

WOMEN PEACE AND SECURITY

A Simple Guide on Ireland's Approach

2020 Update

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Section 1: What is WPS?

Background:

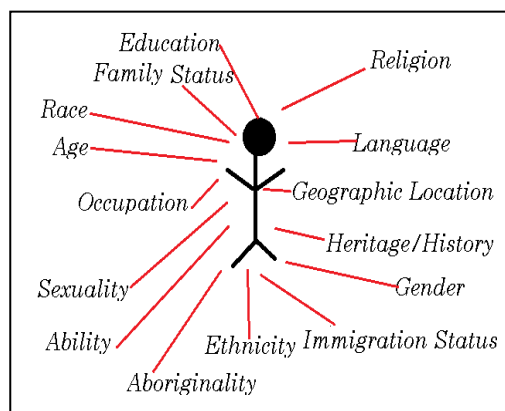
Conflict affects people differently depending on the power dynamics in the context where they are living. These power dynamics include, but are not limited to, rules and traditional norms regarding gender, age, class, race, ethnicity, religion and sexuality. These power dynamics can intersect with each other, depending on the context. This means that if people occupy a minority position in more than one of these categories then they may experience conflict differently than someone else in the same context.

Gender vs. sex
Gender most often refers to **social and cultural differences between male and female**, as opposed to biological differences (sex).

For example, while both will have faced their own adversities, a young LGBTQ woman in a conflict will have experienced the conflict differently to an older man due to the norms around age, gender and sexuality in that context. These power dynamics also have effect in conflict prevention, peace-building and post conflict reconstruction.

Women, Peace and Security Agenda:

The Women, Peace and Security Agenda is founded on the idea that due to the power dynamics of gender, conflict has different effects on women, girls, boys and men. It outlines the long term impact of women's meaningful and equal participation in conflict prevention, peace negotiations, peace building and post-conflict reconstruction and governance in terms of creating and sustaining peace and stability. Research demonstrates that peace is far more likely to be achieved and to continue if women are at the peace table. WPS is based on the idea of Gender Mainstreaming. This means that different implications for women and men are included in any planned policy action, including legislation and programmes, in all areas and levels. Some of these might be strategic, long-term goals and others may be more implicit/every-day actions.



The Four Pillars of the Women Peace and Security Agenda

There are 4 Pillars which underline Women, Peace, and Security Agenda: Participation, Protection, Prevention, and Relief and Recovery.

Resolution 1325 (2000) calls for:

Pillar 1 - Participation

Increased participation of women at all levels of decision-making, including in national, regional, and international institutions; in mechanisms for the prevention, management and resolution of conflict; in peace negotiations; in peace operations, as soldiers, police, and civilians; and as Special Representatives of the U.N. Secretary-General.

Pillar 2 - Protection

The protection of women and girls from sexual and gender-based violence, including in emergency and humanitarian situations, such as in refugee camps.

Pillar 3 - Prevention

Improving intervention strategies in the prevention of violence against women, including by prosecuting those responsible for violations of international law; strengthening women's rights under national law; and supporting local women's peace initiatives and conflict resolution processes.

Pillar 4 - Relief and recovery

The advancement of relief and recovery measures to address international crises through a gendered lens, including by respecting the civilian and humanitarian nature of refugee camps, and taking into account the particular needs of women and girls in the design of refugee camps and settlements

The Proceeding Resolutions of WPS:

Women, Peace and Security is considered to be a living and expanding agenda. Following Resolution 1325 (2000), the UN passed a further 9 Resolutions which extend the agenda.

Resolution 1820 (2008) calls for:

The recognition that conflict-related sexual violence is a tactic of warfare. As such there is a need for:

- the training of troops on preventing and responding to sexual violence
- the deployment of more women to peace operations
- the enforcement of zero-tolerance policies for peacekeepers regarding acts for sexual exploitation and abuse.

Resolution 1888 (2009) calls for:

Greater leadership to address conflict-related sexual violence, deployment of teams (military and gender experts) to critical conflict areas, and improved monitoring and reporting on conflict trends and perpetrators.

Resolution 2242 (2015) calls for:

Actions to improve the working methods of the women, peace and security agenda, and brings in its connection to countering violent extremism.

