Midterm Review of Ireland's second National Action Plan on Women, Peace and Security

(2015 - 2018)

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RIALTAS NA hÉIREANN
GOVERNMENT OF IRELAND

Acknowledgements

"Gender equality is fundamental for every aspect of sustainable development. It gives us our best prospects for eliminating global hunger, reducing and recovering from conflict, and must be central to all humanitarian action. ….

It requires conscious agitation and politically won change. We must unequivocally recognise that gender equality is a right and not a gift. We must place the dignity and participation of women and girls as rights, values in consciousness and at the heart of all of our actions globally."[1]

Michael D Higgins, President of Ireland
World Humanitarian Summit, Istanbul 24 May 2016

[1] Michael D Higgins, President of Ireland - High Level Leaders' Roundtable 7: Women and Girls - Catalysing Action to Achieve Gender Equality, World Humanitarian Summit, Istanbul, 24 May 2016. http://www.president.ie/en/media-library/speeches/women-and-girls-catalysing-action-to-achieve-gender-equality

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ABBREVIATIONS AND DEFINITIONS

AGS	An Garda Síochána
CEDAW	Convention on the Elimination of Discrimination Against Women
Cosc	National Office for the Prevention of Domestic, Sexual and Gender-based Violence
CSDP	EU Common Security and Defence Policy
CSO	Civil Society Organisation
CSW	Commission on the Status of Women
DF	Defence Forces (Ireland)
DFAT	Department of Foreign Affairs and Trade (Ireland)
DFS	UN Department of Field Support
DJE	Department of Justice and Equality (Ireland)
DOD	Department of Defence (Ireland)
DPKO	UN Department of Peacekeeping Operations
EPLO	European Peacebuilding Liaison Office
EU	European Union
GAI	Global Acceleration Instrument
GBV	Gender-Based Violence
HSE	Health Service Executive (Ireland)
HSE-NSIO	HSE National Social Inclusion Office (Ireland)
ICC	International Criminal Court
ICGBV	Irish Consortium on Gender Based Violence
IHL	International Humanitarian Law
INGO	International Non Governmental Organisation
JRR	Justice Rapid Response Initiative
NAP	National Action Plan
NGO	Non Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
OG	Oversight Group
OHCHR	Office of the High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
PfPG	Programme for a Partnership Government
PfP	Partnership for Peace
PMUN	Ireland's Permanent Mission to the United Nations
PREU	Ireland's Permanent Representation to the European Union
PSC	EU Political and Security Committee
RAR	Regional Acceleration of Resolution 1325
SADD	Sex- and Age- Disaggregated Data
SDG	Sustainable Development Goal
SEA	Sexual Exploitation and Abuse
SOIT	Sexual Offence Investigation Techniques
UN	United Nations
UNDOF	United Nations Disengagement Observer Force
UNDPKO	UN Department of Peacekeeping Operations
UNGA	UN General Assembly
UNHCR	UN High Commissioner for Refugees
UNHRC	UN Human Rights Council
UNHRD	UN Humanitarian Response Depot
UNIFIL	UN Interim Force in Lebanon
UNSC	UN Security Council
UNTSI	UN Training School Ireland
UPR	Universal Periodic Review
WHS	World Humanitarian Summit
WPS	Women, Peace and Security

Executive Summary

There have been several international developments on women, peace and security (WPS) since Ireland's first national action plan on WPS was conceived, including further supporting United Nations Security Council resolutions which respond to emerging issues and clarify the expected response from countries. Ireland's NAPs are living documents that seek to be transformative in enabling women to be protected from the ravages of conflict and participate actively in conflict prevention and the development and sustainability of peace. Successful implementation serves to further enhance Ireland's reputation as a champion of WPS.

Ireland has made appreciable progress since the first NAP. *Ireland's second National Action Plan on Women Peace and Security (2015-2018)* is more streamlined. It was developed taking account of recommendations from the midterm and final reviews of the first NAP and consultation and engagement with stakeholders including civil society organisations (CSOs). It reflects many of the priorities identified during that process. It has a clear monitoring framework. There have been demonstrable successes internationally and domestically, and there are some areas for improvement. It provides a framework in which to focus the whole-of-government[2] response to women's protection, participation and empowerment in situations of fragility and conflict, and post-conflict.

The considerable activity to deliver against the actions and commitments under the WPS pillars is captured through quarterly reports to the Oversight Group. These generally undersell the thoughtful, innovative approaches and the extent of the effort. There may be a number of explanations for this, including the nature of the reporting framework, or a shyness in reporting because 'that's just what we do' - perhaps an indication of how WPS is starting to become embedded in systems and processes. The midterm review generated a considerable amount of additional data through the stakeholder consultations.

Achievement highlights include:

>> The inclusion of WPS in high level Government of Ireland strategic documents incising the Programme for Partnership Government, and embedding within Department of Foreign Affairs and Trade strategic and business plans.

>> The extent and effectiveness of international advocacy, including steering significant resolutions through the UN General Assembly and working with others to ensure coherence of WPS, women's empowerment and gender equality across international policies and instruments.

>> Increased representation and participation of women in decision making at senior levels in the diplomatic service and in policing.

>> Convening a regional workshop bringing together EU, NATO and UN Gender Advisors for the first time to explore similarities and differences and develop common understanding, language and action to strengthen peacekeeping missions.

>> Advocacy on women's empowerment and agency in disarmament and non-proliferation, and securing an increase in women's participation at the UN General Assembly's First Committee (the Disarmament and International Security Committee).

>> A cross-cutting conflict and fragility team in DFAT that periodically brings people together to share information, identify common priorities and shepherd applications to a Stability Fund which now includes gender and WPS criteria.

>> Sharing lessons on WPS from the conflict in Northern Ireland.

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[2] 'Whole-of-government' means across government.

>> Defence Forces' continuing success in embedding WPS within training and international missions, recognised by international bodies such as DPKO and the International Criminal Court.

>> An Garda Síochána sensitising officers in offering protection to refugee and migrant women and working successfully with CSOs to assist delivery of frontline services and training.

