision of more resources for gender equality and a strategic statement on gender mainstreaming which puts gender 'at the centre of our planning, implementation and evaluation'²⁴. There are specific references to UNSCR 1325 and Ireland's NAP within the policy and actions to prevent and respond to gender-based violence in developing countries. Other actions include: eliminating gender inequalities in access to, control of and benefits of education and health; mainstreaming gender equality across agricultural programming targeting vulnerable women through social protection programmes; and, promoting women's equal participation, representation and leadership in all levels of decision-making, including in fragile contexts.

A *Framework for Action (FfA) for One World, One Future* has been produced by the Development Cooperation Division (DCD) to guide policy and programming decisions including the development of annual business plans (2013–2017). Whilst the published Framework document contains only high-level gender equality commitments, the Development Cooperation Division is currently progressing internal business planning which will be informed by gender equality priorities²⁵ and DCD assigned actions under Ireland's National Action Plan.

The Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD), has recently released its 'Peer Review' of Ireland's aid programme, Irish Aid, with some positive assessments on gender. Ireland is recognised as a strong leader internationally on gender equality and women's empowerment and 'has consistently played an important agenda-setting role in the area'²⁶.

Policy coherence is evident between Ireland's NAP and DFAT's strategic priorities within DFAT's *Statement of Strategy* (2011-2014), the Political Division Business Plan for 2014 and Conflict Resolution Unit's Business Plan. DFAT's Statement of Strategy includes a number of High Level Goals of relevance to Women, Peace and Security including those contributing to international, peace, security and human rights; reconciliation on the Island of Ireland; and delivery of the Millennium Development Goals. The renewal of the Statement of Strategy is currently underway and CRU has inputted into the drafting of this, highlighting the importance of continuing to maintain a contribution to peace and security as a key priority. The next iteration of DFAT's Statement of Strategy is due to be finalised at the beginning of 2015.

Whilst the majority of policy activity relevant to UNSCR 1325 supports Foreign Affairs and Development activity, the NAP is also informing the development policies for work undertaken on an all island basis. The recently revised Reconciliation Fund Strategy (2014-2017) which guides the work of the Anglo-Irish Division within DFAT provides evidence of this. The strategy makes a commitment to support projects in Northern Ireland and cross border areas which develop the role of women in peace-building and civic and political life, in relation to NAP commitments. This is a good example of progress on policy coherence intersecting with Ireland's NAP.

Domestic Policy

There is little evidence of policy coherence on Ireland's NAP in domestic policy. The *National Strategy on Domestic, Sexual and Gender-based Violence* (2010-14) is currently under review with plans to renew the strategy in 2015. No references to the actions in Ireland's NAP to support migrant women from conflict affected countries who have experienced GBV are in the current strategy and it not anticipated that this will change under the new strategy. A *Strategy for Migrant Integration* is also in development but again it is unclear whether this will provide coherency with NAP related commitments to migrant women.

Against this policy deficit, concerns have been highlighted about the lack of support services for migrant women and asylum seekers escaping physical and sexual abuse in conflict affected areas and fragile states living in Ireland in a report by the Rape Crisis Network Ireland²⁷. There is now an active public debate about accommodation and support services provided in Direct Provision system to Asylum

23 Overseas Development Aid allocation for 2014 is €599.16 million. Of this €479 million is managed by DFAT (Irish Aid). Ireland has nine key partner countries, 8 in sub-Saharan Africa, the newest of which is Sierra Leone. Funding for these countries for 2014 is €162 million. A significant proportion of overall funding (25%) is provided to CSOs. Funding for Emergency and recovery assistance is for 2014 is €57.5 million. <https://www.dfa.ie/media/dfa/alldfawebmediainewspress/publications/ministersbriefjuly2014/10.-Development-Cooperation-Division.pdf>

24 The commitment states that gender, the environment, HIV and AIDS, and governance will be at the centre of planning, implementation and evaluation (p.13) <https://www.irishaid.ie/media/irishaid/allwebmediainewsandpublications/publicationpdfsenglish/one-world-one-future-irelands-new-policy.pdf>

25 DCD's Gender Policy (2004) also provides a mechanism for gender mainstreaming. It was reviewed in 2010. Combined with *One World, One Future*, these provide DCD with a strong policy framework relating to gender.

26 <http://www.oecd.org/dac/peer-reviews/peer-review-ireland.htm>. Section 2.3.5 (p. 21).

27 <http://www.rcni.ie/rcni-release-new-report-asylum-seekers-refugees-surviving-hold/>

Seekers which has been recognised as an ineffective and costly system that is not fit for purpose²⁸. A working group has recently been set up by government to address this²⁹.

2.6 Political Commitment to UNSCR 1325 Action: UN, EU and Nationally

Increased political commitment to the WPS agenda is evident at international and national levels. Two high-level political commitments were made in the UN General Assembly to combat sexual violence in conflict³⁰. The UK government hosted a Global Summit to End Sexual Violence in Conflict in June 2014 which was attended by over 120 countries, including Ireland. Within the EU, it is anticipated that the priority given by the EU's Former High Representative Catherine Ashton to support for women's leadership and political participation will continue under the newly appointed EU High Representative, Federica Mogherini.

In Ireland, previous and current Ministers for Foreign Affairs and Trade have displayed a high level of public support for UNSCR 1325. Endorsement of the contribution of Ireland's NAP at the highest political level was evident with the presentation of the Mid Term Progress Report to President Higgins at Áras an Uachtaráin by the Chair of the Monitoring Group, attended by all Monitoring Group Members in 2013.

2.7 Perspectives from International CSOs on UNSCR 1325

UNSCR 1325 was the direct result of a strategic global advocacy campaign involving civil society-based women peacebuilders. The Resolution recognises the critical role that civil society - particularly women's organisations - play in ensuring the success and sustainability of conflict prevention, resolution and peacebuilding processes. 1325 and subsequent resolutions have been a mobilising point for debate and action for women's organisations and civil society on the WPS agenda. With the development of

NAPs on UNSCR 1325, engagement in the WPS agenda has been broadened beyond civil society and women's organisations to national governments and state bodies.

Discourse about the depth of political commitment of state bodies to addressing WPS issues and of the capacity of NAPs on UNSCR 1325 to deliver transformative results to women affected by conflict are ongoing. Feedback from these debates within Europe suggests there is a potential 'push back' from CSOs - whereby some CSOs engaged with Member States in monitoring their NAPs increasingly feel that NAPs are not effectively advancing the Women, Peace and Security agenda³¹. Some CSOs are beginning to question if the investment in time and resources is valid and the extent to which governments are enabling CSOs to influence NAP development and hold governments to account. Other perspectives argue that existing UNSCR 1325 implementation is too limiting and these mechanisms have become too specialised and exclusive. Some CSOs hold the view that NAPs on 1325 have become instruments of a bureaucratic approach to the WPS agenda, and as a result UNSCR 1325 has lost its capacity to deliver the transformative results originally envisaged by women CSOs³². Debates such as these are valuable mechanisms which can inform and clarify the ongoing contribution of CSOs and women's organisations to UNSCR 1325 implementation globally and at national and local levels.

2.8 Overall Context for NAP UNSCR 1325 Development

The context for implementation of NAPs on UNSCR 1325 is changing. NAPs are in a different phase of development for many national governments and CSOs. Ireland, like many EU member states is coming to the end stage of the implementation of its first NAP, whilst other states are already engaged in the implementation of second generation NAPs on Women, Peace and Security. A reservoir of knowledge and learning is building on a range of issues. These include awareness on deficiencies in NAP implementation, accountability and monitoring, as well as the need for increasing policy coherence, and improving the strategic focus to deliver more transformative change on the ground to women and girls. This Review is a part of that process.

28 Concerns raised by the United Nations Human Rights Committee regarding the 'prolonged accommodation of asylum seekers in Direct Provision centres which is not conducive to family life'. http://www.ihrec.ie/download/pdf/un_hrc_concluding_observations_on_ireland_and_iccpr_24_july_2014.pdf

29 The Minister of State with special responsibility for Equality, New Communities and Culture, Aodhán Ó Riordáin TD recently agreed to set up an independent working group to report to the Government on improvements with the protection process, including direct provision and supports for asylum seekers; and to reduce the length of time the applicant spends in the system through the establishment of a single applications procedure, to be introduced by way of a protection Bill as a matter of priority, anticipated in 2015.

30 'Declaration of Commitment to End Sexual Violence in Conflict; High-level advocacy initiative 'Circle of Champions': <http://www.un.org/sexualviolenceinconflict/press-release/122-countries-endorse-historic-declaration-of-commitment-to-end-sexual-violence-in-conflict/>

31 This has been an ongoing debate in formal and informal EPLO Member Dialogues Networks.

32 Also of relevance is the debate about the extent to which a Women, Peace and Security (WPS) analysis is being eroded by a Gender, Peace and Security (GPS) analysis within UNSCR 1325 implementation. A WPS approach focuses primarily on the contributions and perspectives of women and of the need to strengthen women's organisations, women's leadership and security as a pre-requisite for women to access decision-making and arenas of power (although WPS also recognises the need to work on masculinities and does not exclude the engagement of men). A GPS approach recognises the perspectives of men and women in conflict and conflict resolution, with actions and strategies which target both men and women. However, with this approach, there is a danger than the focus on women's empowerment, women's human rights and the need to address the structural inequalities of power between men and women becomes diluted. *Think-piece on Gender, Peace and Security*, C. Pruthi and P. Tötterman-Andorff, Kvinna till Kvinna (September 2014).

Globally, there is evidence of greater integration and coherence of UNSCR 1325 policy evident at UN, EU and within NAPs, and strengthened political activity and action on WPS issues within these arenas.

However, there is limited evidence of progress in addressing the significant challenges and gaps in NAP implementation. Effective translation of the resolution into transformative action at UN, EU and national levels continues to be the greatest challenge. Fourteen years on, frustration within CSO partner communities is growing and finding articulation. There is an over emphasis on policy frameworks as opposed to political and operational responses that would deliver greatest impact on the ground.

Significant gender imbalance at senior political and strategic levels creates issues of credibility and legitimacy for institutions at UN, EU and national levels as they make commitments to champion women's political leadership as a key strategic goal in external bodies yet fail to address inequality internally and domestically. Limited gender expertise and human and financial resources within critical implementing institutions such as the EEAS and insufficient investment in human resources on WPS policy implementation in organisations such as UN Women disables the capacity of individuals and organisations to deliver effectively on the WPS agenda.

Monitoring and evaluation of WPS activity is a critical part of building learning and understanding about the needs of women and girls in conflict and post conflict settings, and about the scope of actions required to address their social, political and economic exclusion. With the global north facing a prolonged period of austerity and complex social, political and security crisis facing the global south, the need to ensure that financial and other resources are being targeted in an effective way is more important than ever.

Fortunately 2015 presents a unique opportunity with the elaboration of a post-2015 framework, the High Level Review and Global Study on 1325, the review of UN peace operations, UN peacebuilding architecture and Beijing +20. These processes will generate much needed data and a comprehensive review of the WPS agenda which will culminate in recommendations to address gaps and shortcomings including suggestions for implementation and monitoring of NAPs on UNSCR 1325.

Ireland is one of the few countries globally who has committed to a transparent process for the independent monitoring and evaluation of the implementation of its NAP on UNSCR 1325. Within this context, the findings from this and other independent reviews have much to offer in strengthening dialogue on the effective translation of UNSCR 1325 and WPS policy to practice.

Chapter Three

Findings: Progress on Second Phase NAP Implementation

This chapter presents findings on the extent to which progress has been delivered in the second phase of NAP implementation from July 2013 to December 2014 and highlights key achievements and challenges. The main evidence base for this assessment was drawn from data from interviews and materials provided by implementing departments and agencies. This was analysed, and augmented by data contained in the Results Matrix which was updated by implementing bodies in November 2014 and reviewed by the evaluator (see Appendix 5). A range of examples of work undertaken is highlighted throughout the chapter to further illustrate the diversity and complexity of the actions delivered by implementing departments, units and agencies.

Additionally, an assessment of the progress made on the implementation of recommendations from the Mid-Term Progress Report was made as part of the review. This indicated that overall progress on recommendations was good. Where recommendations were not progressed, the main reason given was that the specific action was not felt to be within the responsibility of the relevant implementing body.

3.1 Pillar 1: Prevention of Conflict including prevention of Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA)

Actions under this Pillar include the delivery of programmes of training on human rights, gender equality, UNSCR 1325 and other UN obligations on Women, Peace and Security and mainstreaming on gender equality.

3.1.1 Standards of Practice, Accountability and Training of Personnel

During 2013 over 900 Defence Forces, 18 An Garda Síochána and 7 Rapid Response Corps personnel deployed for overseas missions received training in relation to gender issues, human rights, and humanitarian law.

Further work has also been undertaken to embed standards of practice, behaviour and accountability for those engaged in peacekeeping and humanitarian roles. This has helped to strengthen ways to prevent conflict and protect women and girls at risk from Gender- Based Violence and Sexual Exploitation and Abuse. The Defence Forces has completed

an audit of its training materials and all overseas pre-deployment training programmes have been amended and updated. Development of pre and post deployment questionnaires for Defence Forces and An Garda Síochána personnel is ongoing with the Defence Forces and An Garda Síochána collaborating with leading academics in the field³³ providing advice on the questionnaire design. The scope of the post deployment questionnaire has been extended and now includes feedback on the impact of training delivered, assessments on how gender roles affect peacekeeping engagement in local populations as well as the impact of being overseas on family life on personnel.

The Defence Forces (DF) has also been very active in raising awareness of gender and UNSCR 1325 themes and engaging in policy dialogue within the DF. An online information Gender page on the Defence Forces intranet site has been developed to share Gender documentation to all DF personnel including those overseas and at sea, thereby reaching a much wider audience. The first Defence Forces Gender seminar took place in 2014, with the opening address given by the Deputy Chief Of Staff (Support) and included discussions on a wide range of themes including Gender Awareness training, recruitment and retention of women in the Defence Forces and planning for Ireland's next NAP on Women, Peace and Security.

3.1.2 Collection of Quantitative and Qualitative Data

The Defence Forces has also progressed work on the collection of quantitative and qualitative data - a key gap in NAP implementation – and this is producing some very valuable results. One example of this is work being undertaken in South Lebanon and this is presented below as a model of good practice. It is one of a number of models highlighted throughout this Chapter to demonstrate some of the innovative work that has been undertaken as part of NAP activity. This work is an excellent model of how the Defence Forces is progressing gender sensitive peacekeeping to respond to the specific needs of women in local populations. It demonstrates the importance of not only collecting data as part of UNSCR 1325

³³ *Dr. Melanie Hoewer* is deputy director of IBIS and lecturer in the politics of conflict and conflict resolution in the School of Politics and International Relations at University College Dublin. She has been involved as academic advisor to the Irish Government's Consultative and Monitoring Groups on Ireland's National Action Plan on UN Security Council 1325 on Women, Peace and Security. *Dr. Aisling Swaine* is Associate Professor of Practice in International Affairs on Women, Security and Development at the George Washington University, Washington DC. She also consults globally as an independent consultant with International donors, NGOs and the UN.

Strengthening Gender Sensitive Peacekeeping: Improving Data Collection, Reporting and Consultation on the Needs of Women and Girls in Local Populations by the Defence Forces

A Captain deployed with the Irish 42nd Infantry Group as Platoon Commander in the UNIFIL (United Nations Interim Force in Lebanon) mission in 2013 also worked as a Gender Advisor within the contingent's gender unit. When she arrived to the mission area it became evident that there was a requirement to gather further data to assist in the analysis of gender in communities. Existing reporting systems in the mission were updated:

A **Gender Report proforma** was designed to capture sex disaggregated reporting of data. This was integrated into the existing standard reporting mechanisms including the **Daily Patrol Reports** and **Village Assessment Reports**. For example, data was collected on the percentages of males and females, the age groups of men and women and their main occupation and sources of income and information on both male and female key leaders and key actors in the area.

This collated information was fed into a **Monthly Gender Report**. This provided sex and age disaggregated data, gender specific observations including incidences of GBV/ GBSV.

This data ensured that the mission based its operational planning on actual facts about the whole population, not assumptions or stereotypes. This resulted in amended and improved tactics, techniques and procedures during operations on behalf of UNIFIL. For example:

- » Patrols informed the Gender Unit that 95% of the agricultural workers in their patrolling area were Muslim women. The patrol units were however all male and had difficulties establishing contact with the women. Female soldiers were included in the units which enabled the units to actively engage with the female agricultural workers.
- » The workers told them about the lack of water for the crops. This information was passed on the CIMIC team who liaised with the local authorities and the local mayor. This resulted in the installation of a large irrigation system to water the crops thereby lessening the labour intensive task of carrying water across the fields.
- » Patrol times were changed to avoid disproportionately impacting on the movements of women and girls attending schools, community and religious gatherings.

implementation but in using the data to inform and improve the understanding, capacity and response of peacekeeping missions in relation to gender and local population needs.

3.1.3 GBV Prevention and Protection

The Development Cooperation Division (DCD), Department of Foreign Affairs and Trade, is responsible for the implementation of Ireland's overseas development aid programme (Irish Aid) and fulfills key roles in GBV prevention and protection both at policy and advocacy levels and in supporting and funding the provision of services on the ground in partner countries. At policy level, actions in the *One World, One Future* to strengthen the protection of women and girls in humanitarian interventions have been prioritised with commitments to increasing resources and capacity to support effective humanitarian responses to GBV in emergency and recovery contexts (this includes a focus on conflict and fragile states). At an operational level, the extent of funding for combatting GBV continues to be significant within the Irish Aid programme both within development and emergency contexts: Overall DCD estimated €16.2 million was spent on SGBV for 2013. This represents an almost three fold increase in funding on SGBV due to the significant increase in the Emergency and Recovery Section expenditure and the Stability Fund as well as increased funding to International Rescue Committee for a significant GBV programme.