RESOLUTION 2467 – April 2019 calls for:

Actions to ensure a survivor-centred approach to prevention and response of CRSV and the provision of related services; strengthened policies that offer appropriate responses and challenge cultural assumptions about male invulnerability; strengthened access to justice for victims.

Resolution 2106 (2013) calls for:

The strengthening of efforts to end impunity for perpetrators of sexual violence in conflict. It acknowledges that this not only affects large numbers of women and girls but also men and boys.

Resolution 2122 (2013) calls for:

The UN, regional organisations and member states to create of stronger measures for women to participate in all phases of conflict including prevention, resolution and recovery, and having a seat at the peace table.

Resolution 1960 (2010) calls for:

An end to sexual violence in armed conflict, particularly against women and girls, including through the improvement of measures aimed at ending impunity for perpetrators of sexual violence.

Resolution 1889 (2009) calls for:

The development of global indicators to track the implementation of Resolution 1325, and the improvement of international and national responses to the needs of women in conflict and post-conflict settings.

RESOLUTION 2493 – October 2019 calls for:

The implementation of the broader WPS agenda ahead of the 20th anniversary of Resolution 1325.

***While these are considered the main WPS resolutions there are other resolutions which recall these resolutions and also include references to how gender affects elements of post-conflict situations. These include Resolution 2250 on Youth, Peace and Security and Resolution 2418, which focusses on links between armed conflict and conflict-induced food insecurity and the threat of famine. ***

Section 2- Ireland and WPS:

Ireland's National Action Plan on WPS:

One of the most important elements of the Women, Peace and Security Agenda is its application and implementation by Member States through **National Action Plans**.

Therefore, Ireland's National Action Plan is the document through which our policy on WPS is applied internationally and domestically. Eighty-six UN Member States have National Actions Plans (as of December 2020).

Ireland's National Action Plan (NAP) outlines our policy on Women Peace and Security. The first NAP was launched in 2011 and ran until 2014 and the second National Action Plan ran from 2015 to 2018. Ireland's Third National Action Plan on Women, Peace and Security was launched in June 2019 and forms a central element of our broader commitment to gender equality which is a priority in Ireland's foreign policy, reflected in both *The Global Island* and the new policy for international development, *A Better World*. This NAP formulates a vision, across nine strategic outcomes, which involves working in partnership both with other Government departments and with civil society, internationally and domestically.

What is in Ireland's NAP?

Ireland's third National Action Plan is based on (a slightly modified version of) the four pillars of WPS:

- **Prevention** of Conflict (Including Gender Based Violence (GBV) and Sexual Exploitation and Abuse (SEA))
- **Participation** and Representation of Women in Decision Making
- **Protection** from Gender Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) and Other Violations of Women's Rights and International Humanitarian Law, and **Relief and Recovery and Rehabilitation**
- **Promotion** of Women, Peace and Security Agenda in Internationally, Regionally, and Domestically

KEY HIGHLIGHTS & NEW INITIATIVES OF OUR THIRD NAP:

- » Increasing our funding for WPS;
- » Women and gendered perspectives at the centre of our multilateral diplomacy including in the context of Ireland's candidature to, and prospective membership of, the UN Security Council for the 2021–2022 term;
- » Taking a comprehensive approach to conflict prevention incorporating gender analysis and perspectives;
- » Enhanced advocacy and communication on WPS, including through lesson sharing and focus contexts;
- » Increasing the robustness of monitoring and evaluation (including through CEDAW);
- » Strengthening the domestic dimension of the NAP;
- » Challenging discriminatory gender norms and enhancing the engagement of men and boys in supporting the WPS Agenda;
- » Prioritising the inclusion of women and their perspectives in disarmament, arms control and non-proliferation discussions;
- » Recognising the many roles and identities people have and how these impact societies in conflict;
- » Amplifying the voices of young people

Domestic Application:

One of the strengths of Ireland's NAP has been its focus on domestic elements. These are based on **considering the agenda in the Northern Ireland context and our policies and work with migrants and asylum seekers**. For example, the commitments of the WPS Agenda are to be considered by those working with women claiming asylum. This includes taking into consideration that they may have been subject to Gender Based Violence (GBV) and Sexual Exploitation and abuse (SEA) in their journey to safety. Measures have been taken by relevant agencies such as improving outreach to women and girls affected by conflict and providing training/awareness of WPS to those working with women from conflict affected women (these include the HSE, DJE and An Garda Síochána).