>> Improved co-ordination and operation of the Oversight Group.

>> Oversight Group meetings held outside Dublin, including in Northern Ireland where there was engagement with women working in peace and reconciliation.

"We share lessons learned from the Northern Ireland peace process. Ireland is interested in WPS because we know that in conflict resolution and building lasting peace, women's contribution is vital."

>> In addition to many achievements by statutory implementing bodies and the Oversight Group (OG) there remain challenges, not least in sustained and deeper engagement with civil society, development of gender and ethnic disaggregated data, ensuring that membership of the OG reflects the priorities in the NAP, continuing to prioritise WPS issues in complex and risky humanitarian responses, and monitoring and evaluation.

The breadth of issues, complexity of activity and multiple stakeholders engaged in delivery of WPS is testing for implementers, monitoring processes and evaluators alike. Moreover, measuring the impact of NAPs as a transformative tool for women's empowerment and gender equality is difficult.[3]

This report makes a number of recommendations for strengthening implementation during the remainder of this NAP, and developing the next NAP.

>> Extend the embedding of WPS in strategies and plans, including the use of equality-informed budgeting.

>> Regularly engage with the Oireachtas and adopt a proactive and sustained approach to civil society to develop awareness, share lessons and engage them as part of the accountability framework.

>> Review the Oversight Group to ensure that membership properly reflects the interests covered by the NAP.

>> Ensure that the data used for the development and monitoring of the NAP is robust. Establish a data development and implementation plan, including gender and ethnic disaggregated data, and baselines for the indicators/actions.

>> Take a Theory of Change approach to the development of the next NAP.

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[3] These points were also made by K McMinn in the *Final Evaluation of Ireland's National Action Plan on UNSCR 1325 Women, Peace and Security 2011-2014*. https://www.dfa.ie/media/dfa/alldfawebsitemedia/ourrolesandpolicies/ourwork/empoweringwomen-peaceandsecurity/Final-Evaluation-of-Irelands-First-National-Action-Plan.pdf

Chapter 1
INTRODUCTION AND METHODOLOGY

This chapter introduces Ireland's second National Action Plan on Women, Peace and Security 2015-2018 and outlines the purpose and methodology of the midterm review.

Ireland's Second NAP on Women, Peace and Security

Ireland's second National Action Plan on Women Peace and Security (2015-2018) was prepared with input from a Consultative Group comprising statutory bodies, civil society and academic experts, taking account of submissions from stakeholders and a consultative workshop involving policy experts, women affected by conflict and others.

The NAP sets out what Ireland wants to achieve and how it will act in support of the suite of UN Security Council resolutions on women, peace and security in its policy making, diplomatic advocacy and programme activities. As with the first NAP, it has domestic as well as international application: it recognises the relevance of obligations on women, peace and security to the conflict on the island of Ireland and has a remit for women who seek refuge in Ireland from conflict-affected situations elsewhere in the world.

The second NAP is organised around four pillars:[4]

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

Pillar 2   Empowerment and Participation - Participation and Representation of

Women in Decision Making

Pillar 3   Protection, Relief and Recovery - Protection from Gender-Based Violence and Sexual Exploitation and Abuse and Other Violations of Women's Human Rights and International Humanitarian Law, and Relief, Recovery and Rehabilitation

Pillar 4   Promotion - Promotion of Women, Peace and Security agenda in International, Regional and National Arenas

The four pillars are underpinned by a strong commitment to Monitoring and Evaluation and an Oversight Group (OG) comprised of equal representation from statutory bodies responsible for implementation and civil society.[5]

Purpose and Methodology

The purpose of this midterm review was to assess progress to date against the commitments and indicators of the second National Action Plan, and in doing so, to review the utility of the existing indicators. It examined implementation between January 2015 and December 2016 and reflected on the recommendations in the midterm and final reviews of the first NAP[6] to report on progress against indicators and actions. This review considered the extent to which progress has been achieved in implementation, challenges encountered and lessons learned. The methodological approach featured four strands covering a range of evaluative techniques

[4] Further Information on the NAP Pillars and Objectives is in Appendix 1. The full NAP can be read at https://www.dfa.ie/media/dfa/alldfawebsitemedia/ourrol esandpolicies/ourwork/empoweringwomen-peaceandsecurity/Irelands-second-National-Action-Plan-on-Women-Peace-and-Security.pdf

[5] Civil society representation is made up of representatives of civil society organisations (CSOs), academics and individual experts.

[6] *Ireland's National Action Plan for Implementation of UNSCR 1325, 2011-2014*. https://www.dfa.ie/media/dfa/alldfawebsitemedia/ourrol esandpolicies/int-priorities/National-Action-Plan-UNSCR-1325.pdf

including desk research, stakeholder interviews and consultation, quantitative and qualitative analysis of the data and indicators to examine the implementation of the NAP and inform recommendations for improvement.

A separate piece of work by the consultants alongside the main review considered the utility of the indicators, if these might be better-articulated, and if so how? In looking forward, the consultants considered options for a strategic framework for a future NAP.

Desk research

The consultants reviewed government departments' and statutory bodies' progress reports to the OG, documents collated by the Department of Foreign Affairs and Trade (DFAT) and sent by the individual departments and agencies, along with other relevant material including the NAP and NAP reviews, international research and policy documents, Irish Government foreign and domestic policy and civil society documents. Lessons and new approaches in the development of other NAPs were also explored. Qualitative and quantitative indicators used by Ireland were considered including in the context of UN and EU indicators.

Consultation with stakeholders[7]

Twenty three consultation sessions were held with a wide range of stakeholders, the majority with government departments and statutory bodies[8] responsible for implementing the NAP. Three small focus groups were held as an awareness-raising

exercise and to engage civil society in the review; each comprising 5-6 participants, they were held with international, domestic and Northern Ireland NGOs who work in areas covered by the NAP. Finally, there was a roundtable with civil society members[9] of the Oversight Group, a further short session with academic members and a conversation with the chair of the OG. The consultants also observed a meeting of the Oversight Group and DFAT's Annual Reconciliation Forum. All meetings were face-to-face, with the exception of the conversation with the OG chair.