A focus on GBV prevention and protection in conflict affected regions and fragile states is beginning to build, as evidenced in the 2014 Humanitarian Programme Plan (HPP) funding allocations³⁴. One third of Humanitarian Programme Plan funding submissions received in 2014 included an element of gender and protection programming, in response from a call by Irish Aid to partners to include an additional focus on these key policy priority areas³⁵. Projects funded include: Christian Aid Ireland for protection programming in the Democratic Republic of Congo (DRC) which targets SGBV prevention focused particularly on influencing attitudes and behaviour of men and boys; Oxfam Ireland for a gender and protection programme also in the DRC which supports the creation and training of gender sensitive community-led protection committees, mapping and dissemination of referral services and engagement and training of local authorities/protection actors and CSOs.

These examples are of particular value in building a two track approach to GBV which addresses the need to change the attitudes of boys and men and the wider community in prevention of GBV/SGBV in a conflict transitioning country as well as supporting women and girls who have

³⁴ Total funding to the HPP 2014 was €11 million. DCD Annual Gender Monitoring Report 2013 p.25

³⁵ Of the 25 project submissions recommended for funding in 2014, 12 had a gender dimension and all are supporting humanitarian projects in fragility contexts with conflict or post-conflict situations.

been victims of GBV/SGBV. Analysis of work undertaken to *protect* victims of GBV/SGBV is further discussed in section 3.3.

DCD's continued support for the Irish Consortium on Gender Based Violence (ICGBV) also illustrates an important dimension in strengthening work on GBV prevention and protection. DCD actively engages in the Consortium and contributes to the delivery of agreed annual objectives and indicators of this organisation which provides an innovative model of collaboration³⁶. In addition to the provision of financial support (€50,000 in 2014), DCD participates in the ICGBV Steering Committee and the Learning and Practice Group.

3.1.4 Mainstreaming Gender, UNSCR 1325 and WPS perspectives

Within peacekeeping operations, there is growing recognition that the integration of a gender perspective is essential to fulfil operational tasks. The Department of Defence and DFAT's International Security Policy Unit (ISPU) continue to lead on the mainstreaming of UNSCR 1325 into planning and deployment of EU, UN and NATO (PfP³⁷) - led peace support operations. With this, the strengthening of gender perspectives and practice into military peacekeeping missions is beginning to build through review from pilot projects and Lessons Learned mechanisms. ISPU has funded two initiatives: assessment of gender integration and training through the piloting of gender guidelines for military personnel deployed to UNIFIL³⁸ and NATO review of UNSCR 1325 led by Sweden and Finland of Peacekeeping in Afghanistan and Kosovo³⁹. The UNIFIL pilot offers a pioneering model of good practice employing an innovative combination of complimentary elements - outreach, training, piloting and monitoring – and crucially involved roundtable discussions with local women from three regions in South Lebanon. International Security Policy Unit plans to launch the report findings to missions at the UN Department for Peacekeeping Operations later this year providing an opportunity to further highlight the leading role and contribution Ireland continues to make to peacekeeping practice globally.

One example of the added value of the NAP has been the design and development of a Gender Pack by the Defence Forces for use by Gender Advisers overseas.

This is a great example of practical ways to strengthen the military's response to gender sensitive peacekeeping and of mainstreaming gender, UNSCR 1325 and WPS commitments to internal policy and practice on the ground. Along with the patrol reports, end of mission reports and refinements to gender focal training they provide an integrated model of gender mainstreaming by the Defence Forces.

As previously discussed in Chapter two, gender mainstreaming into Ireland's Overseas Development Aid Programme has been established through commitments in *One World, One Future*. DCD commitments on mainstreaming include building internal capacity and knowledge on gender and strengthening accountability and monitoring systems. There is some evidence of progress with the development of DCD guidelines on GBV programming and mainstreaming Gender Equality in Nutrition programmes completed. Guidance Notes for development of Country strategies will also include a focus on gender mainstreaming. DCD's Humanitarian Policy was recently updated to provide greater policy coherence and identifies ways to mainstream gender and protection into Ireland's humanitarian policy, funding decisions and operational approach. The revised policy commits to increased funding for programmes that protect women and girls in emergency and recovery contexts and references UNSCR 1325 actions on the protection of women and girls in conflict settings. DCD's Annual Monitoring Review (2013) has been upgraded to provide a useful resource with more comprehensive data and analysis of progress on gender equality results across the Division.

Whilst these commitments are to be welcomed, DCD should continue to deepen its implementation of gender mainstreaming beyond guidelines and proposal criteria and target funding that will build real capacity internally and externally in partner CSOs. DCD has encountered continuing challenges in progressing mainstreaming effectively in respect of UNSCR 1325 actions. The Division has undergone a significant period of organisational change, to ensure that it is aligned as effectively as possible to the priorities of the new development policy, *One World One Future*. This period of change has included internal staff rotation and the reassignment of key staff with gender expertise. New HQ staff with responsibility for gender has recently been appointed who along with gender advisers⁴⁰ in partner countries and the HQ Gender network will provide a renewed focus on WPS.

36 The ICGBV, established in 2005, comprises fourteen organisations representing humanitarian, development and human rights based NGOs, DCD and the Irish Defence Forces. <http://www.gbv.ie/wp-content/uploads/2013/11/ICGBV-Annual-Report-2013.pdf>

37 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. http://www.nato.int/cps/en/natolive/topics_50349.htm

38 Women Peace and Identifying Security: Piloting Military Gender Guidelines in UNIFIL http://www.un.org/en/peacekeeping/documents/UNIFIL_Pilot%20report_WEB%20flat.pdf

39 Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions http://www.nato.int/nato_static/assets/pdf/pdf_2013_10/20131021_131023-UNSCR1325-review-final.pdf

40 Irish Aid currently has two full time country based gender advisers in Tanzania and Sierra Leone; half time gender advisers in Mozambique, Uganda and Zambia; and gender focal points in each of the other key partner countries. These advisors combine with HQ Lead on Gender in a Gender Network.

Mainstreaming Gender Equality into Post Conflict Settings: DCD's Country Strategy on Sierra Leone

Findings from a recent evaluation of the implementation of DCD's Country Strategy on Sierra Leone⁴² provides a good example of how the process of gender mainstreaming is building capacity and delivery on gender equality and women's empowerment within a challenging post conflict setting.

Key findings indicate:

- » Support to gender in the process to develop the next national development plan for Sierra Leone (*Agenda for Prosperity*) was successful because it combined political advocacy, coordination and tangible technical support.
- » At the policy level, Irish Aid was the co-sponsor, with the African Development Bank, of technical efforts to mainstream gender issues within the national development plan, *Agenda for Prosperity*. This was achieved with significant success, resulting in both the mainstreaming of gender across the Agenda for Prosperity and a specific 'gender pillar' within the plan.

The policy work on gender has made a substantive contribution to increasing the likelihood that gender is integrated in national programmes, budgets and data over the five years of the *Agenda for Prosperity*, and this is a major achievement.

Irish Aid was recognised as being strategically well placed – through its guiding framework of human rights and collaborative culture – to deal with the continued uncertainty of stability in Sierra Leone, and to take on long-term difficult issues such as gender.

Engagement with Sierra Leone in gender mainstreaming was also evident in the work of Ireland's Permanent Mission to the UN in New York (PMUN) in the following example, demonstrating coherence of policy on UNSCR 1325 and the MDGs.

Mainstreaming Gender into the post 2015 Agenda

PMUN held a *Roundtable Meeting on Integrating Gender Equality and Women's Empowerment into the Open Working Group Focus Area on Peaceful and Inclusive Societies, Rule of Law and Capable institutions* in May 2014. The event sought to advance two of Ireland's three primary national priorities for the post 2015 agenda by highlighting a) why and how gender equality should be mainstreamed across other goals and b) by demonstrating how important governance and peaceful societies issues are for making progress on other goals. The meeting was chaired by Ireland's Ambassador to the UN, Ambassador Donoghue and was co-organised with Sierra Leone. It attracted participation from 12 Member States, 4 UN agencies, 2 academic institutions and 2 NGOs. Ultimately, the meeting provided some food for thought on further developing Ireland's own position on gender and MDGs issues, and allowed these issues to be discussed in a constructive way. The event also demonstrated that Ireland was seeking to make a constructive contribution to the post-2015 process.

3.2 Pillar 2: Participation and Representation of Women in Decision-making

NAP actions to increase 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 advisors 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.

3.2.1 Gender Balance in Defence Forces and An Garda Síochána Personnel

The proportion of women in the Defence Forces remains static at 6% (see Appendix 4 for 2014 figures) although there has been an increase in females at Non-Commissioned Officer level from 183 to 204 (although a decrease in female officer level by 3 to 141). The Gender,

41 <https://www.dfa.ie/media/dfa/alldfawebstemedial/newspress/publications/sierra-leone-evaluation-report-country-strategy-paper-2011-2013.pdf>

Equality and Diversity officer is now part of the General Staff Conference which is the highest level of decision making mechanism in the Irish Defence Forces, guiding strategic direction and priority.

The Mid Term Progress Report identified recruitment and retention of women in the Defence Forces as a particular challenge. An innovative recruitment campaign targeted at young women in schools and third level education institutions was undertaken by the Defence Forces in 2014. Over 140 schools and third level institutions were visited during 2014 (in a 2 month period). This resulted in 3% rise in numbers of female applicants during the general service recruitment competition in 2014 and is evidence of a proactive approach to implementation to strengthen the participation of the next generation of women in WPS.

The proportion of women in An Garda Síochána has risen marginally from 25% to 26% (Appendix 4). As with the Defence Forces, there is some increase in females at the inspector and sergeant levels although representation at senior levels remains low at 10%.

Gender breakdown of Defence Forces and An Garda Síochána personnel in Peacekeeping Missions remains similar to those recorded in the MTR (Appendix 4) with women representing just over 5%⁴² of Defence Forces peacekeepers although the total of peacekeepers deployed rose by 60% to 1232.

The Defence Force has also been active in promoting Ireland's recognition of the critical participation and contribution of women in peacekeeping mission. The Gender, Equality and Diversity officer participated at the launch of a paper at the UN on gender balance in peacekeeping – *'Not Just a Numbers Game'*. This report argues that the UN is unlikely to reach its gender peacekeeping goals because it is not fully implementing its own two-pronged approach of increasing the number of women in peacekeeping operations and integrating a gender perspective within its missions. The launch provided an opportunity to present the model of mainstreaming UNSCR 1325 into Ireland's Defence Forces as model of good practice and for Ireland to share learning on the contribution of gender perspectives on peacekeeping missions. The example from South Lebanon detailed below demonstrates the impact this approach to strengthening the participation of girls in local communities in South Lebanon.

3.2.2 Civilian Deployments

The Development Cooperation Division continues to build gender capacity through deployments from its Rapid Response Corps to humanitarian interventions. Recently this has included appointments of Gender & GBV prevention officers. Currently there are 9 gender specialists, 18 protection officers and 9 child protection officers from a pool of 95 personnel. DFAT's International Security Policy Unit also seconded experts from its civilian roster to CSDP missions. Currently 12 are deployed, 25% of whom are women.

Gender Sensitive Peacekeeping: Building the Engagement and Confidence of Young Girls in South Lebanon

Within the Defence Forces, as part of their gender adviser and focal point training participants are encouraged to submit a personal reflection / story or anecdote related to gender. These provide a great source for observations and reflections on how gender and the development of gender perspectives are impacting on the day to day duties and operations of soldiers. This provides a valuable insight into the many ways in which soldiers experience and deal with gender challenges at home and overseas. They document the small but significant steps that soldiers are making in dealing with gender inequalities. This observation was provided by an Irish Female Soldier on peacekeeping duties in Lebanon as a small example of how peacekeepers are responding effectively to challenges in gender inequality, by strengthening the participation of girls in public sports activities:

A CIMIC organised sports day was held at a local school with a mixed gender school where most of the girl pupils were Muslim. Thirty girls aged between 6 – 16 years were present but were not permitted to participate in contact sports or engage in running activities. This excluded them from most activities and the girls had to stand and observe the boys having fun. Irish Defence Forces personnel negotiated with the teachers to allow the girls to participate. This started with the female Lieutenant teaching the girls some basic self-defence moves. This worked well with positive feedback from the girls and their teachers and was followed by a session with reaction games. The overall outcome of this was very positive on the girls who were more confident, more competitive, with the knowledge of some basic self-defence skills. This is in itself a significant success for gender equality. But of equal importance is the confidence, initiative and skills of the female soldiers involved who were able to address this gender challenge in an innovative and culturally skillful way to strengthen the position of young girls in local communities and raise awareness of gender within schools and local families.

⁴² As indicated in the Mid Term Review, 5% of women in peacekeeping missions represents a higher than average level in comparison to most other countries.



All Female Guard of Honour at Cumman na mBan commemoration, Glasnevin Cemetery, *Irish Defence Forces*

3.2.3 Funding to support Women's Participation and Decision Making

DFAT provides financial support to a wide range of global institutions, international CSOs and initiatives to enhance women's participation and decision making roles within this Pillar. DCD, CRU and the Anglo Irish Reconciliation Fund have all pledged funding to a wide variety of women's organisations and institutions during the last 18 months.

Funding provided by the CRU and the Anglo-Irish Division demonstrates a targeted focus on support for women's participation and decision making. This includes €700,000 from CRU to the UN Mediation Support Unit to enhance women's roles in negotiation and implementation of peace agreements and €400,000 to the Centre for Humanitarian Dialogue by CRU. DCD contributed €240,000 for UN Women's Global Facility on Women, Peace and Security in 2014. CRU and DCD also engaged in an International Symposium on Women's Leadership, Peace and Sustainable Livelihoods in the DRC held at NUI Galway.

The OECD DAC Gender Equality policy marker indicates that, in 2012, 56% of Ireland's sector allocable Overseas Development Aid had gender equality and women's empowerment as a principal or significant objective, compared with the DAC country average of 28%⁴³. In 2012, approximately €8.4 million was spent supporting women's equality organisations and institutions by DCD.

Both of these are impressive statistics and indicate that gender dimensions are a consistent element in DCD funding priorities. There is evidence of support for projects which support women's equal participation in political and economic decision making such as the Gender Partnership Programme within the Inter Parliamentary Union; oversight mechanisms for elections in Malawi in 2014 and the Myanmar Gender Programme where women are being trained to prepare for and enter political office which is being delivered by Trócaire.

DCD, like many other units and divisions uses mixed modalities for funding Women's Participation and WPS activity. This includes pooled funding such as that for UN Women (€1.5 million) as well as targeted funding for the UN Women WPS Global Facility (€240,000) and for the UNTF Special Envoy for Great Lakes Region (€300,000).

The Anglo-Irish Division has provided funding of €635,950 to 24 organisations through the Reconciliation Fund⁴⁴ to foster exchange and crosslearning among women's CSOs on the island of Ireland on 1325 related issues since 2010. Nine organisations were funded in the last 18 months. This includes support for women working at the strategic and political levels as well as support for women's empowerment at community levels to groups such as the Short Strand Women's Group and Kilcooley Women's Centre.

43 <http://www.oecd.org/dac/stats/documentupload/Aid-support-gender.pdf>

44 Formerly Reconciliation and Anti-Sectarianism Funds.

Increasing Engagement on WPS Participation: Delivery of Women, Peace and Security Workshops by Conflict Resolution Unit, Department of Foreign Affairs and Trade

DFAT's Conflict Resolution Unit has organised a series of successful workshops on Women, Peace and Security over the past three years which have helped to widen and deepen understanding of the challenges of implementation of UNSCR 1325 with contributions from national, regional and global WPS advocates.

The workshop on **The Participation and Representation of Women: the Successes, Gaps and Challenges** took place in 2013. The Opening Address was given by the then Tánaiste and Minister for Foreign Affairs and Trade, Eamon Gilmore T.D. signaling a high level of political support for the WPS agenda. Attracting over 100 participants, with a high level of participation and contributions from women and women CSOs and academics, the workshop focused on a number of priority themes, notably: *Women, Security and Peacekeeping; 1325 in Northern Ireland* – with contributions from women politicians and CSOs from Northern Ireland; and, *The Participation of Women in Conflict and Post-Conflict Situations* which included a focus on migrant women living in Ireland.

Over 100 participants also attended the 2014 workshop to consult on **Ireland's Second National Action Plan on Women, Peace and Security**. This was part of a wider consultation process whereby women, CSOs, and academics and other interested stakeholders were invited to submit written feedback on a range of questions to determine priorities and objectives for the second NAP. The Workshop was opened with an address by the Secretary General of the Department of Foreign Affairs and Trade, Niall Burgess, which was followed by an expert panel discussion focusing on Ireland's engagement with the Women, Peace and Security agenda.

Participants engaged in roundtable discussions which explored issues on: **Empowerment** - Participation and Leadership of Women Affected by Conflict; **Accountability** - Monitoring, Reviewing and Reporting; **International Developments** in WPS; **Response** to GBV and relief, recovery and rehabilitation activities; and **Promotion** of WPS. The workshop was highly regarded for its success in a number of ways including the dynamic level of open debate consistent across all key themes; the proactive engagement of government representatives with women, CSOs, academics and other participants in the roundtable discussions; and, the high level of participation of women with direct experiences of conflict, including those from Northern Ireland.

3.3 Pillar 3: Protection from GBV and SEA

Ensuring Irish peacekeeping personnel are held accountable in relation to the security and protection of women is a key priority in this Pillar of the NAP which includes commitments to strengthen reporting and sanctioning mechanisms in respect of Gender-Based Crimes; support for Migrant Women and Girls from Conflict-Affected Regions living in Ireland; and funding for CSOs that empower women, tackle gender inequality and address Gender Based Violence.