Regional/International Application

Ireland collaborates and actively participates with several regional and international organisations on WPS. This includes international organisations like the OSCE, the United Nations and regional initiatives such as the EU Taskforce on WPS, and most recently, the African Women Leadership Network (AWLN). It's commitment to WPS through these platforms has multiple levels, including contributions of funding and resources and input into policy making. One of the most important impacts on the National Action Plan has been through the training and awareness raising of our UN Peacekeepers and our support of lesson sharing from the Northern Irish context on the importance of having women at the table.

One of the most crucial elements of the NAP is the **Monitoring and Evaluation Process**. Ireland has been commended for its work on this and is striving to further improve in this area in the Third NAP and to take the lead internationally.

How was our Third National Action Plan created?

Mid-Term and Final Reviews on Ireland's second NAP were conducted to evaluate the progress and challenges of implementation and the recommendations of the report were fully taken in consideration when developing the new NAP. A Working Group comprised of balanced representation from statutory bodies, civil society and academic experts with relevant experience of the WPS Agenda was also established **for the development of the NAP**. Nominations were sought from the Oversight Group of the second NAP and members were appointed by the Tánaiste and Minister for Foreign Affairs and Trade with a focus on diversity and inclusion within the nomination process. The group's role was to advise and inform the development of the third NAP. An open, transparent and rigorous public consultation was priority for us in the development of our Action Plan and written submissions were invited from the public and 48 submissions were received. Three consultative workshops were also organised, two in Cork and one in Dublin.

Who implements and oversees Ireland's National Action Plan?

The Conflict Resolution Unit is the central government lead on Ireland's Policy on WPS. Yet the National Action Plan has a **"Whole of Government" approach** to WPS. This means that the implementation and responsibility for the plan falls under all departments/statutory bodies whose work has any relation to conflict/post conflicted related situations or people from those contexts.

An Oversight Group (OG) appointed by the Tánaiste and Minister for Foreign and Trade following an open call for nominations, oversees the implementation of the Plan. It consists of representation from **Civil Society/Academia and Government Department/Statutory bodies** who are experts in or have a stake in the Women, Peace and Security Agenda. Diversity and the inclusion of women affected by conflict and migrant women (both in Ireland and in the international context) is a growing priority for membership. The **OG**, currently chaired by former Minister for Justice Nora Owen, meets quarterly and their meetings include both a formal element which discusses the progress of the plan and a thematic element where they keep up-to-date and engage with experts on WPS issues. The Conflict Resolution Unit acts as Secretariat for the Group.

Third-party consultants conduct both a Mid-term and Final Review on the progress of the plan.

Monitoring & Evaluation

It is important to note that actions, policy and activity that falls under WPS can be both explicit and implicit. Some are more strategic long term policies, while others are everyday actions that may not be automatically considered to relate to the agenda.

It is important for Monitoring and Evaluation that **all actions are reported on where possible**. For example, if the Department of Justice issues a visa to a female human rights defender escaping conflict this is WPS related, but it may not be reported as such.

Section 3: The Government Stakeholders in WPS:

In order to implement the National Action Plan multiple units in the Department of Foreign Affairs and Trade and relevant representatives from other Government Departments/Statutory bodies need to collaborate. Here is a brief summary of some of the work that they do that relates to WPS:

Lead Units in the Department of Foreign Affairs and Trade:

The Conflict Resolution Unit (CRU):

The Conflict Resolution Unit is the focal point in the “Whole of Government” approach to WPS. They organise events relating to the Pillars of the NAP, raise awareness of WPS, promote and provide research and input on WPS, and are responsible for the cohesiveness of the approach. They also act as Secretariat for the Oversight Group and oversee the consultative process for the development of the NAP and the Mid-Term Review. They are the (co-)/leads with other Departmental Units in the areas of Mediation, SGBV, Migration and Refugees, Masculinities, Youth, Peace and Security, Promotion of WPS, and Conflict Prevention.