Eighteen sessions involving 30 representatives of implementing bodies explored perspectives on how, and the extent to which, the NAP is helping to achieve the goals of the WPS resolutions; achievements, challenges and lessons learned for the NAP overall and for their particular body; opportunities that add value to the implementation of the NAP; the value of and challenges offered by the current suite of NAP indicators; monitoring and evaluation; communication and collaboration; and examples of good practice. The meetings revealed considerably more information than was made available in progress reports.

Consultation with INGOs through the Irish Consortium on Gender-based Violence recalled the role of the ICGBV in prompting the development of the first NAP; the roundtable covered knowledge of and views on the NAP, INGOs as partners with government on WPS, the relationship between WPS and gender equality mainstreaming and views on the oversight mechanism for monitoring the NAP. The discussion with CSOs in Ireland, which engaged several organisations in the NAP process for the first time, explored the relevance of the NAP to their work with refugees, asylum seekers,

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[7] See Appendix 4 for the list of consultees.

[8] A number of government departments and statutory agencies are responsible for aspects of the NAP and are sometimes referred to as 'implementers', 'implementing bodies' or 'responsible actors' in this report.

[9] Civil society members comprise of civil society organisations, academics and independents.

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trafficked and exploited women and the challenges facing women who have arrived from fragile and conflict-affected situations. With NGOs in Northern Ireland the uptake of NAP opportunities and the impact of the NAP and the Reconciliation Fund on women were explored.

Consultation with CSO, academic and independent members of the Oversight Group (OG) explored how, and the extent to which, the NAP is achieving the goals of the WPS resolutions, the NAP indicators and perspectives on monitoring and evaluation, achievements and challenges, the operation of the Oversight Group and their roles as contributors to the OG and the NAP. The short session with academic members looked additionally at academic expertise and opportunities for contribution. Finally, discussion with the chair of the Oversight Group focused on the operation and strategic approach of the OG.

Analysis

Evaluative information was gathered from the desk research; interviews with implementers, civil society organisations and academics; observation of the Oversight Group and the annual Reconciliation Fund Networking Forum. Analysis of material informed assessment of progress on implementation across the 4 thematic pillars, and of the achievements, challenges, and lessons learned. Recommendations informed by the analysis aim to improve implementation during the second half of the NAP as well as prepare for the development of a future NAP. Additional analysis was undertaken in respect of the NAP indicators, and is available in a separate report.

A number of challenges were encountered in this review:

>> The continued lack of gender disaggregated data presented a difficulty for the reviewers and more so for implementers.

>> A large volume of information was generated from the documentation, progress reports and interviews and it has been difficult to reflect all of this in a short report.

>> It was difficult to measure the impact of the NAP, not only due to gaps in data, but also because the structure of monitoring and reporting is focussed on activity.

>> The breadth and complexity of the issues covered by WPS and the range of those involved and affected raises matters of prioritisation and coverage.

Reporting

The Midterm Review report is independently produced and provides a point in time assessment of the progress made on the implementation of Ireland's second National Action Plan on Women, Peace and Security. The review was commissioned by DFAT on behalf of a Reference Group appointed by the Oversight Group who met several times with the consultants including on the draft report. The Oversight Group considered the draft report. The separate report on indicators was developed in consultation with the Oversight Group.

Chapter 2
CONTEXT AND LESSONS FOR THE NATIONAL ACTION PLAN

This chapter sets the context for the midterm review. It covers some global developments on women, peace and security, national action planning lessons and Ireland's developing policy framework on WPS.

Legal and political framework for WPS

The global framework for women, peace and security (WPS) has expanded significantly since the passage of UN Security Council Resolution 1325.[10] WPS is situated in the context of the *Beijing Declaration and Platform for Action* along with its subsequent commitments, and the *Convention on the Elimination of Discrimination Against Women*, in particular CEDAW General Recommendation No. 30.[11] These obligations and commitments along with the suite of WPS Security Council Resolutions (SCRs) are mutually reinforcing and further underpinned by references to WPS and women's rights across other SCRs. Following the High-Level Review,[12] SCR 2242

positions WPS as a central component in addressing the challenges of global peace and security.[13] The resolution is robust on civil society's contribution and meaningful participation. It bridges humanitarian action and the WPS agenda in the context of the World Humanitarian Summit (WHS) in 2016 and references the 2030 Agenda for Sustainable Development.[14] Recommendations on WPS emanating from reviews on peace operations and peace architecture have also found their way into resolutions,[15] with women's critical role underscored in SCR 2282 (2016).

Greater coherence is emerging across global agendas with linkages increasingly being made between fragility and conflict, human rights and development. The 2030 Agenda for Sustainable Development addresses the inter-relationship between peace and security and sustainable development and calls for redoubling efforts "to resolve or prevent conflict and to support post conflict countries, including through ensuring that women have a role in peacebuilding and State-building."[16]

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[10] UN Security Council resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015). Resolution 2122 is described as a roadmap for a more systematic approach to the implementation of commitments on women, peace and security: UN Women, Press Release, *UN Security Council adopts new resolution, urges women's full inclusion in peace talks and transitional justice*, http://www.unwomen.org/en/news/stories/2013/10/press-release-on-adoption-of-wps-resolution. Resolution 2242 builds on the High Level Review and Global Study and urges greater integration of women, peace and security into national and UN strategies and increased funding and support.

[11] CEDAW/C/GC/30, 18 October 2013.

[12] The High Level Review was held in 2015 to mark the 15th anniversary of 1325, and included a Security Council debate on 13th October 2015 and the Global Study launched on 14th October 2015. http://www.peacewomen.org/security-council/2015HLR

[13] UNSC, S/RES/2242 (2015), 13 October 2015.