As indicated in the Mid Term Progress Report, Codes of Conduct, protection policies, reporting and sanctioning mechanism are now well established for both military and civilian overseas personnel to ensure the security and protection of women and girls in conflict affected regions and fragile states. Challenges in relation to assessments of the impact and value of pre and post deployment training is beginning to be addressed. However, consultation with women in local populations regarding effective mechanisms to deliver protection for women from GBV and SEA living in conflict affected areas has yet to be progressed. Significantly, parallel NAP actions relating to consultation with migrant women living in Ireland from conflict affected regions who have experienced GBV/SViC have not been progressed either. This lack of consultation with women in local populations is a critical gap in the implementation of Ireland's NAP which requires urgent attention.

Data on the numbers of migrant women accessing support services to assist with recovery is also outstanding, due to some extent to the absence of an ethnic identifier to record ethnicity in monitoring access to public services⁴⁵. The absence of data in this context and the need to establish systems for consultation with women affected by conflict should be prioritised to ensure services delivered are meeting needs, particularly for the victims of GBV/SViC. The Office for Refugee Applications Commissioner (ORAC) has indicated relatively low numbers of applicants of female asylum seekers coming from conflict affected areas who have been subject to GBV⁴⁶. There is no data on the specific numbers of women seeking asylum coming from conflict affected areas who have been subject to GBV⁴⁷. ORAC has indicated that staff receive gender awareness training to dealing cases where GBV/SViC is an issue and feel that the present systems provide adequate support for women accessing these services. However, this is somewhat at odds from the feedback from CSOs working with migrant women and asylum seekers who along with other CSOs have expressed concerns about the quality of services provided to women who have experienced conflict and who are seeking asylum.

As noted previously, DCD is a significant funder of work on GBV protection.

⁴⁵ Some progress is evident on this with a pilot programme for this to start in early 2015. The HSE's Social Inclusion Unit indicated that the Connolly Hospital has agreed to pilot an ethnic identifier programme to track access to its services.

⁴⁶ There were 376 asylum applications from females in 2014. (Numbers up to 31 October 2014 supplied by the Asylum Policy Division)

⁴⁷ ORAC's current management information systems do not enable them to generate statistics on specific grounds of persecution claimed.

The Irish Aid Programme Grant and Civil Society Fund supports many CSOs with GBV targeted interventions including support for Trócaire's work to reduce women's vulnerability to GBV and addressing impunities in Kenya, Uganda and Sierra Leone. Christian Aid Ireland has progressed the provision of protection services and assistance for female Syrian refugees and host communities in Sulaymaniyah, Kurdish Iraq. This programme encompasses information services and advocacy on rights and GBV, legal, psychological and social support, referral services, counselling and community forums with funding from the Emergency and Recovery Section, Development Cooperation Division. Funding to the UN Trust Fund to End Violence Against Women has also supported legal and medical assistance to victims of rape in DRC, CAR, Kenya and Sudan and Uganda. In 2014, DCD approved support for a significant programme - €2 million in funding to the International Rescue Committee - for their gender and GBV programmes in humanitarian response under a two-year strategic partnership programme. This partnership comprises of three mutually reinforcing pillars: GBV Emergency Preparedness and Recovery; Emergency Response; and, European Policy and Advocacy. DCD has also supported the UN Trust Fund to End Violence Against Women (UNTFVAW) (€740,000) for the period 2013-15.

Progress on GBV Protection in Sierra Leone

One example of DCD's gender outputs and achievements on GBV protection at a country level has been work undertaken in Sierra Leone. Working with a range of CSOs, this has delivered policy, legislative and procedural changes including: a Sexual Offences Act in 2012; provision of SGBV procedures and training for 450 Sierra Leone Police - Family Support Unit personnel⁴⁸; and, attitudinal change - gender is an issue now on the political agenda; and, increased awareness and knowledge of women's rights at community level⁴⁹. Irish Aid also supported IRC funded Rainbo Centres in Sierra Leone who provided services to a total of 1,898 survivors of GBV in 2013.

In addition to its role as a funder, DCD has also continued its advocacy work which includes a focus on GBV and the MDGs agendas at national, regional and international levels. This has included engagement in Keep Her Safe⁵⁰, part of the UK Call to Action initiative as well as continued financial support for and active engagement in the Irish Consortium on GBV.

48 <https://www.dfa.ie/media/dfa/alldfawebsitemedia/newspress/publications/sierra-leone-evaluation-report-country-strategy-paper-2011-2013.pdf>

49 In 2013 trainings covered the guidelines on SGBV case management and SOPs for the investigation of sexual and domestic violence offences. Senior Police Officers – Local Unit Commanders (LUCs) were also targeted in the trainings. This was delivered with joint support from a number of partners, including the Irish Aid funded UNDP Access to Justice Project.

50 This initiative seeks to build global commitment that will prioritise the protection of girls and women from violence and sexual exploitation in emergency situations.

3.4 Pillar 4: Relief, Recovery and Rehabilitation

This pillar seeks to ensure that Security Sector Reform (SSR) activities supported by Ireland are responsive to different security needs and priorities of women. However, both the objectives and the actions under this pillar were identified as too narrow and problematic during the Mid Term Review. Unsurprisingly progress across these actions remains slow although the Conflict Resolution Unit has continued to support the International Security Sector Advisory Team (ISSAT⁵¹) through the Stability Fund providing €600,000 2011-2014. However, as with much of the funding activity in the NAP the specific impact of the funding in relation to the gender dimension is unclear.

Actions to support the greater participation of women in the police forces in conflict affected and post conflict regions, incorporation of gender perspectives into police standard operating procedures and checklists do not appear to have built on the progress reported in the Mid Term Progress Report. The status of actions to strengthen systematic consultation with women and CSOs to develop more gender sensitive Disarmament, Demobilisation and Reintegration (DDR) activities also remains difficult to track.

3.5 Pillar 5: Promotion of 1325 in international, regional and national arenas

Pillar 5 provides a distinctive dimension to Ireland's NAP that continues to demonstrate a successful strategic approach to enhancing Ireland's leverage and influence as a champion of UNSCR 1325 and human rights across international and regional arenas. DFAT's role in UNSCR 1325 Advocacy and Diplomacy at the UN and EU continues to be strong through the work of many of its divisions including Ireland's Permanent Missions to the UN in New York, the EU and the OSCE. This work is supported by Headquarters based colleagues from Conflict Resolution Unit, Human Rights Unit, Development Cooperation Division, and Anglo-Irish Division who along with all other implementing bodies and departments have also been engaged in the promotion of WPS issues across a wide variety of arenas at UN, EU and national levels.

51 ISSAT respond to security sector needs in developing countries emerging from conflict. Gender issues are central to all of ISSAT's SSR programmes and activities.

Anglo-Irish Division's Support for the Northern Ireland Inquiry on UNSCR 1325

After a United Kingdom Westminster Inquiry⁵³ into the implementation of UNSCR 1325 was discontinued due to lack of funds in 2011, the Northern Ireland Women's European Platform⁵⁴ (NIWEP) took up the role to co-ordinate an Inquiry, supported by funding from DFAT's Anglo-Irish Division. The Inquiry took place within a context where expectations amongst women's organisations, WPS academics and expert CSOs about the participation of women in Northern Ireland's post conflict society were pessimistically low.

A panel of experts on women and conflict, women and decision-making and gender equality met to receive oral testimony⁵⁵ in December 2013. Key Findings from the Inquiry were:

Absence of Gender Sensitive Policy Framework:

There was concern regarding the any discernible outcomes from the review of the Northern Ireland Gender Equality Strategy (GES) in relation to women's inclusion in post-conflict processes.

Concerns about Women's Safety and Levels of GB&SV:

Issues of relating to women's safety, fear of crime, women as victims of conflict and as victims of sexual violence and domestic violence were raised by many witnesses. Women testified on pressures that ensured their voices were silenced.

Electoral Politics and Public Life

The continued under-representation of women in political and public life was a source of huge concern. Witnesses believed that issues of importance to women were not included in policy making because of lack of representatives to voice their concerns. The heavily male-dominated political institutions continued to be a deterrent to women.

Without support from DFAT's Anglo-Irish Division, it is unlikely that the Inquiry would have proceeded. Events such as this highlight the significant challenges facing women in post conflict societies like Northern Ireland where recognition of women's needs and their contribution to post conflict reconstruction continues to be eclipsed and ignored at political, policy and community levels.

3.5.1 Strengthening Institutional Capacity on WPS

In 2013, Ireland assumed a senior leadership position in UN Women by being elected Vice President of its Executive Board and in 2014 was also elected Vice President of the Executive Board of the United Nations Development Programme (UNDP). Both entities play central roles on WPS: UN Women with its global advocacy; and UNDP with its field presence and other considerable resources as the leading UN development agency. PMUN New York's engagement has been strengthened through ongoing policy dialogue with UN Women and UNDP, by taking a lead role in ensuring that essential elements of WPS were firmly reflected in the UN Women Strategic Plan until 2017 and that a strong gender dimension, in particular women's role not just as victims but also leaders, became an integral part of all UNDP's work.

Ireland has also contributed financial support to key parts of the Women, Peace and Security architecture including providing core funding to UN Women to support agreed priorities; €8.2m to UNDP specifically to support work on WPS policy and implementation; €100,000 to the Global Study to review 15 years on UNSCR 1325 and €240,000 for UN Women's Global Programme (2014-2017).

Strengthening capacity in relation to WPS in Northern Ireland was also progressed during the last 18 months as a result of the NAP. The political environment for women's empowerment and participation in Northern Ireland's post conflict governance remains extremely challenging.

The inability of the political parties to address the legacy of violence issues in Northern Ireland was evident in the failure of the Hass-O'Sullivan Talks to reach any substantial agreement in December 2013. Work to increase women's political empowerment and participation in public life is needed to create a more collaborative approach to the sharing of political power. Funding from DFAT's Anglo-Irish Division to support the NIWEP's Inquiry into the implementation of UNSCR 1325/Women, Peace and Security in Northern Ireland is an innovative example of supporting women's political agency and affirmation of their capacity as agents of change in a transitioning post conflict society.



Ambassador David Donoghue with Lead Author Radkika Commaraswamy, Executive Director of UN Women Phumzile Mlambo-Ngcuka and UAE Ambassador Lana Nusseibeh at the launch of the UN Women Global Study on the Implementation of UNSCR 1325, *UN Women/Ryan Brown*

3.5.2 Promotion, Advocacy and Diplomacy on UNSCR 1325

Ireland has been particularly active in promotion and advocacy work on WPS issues in international fora during the last 18 months.

Promotion, Advocacy and Diplomacy at the United Nations

As a rule, Ireland participates in every Security Council open debate on Women, Peace and Security and consistently raises 1325-related issues, even as part of other thematic debates, at the General Assembly and in other fora. This includes advocacy for women's leadership at CSW58 where Ireland supported the inclusion of strong language on participation in the Agreed Conclusions, which included the call for an increase in women's participation in conflict resolution and peace building processes and post-conflict decision-making.

Ireland's Permanent Mission to the United Nations, New York hosted 8 WPS donor roundtable / side events including those which have focused on commitments to women's empowerment in Sierra Leone and contributions from women, young people and civil society organisations to the Post-2015 Development Agenda in March. The Mission has also been focused on working proactively and strategically to strengthening dialogue and engagement with CSOs internationally, particularly in relation to women's leadership and decision making roles and as human rights defenders.

PMUN New York seeks to advocate and share best practice in the many fora which Ireland participates such as the Group of Friends on 1325 and the Human Security Network. The Mission has also been active in advocating for an increase of women Special Representatives and Special Envoy positions in various fora, to attract senior women candidates as part of the Secretary General's commitment to achieve gender parity and bridge the gender gap.

52 The Westminster All Party Group on Women, Peace and Security.

53 NIWEP has been instrumental in the setting up of the Northern Ireland Assembly's All Party Group (APG) on UNSCR 1325 and its expertise in women and decision making and on the UNSCR 1325 meant that it was well placed to work with the APG to ensure that the Inquiry was completed.

54 This allowed the Inquiry to hear directly from women across Northern Ireland (both women from local communities and from women's NGOs) in open and closed sessions. The inquiry also called witnesses from political parties, from equality and human rights bodies, from relevant public bodies and from civil society in general including the trades unions. 24 oral testimonies and 17 submissions written were received.

PMUN in New York has also been committed advocates of the need for greater intersection of gender and conflict perspectives into the Post 2015 MDGs Framework in Security Council open debates and other fora⁵⁵.

There is growing recognition of Ireland's expertise and capacity on the WPS agenda as co-host of the launch of the Global Study on UNSCR 1325, and on the development agenda more broadly at the UN with the appointment of Ambassador Donoghue as co-facilitator of the negotiations, with Kenya, on the post-2015 development agenda. These appointments are significant achievements and a reflection of the increasing status and respect which Ireland enjoys at the multilateral level.

PMUN New York also organised a side event with UN Women and the Financing for Development Office, UN Department of Economic and Social Affairs (DESA). This event brought together representatives from governments in the global north and south, and civil society to discuss a critical dimension to the WPS agenda - how financing for development should support the achievement of gender equality and women's rights. The event sought to build advocacy, political will and momentum behind gender equality and women's rights as an essential pillar of the new financing for development agenda; and, define specific priorities for financing gender equality and women's rights, in both the public and private sectors, as a foundation for the implementation of new gender equality commitments.

Ireland, through Development Cooperation Division, also co-hosted a session on the Impact of Gender Programming on Humanitarian Outcomes with UN Women on the margins of the United National Economic and Social Council (ECOSOC) Humanitarian Affairs Segment in June 2014.

Promotion, Advocacy and Diplomacy within the European Union

Ireland actively participates within the EU 1325 Informal Taskforce which meets to discuss ongoing issues relating to UNSCR 1325 and Women, Peace and Security at EU level. The taskforce members include representatives from EU Member States, EU institutions (in particular the EEAS and the European Commission) and Civil Society, UN Women and NATO representatives as observers. Ireland's Ambassador to the EU Political and Security Committee participated in the panel discussion of the EU 1325 Annual Member State meeting, the theme of which was 'Linking

post-2015 to women, peace and security' & '15 years of UNSCR 1325 – looking ahead to 2015'. Conflict Resolution Unit actively supports colleagues in a range of EU fora where Women, Peace and Security forms a part of the ongoing agenda.

Ireland's NAP has been recognised as a model of good practice at the EU level by stakeholders for its inclusive cross consultation process⁵⁶, integration of the perspectives of women affected by conflict in the NAP and the role of CSOs in monitoring mechanism. Its focus on migrant women in a domestic context and inclusion of commitments to Northern Ireland are considered to be valuable and unique elements as is the publication of the findings on the Mid Term Review. The view of many EU member states is that Ireland is a committed actor to this policy area, very active in Task Force meetings and forthcoming in sharing information and analysis on WPS – UNSCR 1325 activity⁵⁷.

Ireland's Permanent Mission to the OSCE has also been an active advocate of WPS, involved in strengthening dialogue and collaboration with OSCE member states to progress the development of an OSCE-wide Action Plan on Women, Peace and Security.

DCD has continued engagement with a range of networks including the EU Gender Expert Network, the OECD-DAC Gender Equality Network (GENDERNET) and International Network on Conflict and Fragility (INCAF).

Promotion, Advocacy and Diplomacy at National Levels

At National level, promotion and advocacy on UNSCR 1325 to politicians in Ireland was strengthened through presentations to Oireachtas Committees Members by the Chair and members of the Monitoring Group. The presentation to the Committee on Foreign Affairs and Trade outlined the strengths and challenges in the implementation of Ireland's NAP⁵⁸. Discussions in the Joint Committee on the Implementation of the Good Friday Agreement Committee focused on highlighting the political marginalisation of women in Northern Ireland and the Border areas to addressing legacy issues and post-conflict challenges⁵⁹. Presentations made to the Joint Committee on Justice, Defence and Equality outlined the issues and concerns from MG representatives from the Department of Defence, the Irish Defence Forces, the Reception and Integration Agency (RIA) and from AwikDa⁶⁰(detailed below).

55 Commission on the Status of Women 58th session, Agreed Conclusions, negotiated by the EU Delegation supported by Ireland, para.42 ss): "Adopt measures to implement and monitor the Millennium Development Goals for women and girls in armed conflict and post-conflict situations, and women and girls affected by violent extremism, and ensure women's effective participation at all levels and at all stages and in peace processes and mediation efforts, conflict prevention and resolution, peacekeeping, peacebuilding and recovery, as laid out in relevant Security Council resolutions on women, peace and security, and in this regard support the involvement of women's organizations and civil society organizations. End impunity by ensuring accountability and punishing perpetrators of the most serious crimes against women and girls under national and international law, and ensure that alleged perpetrators of those crimes are held accountable under national justice or, where applicable, international justice;"

56 The development of Ireland's NAP was informed by an innovative Cross learning process on UNSCR 1325 undertaken through visits to Liberia, Timor Leste and Northern Ireland by government – CSO representatives including CSOs from Northern Ireland. <https://www.google.co.uk/#q=cross+learning+UNSCR+1325+ireland>

57 EPLO interview.

58 <http://oireachtasdebates.oireachtas.ie/Debates%20Authoring/DebatesWebPack.nsf/committeetakes/FOJ2013070300003?opendocument>

59 <http://oireachtasdebates.oireachtas.ie/Debates%20Authoring/DebatesWebPack.nsf/committeetakes/GFJ2014050800007?opendocument>

60 <http://oireachtasdebates.oireachtas.ie/Debates%20Authoring/DebatesWebPack.nsf/committeetakes/JUU2014061800008?opendocument>

Presentation to Joint Committee on Justice, Defence and Equality Committee

The presentations to this Committee illustrate the complexity of the Women, Peace and Security agenda and the intersection of the inward and outward dimensions of Ireland's NAP. The Department of Defence highlighted the value of gender mainstreaming in international security and defence policy at the EU and international levels whilst the Defence Forces focused on the importance of education and awareness raising on UNSCR 1325 issues for peace keepers on the ground on missions as well as the development for their Action Plan on UNSCR 1325. The RIA outlined recently agreed actions on a RIA policy and practice document on safeguarding RIA residents against domestic, sexual and gender-based violence and harassment⁶².