Human Rights Unit:

The Human Rights Unit (HRU), DFAT has an important role in the process of mainstreaming gender in the coordination and implementation of Human Rights into Irish foreign policy and the advancement of Ireland’s Human Rights priorities. They are leads/co-leads in the areas of SGBV, Children in Armed Conflict, human trafficking and, Transitional Justice. Some of their most recent work has been done under the Pillars of Participation (2) and Promotion (4). In the arena of Participation HRU has ensured that their engagements with private sector stakeholders incorporate gender equality as one of their core values. This was illustrated through its inclusion in the publication of the National Plan on Business and Human Rights in 2017. Under the Pillar of Promotion, HRU have supported the inclusion of the Women, Peace and Security Agenda where relevant in human rights mechanisms, particularly to highlight issues relating to WPS in the multilateral fora. This includes co-sponsoring resolutions related to CEDAW, and making recommendations in relation to WPS, GBV and SEA.

International Security Policy

ISP are the lead unit in DFAT on the relationship between Preventing/Countering Violent Extremism and Peacekeeping in relation to WPS. They also include WPS in their work on SGBV, SEA, Human Trafficking, and Conflict Prevention. In the realm of prevention, ISP, with the Department of Defence ensures that civilian deployees receive training from Civilian CSDP Missions that include elements on issues relevant to Women, Peace and Security upon arrival and during deployment. In the area of promotion, ISP has also advocated for the inclusion of gender into EU Common Security and Defence Policy (CSDP) operations plans and crisis management concepts for military and civilian mission and operations, including where appropriate reporting separate and in parallel to chain of command. Ireland is participating in NATO’s review of gender mainstreaming gap analysis in the area of Small

Lead Units in WPS:
Conflict Resolution Unit
Human Rights Unit
International Security Policy
Development Cooperation and Africa Division
Evaluation and Auditing Unit
Other Units:
Ireland, United Kingdom and the Americas
Middle East and North Africa Unit
Africa Unit
Disarmament and non-Proliferation
Legal
Evaluation and Audit

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Arms, Light Weapons. As Ireland's policy on P/CVE develops it is also ensured that WPS is included.

Development Cooperation and Africa Directorate

DCAD are (co-)/leads in DFAT on WPS in the fields of SGBV, Migration and Refugees, Humanitarian, Youth, Peace and Security, Conflict Prevention, and Transitional Justice. DCAD fund initiatives that have covered all of the pillars of WPS. This includes organisations and projects working on impunity for SGBV, Mine Risk education, working with boys and men to challenge gender norms that perpetuate GBV, supporting life-saving services for women, girls and GBV survivors in emergencies, contributing to research on WPS areas, among others. DCAD, and the Defence Forces are also members of the Irish Consortium of Gender Based Violence (ICGBV). Along with Irish human rights, humanitarian and development organisations, they formed the Consortium to increase knowledge and understanding of violence against women and girls. Its goal is to ensure high quality programming and policy responses across the humanitarian and development contexts in which we work and to build leadership to support our shared vision of a world free from Gender Based Violence.

Evaluation and Auditing Unit

The Evaluation and Auditing Unit are the central lead, alongside CRU on Monitoring and Evaluation regarding the National Action Plan. This involves the development of indicators and metrics to measure progress throughout the plan, including the Mid-term and Final Review.

Other Units in DFAT's Involvement in WPS

As Ireland's National Action Plans have traditionally been viewed as a whole of Ireland NAP, **IUKA** are particularly prevalent in their role in mediation and lesson sharing regarding Women's involvement in the Good Friday Agreement. **MENA, Africa**, and **IUKA** have a key role in the application and monitoring of the regional and international elements of the plan in their work regarding SGBV, Human Trafficking, Humanitarian, Conflict Prevention, and YPS.

Disarmament and non-Proliferation have a growing role in the area of masculinities and traditional gender roles in disarmament and conflict prevention. They have also had an advocacy role in the international fora on the inclusion of gender in the Non-Proliferation Treaty on Nuclear weapons.