[14] PSRP, Briefing Paper O6 / Nov. 2015, Nahla Valji, *UN Women, Security Council resolution 2242 (2015) on Women, Peace and Security: Summary of critical elements and progress*, 2015.

[15] The recommendations of these last two reviews are reflected in S/RES/2272 (2016) and S/RES/2282 (2016). SCR 2272 focuses on strengthening approaches to sexual exploitation and abuse. SCR 2282 seeks to improve integration and coherence on peace building and sustaining peace.

[16] UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development,* A/RES/70/1, 21 October 2015. http://www.un.org/pga/wp-content/uploads/sites/3/2015/08/120815_outcome-document-of-Summit-for-adoption-of-the-post-2015-development-agenda.pdf

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It realises that gender equality and empowerment of women and girls are crucial to all the Goals and targets.

The WHS *Agenda for Humanity* builds on the 2030 Agenda, embracing five core responsibilities: political leadership to prevent and end conflict, compliance in safeguarding people, ensuring that no-one is left behind (in which empowering women is identified), transcending the humanitarian-development divide and investing in building local capacity and stability.[17] The OECD is committed to a universal, multidimensional fragility framework that recognises the "critical role of gender in addressing fragility" and the need for tools to bring gender, violence and fragility issues together.[18]

> "Ireland has worked with others to expand WPS from its UNSC base into the Economic and Social Council, traditional development, human rights and other areas."

There is a solid foundation in place for operationalising WPS more intensely and effectively, and for focused advocacy and attention to reporting on progress through CEDAW and the Universal Periodic Review. These global agendas challenge countries to work differently, move towards a whole-of-society approach, create stability by putting people at the centre and align domestic and international policies to promote peace, security and development.

[17] Agenda for Humanity. http://www.agendaforhumanity.org/agendaforhumanity.
[18] OECD, *States of Fragility 2016: Understanding Violence*, http://www.oecd.org/dac/states-of-fragility-2016-9789264267213-en.htm

Global lessons and developments

The *Global Study*[19] noted that 'implementation continues to be measured in 'firsts', rather than as standard practice.' It raised questions about project-style aid with States challenged to increase bi-lateral aid for gender issues beyond 6% of total aid and 2% of aid earmarked for peace and security, and adopt a 15% gender-funding target for peace-building interventions as an initial, not final, target.[20] It advised that gender should be routinely included in conflict and crisis analysis reports and briefings, and asked national governments to prioritise statistics disaggregated by gender and other variables to inform policy.[21] Measurability of indicators and feasibility of data collection were concerns, and performance measures for senior managers were recommended as a means of improving accountability for implementing commitments.

Following the High-Level Review the Informal EU Task Force on UNSCR 1325 identified a number of priorities, one was to raise the profile and reinforce the Task Force's work as the EU network of WPS focal points.[22] Revised indicators for the *EU Comprehensive Approach* were designed to be of use to both EU institutions and

[19] UN Women, *Preventing Conflict, Transforming Justice and Securing the Peace: A Global Study on UNSCR 1325*. UN 2015. http://wps.unwomen.org/pdf/en/GlobalStudy_EN_Web.pdf. See also http://wps.unwomen.org. Ireland was a co-funder, and a co-chair of the Group of Friends, of the Global Study.
[20] Ibid., p.416.
[21] Ibid., p.413.
[22] A point noted by K McMinn in *Final Evaluation of Ireland's National Action Plan on UNSCR 1325 Women, Peace and Security 2011-2014*, citing EPLO phone interview, p.18, was that the potential of the EU Comprehensive Approach (CA) and Task Force on WPS as a mechanism to promote strategic thinking and foster collective action is underdeveloped.

CONTEXT AND LESSONS FOR THE NATIONAL ACTION PLAN

Member States,[23] and WPS continued to be a priority for funding during 2016 in the *Instrument contributing to Stability and Peace* (IcSP) which supports the Comprehensive Approach.

A review in the OSCE region found that women's participation is underdeveloped across pillars: few NAPs focus on participation and gender perspectives in conflict prevention; there are questions on effectiveness in prevention of sexual violence; the focus is on awareness-raising and offering assistance as the means of protecting women and girls; and there is under-representation of women's interests with poor reflection of gender sensitivity in relief and recovery.[24]

Two fundamental reasons were identified for insufficient progress: (i) lack of capacity and commitment and (ii) scarcity of resources earmarked for WPS. Essentials of successful implementation include: clear goals, budgets and responsibilities; concrete actions connected to objects and goals; domestic relevance of women and gender issues, not just conflict-related; enhancing effectiveness through developing a pool of experienced women; cooperation with civil society; an effective co-ordinator; and integrating monitoring and evaluation into the development and implementation of the NAP.[25]

Emphasising that sustainable peace cannot be achieved without women's security and equality, and that women must be empowered to play a central role in the transition from conflict to peace,[26] the first DPKO/DFS *Gender Forward Looking Strategy* aims to integrate gender perspectives comprehensively, target gender inequalities and discrimination and systematise gender training. NATO and its partners similarly aim to develop joint policy objectives and priorities on WPS and support practical collaboration.

Country lessons and innovations

As of May 2016, 60 countries have adopted National Action Plans.[27] Some are pathfinders trying out new ideas and innovative practice.

The Netherlands' third NAP is grounded in a gender-specific conflict analysis 'looking at men's and women's different roles and underlying power relations in times of conflict'.[28] The NAP explicitly supports local women's rights organisations, pursuing an agenda of sociopolitical change in conflict-affected environments. The Dutch concluded that a coordinated and joint response by government and civil society worldwide was

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[23] Council of the European Union, *Revised indicators for the Comprehensive approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on women, peace and security*, 12525/16, 22 September 2016. http://data.consilium.europa.eu/doc/document/ST-12525-2016-INIT/en/pdf

[24] C.Ormhaug, *OSCE Study on National Action Plans on the Implementation of the United Nations Security Council Resolution 1325*, OSCE Secretariat, OSG/Gender Section, 2014. http://www.osce.org/secretariat/125727?download=true (Review of 27 NAPs.)