AwikDa highlighted concerns that policies on safeguarding residents had yet to be implemented, the need for more visible commitment of implementing bodies to UNSCR 1325 actions regarding support and protection of migrant women and asylum seekers, the need for interdepartmental co-ordination and commitment from all Departments and units involved and for services in Ireland to be culturally appropriate and competent. The Committee invited members of the Monitoring Group to return following the launch of the second NAP in January 2015.

3.6 Engagement on the Universal Periodic Review and UN Human Rights Council

DFAT'S Human Rights Unit leads on Ireland's engagement in multilateral human rights fora including the Human Rights Council, including on inputs in the Universal Periodic Review. HRU's contribution to promoting UN Security Council Resolution 1325 has been through interventions to the Universal Periodic Review.

During the period of the first NAP eleven UPR sessions took place and a total of 160 States were reviewed. Ireland demonstrated a high level of advocacy raising concerns over both the need of specific protection from gender-based violence and the promotion of women's rights and equality. In total, Ireland made 33 recommendations focusing on gender-based violence, violence against women, sexual violence, domestic violence, or women's rights. Ireland made five interventions specific to the UN Security Council Resolutions on Women, Peace and Security including those: to Columbia on sexual violence violations; to the Central African Republic on SGBV (including gang rape and sexual slavery); to Afghanistan on the participation of women in peace talks and on increasing the proportion of women in the security forces; and to Bosnia and Herzegovina recommending that acts of sexual violence committed during the conflict should be thoroughly investigated.

At the Human Rights Council, Ireland co-sponsored a number of key resolutions. These included the resolution advocating for "Accelerating efforts to eliminate all forms of violence against women: preventing and responding to rape and other forms of sexual violence" adopted in June 2013⁶² and other relevant resolutions on the elimination of discrimination against women, Female Genital Mutilation (FGM) and on the strengthening of efforts to prevent and eliminate child, early and forced marriage.

61 This policy was agreed between RIA, Cosc, AkiDwA, Ruhama, the Dublin Rape Crisis Centre, the Domestic Violence Advocacy Service, the Irish Refugee Council and the Office of the United Nations High Commissioner for Refugees: <http://www.ria.gov.ie/en/RIA/RIA%20Policy%20Document%20on%20Domestic%20&%20Gender%20Based%20Violence%20&%20Agreed%20Report.pdf/Files/RIA%20Policy%20Document%20on%20Domestic%20&%20Gender%20Based%20Violence%20&%20Agreed%20Report.pdf>

62 A/HRC/RES/23/25.

Chapter Four

Key Achievements, Challenges and Lessons Learned

This chapter examines and reflects on the overall implementation and delivery of the Ireland's NAP (2011-2014). It provides an overview and analysis of the key achievements and challenges, and of lessons learned.

4.1 Overall Delivery on NAP Actions

Analysis of data from consultations with implementing bodies and from monitoring and review mechanisms indicates a high degree of success in the implementation of Ireland's NAP over the three year period. Implementing bodies and agencies have delivered a significant range of achievements with a wide spectrum of activity and engagement. Of the 48 NAP actions, 90%⁶³ (43) were either fully achieved or significantly progressed with 81% (59) of the relevant indicators met. There were ten actions - 21% - where there was clear evidence of exceptional progress or effort on results, and these have been defined as *exceeded and achieved*. It is important to note that the progressed category can also indicate a high level of achievement, given the ongoing nature of many actions in the NAP. Only 10% of actions were either not achieved or could not be assessed due to the unavailability of data with only 5% (4) of indicators not met and 14% (10) not met due to the lack of data. A full analysis of progress on all individual actions is indicated in the Results Matrix in Appendix 5.

4.2 A Catalyst for Engagement, Collaboration and Learning

Engagement in the implementation of Ireland's NAP has strengthened relationships, expanded networks and deepened skills, understanding and knowledge of the complexities of WPS issues across a variety of arenas at national, regional and global levels. There is greater awareness of the contribution of UNSCR 1325 to intersecting policy instruments and more understanding of WPS relevance to the roles and contributions of implementing departments and units within the MG. *'The NAP has brought us round the table and provided a huge opportunity for learning about the diversity of needs and issues in WPS'*⁶⁴. The NAP has also raised awareness of WPS beyond the Monitoring Group, at senior and operational levels in contributing departments as MG members report back on UNSCR 1325 activity.

Consultation with implementing departments and units highlighted ways in which engagement in the NAP had deepened their understanding of key challenge issues such as the importance of culturally appropriate responses to support migrant women in Ireland and the political marginalisation of women in Northern Ireland post conflict. Many cited the 2013 and 2014 workshops organised by the Conflict Resolution Unit as particularly valuable mechanisms for learning and engagement as well as strengthening the roles and contributions from women members of the Monitoring Group to the broader debates on UNSCR 1325 and WPS themes nationally. Another standout event was the presentation to the NAP Consultative Group by PMUN New York on their work of WPS at the UN which was notable for the fluency and expertise with which Mission staff articulated the context and work of Ireland to WPS agendas.

4.3 WPS Higher on the Political Agenda

Monitoring Group members have been effective at creating political commitment to WPS through presentations to Oireachtas Joint committees. These have highlighted Ireland's activity on UNSCR 1325, including achievements such as the Defence Force's contribution to gender training in peacekeeping missions, and challenges such as the need for more visible commitment of implementing bodies to UNSCR 1325 actions regarding support and protection of migrant women and asylum seekers. The endorsement of the work on UNSCR 1325 by President Higgins provides not only political support but powerful symbolic support for this agenda at the highest political level in Ireland.

Globally, Ireland's political influence in WPS arenas is building ground with a high level of successful activity in advocacy and diplomacy on UNSCR 1325 and related instruments which is strengthening Ireland's reputation and status in bringing expertise and leadership on development, peacebuilding and gender issues.

The work of PMUN New York, supported by CRU, DCD and other units, has been dynamic in building leverage to create a global leadership and influencing role on WPS for Ireland which has progressed significantly, particularly in the last year. DCD have played a key leadership role in coordinating input from departments on the post-2015 Development agenda as well as very active advocacy on gender equality at the EU level in Brussels and Geneva.

⁶³ The breakdown of this is: 21% exceeded and achieved; 42% fully achieved and 27% progressed.

⁶⁴ Quote from Monitoring Group Consultee to the Final Review.



Monitoring Group of Ireland's first National Action Plan for Implementation of UNSCR 1325 (2011-2014) presenting the Mid-Term Progress Report to President Michael D. Higgins, with independent authors Bronagh Hinds and Karen McMinn, Áras an Uachtaráin, Department of Foreign Affairs and Trade

Against these global achievements are questions on Ireland's political commitment to addressing the obstacles to women's equality and human rights and WPS in Ireland with commentators advocating that Ireland *should lead by example* and bring coherency between the demands for best practices internationally with those that would improve the social, political and economic position of women affected by conflict in Ireland.

4.4 Policy Coherence on WPS Strengthened but Challenges Remain

There is evidence of greater integration and coherence of policy on WPS as a result of Ireland's NAP. The contribution of the Defence Forces to policy coherence and gender mainstreaming is an example of *excellent practice*, demonstrating both *gender and UNSCR 1325* mainstreaming into DF policy. This has delivered concrete results not only in resources to build capacity (such as the DF Gender Pack) but in improved practice on the ground by peacekeeping missions (UNIFIL). The consistent and cumulative approach to UNSCR 1325 implementation by the Defence Forces has created added value to WPS activity and is an example that other units and Departments could usefully explore.

Policy coherence and implementation of UNSCR 1325 across departments and divisions remains uneven. For DFAT divisions, the NAP has kept WPS visible on the foreign affairs and development agendas with strategic commitments to WPS evident in CRU, DCD and the Anglo-Irish Division. However, the extent to which the NAP has enabled WPS to be prioritised to deliver strategic and added value remains unclear. There are significant variations in

progress across and within different departments and key challenges remain in consistently translating NAP policy to practice for key implementing divisions, such as those facing DCD.

DCD is a key implementing partner for Ireland's NAP, delivering development and humanitarian programmes to partner countries overseas. Explicit commitments to gender mainstreaming and addressing gender equality inequality and GBV have been included in *One World, One Future* which is in the first phase of implementation. DCD has made some progress in mainstreaming policies in relation to humanitarian programming with commitments to the provision of more resources for gender equality and gender proofing of proposals from partner organisations. As noted in Chapter Three, DCD commits a significant amount of funding to gender activity, notably for GBV programming which is increasingly being targeted in conflict affected regions and and fragile states and situations. However, DCD's strategic statement on gender mainstreaming which puts *gender at the centre of our planning, implementation evaluation*⁶⁵ will require continued focus over the coming years in order to be realised. DCD operates within a complex policy environment and highly challenging operational contexts. As an important implementing partner of the NAP, its sustained engagement with the NAP agenda will be important in the period ahead.

A critical point to make here is that broad commitments to gender equality, whilst always valuable, will not automatically progress implementation of NAP assigned actions. UNSCR 1325 has a specific focus on needs of

⁶⁵ The commitment states that gender, as one of four cross cutting priorities along with the environment, HIV and AIDS, and governance will be at the centre of planning, implementation and evaluation <https://www.irishaid.ie/media/irishaid/allwebsitesmedia/20newsandpublications/publicationpdfsenglish/one-world-one-future-irelands-new-policy.pdf> (p.13)

women and girls in conflict and recognition of women as agents of change in peacebuilding and conflict resolution and reconstruction.

Departments, divisions and units need a more consistent and strategic approach to NAP policy implementation with a specific and targeted focus on UNSCR 1325 to deliver protection and empowerment of women and girls in conflict settings.

There is little evidence of policy coherence in domestic policy intersecting with Ireland's NAP on Women, Peace and Security with no references to the actions in Ireland's NAP to support migrant women from conflict affected countries who have experienced GBV. Hopefully the current political focus on the needs of asylum seekers will help to build support on the needs of migrant women living in Ireland and will demonstrate that women's security and protection are as relevant to women in urban and rural Ireland as they are for women in Sierra Leone.

4.5 Building Capacity in Conflict, Post Conflict and Humanitarian Settings

Interventions in conflict-affected countries, fragile states and humanitarian emergencies present greater complexities and more operational challenges than more stable countries, and make greater demands on staff. This implies that these country offices require more, not fewer, numbers of staff and that these staff need to be well experienced⁶⁶. However, often the opposite of this exists⁶⁷. The demand for support from HQ by programmes operating in volatile contexts with weak governance structures is also likely to be high. Building expertise and capacity to provide protection and enable transformative change for women and girls in countries affected by conflict is a challenge faced by all stakeholders of the WPS agenda, made even more urgent by the currently high levels of IDPs and refugees as a result of increased levels of violent extremism and intrastate conflicts in Syria, Iraq and the Middle East.

The ambition to fund and strengthen this work is evident in the Development Cooperation Division. DCD has begun to respond to current gaps in expertise and capacity⁶⁸ more

effectively through a variety of mechanisms, although challenges remain. Addressing GBV in first response to emergencies, especially conflict-related emergencies, is a huge task, and globally there are very few actors with this capacity. MSF, ICRC and the IRC are the main global leaders in this field. As reported in Chapter three, DCD has engaged with the IRC to strengthen GBV protection resources, capacity and advocacy across 4 key partner countries as a way of ensuring the standard and quality of services to be provided. DCD has also adopted a gender proofing mechanism for proposals from Irish based CSO partner organisations who have been encouraged to include GBV prevention / response as an integral element in humanitarian bids. However, despite the breadth of expertise and skills within the Irish CSO development sector, this has not generated the quality of proposals intended. This is a challenge for DCD as well as individual CSOs.

All WPS stakeholders will benefit from the existence of a high quality CSO sector in Ireland. How to strengthen the capacity in CSOs to respond effectively to programming needs around GBV prevention and response in conflict, fragile and humanitarian settings presents an opportunity for DCD and Irish based CSOs to work together to build shared understanding of the obstacles and identify effective and sustainable ways to strengthen expertise and capacity. An obvious mechanism which might support this would be the ICGBV's learning and practice group. Irish CSOs should also consider how to strengthen investment to provide dedicated resources to enhance capacity and DCD should continue investment in strategic work on partnership development.

4.6 Strengthened Institutional Capacity for Women's Participation and Empowerment

Integrating gender perspectives into operational mandates, building collaboration with CSOs globally and on an all-Ireland basis, and providing funding on WPS issues have been key achievements of Ireland's NAP. This has helped to strengthen institutional capacity internationally, regionally and nationally at strategic and operational levels to support women affected by conflict, SGVB or those engaged in conflict prevention and resolution.

This is evident in the gender proofing of EU Peacekeeping/ Training mission documents by the Department of Defence, DFAT's International Security Policy Unit's work on piloting the integrating gender perspectives into UN Peacekeepers mission in UNFIL, and embedding codes of conduct for DF and AGS overseas personnel. Ireland has played a significant role in raising standards of good practice to ensure that UNSCR 1325 commitments are now accepted as a crucial part of the mandate for those serving in conflict affected regions whether as civilians or military

66 Paper 4 – Addressing Conflict – A Review of Irish Aid in Timor-Leste <https://www.dfa.ie/media/dfa/alldfawebsitemedia/newspress/publications/ireland-support-to-timor-leste-2001-2014-learning-paper-4-addressing-conflict.pdf>

67 In partner countries where DCD have a development (rather than an emergency) programme, there will normally be the resources of embassy staff, DCD staff with established relationships with partner organisations and CSOs. The very nature of interventions in chronic conflict or emergency settings precludes this level of support and there are often additional demands such as the lack of infrastructure and challenges around governance issues.

68 Limited CSO capacity was highlighted in the MTR as key barrier to progress on GBV prevention and protection work in conflict and fragile states.

personnel. Innovative recruitment activities to address the gender imbalance of women in the Defence Forces has delivered small, but encouraging success in attracting more female recruits, which in time will further strengthen the contribution of women as peacekeepers.

The work of the Anglo-Irish Division in supporting women in Northern Ireland to participate in an Inquiry on UNSCR 1325 and support the NI Assembly All-Party Group on UNSCR 1325 provide good examples of the ways in which the NAP can rebalance its focus to strengthen women's political participation and empowerment in Ireland.

PMUN New York has delivered a high level of engagement with a wide range of UN actors and the strengthening of these networks and relationships is beginning to deliver real dividends. The Mission has been an advocate of stronger collaboration between the various UN agencies working on WPS to ensure their comparative strengths are developed. Its role in calling for stronger collaboration between UN Women and UNDP is helping to maximise the policy strengths of the former with UNDP's operational footprint through its extensive field presence. PMUN NY models a proactive approach to engagement, prioritising actions that support women's empowerment working with strategic partners such as the NGO Working Group on WPS to enable engagement from women civil society leaders and human rights defenders from the field across the globe. This reflects Ireland's particular interest in championing issues of empowerment, participation and leadership within the broader WPS agenda.

4.7 Ireland - Northern Ireland: Challenging and Complex

Although the NAP has helped to raise awareness of the needs of migrant women from conflicted affected regions living in Ireland, three years on, progress on delivering real support on the ground from these women remains limited. This is a significant gap in the implementation of Ireland's NAP. There is the need for more visible commitment from implementing bodies to UNSCR 1325 actions regarding support and protection of migrant women and asylum seekers, the need for interdepartmental co-ordination and commitment from all departments and units involved, and for services in Ireland to be culturally appropriate and competent. The absence of data on the numbers of migrant women accessing support services to assist with recovery is indicative of a broader challenge in accessing reliable data on WPS related themes and also is matter for attention.

As noted previously, progress on actions in Northern Ireland has been much more successful with sustained increasing engagement with women's groups and CSOs. DFAT's Anglo-Irish Division has demonstrated a practical way of connecting and supporting women at the grassroots

bringing a valuable dimension to the NAP illustrating the diversity of ways to support communities through UNSCR 1325.

Despite the challenges in addressing the needs of migrant women, the inward and outward dimensions remain of critical value to Ireland's NAP, affirming Ireland's capacity to continue to speak directly from the experience of conflict on the island. There is a need to be more explicit about work undertaken in Ireland - Northern Ireland and to promote it as a strength of the NAP. The work with Northern Ireland provides a unique model of practice as it is rooted in experience of overcoming conflicts and Ireland's commitments to Northern Ireland is recognised as one of the few examples of an EU country working on WPS in its border regions⁶⁹.

4.8 Leadership and Co-ordination of NAP Implementation

The Mid Term Progress Report outlined a range of issues in relation to leadership and coordination of NAP implementation, recommending that the Conflict Resolution Unit should adopt a clear leadership and oversight function for NAP implementation and consider the development of a DFAT-wide UNSCR 1325 action plan. CRU has two functions in regard to UNSCR 1325: the policy desk has responsibility for driving the process forward and to act as the secretariat to the independent monitoring group.

Coordination of structures for the implementation of the NAP has improved considerably over the last 18 months and CRU has delivered its co-ordinating role with skill and energy. Ireland's NAP is now a clear priority in the work of the unit and improved coordination and communication, greater sharing of information and increased formal and informal contact between implementing departments and units is delivering benefits. There is stronger collaboration between units: CRU and DCD's support for colleagues at PMUN NY in advocating at the UN on WPS; progress on pre and post deployment questionnaires in a joint initiative by the Defence Forces and An Garda Síochána seeking guidance from experts associated with Ireland's NAP. The inter-departmental meeting of implementing bodies held in March 2014, following a recommendation contained in the Mid-Term Progress Report is another example of strengthening co-ordination on monitoring and evaluation.