Under the pillar of prevention **Legal** attempt to address the issue of impunity for conflict-related sexual violence in national and international legal systems. This includes contributions to the International Criminal Court Trust Fund for Victims.

Permanent Mission to the United Nations and the **Permanent Representation to Brussels** have key roles in the regional and international elements of the plan. This is particularly important in working with EU/UN member states on the Promotion of WPS, Human

Trafficking, Conflict Prevention, Children in Armed Conflict, Youth, Peace and Security and Mediation. **PMUN** also work on SGBV and Peacekeeping, while **PRB** has an important role in the input into EU policy on WPS issues, including those relating to migrants and refugees.

Other Departments/Statutory Bodies and WPS

Department of Defence/Defence Forces:

Department of Defence contributions revolves around leveraging Ireland’s role in regional and international organisations to gain visibility for an increased implementation of the WPS agenda. This includes advocating for the inclusion of gender into EU Common Security and Defence Policy (CSDP) operations plans and crisis management concepts for military and civilian missions and operations. In this regard Ireland has consistently advocated the ongoing promotion of the Women, Peace and Security Agenda through its participation in key Working Groups on International Security and Defence.

The Defence Forces is unique amongst international Forces in that it has its own Action Plan on the implementation of Resolution 1325. The DOD and DF work with DFAT on a number of areas relating to the agenda including Peacekeeping. Ultimately the Defence Forces NAP aims to include a gender perspective within operations, planning and training both at home and overseas. The NAP also aims to increase the number of women in the organisation. Initiatives to this end include the creation of the DF Women’s Network and the introduction of family friendly initiatives such as shorter/shared overseas deployments. There is continued focus on targeted female recruitment and ultimately increased female participation in peacekeeping missions. Defence Forces Ireland also ensures the deployment of gender trained personnel with all troop rotations with a view to incorporating a gender perspective into overseas operations. At all times the DF ensures strict adherence of the DF Code of Conduct in keeping with UNSCR 1325 and international guidance and best practice.

Other Departments:

Department of Defence

HSE

An Garda Síochána

The Department of Justice

The Department of Children, Equality, Disability, Integration and Youth

Health Services Executive

The HSE are considered in all activities in the domestic application of the National Action Plan relevant to the needs of women and girls who have come to Ireland from conflict areas. Their work includes the funding of a range of NGOs to deliver agreed services, e.g. Female Genital Mutilation Clinic at the Irish Family Planning Association, providing specialist services provided by Spirasi to people who have experienced torture, the training of staff in working competently and sensitively with women and girls who have experienced trauma – including sexual violence and the development and delivery of a range of targeted programmes that involve women refugees and asylum seekers. There is a plan to launch the Second HSE

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National Intercultural Health Strategy 2018 – 2023 which is intended to contain reference to the WPS Agenda and will include actions aligned to the NAP.

An Garda Síochána:

An Garda Síochána are involved in the domestic application of the NAP in areas relating to human trafficking, conflict prevention, and Migrants and Refugees. This includes providing the level of resources to ensure that the Garda Racial Intercultural and Diversity Office and the Domestic Violence and Garda National Protective Services Bureau have the capacity to implement best policing practices which reflect the particular issues affecting women who have migrated to Ireland from conflict affected areas.

The Department of Justice:

The Department of Justice (DoJ) is key in the domestic application of the NAP, particularly given the number of actions assigned to An Garda Síochána. DoJ initially had responsibility for actions relating to female equality, migrants and refugees and YPS; however, following a transfer of functions during Government formation in 2020, responsibility for the majority of these actions has now moved to the Department of Children, Equality, Disability, Integration and Youth.

The Department of Children, Equality, Disability, Integration and Youth:

The Department of Children, Equality, Disability, Integration and Youth (DCEDIY) is responsible for policy relating to equality, Youth, Peace and Security, migrants and refugees, the trafficking of children, and children in armed conflict. DFAT collaborates with this Department (and Túsla) in order to further policy on all of these areas. DCEDIY is essential in their work regarding all four pillars of the plan, including in such actions as overseeing the inclusion of WPS in policies relating to the the Migrant Integration Strategy and the National Strategy for Women and Girls 2017-2020.