[25] Ibid., pp.9-10.

[26] Hervé Ladsous, Under-Secretary General for Peacekeeping Operations in DPKO/DFS, *Gender Forward Looking Strategy 2014-2018*. http://www.un.org/en/peacekeeping/documents/DPKO-DFS-Gender-Strategy.pdf. DPKO/DFS previously issued *Guidelines on Integrating a Gender Perspective in the Work of the Military in United Nations Peacekeeping Operations* in 2010. UNIFIL was an early adopter of these guidelines and piloted incorporating a gender perspective into military tasks. The Irish-Finnish UNIFIL Battalion participated in the pilot and Ireland supported the publication of the *Women, Peace and Identifying Security: Piloting Military Gender Guidelines in UNIFIL*, Final Report, June 2014. http://www.un.org/en/peacekeeping/documents/UNIFIL_Pilot%20report_WEB%20flat.pdf

[27] Peacewomen 2016, http://www.peacewomen.org/member-states

[28] Ibid., p.19.

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needed,[29] so their second NAP centred on thematic and country focus cooperation with a designated budget of €4 million a year for joint proposals by alliances to encourage knowledge and experience exchange and joint project planning. The next step is encouraging country groups to cooperate strategically rather than developing joint applications simply to divide the funds between them.[30] The NAP outlines partnership, roles and responsibilities for civil society, government and academics.

To understand and respect different roles and mandates, each signatory will publish an individual pledge on the Action Plan, setting out the organisation's vision, its intended contribution to the joint activities, and its role(s) in the partnership. These elements will be further elaborated in the country strategies.[31]

A comparative analysis between Nordic countries shows that a large number of detailed indicators are not a guarantee of successful implementation, especially where responsibilities are not properly defined.[32] A further lesson is that national indicators should take better account of longer perspective qualitative developments to understand the factors that drive policy change and sustainable effects.

Sweden signals a clear perspective on WPS with its NAP's opening sentence, "Sweden's feminist foreign policy has a clear focus on supporting women as actors for peace and security." Sweden introduced a broad consultation process in five conflict-affected and post-conflict countries as well as at home for its current NAP,[33] an approach gaining ground in framing NAPs which Ireland also adopts.

There is debate around whether the development of 'stand-alone' action plans such as the NAP are preferable to mainstreaming WPS measures into sectoral areas or using existing national planning frameworks.

Few studies exist, leaving a knowledge gap on the impact and added value of the NAP over pursuing principles of gender equality without a NAP.[34]

[29] The Netherlands, *National Action Plan on Women, Peace and Security 2016-2019.* http://peacewomen.org/sites/default/files/Dutch_NAP_2016-2019.pdf The first NAP had a broad thrust without any priority given to specific interventions or countries, the second focused on thematic and country focus cooperation as follows - Theme: women's political participation and leadership. Country focus: six countries (Afghanistan, Burundi, Colombia, the DRC, South Sudan, Sudan) and the MENA region. See p.17. In the third NAP eight countries have been chosen (Afghanistan, Colombia, the DRC, Iraq, Libya, South Sudan and Syria, Yemen) according to criteria: (1) countries in conflict or fragile states, (2) countries that are the focus of a Dutch policy, (3) countries in which signatories have sufficient capacity, local partners and a relevant track record, and (4) countries in which the Netherlands participates in a multilateral civil and/or military mission. See p.45.

[30] Ibid. Bi-monthly meetings of country group forums are being established, comprising gender experts, country experts, policymakers and activists whose initial task is to develop a country-specific strategic plan with specific, quantifiable activities, p.45.

[31] Ibid., p.43.

[32] P.Jukarainen, E.Puumala, *The Nordic Implementation if UNSCR 1325, A Comparative Evaluation*, May 2014, p.53.

[33] *Women, Peace & Security, Swedens National Action Plan for the implementation of the UN Security Council's Resolution on Women, Peace and Security 2016-2020.* Participants in these consultations included representatives from women's rights organisations, peace organisations, the academic world, the business community, the security sector, governments, government agencies, other donors and the UN.

[34] B.Miller, M.Pournick, A.Swaine, *Women in Peace and Security through United Nations Security Resolution 1325: Literature Review, Content Analysis of National Action Plans, and Implementation*, Institute for Global and International Studies, the George Washington University, IGIS WP 13/GGP WP 09, May 2014.

CONTEXT AND LESSONS FOR THE NATIONAL ACTION PLAN

Ireland is the first State to include domestic elements in its NAP. This has led to parallel efforts at home and abroad on addressing the needs of refugee and migrant women. The NAP includes a focus on women who have come to Ireland having suffered conflict in their home country and anti-trafficking legislation is in place. At the UN Ireland co-facilitated with Jordan the preparation of the text of the New York Declaration for Refugees and Migrants adopted by the UN General Assembly in September 2016.

accountability. As Miller et al suggest, using a consistent and comprehensive set of national data should help to streamline reporting nationally and internationally.[35] At the same time the key challenge going forward is ensuring that the forward-looking equality and empowerment (not just gender) based transformative provisions of UNSCR 1325 are not lost in translation into narrow time-bound accountability tools.[36] Accountability is important but the 'bureaucratization of the resolutions and their aims' must be avoided. The focus must always be on fully realising the aspirations of UNSCR 1325.

Ireland's Policy Framework for WPS

As the final review of Ireland's first NAP identified, policy coherence is progressing at national level.[37] Ireland draws together multiple perspectives across government to contribute to the NAP. A domestic dimension was included alongside the international remit from the outset and attention to conflict-affected women arriving in Ireland has grown in the second NAP. Ireland's ongoing engagement in the legacy of the conflict and stabilising peace in Northern Ireland has a place in the NAP. In concert with the whole-of-government approach, WPS and NAP references and actions have found their way into the *Programme for Partnership Government*[38] and international and domestic strategies.

This debate may gather pace as more countries develop plans with domestic as well as international dimensions. There are risks in not having a NAP - such as loss of focus, dissipation of efforts, loss of momentum - and it may be a false dichotomy, much like the choice between special measures or mainstreaming to advance gender equality.