There are a number of areas where co-ordination and integration on Women, Peace and Security activity could be strengthened. One suggestion is to 'NAP proof' bilateral agreements with individual countries (perhaps prioritising conflict affected states, fragile states and Irish Aid key partner countries) to explore the potential for including a WPS focus in country plans.

69 EPLD Representative, Consultative Workshop on Ireland's NAP UNSCR 1325, October 2014.

Engagement of Ireland's foreign service in the implementation of UNSCR 1325 actions could also be strengthened, particularly in conflict affected states, fragile states and Irish Aid programme partner countries. This could provide ways to engage more directly with women CSOs to broaden ownership of WPS activities as well as more strategic engagement on advocacy, awareness raising and information exchange with government representatives and multilateral and bilateral institutions.

4.9 The Monitoring Group - Continuing Challenges

Roles of the Monitoring Group

The roles of the Monitoring Group were clarified following the Mid Term Progress Report and a revised Terms of Reference document was produced. The MG is tasked with three key functions: to oversee the regular and systematic review of progress; to revise existing NAP objectives, actions and targets; and engagement with Oireachtas committees and dissemination of information on the NAP.

4.9.1 Strengths and Achievements

The Conflict Resolution Unit has delivered its role as secretariat to the MG with a very high level of purpose and many consultees praised CRU's contribution and commitment to the process as impressive. The legacy of this is a more fluid organic process of engagement by implementing bodies, in which CRU's expertise and management on UNSCR 1325 is increasingly being acknowledged. Although pressure on CRU to manage the competing priorities of its unit is, like other divisions, challenging, momentum on Women, Peace and Security activity is building as an issue that colleagues increasingly want to be engaged in.

Monitoring Group members were also recognised as providing an immense reservoir of skills and expertise and have provided a key resource in the implementation of the NAP, although there is potential for further development. Liz McManus, the chair of the Monitoring Group was valued for ways in which she had built inclusive engagement and had provided access to political arenas but at the same time had assiduously maintained the independence of her post.

The Mid Term Progress Report was recognised as providing an effective accountability and learning mechanism and was seen by many Monitoring Group members as offering the most helpful indication of progress on NAP implementation to date. Since the Mid Term Progress Report there has been a 'step-up' in monitoring activity, although this remains at a relatively low level. There has also been greater stakeholder buy-in into the process by most implementing bodies during the second phase of implementation.

4.9.2 Key Challenges

There was a shared sense of frustration by most consultees to the review that the Monitoring Group has not effectively fulfilled its stated roles or potential. Engagement in the early phase of implementation was high, however, the latter phase has seen a loss of momentum in representatives attending meetings. Part of this may be attributed to competing demands on time, but may also relate to concerns around the functioning of the group. Key challenges identified were:

1. Restricted Space to Build Dialogue and Provide Accountability

Many Monitoring Group members consulted felt that meetings were overly formal and perfunctory – with little of substance on the agenda. Meetings are held twice a year. There is a lack of clarity about mechanisms for decision making. The issue of ownership of and accountability for implementation of Ireland's NAP is still unclear. Meetings need to be structured to share information, receive feedback and seek clarifications on progress on implementation as well as build a shared responsibility for accountability and success between all members.

2. Representational Issues, CSO Engagement and Contribution

Ireland's NAP is based on the sound principle of equal engagement of CSOs and academics with implementing bodies in the monitoring and revision of the plan. Irish national and international development CSOs have played a unique role since the development and inception of Ireland's NAP, and CSOs - academics rightfully feel a sense of ownership of WPS agenda. The current structure of the Monitoring Group has not effectively enabled or maximised contributions from CSOs and academics representatives. More work is required to build shared ownership between CSOs, academics and implementing bodies for the implementation of the broader WPS agenda as part of the overall role of the Monitoring Group.

Representation on the Monitoring Group needs consideration. A strategic approach is needed to ensure representation, at the appropriate level from units, divisions and departments. There is a case to be made for broadening out representation from the Department of Justice and Equality and the Department of Foreign Affairs and Trade. Representation from the Health Services Executive and the Department of Education and Skills should be considered for the next NAP. However, this needs to be balanced against the need to maintain the equal representation of CSOs-academics with implementing bodies.

3. Effectiveness of Monitoring Mechanisms

Regarding monitoring systems, there is little capacity for implementing bodies to report on progress or to be interrogated on challenges and obstacles to delivery

by other Monitoring Group members whether they are other implementing bodies, CSOs or academics. Current meetings offer little more than a tick box approach to monitoring, do not enable sufficient depth of dialogue or maximise the potential of the significant expertise around the table.

Feedback from DFAT's Evaluation and Audit Unit which has some responsibility in monitoring NAP results echoed some of the concerns over the effectiveness of existing monitoring mechanisms. These were: the large number of stakeholders required to provide input to the monitoring process; time/resource constraints; and a lack of knowledge as to what data should be gathered by implementing bodies (high level v. medium level monitoring).

NAP assigned actions are only a small part of the work of most of the implementing departments and divisions who first and foremost are accountable to their internal management structures and these systems should also be recognised as providing another potential layer of NAP monitoring and reporting.

Moving Forward / Next Steps

Modest changes to the monitoring structure could improve and monitoring and accountability functions for Ireland's second National Action Plan. An internal paper on the functioning of the Monitoring Group has been produced as part of this Review to be considered by the Monitoring Group of Ireland's second NAP⁷⁰.

4.10 Gaps in Structural Issues

There are a number of structural and resourcing issues that should be addressed to support more effective implementation of Ireland's NAP and deliver more targeted results and impact.

Funding Ireland's NAP: Evidence of budget lines specific to NAP assigned actions for most implementing bodies is very limited, making it difficult to assess the extent to which resources are being prioritised across women's participation, empowerment or protection specifically in conflict affected areas.

Dedicated budgets and funding lines need to be established for NAP related actions, particularly for the key departments and units. Funding for CRU's secretariat function should also include some financial support for work associated with the Monitoring Group and would enable a more strategic approach to implementation and monitoring.

⁷⁰ This includes a suggestion to review other models of NAP monitoring such as that adopted as part of the Australian's NAP on UNSCR 1325. See 2014 Progress Report Australian National Action Plan on Women, Peace and Security 2012-2018: <http://www.dpmc.gov.au/women/publications-articles/government-international/PMC.htm>. The Australian NAP website also contains a number of educational resources on WPS.

Lack of Effective evidence base: an effective evidence base to inform and guide the development, design and monitoring of NAP actions is required. There should be a sharper focus on gathering empirical evidence on the needs of women and girls regarding WPS including consultations with women in local populations for programme design. Data on models of success on WPS activity such as programmes where women's participation has made a difference would also be helpful. There has been a critical absence of evidence of the impact of NAP actions in terms of projected outcomes and benefits to the intended beneficiaries eg. measurement of the impact of the investment of funds. This is linked to the incoherency of some NAP outcomes and impact objectives with actions in the current plan and the weaknesses of output indicators which was identified in the Mid Term Review.

Organisational capacity: Competing priorities and resources can limit engagement in progressing NAP actions. Government departments, units and divisions and other NAP implementation bodies, like CSOs, operate in increasingly demanding operational environments. Gender issues are often driven by individuals and the loss of those individuals in key divisions can have a significant effect on providing leadership and momentum to maintaining progress on NAP implementation and poses a risk to sustained progress.

4.11 Lessons Learned

The completion of Ireland's first NAP provides an opportunity to reflect and identify some key lessons from the implementation process.

1. Sustained leadership by a dedicated team to drive and coordinate NAP implementation as well as leadership and commitment from individual departments and units is needed to deliver success. Rather than maintaining a siloed approach to implementation, building a collaborative approach and creating an enabling environment based on sharing, learning and ideas will support a more informed and improved implementation process. A more coordinated whole-of-government approach to Women, Peace and Security activity as part of gender equality mainstreaming would strengthen impact.
2. Clarity of roles for members and mechanisms in relation to the Monitoring Group for implementation, monitoring and accountability and reporting mechanisms is essential.
3. The essence of the WPS agenda is to deliver actions and interventions which can support transformative change for women and girls in conflict affected regions. Ireland's NAP should embed a more transformative, less bureaucratic approach, which builds on local ownership and relationships with women at the grassroots in the implementation of programmes and actions. There



Participants discuss Ireland's second National Action Plan at the Consultative Workshop, Iveagh House, *Department of Foreign Affairs and Trade*

needs to be balance of short term actions with long term goals, but both need to be realistic and achievable to build success.

4. NAPs on Women, Peace and Security should balance actions to strengthen women's protection, participation and empowerment. Support to enable women to address the structural inequalities that result in women's political, social and economic marginalisation and exclusion, in conflict, post conflict, emergency settings is a critical factor in the successful implementation of NAPs.
5. Investment in areas of Ireland's expertise such as international advocacy on WPS and embedding gender-WPS perspectives in military and civilian peacekeeping and training missions has delivered dividends at national, regional and international levels.
6. Ireland's Aid programme for overseas development, Irish Aid, is a critical instrument in the implementation of the NAP on UNSCR 1325. Without DCD's commitment

to implementation of WPS actions at operational and field levels, successful implementation of the NAP will remain limited.

7. The inward and outward dimensions of Ireland's NAP are a strength. Delivering successful implementation at home and overseas will strength Ireland's legitimacy and leadership as an effective WPS actor, nationally, regionally and internationally.
8. Mid-term conferences and other consultative, awareness raising and advocacy events hosted by the Monitoring Group have helped to embed the work and learning from the NAP and build dialogue, awareness and political commitment to WPS. Part of the effectiveness of these events was the open and frank exchange between people operating at different levels and in different roles as representatives of government, CSO partners, practitioners and the WPS academic community.

9. The Mid-Term Progress Report provided an effective learning and accountability mechanism for monitoring progress on implementation. It has been recognised as a model of good practice in terms of its independence, transparency and public accountability.
10. National and international CSOs including women's CSOs are significant stakeholders in the development and implementation of work on WPS and have a pivotal contribution to make to Ireland's NAP. Their involvement can help to strengthen the capacity of women's organisations, they can provide expertise in advocacy for and delivery of NAP actions and help to maximise UNSCR 1325 impact.

4.12 Changes to improve future implementation of the next NAP.

It is not the purpose of this Review to duplicate the consultation on Ireland's Second NAP which has collated a large body of data in relation to the ways in which Ireland's NAP could be improved⁷¹. Preliminary findings on future improvements from this Review have been shared with the Consultative Group to inform the development of the Second NAP⁷². These included suggestions on strengthening co-ordination and leadership on WPS, improving monitoring, accountability and funding mechanisms to improve NAP implementation as well as greater coherence in policy across divisions and units in both inward and outward NAP actions. A number of suggestions for improvements have been integrated into the Recommendations for future actions which are presented in Chapter 5.

⁷¹ Parallel to the consultations for the Final Review of Ireland's NAP, the Conflict Resolution Unit has been leading the development of Ireland's second National Action Plan on Women, Peace and Security through a consultative process that has been ongoing since June 2014. A report has been produced by the Consultative group: <https://www.dfa.ie/media/dfa/alldfawebsitemedia/ourrolesandpolicies/ourwork/empoweringwomen-peaceandsecurity/Consultative-workshop-report-final.pdf>

⁷² A joint meeting of the Monitoring and Consultative Groups was held in November 2014.

Chapter 5

Conclusions and Recommendations

This chapter presents the conclusions of the Review. Recommendations to inform the implementation of Ireland's second NAP on UNSCR 1325 are presented in the final section of the chapter.

5.1 Achievements: Ireland's Implementation of UNSCR 1325

The NAP has provided Ireland with a valuable opportunity to strengthen its political commitment, policy approach and dedicated actions on Women, Peace and Security.

Ireland has delivered a high degree of success with the delivery of 90% of the stated actions in its NAP. This demonstrates a high level of commitment by implementing departments and agencies to delivering on agreed actions and meeting indicators of success, particularly during the second phase of implementation.

Activity on Prevention of Conflict including GBV (Pillar 1), and Promotion and Advocacy on UNSCR 1325 and WPS (Pillar 5) have been the most successful areas of implementation, demonstrating some excellent models of practice and delivering added value in gender mainstreaming and strengthened institutional capacity on gender. Participation and Representation of Women in Decision Making (Pillar 2) and Protection of Women and Girls from GBV and SEA (Pillar 3) have also been successful areas of activity but with limited progress in some specific actions.

Ireland's first NAP has acted as a catalyst for many implementing departments, divisions and units, providing a new window of engagement on WPS. It has also provided a framework for more strategic engagement for those departments and organisations such as CSOs and academics with an established commitment to addressing UNSCR 1325 issues.

The NAP has played a role in building political support for WPS issues nationally and internationally and has kept WPS high on Ireland's Foreign Affairs and Development agendas. Support for UNSCR 1325 implementation has been articulated at the highest level in the Defence Forces and Department for Foreign Affairs and Trade, where a sustained commitment to strengthening the participation of women at all levels is evident. The role and contribution

of the Defence Forces to the NAP is an example of how progress on UNSCR 1325 can be made when leadership, initiative and expertise in WPS are employed.

Integrating gender perspectives into operational mandates, building collaboration with CSOs globally and on an all-Ireland basis, and providing funding to strengthen institutional capacity have also been key achievements of Ireland's NAP.

Significant financial resources have been provided to organisations and projects focussed on prevention and protection of GBV and SViC as well as support for increasing women's political empowerment and engagement in peace negotiations. DFAT has been a key contributor to this work with targeted programming through DCD, CRU and the Anglo-Irish Division. Ireland's commitment to include work on Northern Ireland as part of its NAP is now regarded as a pioneering model of practice within the EU.

The work of the overseas missions at the UN, EU and OSCE has delivered a high level of engagement with a wide range of actors. The dynamic contribution of the PMUN in New York to advocacy and promotion continues to set the standard as a model of good practice in terms of its vision, political commitment and strategic focus on UNSCR 1325 and WPS issues. The strengthening of networks and strategic relationships within UN partners and other stakeholders at this level has increased Ireland's role in leading on and influencing the WPS and UNSCR 1325 agendas. This is a reflection of the combined collaboration across many divisions, departments and units.

Monitoring and accountability mechanisms have been somewhat strengthened in the latter implementation phase of the NAP as a result of the learning from the Mid Term Progress Report which was helpful in providing stakeholders with an informed view of activity and progress on actions.

5.2 Challenges: Ireland's Implementation of UNSCR 1325

The implementation of NAPs on UNSCR 1325 globally faces a number of common challenges such as lack of political commitment, inadequate resourcing of Women, Peace and Security activity and ineffective accountability mechanisms and monitoring systems for NAP implementation⁷³.

Striving to progress the vast goal of gender equality within the context of WPS is complex, demanding work, and even more challenging within conflict, post conflict and emergency settings.

This evaluation has found that Ireland's NAP has faced a number of particular challenges in implementation in relation to policy coherence, structural and resources issues and processes for engagement. As a result, the targeting of services and delivery of results to enable transformative change for women and girls remains limited.

The policy framework for WPS and gender equality instruments is extensive and establishing policy coherence to deliver on separate international, regional and national policy contexts has proved a major challenge. Policy coherence for Ireland's NAP across departments and divisions remains uneven and there are significant variations in the extent to which policy instruments within different divisions and departments are delivering effective WPS results on the ground. After an implementation period of three years, no apparent baseline for policy coherency across departments has been established, with departments, units and divisions operating on a somewhat ad hoc basis, whereby some institutions have significantly progressed policy integration whilst others have been less proactive.

Despite an established strong policy commitment to gender equality, and the delivery of some very significant achievements in supporting women and girls in local populations in conflict and humanitarian settings, the Development Cooperation Division has faced a number of challenges in embedding WPS across its programming activities. Although gender and GBV funding is a significant element in DCD programming, a greater focus to strengthen WPS delivery in conflict affected / fragile states is needed. This needs to be allied to the development of capacity building for GBV prevention and response in emergency settings by Irish based CSOs. DCD represents an important implementing body of NAP, and its sustained engagement with the NAP agenda will be important in the period ahead.

DCD, like all departments, divisions and units need a consistently strategic approach to NAP implementation. The Division needs a *specific and targeted* focus on UNSCR 1325 to deliver protection and empowerment of women and girls in conflict settings. Evidence of a greater intention by many implementing bodies to deliver specific activities aimed at achieving gender oriented results mainstreamed in different contexts and levels will be required to build success in the next NAP.

Until this is progressed, the broader issue of the extent to which NAP assigned actions are delivering added value to strengthening work on WPS whether collectively or at individual department, division or unit level will remain unclear.

The implementation of NAP actions relating to migrant women living in Ireland from conflict affected regions who have experienced GBV/SGBV have been problematic from the outset of the NAP. There was a lack of clarity in assigning responsibility to a relevant implementing agency and evidence of unhelpful indicators for some specific actions. This combination of factors has stalled progress on an important indicator of Ireland's commitment to WPS – the extent to which is it able to respond to the needs of women living in Ireland.

Relief, Recovery and Rehabilitation (Pillar 4) activity has been the least successful area of NAP implementation, partly related to the narrow focus of the assigned actions from the outset of the NAP. Progress on establishing WPS perspectives into Security Sector Reform and effectively mainstreaming gender equality into Relief, Recovery and Rehabilitation activities remains limited in many post conflict transitions. This area of WPS continues to represent a significant challenge for many stakeholders.

Some fundamental structural elements have been missing from implementation processes.