Mainstreaming WPS can complement specific national action planning, for example, incorporating WPS into existing data collection mechanisms to enhance measurement and

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[35] Ibid., p.40.

[36] Ibid., p.53.

[37] K McMinn, *Final Evaluation of Ireland's National Action Plan on UNSCR 1325 Women, Peace and Security 2011-2014.*
https://www.dfa.ie/media/dfa/alldfawebsitemedia/ourrolesandpolicies/ourwork/empoweringwomen-peaceandsecurity/Final-Evaluation-of-Irelands-First-National-Action-Plan.pdf

[38] *A Programme for Partnership Government*, May 2016.
http://www.merrionstreet.ie/MerrionStreet/en/ImageLibrary/Programme_for_Partnership_Government.pdf

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Lead responsibility lies with the Department of Foreign Affairs and Trade (DFAT). Ireland's foreign policy statement *The Global Island*,[39] development agenda *One World, One Future*[40] and *National Plan on Business and Human Rights*,[41] which combines domestic and international aspects, give due regard to women's rights and empowerment, gender equality and women, peace and security. These provide the bedrock for Ireland's solid advocacy on WPS and capacity to play a key role in developing key global agendas: leading on the 2030 sustainable development goals and on refugees and migrants, as one of 14 signatory States to the *Call to Action*,[42] facilitating

the first multilateral meeting of gender advisors on strengthening peacekeeping operations, and influencing funding to local WPS actions through the *Global Acceleration Instrument (GAI) for Women, Peace and Security and Humanitarian*

Action.[43] The Irish Defence Forces and An Garda Síochána have a long history in international peacekeeping operations, and Irish Aid is an international leader in delivering effective aid, making maximum use of country-led co-ordination arrangements.[44] Ireland is seeking to advance these matters through election to the UN Security Council (UNSC) and the UN Commission for the Status of Women (CSW).

The WPS NAP is regarded as complementary to a number of Department of Justice and Equality (DJE) domestic strategies. The *National Women's Strategy*[45] links to the Beijing twelve critical areas of concern, and is the Government's statement of priorities for the advancement of women in Irish society. It includes an international dimension drawn from DFAT's agenda on development and women, peace and security and references refugees and migrant women. The resonance between the domestic and international dimensions is obvious - with gender-based violence a prominent example. The *National Strategy on Domestic, Sexual and Gender-based Violence*[46] includes actions to enable the Irish Government to ratify the Istanbul Convention.[47]

[39] DFAT, *The Global Island: Ireland's Foreign Policy for a Changing World*, January 2015.
https://www.dfa.ie/media/dfa/alldfawebsitemedia/ourrolesandpolicies/ourwork/global-island/the-global-island-irelands-foreign-policy.pdf

[40] DFAT, *One World, One Future: Ireland's Policy for International Development*, May 2013.
https://www.irishaid.ie/media/irishaid/allwebsitemedia/20newsandpublications/publicationpdfsenglish/one-world-one-future-irelands-new-policy.pdf

[41] DFAT, *Working Outline of Ireland's National Plan on Business and Human Rights 2016-2019*.
https://www.dfa.ie/media/dfa/alldfawebsitemedia/ourrolesandpolicies/int-priorities/humanrights/Working-Outline-of-Irelands-National-Plan-on-Business-and-Human-Rights-2016—-2019.pdf

[42] Ireland is one of the 14 States who, along with the EU, are signatories to the *Call to Action on Protection from Gender-Based Violence in Emergencies*, a multi-stakeholder initiative supported by governments, international organisations and NGOs to fundamentally transform the way gender-based violence is addressed in humanitarian action. http://gbvaor.net/wp-content/uploads/2017/02/Call-to-Action-Road-Map-ENGLISH.pdf

[43] Administered by the UNDP Multi-Partner Trust Fund Office. http://mptf.undp.org/factsheet/fund/GAI00

[44] OECD, Ireland DAC Peer Review of Development Cooperation Division, 2014.
http://www.oecd.org/Ireland/peer-review-Ireland.htm

[45] DJE, *National Women's Strategy 2007-2016*, April 2007.
http://www.justice.ie/en/JELR/National%20Womens%20Strategy%20PDF.pdf/Files/National%20Womens%20Strategy%20PDF.pdf

[46] DJE-Cosc, *Second National Strategy on Domestic, Sexual and Gender-based Violence 2016-2021*.
http://www.cosc.ie/en/COSC/Second%20National%20Strategy.pdf/Files/Second%20National%20Strategy.pdf

[47] The Istanbul Convention is the *Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence*. The Irish Government signed it on 5 November 2015 and must undertake a number of actions before ratification. See http://www.irishtimes.com/opinion/a-landmark-for-women-s-rights-1.2418837

CONTEXT AND LESSONS FOR THE NATIONAL ACTION PLAN

The Irish Refugee Protection Programme (IRPP)[48] was established in September 2015 as a direct response to the humanitarian crisis that developed in Southern Europe as a consequence of mass migration from areas of conflict in the Middle East and Africa. Refugees accepted under this programme are designated as "vulnerable" with women and girls at risk falling into this category.[49] The *National Action Plan to Prevent and Combat Human Trafficking*[50] identifies conflict as a factor, the vulnerability of migrants, and women and children as the primary victims for sexual exploitation and forced labour; several actions in the strategy fit with the WPS NAP.

The Irish Defence Forces have a role in anti-trafficking measures, and An Garda Síochána (AGS), the Health Service Executive (HSE) and many civil society organisations provide front-line support on these agendas. The HSE is expected to include a specific section on the health, care and support needs for conflict-affected women and girls in its second *National Intercultural Health Strategy* due in 2017.

As the lead department on gender equality in Ireland and with responsibility for periodic reporting on progress to CEDAW and other international rights bodies, the Department of Justice and Equality is the key partner with DFAT for the NAP. Ireland has charged itself with applying WPS, as well as women's rights and gender equality more broadly, to both the domestic and international arenas and aligning domestic and international policies and approaches.

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[48] http://www.justice.ie/en/JELR/Pages/Irish_Refugee_Protection_Programme_(IRPP)

[49] An asylum seeker is a person who seeks to be recognised as a refugee under the terms of the 1951 Convention relating to the Status of Refugees as defined in Section 2 of the International Protection Act 2015. A Convention refugee is a person who fulfils the requirements of the definition of a refugee under the terms of the Geneva Convention relating to the status of refugees as defined in the International Protection Act 2015 and who is granted refugee status. A Programme refugee is a person who has been invited to Ireland under a Government decision in response to a humanitarian request, usually from the United Nations High Commissioner for Refugees (UNHCR), either for the purposes of temporary protection or resettlement. http://www.citizensinformation.ie/en/moving_country/asylum_seekers_and_refugees/the_asylum_process_in_ireland/refugees_asylum_seekers_introduction.html

[50] DJE, *Second National Action Plan to Prevent and Combat Human Trafficking in Ireland,* launched 17 October 2016. https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/second_national_action_plan_to_prevent_and_combat_human_trafficking_in_ireland.pdf

CHAPTER 3
PROGRESS ON IMPLEMENTATION
JANUARY 2015 - SEPTEMBER 2016

This chapter presents a summary of progress on the implementation of Ireland's second National Action Plan at the mid-term point of September 2016. It is organised around each of the four Women, Peace and Security pillars and monitoring and evaluation. It is not possible to reflect the totality of the effort in such a short report. A RAG report on progress against each indicator is contained in Appendix 2.[51] As this is an interim report it is reasonable to expect that some actions will be completed and some work remains to be completed. The following generally reflects the activity that has been undertaken and that which is ongoing.

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

>> Ireland provided leadership in co-facilitating the negotiations on the SDG 2030 agenda, with women's empowerment and gender equality referenced throughout, and sustainable development linked with peace and security and women's critical role in peace building and State building.

>> Ireland played an active role in the lead up to, during, and post the World Humanitarian Summit. President Michael D. Higgins co-chaired a High Level Round Table on catalysing action to achieve gender equality and advocated protection from GBV. The importance of the NAP is referenced in the specific WHS commitments Ireland made.

>> A number of visits from fragile states to Ireland were supported to foster lesson sharing on WPS and the Stability Fund and the Reconciliation Fund funded a number of high profile initiatives that promote women's participation in conflict and post-conflict dialogues. These include the Global Acceleration Instrument (GAI), the Centre for Humanitarian Dialogue Women at the Table project and the Legacy Gender Integration Group project on integrating gender principles into managing the legacy of conflict.

>> The Defence Forces (DF) and An Garda Síochána (AGS) undertake a range of training which is verifiably up to date and in line with international good practice, and NGOs work with DF and AGS in developing and delivering training on WPS issues. All troops are trained in awareness of sexual exploitation and abuse.

>> The DF have introduced gender perspectives into training and trained gender advisers who are in demand for UN missions.

>> Ireland has called for the end to impunity for sexual and gender-based violence (SGBV). It has provided financial support for a Rapid Response Initiative that supports women in crisis situations and to the ICRC to help uphold international humanitarian law (IHL).

>> Ireland has financially supported a number of Early Warning systems which work towards the prevention of and response to sexual and gender-based violence; recipients include the International Crisis Group. Irish Aid's Rapid Response Initiative ensures that stocks of supplies relevant to the needs of women are stocked in the UN Humanitarian Response Depots (UNHRD).

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[51] A RAG report is based on the traffic light red, amber, green system to visually show progress. The RAG report does not contain the totality of everything done, but provides an illustration.

PILLAR 2: Empowerment and Participation, including the Participation and Representation of Women in Decision Making

>> Ireland has pursued improvement in the status of women, which is central to WPS and to peace building and conflict resolution in general. It has provided financial support to INGOs including Concern Worldwide in Liberia, Trócaire in Sierra Leone and the Palestine Human Rights and the Democratisation scheme and to the UN Trust Fund which supports women's empowerment and participation in public and political life. Funding has also gone to the Inter-Parliamentary Union which supports gender-sensitive parliaments and the International Commission of Jurists supporting women lawyers and judges.

>> The Reconciliation Fund supported the Legacy Gender Integration Group in Northern Ireland on *Gender Principles for Dealing with the Legacy of the Past*, and provides funding to support the strengthening of women's role in peace building and political participation.

>> Ireland's *National Plan on Business and Human Rights* seeks to promote the empowerment and participation of women when working in fragile and conflict-affected situations.

>> The DF has implemented a range of outreach activities to increase the number of women employed, although the proportion remains at 6%. AGS has increased the proportion of women officers overall to 26% and the number of women at senior rank has increased, although many of these senior officers are not in frontline operational roles. DFAT has increased the proportion of senior ranking female officers from 8% to 17%, and the number of women serving in Ambassador posts and at Minister Counsellor level has increased.

>> WPS is part of DFAT's draft Conflict and Fragility policy and Humanitarian Assistance policy, and the Stability Fund has included WPS as a criteria for submissions for funding.

>> Irish Aid provided financial support, including to UNHCR, for programmes in Sierra Leone, Liberia, Palestine, Zimbabwe, Myanmar and Somalia to improve practices, behaviours and attitudes to gender equality, GBV, women's leadership and empowerment.

>> Ireland has taken the lead in championing the importance of including a gender perspective in discussions on disarmament and funded organisations that promote the effective participation of women in the negotiation and implementation of disarmament and non-proliferation and arms controls.

>> DFAT has provided financial support to a range of NGOs working with men and boys on gender and GBV including Concern's work with men and boys in Iraq and Trócaire's in Sierra Leone.

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PILLAR 3: Protection from Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) and Other Violations of Women's Human Rights and International Humanitarian Law, and Relief, Recovery, and Rehabilitation

>> Ireland has continued proactive engagement in the *Call to Action on Protection from Gender-Based Violence in Emergencies*, making 8 renewed commitments at the WHS in May 2016. These include to increase and diversify Ireland's gender portfolio, and progressively increase funding for gender-based programming.