Inadequate resourcing of NAP activity is a major obstacle to its successful implementation and the absence of dedicated budgets and funding lines has weakened the capacity of stakeholders to plan, deliver and monitoring actions successfully. A level of dedicated resources is needed for the implementation of Ireland's second National Action Plan. Without this, Ireland's NAP is critically flawed.

Gender disaggregated and gender analysis data is central to identify needs to inform bilateral and multilateral actions on WPS and NAPs. A lack of data has limited the successful implementation and targeting of resources for Ireland's NAP and also presented particular challenges in measuring the extent of impact delivered as a result of the NAP over its three year period. This is linked to a flaw in the overall monitoring framework which lacks indicators for specific NAP outcome and impact objectives. As a result, limited quantitative data with little evidence of qualitative data is being generated for the indicator actions. Implementing

73 *Women in Peace and Security through United Nations Security Resolution 1325: Literature Review, Content Analysis of National Action Plans, and Implementation*. Barbara Miller, Milad Pournik, and Aisling Swaine, (2014)



bodies need to monitor and more critically assess how they could deepen the impact of NAP assigned actions with the development of impact indicators. Criteria for actions should be based on the extent to which they can deliver improvements in the realisation of women's rights, security and empowerment, and critically, the extent to which they can add value to existing commitments on gender equality. The lack of consultation with women in local populations and the absence of other empirical data to inform programme design, development and implementation is also a weakness.

From the outset of its NAP development Ireland has been a committed advocate of an inclusive process. The operation of the Monitoring Group for NAP Implementation has presented a number of key challenges. It would be unfortunate if the vision of an authentically inclusive NAP with a representative constituent body could not be fulfilled, given the significant expertise that current members of the Monitoring Group offer. There is a high level of good will and commitment within the Monitoring Group to create more collaborative, inclusive and dynamic forum not only for NAP accountability but for debate and dialogue on WPS issues more broadly both nationally and globally.

Ireland's NAP has created a cross-section of actors with a proven commitment to progressing UNSCR 1325; it has strengthened leadership, political commitment and capacity on WPS actions, advocacy and policy and consolidated Ireland's leadership on Women, Peace and Security. This has built a credible platform to move successfully into the next phase of delivery.

The following section presents a number of recommendations to inform the development of Ireland's second National Action Plan on Women, Peace and Security.

5.3 Recommendations

Whilst some actions may be specific to implementing bodies, all relevant stakeholders are encouraged to consider the potential for progress on these recommendations.

1. Dissemination and Learning of Findings from Final Review

- » The Monitoring Group should promote the findings from the Final Review through a range of mechanisms in national, EU and UN fora.
- » The Monitoring Group for Ireland's Second National Action Plan should consider and respond to the key findings of the Review to inform and improve implementation of the next NAP.

2. Strengthen Policy Coherence on Women, Peace and Security Commitments

There is a need to create a more consistent approach to deliver policy coherence across departments, units and divisions on WPS.

- » As part of the monitoring process, individual departments, units and divisions should assess and report on the extent to which WPS is aligned within their individual policy instruments and identify concrete steps to strengthen alignment. This should include NAP activity overseas and in Ireland.
- » Developing a 'whole-of-government' approach to WPS not only in DCD but in departments responsible for GBV, security, political and economic affairs would strengthen coherence and consistency for WPS implementation.

3. Resourcing of NAP Assigned Actions, Funding and Influence

- » Adequate resources to finance the implementation of Ireland's NAP including Monitoring Group activity should be clearly identified. Budget lines for NAP assigned actions at department, division and unit levels should be included as part of the development and implementation process. This should be replicated across departmental, bilateral and multilateral levels as required.
- » Implementing bodies should explore ways to leverage the financial support provided by Ireland to the WPS agenda (including to pooled funds) to complement national priorities and more strategically influence strengthening policy dialogue and advocacy on WPS with partner institutions and agencies.

4. Monitoring Group

The Monitoring Group should consider the findings on its operation from the Final Review. Actions to strengthen engagement, dialogue and build a collaborative approach and shared responsibility for accountability and success should be considered.

5. Monitoring and Accountability

The Monitoring Group should

- » Consider an increased role for the Evaluation and Audit Unit in establishing guidelines for NAP monitoring and data collection; develop more robust mechanisms to monitor and evaluate NAP actions. Data collection mechanisms should not disrupt programme design and delivery, should be proportionate to the level of activity and should generate both quantitative and qualitative data.
- » Identify ways for implementing bodies to monitor and more critically assess how they could deepen the impact of NAP assigned actions with the development of impact indicators.
- » Establish mechanisms to strengthen consultation with women in local populations across a number of targeted NAP interventions to generate empirical data to inform programme design, development and assess the impact of actions. Consultation with migrant women living in Ireland should be actioned as a priority as part of that process.

6. Strengthen WPS into the Irish Aid Programme

- » DCD should consider ways to be more proactive in prioritising and deepening WPS in its aid programme, with more targeted interventions that will add value in conflict, post conflict, emergency and fragile state settings.

7. Identify Ways to Build Capacity in Irish CSOs on GBV Prevention and Response

A discrete gender review / audit to investigate obstacles in strengthening GBV prevention and protection programming and how to build capacity in Irish based CSOs on GBV prevention and response in conflict, emergency and fragile state settings should be considered. This should identify key gaps and mechanisms on how to invest in building capacity and expertise in CSOs. This could be led by the Irish Consortium on Gender Based Violence (ICGBV).

8. Strengthen WPS Awareness and Activity Across Overseas Missions

DFAT should

- » Encourage overseas missions to raise awareness, promote and explore opportunities to deliver WPS advocacy across development, political, and trade functions.
- » Identify ways to improve the gender balance at senior diplomatic level including Ambassador level.

9. Coordination at Country Level

DFAT should consider ways to strengthen cooperation and coordination on WPS activity on a multi or bilateral basis at country level by:

- » 'NAP proofing' bilateral agreements with individual countries (perhaps prioritising conflict affected states, fragile states and Irish Aid key partner countries) to explore the potential for including a UNSCR 1325 / WPS focus in country plans.
- » Establish a WPS Forum to strengthen coordination at country level: this could be piloted in a discreet number of key partner countries. The Forum could consider the strategic engagement of a wide range of actors including DCD staff (including any Gender Advisers); Irish diplomatic staff; Partner/Relevant CSO representatives; UNDP Resident Representative⁷⁴; UN Women representatives; representatives of Irish Peacekeeping personnel such as Gender Advisers.

10. Strengthen Advocacy on UNSCR 1325 at International levels

DFAT should consider ways to strengthen the roles and contributions of Ireland's Permanent Missions at the EU, the OSCE and the UN in Geneva on Human Rights, in light of the increased focus on WPS in 2015.

11. Share Learning from Engagement in Northern Ireland

Implementing bodies, CSOs and academics should consider ways to share lessons learned from engagement in the WPS Northern Ireland context to inform and support lesson sharing on NAPs in countries where Ireland is engaged.

12. Strengthen Training on Cultural Awareness for Domestic Implementing Bodies

Through the Continuous Development Programme (in-service training), the Garda College – in conjunction with the Garda Racial, Intercultural and Diversity Office (GRIDO), Community Relations, the Health Services Executive, the Department of Justice and Equality and relevant civil society agencies (service-providers) – should roll-out an in-service training programme, particularly in Garda District and Divisions where Direct-Provision Centres are based. The training should create, and raise awareness, of issues arising relating to Women, Peace and Security for migrant women and girls, particularly from conflict-affected areas and other Fragile States, arriving and living in Ireland and provide information on the services available to such women and girls here in Ireland.

⁷⁴ The UNDP Resident Representative normally also serves as the Resident Coordinator of development activities for UN system as a whole

Appendices

Appendix 1: Terms of Reference for the Final Review of Ireland's NAP UNSCR 1325

As agreed in the NAP, a Mid Term Progress Report was undertaken in 2013 by independent Professional Service Providers. This Report examined the outputs and results in the first 18 months of its existence and identified successes and challenges, both for use in the remaining timeframe of this Plan, until end-2014, and for consideration in the formulation of a new Plan after this date. An end of term review is now required which will input into the implementation for the next four-year National Action Plan which is scheduled to be in place by 2015.

2. Purpose and aims of the review

An independent Professional Service Provider is now required under a contract for services to follow up on and update the findings of the Mid-Term Progress Report and undertake a final review of the implementation of Ireland's Plan. They will liaise with the Monitoring and Evaluation Group and its chair, as well as relevant government Departments working to implement the NAP. The purpose of this Review is to examine how the initial policy was implemented and to see what, if any changes are required for implementation of the next Plan.

3. Scope

This End Term Review will provide an update on the findings of the Mid-Term Progress Report. It will examine the implementation of Ireland's National Action Plan since the publication of this report in July 2013 until the end of the term of the current Plan (December 2014).

4. Methodology

The Professional Service Provider will be required to prepare a detailed methodology and service output plan which will be agreed in advance of commencement. However, it is expected that this evaluation will examine the Mid Term Progress Report and provide an updated report for DFAT which builds on the findings of this Report. It is envisaged that this assignment will involve some desk based work, research, interviews with key stakeholders.

5. Expected Outputs

The Professional Service Provider(s) will produce the text of a final report of approx. 15,000 words (excluding appendices) that will include findings, analyses, key lessons and recommendations. A two page informative report in plain English describing the key achievements, challenges and lessons moving forward will also be required for dissemination for the Minister for Foreign Affairs & Trade, DFAT Senior Management, the Audit Committee and the Oireachtas. It is also expected that the Professional Service Provider(s) would present the findings of the report produced to the Monitoring Group of Ireland's National Action Plan on UNSCR 1325.

6. Timeframe

The Professional Service Provider drafting the report will be engaged following evaluation of all tender submissions by an independent evaluation committee and final approval by the independent Monitoring Group of Ireland's National Action Plan on UNSCR 1325.

The Professional Service Provider will conduct his/her consultations from October - November 2014. It is expected that the first draft of the progress report will be completed by mid November 2014 for circulation to members of the Monitoring Group. The report should then be finalised by early December 2014.

Appendix 2: Monitoring Group Members of Ireland's National Action Plan on UNSCR 1325 (as at December 2014)

Name	Organisation
Liz McManus	Chair
Brendan Ward	Director, Conflict Resolution Unit, DFAT
Helena Keleher	Deputy Director, Conflict Resolution Unit, DFAT
Ciara Gilvarry	Conflict Resolution Unit, DFAT
Cathal Reidy	Irish Aid
Lisa Doherty	Irish Aid
Niall Morris	Gender Advisor, Governance, Human Rights and Gender Equality, Development Cooperation Division / Irish Aid, Department of Foreign Affairs and Trade
Comdt. Jayne Lawlor	Defence Forces
Lt Col Ollie Barbour	Defence Forces
Nicola Donnelly	Department of Justice and Equality
Supt. Louise Synnott	An Garda Síochána
David Byrne	Department of Defence
Sinéad Halpin	Department of Defence
Sorcha Tunney	Amnesty
Dr. Melanie Hoewer	University College Dublin
Dr. Anastasia Crickley	NUI Maynooth
Salome Mbugua	AkiDwa
Niamh Carty	Oxfam Ireland
Carol Ballantine	Trócaire
Rachel Doyle	National Women's Council of Ireland

Appendix 3: List of Consultees Interviewed

8 Face to face/one to one interviews were conducted with:	<ul style="list-style-type: none"> » The Chair of the Monitoring and Evaluation Group for NAP 1325, Liz McManus » Monitoring Group Members representing implementing bodies: <ul style="list-style-type: none"> - An Garda Síochána (AGS) - Irish Defence Forces (IDF) - Department of Defence (DD) - The Department of Foreign Affairs and Trade (including officers from the CRU and the ISPU) - The Department of Justice and Equality (DJE) » The Chair of the Consultative Group for NAP 1325 (2015-18).
One Group Interview was conducted with:	<ul style="list-style-type: none"> » Monitoring Group Members representing CSOs (Trócaire,) and Academia » Consultative Group for NAP 1325 (2015-18) CSO representative
9 Telephone / Skype Interviews were conducted with:	<ul style="list-style-type: none"> » Anglo Irish Division representatives » Development Cooperation Division representatives » PMUN New York representatives » AkiDwa CEO » National Planning Specialist, Social Inclusion Unit, HSE » European Peacebuilding Liaison Office, Senior Project Officer » National Women’s Council of Ireland, Head of Development and Outreach » UN Women Policy Specialist, Peace and Security Section » Kimmage Development Studies Centre, Executive Director
Written correspondence was received from:	<ul style="list-style-type: none"> » DFAT’s Human Rights Unit, the Evaluation and Audit Unit and DJE’s Asylum Seekers Policy Division

Appendix 4: Gender Balance in Defence Forces, An Garda Síochána Peacekeeping Missions

Table 1: Defence Forces: Gender Breakdown by Rank (30 Sep 2014)

	Females	Males	Total	% Females
TOTAL Officers	141	1055	1196	11.7%
TOTAL NCOS	204	3157	3361	6.4%
PTES	206	4380	4586	4.7%
CADETS	5	52	52	8.7%
TOTAL	556	8644	9200	6.0%

Table 2: AGS Gender Breakdown by Rank (30 Sep 2014)

	Females	Males	Total	% Females
TOTAL Officers	141	1055	1196	11.7%
TOTAL NCOS	204	3157	3361	6.4%
PTES	206	4380	4586	4.7%
CADETS	5	52	52	8.7%
TOTAL	556	8644	9200	6.0%

Table 3: Gender Breakdown: Peacekeeping Missions 2013-14

Division/ Authority	Female	Male	Total
Defence Forces	62	1170	1232
AGS	6	12	18
Total	68	1182	1250

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Appendix 5 : Results Matrix NAP UNSCR 1325 2011-2014

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. Achieved ⁷⁶		Indicator/s	Results of Mid Term Review	Results of Final Evaluation
P1.A1.1 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) ⁷⁷ including UNSCRs 1325, 1820, 1888 and 1889.	Gender/WPS audit of UNTSI training materials completed.	Not Achieved/Pending DoD/ DF (Defence Forces): An audit of UNTSI training materials is scheduled for 3rd quarter 2013. Examples of Training delivered in Appendix 2 of the Mid Term Progress Report (2013).	Achieved and Exceeded DF: Audit conducted. Limited physical library now in existence as it was decided to create an information sharing page on the DF-wide Information Knowledge Management tool instead. This page allows us to share Gender documentation to ALL DF personnel even those overseas & at sea, thereby reaching a much wider audience.	
	Recommendations for course amendments formulated and implemented.	Not Achieved/Pending Scheduled for 3rd quarter 2013.	Achieved DF: Completed and will continue to be amended following after action reviews (AARs) conducted after each training module.	

⁷⁵ Traffic light Colour Code: **Green** = Achieved within timescale; **Orange** = Progressed/Ongoing; **Red** = Not Achieved.

⁷⁶ 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.

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. <i>Achieved</i> ⁷⁶		Indicator/s		Results of Mid Term Review		Results of Final Evaluation	
Action	P1.A1.2 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 in all relevant government-sponsored trainings, seminars and courses.	Number and percentage of personnel in government departments or units who receive training.	<i>Achieved</i> DF: 771 personnel received training (2012). AGS (for An Garda Síochána): 18 personnel received training (2012).	<i>Achieved</i> DF: Approximately 900 personnel received training (2013): 1 x Battalion 500persons 2 Company Groups x 150persons 3 x Overseas Qualification Courses (100 persons) for personnel who deploy to smaller missions such as UN Observers, ISAF in Afghanistan, DRC, Sudan etc. An Garda Síochána: 18 personnel received training (2013)	<i>Achieved</i> In 2014, the Irish Rapid Response Roster was reviewed and membership consolidated. Currently, there are 95 people on the Roster of whom, 9 are gender specialists, 18 protection officers and 9 child protection officers. All members of the Roster have received training including gender and protection including 7 in 2014. 3 additional members of the Rapid Response Corps were trained on Child Protection in Emergencies	<i>Achieved and Exceeded</i> DF: New Learning Outcomes have been developed for all training delivered, both during overseas pre-deployment training and also during training delivered to career courses.	
	Number and percentage of Rapid Response Register members who have received training.	<i>Achieved</i> DFAT/ Irish Aid: 192 people on the RRR received training (2011-13).		<i>Limited Data Available</i> Little collated data on the evaluation of training. DF: Action scheduled for 4th quarter.			
	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.						

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. <i>Achieved</i> ⁷⁶		Indicator/s		Results of Mid Term Review	Results of Final Evaluation
Action					
P1.A1.3 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.	Post-deployment questions and review mechanism established to assess the application of pre-deployment training of all personnel deployed.	Training courses and modules modified as indicated by post-deployment data	Not Achieved/Pending There was no evidence provided that training courses had been modified by post-deployment data. Action scheduled for 4th quarter 2014.	Not Achieved/Pending DF: The post-deployment review mechanism has not been developed due to resources. Scheduled for 4th quarter 2013. AGS: Post deployment questionnaire needs updating.	Achieved and Exceeded DF: Draft Pre and Post deployment surveys have been completed and were piloted to a small sample in Q2 2014. They have been piloted to a larger cohort by the current Gender Advisor serving with UNIFIL in Lebanon in Q4 2014.
P1.A1.4 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.	Number and percentage of An Garda Síochána members who receive training on WPS.		Achieved AGS: 18 AGS received training (2012). All pre-deployment training includes input from a Garda member previously deployed.	Achieved AGS: Post deployment questionnaire needs updating.	Achieved AGS: All pre-deployment training includes input from a Garda member previously deployed.

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

Action	Indicator/s	Results of Mid Term Review	Results of Final Evaluation
<p>P1.A2.1 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><i>Progressed</i> DFAT/IA (Irish Aid): Although this is a stated requirement, information is not available on whether all CSOs have guidelines and policies in place, and it is criteria for membership of the IC-GBV which DCD support both financially and as an active member.</p>	<p><i>Progressed</i> Strategic partnership and funding to humanitarian CSOs (e.g. IRC, Oxfam, Christian Aid, Concern, Plan) to strengthen capacity on programming around GBV prevention and response in emergencies. In addition, funding provided to GenCap in 2014 to facilitate deployment of Gender Specialists to emergencies to strengthen UN and CSO capacity IA development CSO partners also meaningfully address gender equality and GBV. Civil Society Fund has an objective re “Promoting women’s empowerment and gender equality, including initiatives to tackle gender based violence”. The CSF 2014 round afforded priority consideration to interventions which addressed or responded to gender inequality.</p>

Objective: P1.02 Strengthen capacity of partners and CSOs to effectively prevent and respond to GBV in conflict-affected countries and contexts. <i>Progressed and ongoing</i>	
Action	Indicator/s
Results of Mid Term Review	
Results of Final Evaluation	
<p>P1.A2.2 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>Amount of funding to CSOs working in fragile states on obligations under UNSCR 1325.</p>	<p>Limited Data Available DFAT/IA: Specific Amount of funding to CSOs working in fragile states on obligations under UNSCR 1325 has been difficult to track. DCD estimated expenditure on GBV in 2011 is €5.9 million.</p>
<p>Gender and GBV continue to be integral criteria of all DCD humanitarian funding appraisals. Continued engagement with CSO partners to ensure gender & protection are meaningfully addressed and prioritised in their emergency response programmes.</p> <p>NGO Partners in receipt of long-term development funding are appraised according to whether i) they address the drivers of poverty and vulnerability in the political, social, economic and security sphere and/or ii) whether they take account of relevant policy priorities (such as gender equality, HIV prevention, environmental sustainability and good governance).</p>	<p>Progressed DFAT/IA: 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>Limited Data Available Specific Amount of funding to CSOs working in fragile states on obligations under UNSCR 1325 has been difficult to track.</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.

Action	Indicator/s	Results of Mid Term Review	Results of Final Evaluation
<p>Objective P2.01 Increase the participation of women in Ireland’s peacekeeping, international development and peacebuilding activities. <i>Progressed and on going</i></p>			
<p>P2.A1.1 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.</p>	<p>Develop a plan and timetable to operationalise recommendations.</p> <p>Implement recommendations of Working Group.</p>	<p><i>Not Achieved/Pending</i> DOD/DF: 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.</p>	<p><i>Progressed and ongoing</i> DF: The recommendations of the original report are now outdated. However, the DF convened a new Working Group (WG) which are seeking the introduction of some groundbreaking family friendly initiatives in order to address work-life balance.</p>

Objective P2.01 Increase the participation of women in Ireland's peacekeeping, international development and peacebuilding activities. <i>Progressed and on going</i>	
Action	Indicator/s
Results of Mid Term Review	
Results of Final Evaluation	
P2.A1.2 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.	<p>Number and rank of women and men within the Irish Defence Forces and An Garda Síochána.</p> <p>Number and rank of women deployed in overseas missions at all levels in the Defence Forces, An Garda Síochána and civilian grades.</p>
	<p>Annual Increase Not Achieved DF: Proportion of women in the DF overall is low at 6% (565) Officers: 11 % women NCOs: 6% women PTES: 6% women (2013) Annual Increase Not Achieved AGS: Proportion of women in AGS is reasonably good at 25% (3361) Senior Rankings: 10% women Gardai & Sergeants: 27.5% women (2013) Data indicates that levels of women in both the DF and AGS remain unchanged over 2012-2013.</p> <p>Annual Increase Not Achieved DF: DF has 6% women in overseas deployment (2012). Data on DF ranks of personnel not available. AGS: AGS have 6 women (33%) in overseas deployment. 3 Sergeants and 15 Gardai (2012).</p>
	<p>Achieved DF continues to monitor the overall number, rank, grade and role of women and men in the DF. The overall percentage (6%) has not increased. The DF has recently initiated a robust recruitment campaign targeting females which has increased the numbers of female recruits by 3% (2014). Gender focal points tasked with data collection, provision of guidance and training are clearly designated with the organisation. Achieved AGS continues to monitor the overall number, rank, grade and role of women and men in the DF. The overall percentage (25%) has not increased (2014). However, the recent appointment of a woman to the post of Garda Commissioner is a positive indicator strengthening gender equality at senior level with the force.</p> <p>Achieved DF: DF continues to monitor the overall number, rank, grade and role of women and men in overseas deployments. DF has 6% women in overseas deployment (2014). Achieved AGS continues to monitor the overall number, rank, grade and role of women and men in the DF. The overall percentage (33%) has not increased (2014).</p>

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. <i>Progressed and ongoing</i>	
Indicator/s	
Results of Mid Term Review	
Results of Final Evaluation	
<p>P2.A2.1 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>	<p>Gender advisers included as part of Ireland's subsequent troop contributing agreements with the UN.</p>
<p>Gender Adviser role profiles finalised, including clear reporting lines, and included in Terms of Reference for commanders and focal points.</p>	<p>Achieved DoD/DF: A Gender adviser is designated for every Irish battalion overseas and all current missions include a Gender Adviser.</p>
<p>Gender Adviser role profiles finalised, including clear reporting lines, and included in Terms of Reference for commanders and focal points.</p>	<p>Achieved and Exceeded DF: The DF no longer have a full Battalion deployed overseas but instead have 2 Infantry Groups, (UNFIL in Lebanon and UNDOF in Syria) both of which have designated GFAs and GFPs. The DF also applied for, and received, an appointment in the Gender Cell in ISAF, Afghanistan which it is hoped will further increase our knowledge of Gender in Military Operations but also our international standing within the Gender field.</p>
<p>Gender Adviser role profiles finalised, including clear reporting lines, and included in Terms of Reference for commanders and focal points.</p>	<p>Not Achieved/Pending DoD/DF: 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>Gender Adviser role profiles finalised, including clear reporting lines, and included in Terms of Reference for commanders and focal points.</p>	<p>Achieved DF: Role profiles completed for Gender Advisor, Gender Field Advisor and Gender Focal Points. A Gender Focal Point syllabus of training has been developed and 2 pilot courses have been run. Further GFP courses being conducted during Q4 2014.</p>

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. <i>Progressed and ongoing</i>			
Action	Indicator/s	Results of Mid Term Review	Results of Final Evaluation
P2.A2.2 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.	List of overseas postings opportunities for special advisers and/or investigators in place and maintained.	Achieved DOD: overseas postings opportunities are supplied by the EU External Action Service Mission Commander and the UN. AGS: AGS recruit for overseas postings annually. DFAT/ISPU: ISPU provides a Civilian Roster for CSDP missions and Civilian Missions Training.	Achieved DFAT/ISPS: ISPS maintains a Civilian Database for CSDP missions and Civilian Missions Training.
P2.A2.3 Promote inclusion of more specialised gender expertise on Department of Foreign Affairs civilian rosters (including the Rapid Response Register).	Baseline of number of women and men taking up special adviser and/or investigator roles.	Limited Data Available On baseline of number of women and men taking up special adviser and/or investigator roles.	Limited Data Available On baseline of number of women and men taking up special adviser and/or investigator roles.
	No. and % of civilian personnel with gender expertise included on DFAT rosters available for deployment.	Achieved DFAT/IA: 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. DFAT/ISPS: ISPS assign an average of 12-15 people per year on the civilian roster for CSDP missions. Currently 42% (5) are women (2013).	Achieved and Exceeded IA: In 2014, the Irish Rapid Response Roster was reviewed and membership consolidated. Currently, there are 95 people on the Roster of whom, 9 are gender specialists, 18 protection officers and 9 child protection officers. This includes addition Gender Specialists recruited in 2014. The Irish Rapid Response Roster deployed a Gender Specialist to Geneva in mid-2014 to support a review of the IASC Gender Marker. DFAT/ISP: ISP currently seconds 12 experts from the civilian roster to CSDP missions. At present, 25% of these experts (3/12) are women (October 31 2014).

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

Action	Indicator/s	Results of Mid Term Review	Results of Final Evaluation
<p>P2.A2.4 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>	<p>Clearly stated requirements on achieving gender balanced participation in decision making in humanitarian assistance programming included in revised guidelines.</p>	<p><i>Progressed</i> DFAT/IA: DCD have a number of funding programmes with guidelines in place which include requirements on gender mainstreaming.</p>	<p><i>Progressed</i> DCD have a number of funding programmes with guidelines in place which include requirements on gender mainstreaming. DCD humanitarian funding to CSOs considers gender-balanced participation in decision making within humanitarian assistance programmes at appraisal stage.</p>
<p>Information on the achievement of gender-balanced decision making in humanitarian assistance programmes included in funding reports to DFAT.</p>	<p><i>Limited Data Available</i> It has been difficult to access information on the achievement of gender-balanced decision making in humanitarian assistance programmes.</p>	<p><i>Limited Data Available</i> IA continues to encourage CSO partners to report on achievement of gender-balanced decision making in humanitarian assistance programmes.</p>	<p><i>Limited Data Available</i> IA continues to encourage CSO partners to report on achievement of gender-balanced decision making in humanitarian assistance programmes.</p>

Objective: P2.03 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. <i>Achieved</i>			
Indicator/s		Results of Mid Term Review	Results of Final Evaluation
P2.A3.1 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.	Progressed DFAT/IA: 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.	Progressed In 2012, approximately Euro 8.4 million was spent supporting "Women's equality Organisations and Institutions" The OECD DAC Gender Equality policy marker indicates that, in 2012, 56% Irish Aid's aid had gender equality and women's empowerment as a principal or significant objective, compared with the DAC country average of 28%. However, the extent to which this is targeted to support women in conflict affected contexts remains unclear.
P2.A3.2 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.	Progressed DFAT/Anglo Irish: 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.	Achieved and Exceeded DFAT/Anglo Irish: 24 organisations have been funded through the Reconciliation Fund (formerly Reconciliation and Anti-Sectarianism Funds) by the Anglo Irish Division to foster exchange and cross-learning among women's CSOs on the island of Ireland on 1325 related issues, since mid 2010. Anglo Irish has also embedded UNSCR 1325 commitments into its Reconciliation Fund Strategy (2014-2017). Funding 2010 - 2014: €635,950

Objective: P2.03 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. <i>Achieved</i>	
Action	Indicator/s
Results of Mid Term Review	
Results of Final Evaluation	
P2.A3.3 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.	<p>Level of funding and no. of funded projects supporting women's participation in peace agreement negotiation and implementation.</p> <p><i>Progressed</i> DFAT/CRU: 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.</p> <p><i>Achieved</i> DFAT/CRU: CRU has provided financial support to a wide range of projects promoting women's participation in the negotiation and implementation of peace agreements. Funding included €700,000 to UN Mediation Support Unit, €400,000 to the Centre for Humanitarian Dialogue (over 50% of which was allocated to their Women at the Table initiative), €200,000 to the Democratic Progress Institute and €350,000 to the Crisis Management Initiative.</p>
P2.A3.4 Continue to support international mediation organisations which have a focus on the principles of UNSCR 1325, particularly the inclusion of women as mediators.	<p>Level of funding and no. of projects funded that demonstrably and effectively enhance women's role in mediation.</p> <p><i>Progressed</i> DFAT/CRU: UN Mediation Support Unit funded (€100,000 in 2011 increased to €200,000 in 2012).</p> <p><i>Achieved</i> DFAT/CRU: Funding provided to UN Mediation Support Unit 2011-2014: €700,000. Funding provided to the Democratic Progress Institute (who look at role of women in conflict resolution): €200,000. Funding provided to Centre for Humanitarian Dialogue (Women at the Table): €400,000.</p>

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. <i>Progressed and On-going</i>	
Action	Results of Final Evaluation
P3.A1.1 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.	Indicator/s Relevant code of personal and professional conduct formulated and in operation.
	Results of Mid Term Review Achieved DOD/DF: DF Codes of Conduct are developed and operational for DF personnel. Achieved AGS: AGS Codes of Conduct are developed and operational.
	Results of Final Evaluation Achieved DF: DF Codes of Conduct are developed and operational for DF personnel.
Protection Policy Developed by Irish Aid.	Progressed DFAT/IA: Civil Service Code of Standards and Behaviour and Rapid Response Code of Conduct operational. Protection Policy: Child Protection Policy is in development at the draft stage.
	Progressed and Ongoing Child Protection Policy is in final draft phase and is awaiting finalisation.
Review of code of conduct in line with evolving standards.	Progressed DOD/DF, AGS and DFAT/ IA: Codes of Conduct and policies are revised in line with evolving standards, protocols and legislation.
	Achieved DF: Codes of Conduct and policies are revised in line with evolving standards, protocols and legislation.

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. <i>Progressed and On-going</i>		Indicator/s		Results of Mid Term Review		Results of Final Evaluation	
P3.A1.2 Support CSO partners to develop code of conduct as per standards set in Irish Aid's protection policy (to be developed).	Number of partner CSOs with code of conduct.	<i>Progressed</i> DFAT/IA: IA requests that all CSO partners have codes of conduct in place.	<i>Progressed</i> DFAT/IA: IA requests that all CSO partners have codes of conduct in place.	<i>Progressed</i> DFAT/IA: IA requests that all CSO partners have codes of conduct in place.	<i>Achieved</i> Irish Aid's Civil Society partners dealing with children are required to have child protection policies in place. Child protection procedures are also reviewed as part of HQ monitoring visits.		
P3.A1.3 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.	<i>Progressed</i> DFAT/PMUN: 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).	<i>Limited Data Available</i> 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.	<i>Achieved</i> DFAT/PMUN: The C34 2014 Report did not reopen any of the paragraphs under the chapter dealing with Conduct and Discipline. It was agreed that the language from the last report (2012) was deemed very good and PMUN together with EU partners and others agreed to stabilise it for 2014.			

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. <i>Progressed and On-going</i>	
Action	Indicator/s
Results of Mid Term Review	
Results of Final Evaluation	
P3.A1.4 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.).	<p>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.</p>
P3.A1.5 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.	<p>Global audit of breaches of discipline involving GBV and SEA completed, and findings reported and used to inform planning and implementation of peacekeeping operations.</p>
	<p>Achieved DOD: 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.</p> <p>Achieved DF: GBV and SEA are referenced in the Codes of Conduct: UN Blue Card and Soldiers Card and in training programmes and PDT Peacekeeping Missions.</p> <p>Achieved AGS: GBV and SEA are referenced in the Codes of Conduct, Codes of Conduct for Missions and training programmes and PDT Peacekeeping Missions.</p>
	<p>Achieved DF: GBV and SEA are referenced in the Codes of Conduct: UN Blue Card and Soldiers Card and in training programmes and PDT Peacekeeping Missions.</p> <p>Achieved DFAT/PMUN: A global audit has been undertaken: C34 <i>Committee Briefing to the Special Committee on Peacekeeping Operations Conduct and Discipline Issues</i> (2013).</p>
	<p>Achieved DFAT/PMUN: A global audit has been undertaken: C34 <i>Committee Briefing to the Special Committee on Peacekeeping Operations Conduct and Discipline Issues</i> (2013).</p>

<p>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. <i>Progressed and On-going</i></p>			
Action		Indicator/s	Results of Final Evaluation
<p>P3.A1.6 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.</p>	<p>% of DFAT budget and number of grants made to civil society partners and locally based groups to undertake surveys.</p>	<p>Not Achieved/Pending DFAT: internal responsibility within DFAT for this indicator has yet to be decided Data Unavailable On % of DFAT budget and number of grants made to civil society partners and locally based groups to undertake surveys.</p>	<p>Not Achieved / Data Unavailable On % of DFAT budget and number of grants made to civil society partners and locally based groups to undertake surveys. On % of DFAT budget and number of grants made to civil society partners and locally based groups to undertake surveys.</p>
	<p>Pilot survey completed and survey instrument revised accordingly for wider use. Further surveys completed and used to inform personnel training and peacekeeping planning and operation.</p>	<p>Not Achieved/Pending Pilot survey and further surveys not completed. Not Achieved/Pending Pilot survey and further surveys not completed.</p>	<p>Not Achieved/Pending Pilot survey and further surveys not completed. Not Achieved/Pending Pilot survey and further surveys not completed.</p>
<p>Objective P3.02 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. <i>Progressed and challenges remaining</i></p>			
Action		Indicator/s	Results of Final Evaluation
<p>P3.A2.1 Ensure the on-going provision of financial support to, and active engagement with, the ICGBV to advance the capacity of Irish state and non-state organisations to respond effectively to GBV and SEA.</p>	<p>Continue to support and engage actively in the ICGBV and contribute to the delivery of agreed annual objectives and indicators (reported on an annual basis).</p>	<p>Achieved DFAT/IA and DF: representatives are actively engaged in the ICGBV.</p>	<p>Achieved DF: representatives are actively engaged in the ICGBV. Representatives participates on the steering committee and Learning and Practice group. Achieved: Irish Aid: IA representatives are actively engaged in the ICGBV</p>
	<p>Level of funding provided. Staff hours allocated to ICGBV.</p>	<p>€50,000 (2013). Estimated 2 staff days per month.</p>	<p>€50,000 (2014). Estimated 2 staff days per month.</p>

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. <i>Progressed and challenges remaining</i>			
Action	Indicator/s	Results of Mid Term Review	Results of Final Evaluation
P3.A2.2 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.	Not Achieved/Pending DJE: 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.	Progressed and Ongoing HSE HSE has funded Akidwa to produce information materials in respect of FGM. A new sessional FGM clinic was opened in May Department of Justice and Equality Cosc has provided funding to groups who work with migrant women to raise awareness and has been involved with other divisions of the Department in developing information posters in 5 languages and a policy document on sexual and gender-based violence. Cosc has also developed a guidance paper on approaches to promoting and developing an understanding on DSV and GBV which includes a section on migrant women.
	No. of migrant women who are accessing existing services.	Data Unavailable On the number of migrant women who are accessing existing services.	Data Unavailable HSE: No figures available as migrants are not recorded as such in the health system. However a number of actions are in place: NGOs are funded by the HSE to assist migrants in accessing and navigating health services, while a HSE funded agency – Spirasi – delivers certain services to survivors of torture via a Service Level Agreement with the HSE.

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. <i>Progressed and challenges remaining</i>			
Indicator/s		Results of Mid Term Review	Results of Final Evaluation
Action			
P3.A2.3 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.	Not Achieved/ Pending DJE: 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.	Not Achieved Department of Justice and Equality have reported that an online survey not appropriate and unrealistic due mainly to reliability of data. Alternative survey / action to support NGOs to document experiences and needs of women and girls affected by conflict (in their country of origin) has not been progressed.
P3.A2.4 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.	Progressed DJE: Single Application Procedure legislation is planned for approval and publication late 2013.	Progressed / Pending DJE: Single Application Procedure legislation is planned for approval and publication late 2014.
P3.A2.5 Implement Human Rights Funding Strategy to fund CSO partner interventions that empower women, tackle gender inequality and address gender-based violence.	Amount of Civil Society budget dedicated to supporting CSO interventions to address GBV and gender equality.	Progressed DFAT/IA: Limited Data Available Difficult to disaggregate dedicated CSO interventions on GBV and gender equality in humanitarian contexts and fragile states. Overall DCD estimated €5.9 million on GBV (based on 2011 expenditure on GBV).	Progressed: DFAT/IA: Limited Data Available Overall DCD estimated a €16.2 million spend on on SGBV for 2013, which represents an almost three fold increase in funding on SGBV. DCD indicate that a large proportion of the significantly increased funding to SGBV spend is channelled through CSOs. However, difficulties in accessing disaggregating data on the precise amount of Civil Society budget dedicated to supporting CSO interventions to address GBV and gender equality remains with the absence of clear budget lines.

Objective P3.02 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. <i>Progressed and challenges remaining</i>	
Action	Indicator/s
<p>P3.A2.6 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><i>Progressed</i> DFAT/CRU: Funding: in 2010, 2011 and 2012 €490,000.</p>
	<p><i>Achieved</i> DFAT/CRU: Funding of Andrew Greene Scholarship, through the Irish Research Council 2011-2014: €377,156</p> <p>The annual Andrew Greene Scholarship Scheme supports PhD students carrying out research on conflict resolution and peacebuilding. The research themes include Women's participation in conflict resolution.</p> <p>In 2012, Research Development Initiative funding of €49,491 was awarded to a project entitled "Addressing the cultural Legacies of Conflict. Towards an intercultural and inter-dimensional Dialogue on Women, Peace and Security."</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.		Results of Final Evaluation	
Indicator/s		Results of Mid Term Review	
Achieved Action	P3.A3.1 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.	Initial review of existing procedures completed and revised as needed.	Achieved DOD/DF: Initial review completed. The Defence Forces Policy and procedures on Sexual Harassment, Harassment and Bullying 'Interpersonal Relationships within the Defence Forces' (A7, Chpt 1) was updated in 2010 and is currently being updated to take account of Statutory Instrument 08/2012 on bullying and harassment.
	Regular reviews conducted in line with evolving standards and best practice.	Progressed DF/AGS: DSHB procedures reviewed in line with best practice.	Achieved DF/AGS: DSHB procedures reviewed in line with best practice.
P3.A3.2	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.	Pre-deployment survey mechanism developed and in operation to measure officers' awareness of DSHB formal procedures.	Not Achieved/Pending DOD/DF: Pre-deployment survey mechanism re awareness of DSHB scheduled for 4th quarter 2013. Not Achieved/Pending AGS: 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.
		Achieved DF: Draft Pre deployment surveys have been completed and were piloted to a small sample in Q2 2014. They have been piloted to a larger cohort by the current Gender Advisor serving with UNIFIL in Lebanon in Q4 2014.	Achieved DF: Updated Defence Forces Policy and procedures on Sexual Harassment, Harassment and Bullying 'Interpersonal Relationships within the Defence Forces' (A7, Chpt 1) signed and published.

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: P4.01 Ensure that security sector reform activities supported by Ireland are responsive to the different security needs and priorities of women. <i>Limited Progress. Objective needs revision.</i>	
Action	Indicator/s
P4.A1.1 Ensure that all SSR, DDR and HMA funding proposals, reports and monitoring and evaluation mechanisms effectively mainstream gender equality, including obligations on UNSCR 1325.	<p>Revised funding guidelines in place and being implemented.</p> <p>Level of funding and no. of projects funded that are engaged in gender-sensitive SSR.</p>
P4.A1.2 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.	<p>DFAT Level of funding and number of projects funded that include substantial, direct and systematic consultation with women and women's CSOs.</p>
Results of Mid Term Review	
<p><i>Progressed</i> DFAT/IA: Evidence of SSR, DDR and HMA proposals, reports effectively mainstreaming equality gender equality was limited. <i>Limited Data Available</i></p> <p><i>Limited Data Available</i> On level of funding and no. Of projects funded.</p>	<p><i>Progressed / Limited Data Available</i> HMA programme (with Halo Trust) supported by DCD mainstreams gender equality</p> <p><i>Progressed / Limited Data Available</i> CRU: CRU has continued to support the International Security Sector Advisory Team through the Stability Fund. ISSAT respond to security sector needs in developing countries emerging from conflict. Gender issues are central to all of ISSAT's SSR programmes and activities. Total funding 2011-2014: €600,000</p>
Results of Final Evaluation	
<p><i>Limited Data Available</i> DFAT/IA: 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.</p>	<p><i>Limited Data Available</i> DFAT/IA: 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.</p>

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. Objective needs revision.			
Action		Indicator/s	Results of Final Evaluation
		Results of Mid Term Review	
<p>P4.A2.1 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.</p>	<p>DFAT Amount and percentage of DFAT funding allocated to gender sensitive DDR programmes.</p>	<p>Progressed DFAT/IA: As gender equality is mainstreamed, it is difficult to track specific funding allocated to gender sensitive DDR programmes. Limited Data Available</p>	<p>Progressed / Limited Data Available DFAT/IA: As gender equality is mainstreamed, it is difficult to track specific funding allocated to gender sensitive DDR programmes.</p>
	<p>Information on achievement of integration of women and girls into DDR programmes included in funding reporting.</p>	<p>Limited Data Available Examples of projects reporting on achievements of integration of women and girls into DDR programmes limited.</p>	<p>Limited Data Available Examples of projects reporting on achievements of integration of women and girls into DDR programmes limited.</p>
<p>P4.A2.2 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.</p>	<p>All HMA proposals, reports and monitoring and evaluation systems include a comprehensive gender component, including the provision of data disaggregated by sex and age.</p>	<p>Progressed DFAT/IA: Action being progressed. Limited Data Available on HMA proposals, reports and monitoring and evaluation systems.</p>	<p>Progressed / Limited Data Available HMA programme (with Halo Trust) which is supported by IA mainstreams gender equality.</p>

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: P5.01 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. <i>Achieved</i>	
Action	Results of Final Evaluation
<p>P5.A1.1 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.</p> <p>Policy guidance note on GBV and implementation of UNSCR 1325 produced.</p>	<p>Results of Mid Term Review</p> <p><i>Progressed</i> DFAT/IA: Ireland's new policy on international development makes strong commitments on gender equality including its integration into a strengthened focus on fragile states.</p>
	<p>Results of Final Evaluation</p> <p><i>Progressed</i> Ireland's new policy for international development One World, One Future makes a range of commitments on advancing gender equality and women's empowerment. The policy commits more resources to supporting specific gender equality initiatives as well as ensuring these issues are integrated into ongoing work.</p>
	<p>Indicator/s</p> <p>Gender Equality (including UNSCR 1325 commitments) reflected in all new and revised relevant guidelines and policies.</p>
	<p>Results of Final Evaluation</p> <p><i>Achieved</i> Draft GBV Guidelines completed and due for approved by end 2014.</p>
	<p>Indicator/s</p> <p>Not Achieved/Pending Guidelines for DCD will be drafted in second half of 2013.</p>

Objective: P5.01 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.
 Achieved

Action	Indicator/s	Results of Mid Term Review	Results of Final Evaluation
<p>P5.A1.2 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.</p> <p>Data Unavailable</p> <p>On the number of formal representations or submissions made by the Irish state at international level.</p>	<p>Number of formal representations or submissions made by the Irish state at international level.</p> <p>Data Unavailable</p> <p>On the number of formal representations or submissions made by the Irish state at international level.</p>	<p>Progressed</p> <p>DFAT/PMUN: 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.</p>	<p>Achieved and Exceeded</p> <p>DFAT/PMUN looks to advocate and share best practice where possible and in many fora which Ireland participates – the Group of Friends on 1325, the Human Security Network, and national statements in Security Council open debates. This work includes representations on women’s human rights and GBV at the international level including submissions on amnesty provisions and on ending impunity. CSW58 provided an opportunity for Ireland to influence policy. Ireland supported: the inclusion of strong language on participation in the Agreed Conclusions, which include the call for an increase in women’s participation in conflict resolution and peace building processes and post-conflict decision-making; the supporting and protecting women human rights defenders; and , the reference to all women, peace and security resolutions in the agreed conclusions. There are also multiple resolutions in the 3rd Committee during United Nations General Assembly 68 (2013) where Ireland supported WPS language.</p>

Objective: P5.01 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. <i>Achieved</i>		Results of Final Evaluation	
Indicator/s		Results of Mid Term Review	Results of Final Evaluation
Action			
P5.A1.3 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. <i>Data Unavailable</i>	Number of facilitated opportunities for engagement with and between relevant NI authorities and CSOs.	<i>Progressed</i> DFAT/Anglo Irish: Moderate level of engagement with NI authorities and CSOs has been delivered this work is in the early stages of development.	<i>Achieved</i> DFAT/Anglo Irish: DFAT continues to engage with the Northern Ireland Women's European Platform (NIWEP) in its work facilitating an inquiry into the NI Assembly All-Party Group on UNSCR 1325. NIWEP have submitted an application to the Reconciliation Fund, which is currently under consideration. DFAT has promoted due regard for the principles of UNSCR 1325 in negotiations with the NI Executive and the SEUPB, to be reflected in the operational programme for EU PEACE IV (2014-2020). <i>Data Unavailable</i>
P5.A1.4 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> DFAT/Irish Aid: No evidence to indicate activity on advocacy on women's roles in DDR at the international levels.	<i>Achieved</i> DFAT/Irish Aid: Announced commitments to GBV in emergencies at a high level 'Call to Action' Event in London November 2013. These commitments included increased funding; and continued support to gender mainstreaming for DDR NAP 1325 commitments.
P5.A1.5 Advocate for the revision and upgrading of: "Ten Rules: Code of Personal Conduct for Blue Helmets" – 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.	UN rule card revised and issued to all Irish personnel involved in UN peacekeeping missions and mechanism for tracking utilisation in place.	<i>Achieved</i> DoD/DF: Action completed: UN rule card operational. Mechanisms for tracking utilisation/breaches progressed.	<i>Achieved</i> DoD/DF: Action completed: UN rule card operational. Mechanisms for tracking utilisation/breaches progressed.

Objective P5.O2 Use regional and international foreign policy institutions and instruments to promote the principles of UNSCR 1325. <i>Achieved</i>	
Action	Indicator/s
<p>P5.A2.1 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><i>Data Unavailable</i> On the number of policy statements, speeches and reports of the Irish government.</p>
<p>P5.A2.2 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><i>Progressed</i> DFAT/PMUN: 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.</p>
	<p><i>Achieved and Exceeded</i> DFAT/PMUN: 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, in Irish interventions during the Universal Periodic Review Process and in the context of the negotiation of resolutions and other outcome documents.</p>
	<p><i>Achieved</i> DFAT/Irish Aid: Core Funding allocated to UN Women: €1.5 million in 2014.</p>
	<p><i>Achieved</i> DFAT/Irish Aid: Core Funding allocated to UN Women: €1.5 million in 2012 and €1.5 million in 2013.</p>

Objective P5.02 Use regional and international foreign policy institutions and instruments to promote the principles of UNSCR 1325. <i>Achieved</i>			
Action		Indicator/s	Results of Final Evaluation
Results of Mid Term Review		Results of Final Evaluation	
P5.A2.3 Advocate for women to hold 50% of UNSG Special Representative and Special Envoy positions.	Progress towards 50:50 gender balance in all appointments of Special Representatives and Envoys.	<p><i>Progressed</i> DFAT/PMUN: advocacy for greater gender balance has been undertaken but 50:50 target unrealistic.</p>	<p><i>Achieved and Exceeded</i> DFAT/PMUN: PMUN looks to advocate for an increase of women Special Representatives and Special Envoy positions in various fora, including in the Group of Friends on 1325, the Group of Friends on Mediation and in discussions with the UN Secretariat, for instance, PMUN is a strong supporter of the Department of Field Support's initiative "Senior Women Talent Pipeline" which is an effort to attract senior women candidates as part of the SG's commitment to achieve gender parity and bridge the gender gap.</p>
	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><i>Progressed</i> DFAT/PMUN: advocacy for greater gender balance has been undertaken but 50:50 target unrealistic.</p>	<p><i>Progressed</i> DFAT/PMUN: While PMUN continue to advocate for greater gender balance in the appointment of Special Representatives and Special Envoy positions the 50% target is unrealistic.</p>
P5.A2.4 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.	<p><i>Data Unavailable</i> on the number and % of statements at UN forums.</p>	<p><i>Data Unavailable</i> on the number and % of statements at UN forums.</p>
		<p><i>Data Unavailable</i> DFAT/UN Coordination Section: No data available.</p>	<p><i>Data Unavailable</i> DFAT/UN Coordination Section: No data available.</p>

Objective P5.O2 Use regional and international foreign policy institutions and instruments to promote the principles of UNSCR 1325. <i>Achieved</i>			
Indicator/s		Results of Mid Term Review	Results of Final Evaluation
P5.A2.5 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.	Progressed DFAT/ISPS: Advocacy for women's increased representation has been undertaken. Data Unavailable On the number, % and roles of women in UN missions in which Ireland participates.	Achieved and Exceeded DFAT/ISPS: Close contacts developed with DPKO Gender Advisor resulting in successful delivery of project and report on a pilot project on Gender Guidelines in UNIFIL. Report subsequent disseminated to other UN PKOs. Ongoing engagement with NATO SR on WPS since establishment of this office. IE participation in Review of implementation of UNSCR1325 in NATO-led, UN-mandated mission and revision of Action Plan on 1325. Gender integrated into PfP Goals. Progressed DPKO figures for Oct 2014 suggest that participation by women in the seven UN PKOs in which Ireland participates averages 3.6%
P5.A2.6 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.	Progressed DFAT/HRU: There has been a high level of advocacy activity on GBV and SEA concerns to member states within the framework of the UPR.	Achieved and Exceeded DFAT/HRU: During the period of the first NAP eleven UPR sessions took place and a total of 160 States were reviewed. Ireland demonstrated a high level of advocacy raising concerns over both the need of specific protection from gender-based violence and the promotion of women's rights and equality. In total, Ireland made 33 recommendations focusing on gender-based violence, violence against women, sexual violence, domestic violence, or women's rights. In particular, Ireland made five interventions specific to the UN SC Resolutions on Women, Peace and Security.

Objective P5.O2 Use regional and international foreign policy institutions and instruments to promote the principles of UNSCR 1325. <i>Achieved</i>			
Indicator/s		Results of Mid Term Review	Results of Final Evaluation
European Union – Common Foreign and Security Policy			
P5.A2.7 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.	Progressed DFAT/ ISPS: 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.	Progressed DFAT/ ISPS: High level of activity undertaken on gender mainstreaming of policy framework for CSDP missions. Desk research not undertaken.
OSCE			

Objective P5.02 Use regional and international foreign policy institutions and instruments to promote the principles of UNSCR 1325. <i>Achieved</i>	
Action	Indicator/s
Results of Mid Term Review	
Results of Final Evaluation	
<p>P5.A2.8 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.</p>	<p>OSCE member states committed to production and adoption of National Action Plans on UNSCR 1325.</p>
	<p><i>Progressed</i> DFAT/CRU: 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.</p>
	<p><i>Achieved</i> DFAT/CRU: Ireland has been a very active advocate for UNSCR 1325 implementation at OSCE fora including: the OSCE Gender Equality Review conference (July 2014), as part of the review of the OSCE gender Action plan, discussions of which provided an opportunity to reflect on what has been achieved over the past decade in terms of integrating a gender perspective into the comprehensive approach to security and to look at what remains to be done to fulfil agreed commitments.</p> <p>The OSCE Gender Section has completed a study of National Action Plans and other national strategies for the implementation of UNSCR 1325, to which Ireland provided input. 27 of 57 OSCE participating States now have NAPs and the study highlights common challenges and shares good practices from the OSCE region</p>
OECD/DAC	
<p>P5.A2.9 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.</p>	<p>Number of statements and policy documents that incorporate requirements to implement UNSCR 1325 produced by GENDERNET and INCAF.</p>
	<p><i>Progressed</i> DFAT/Irish Aid: 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.</p>
	<p><i>Achieved</i> DFAT/Irish Aid: IA has delivered a high level of engagement with OECD/ GENDERNET and INCAF on gender mainstreaming including: participation in joint GENDERNET/INCAF work-stream which has resulted in increased focus on gender equality and women's empowerment with peace building and state building.</p>

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