>> Ireland has signed the Istanbul Convention. The Department of Justice and Equality's (DJE) *National Strategy on Domestic, Sexual and Gender-based Violence* acknowledges WPS principles and seeks to move Ireland towards ratification of the Convention.

>> The DF are building investigative capacity on GBV. Through their membership of the Irish Consortium on Gender Based Violence (ICGBV) they engage NGOs in inputting into their training. The DF work with the International Criminal Court (ICC) in training investigators on GBV.

>> Combatting human trafficking is a priority as evidenced in the October 2016 launch of the *Second National Action Plan to Prevent and Combat Human Trafficking* in Ireland, which aims to be complementary to the WPS National Action Plan. AGS has a dedicated unit dealing with human trafficking domestically and internationally where investigative assistance is provided. The DF introduced a gender reporting pro-forma which DPKO is considering rolling out to all units. The DF have gender advisors working in fragile situations including in the Congo and Mali, and liaise with women's groups and collect gender specific data to help security analysis when on missions.

>> AGS engages with migrant and refugee women to ensure that they are aware of their rights. Working on the basis of a religious and cultural protocol, it aims to sensitise officers to issues that may affect women from conflict and fragile states. It endeavours to raise awareness amongst officers of the police's role in dealing with issues such as FGM, forced marriage, sexual exploitation and trafficking. AGS has introduced, as a pilot, protection services bureaux in three policing divisions to directly address crimes against women and children including human trafficking.

>> The Health Service Executive provides support to victims of trafficking and connects them with specialist and general medical services. It funds a range of organisations to deliver responsive services to migrant women and to women experiencing domestic, sexual and gender-based violence; and specialist services to women and girls who have experienced FGM.

>> A single application procedure has been designed by DJE to help streamline the process for international protection, which is operational from January 2017.

>> DFAT, through its Reconciliation Fund, advocates for WPS and engages with women's groups across the island of Ireland including those in Northern Ireland.

Irish Aid's budget line on gender has supported work on GBV at international, national and local level, for example, the UN Trust Fund to End Violence Against Women, the Irish Consortium on Gender Based Violence and raising GBV voices in Uganda.

PROGRESS ON IMPLEMENTATION JANUARY 2015 - SEPTEMBER 2016

PILLAR 4: Promotion of Women, Peace and Security Agenda in International, Regional and National Arenas

>> The NAP bolsters advocacy opportunities internationally and domestically, and a significant amount of effective work is being undertaken on promoting WPS.

>> Ireland has been very active in strategic funding and advocacy on WPS issues at UN level. During the period of its membership of the UNHRC Ireland successfully sponsored resolutions on Syria, Libya and Mali. These referenced WPS and 14 of Ireland's 20 recommendations covering GBV, SEA, gender equality and women's rights were accepted during the UPR Working Group sessions by the States under review.

>> Ireland's Stability Fund provides support for a number of WPS initiatives in the UN including the *Global Acceleration Instrument*, the UN Department of Political Affairs Mediation Support Unit and the UN Women-Justice Rapid Response gender experts roster.

>> Irish Ministerial statements and Ireland's interventions at the UN consistently advocate for inclusion of WPS and gender perspectives.

>> As a recognised leader on WPS within the international arena, Ireland has used its influence to bring others together in a neutral space. The UN Department of Peacekeeping Operations (DPKO) asked Ireland to host the Regional Acceleration of Resolution 1325 (RAR) workshop. It was the first multilateral meeting of gender advisors from the UN, EU and NATO working together to explore similarities and differences and build common practice to strengthen peacekeeping operations.

>> Ireland co-facilitated the preparation of outcomes for the UN High-Level Summit on Refugees and Migrants culminating in a UNGA resolution on migrants and refugees in September 2016. The resolution integrated women's rights and gender equality including in relation to peace and reconciliation.[52]

>> Within Europe, Ireland works closely with other countries with similar approaches on WPS to lever influence and impact. The Informal EU Taskforce on UNSCR 1325 enables Ireland to sit with other Member States, EU Special Representatives and NATO, OSCE and UN Women to share experiences and consider new approaches to the EU Comprehensive Approach. Ireland is to host a workshop meeting of the Informal Taskforce during 2017.

> Ireland is a consistent advocate for civil society across all aspects of the UN and saw civil society empowerment advance during 2016 as a result of the Global Study and the Global Acceleration Instrument, both of which Ireland co-funded, and UNSC 2242. In particular Ireland successfully proposed that funding goes to women at local level where it has supported women involved in mediation and preventing the outbreak of conflict.

[52] UNGA, *New York Declaration for Refugees and Migrants, A/RES/71/1*, 3 October 2016. http://www.un.org/en/development/desa/population/migration/generalassembly/docs/A_RES_71_1_E.pdf

CHAPTER 3

>> DF's distinct Action Plan operationalising the NAP has strengthened their advocacy on security sector reform and further enhances Ireland's reputation as being at the forefront of WPS. Ireland aims to mainstream gender perspectives into CSDP missions and its documentation always includes gender and human rights considerations.

>> The Oversight Group (OG) held one of its meetings in Northern Ireland to engage with women working on peace and conflict resolution. This widened the OG's understanding of the breadth of issues and how WPS can benefit local communities.

>> Strategic consistency on WPS is emerging at the heart of government through the inclusion of WPS in the *Programme for Partnership Government* and in DFAT's *Statement of Strategy*. A growing number of organisations are included in DFAT's WPS mailing list; however, building public awareness of Ireland's commitment to WPS remains a challenge.

Monitoring and Evaluation

>> An Oversight Group (OG) was established to oversee quarterly reporting on progress. Membership comprises relevant government departments, civil society organisations and academics. The OG agendas include progress reporting and additional thematic briefings with discussion reported as being helpful and informative. A secretariat within DFAT provides coordination for WPS, furnishing progress updates and information on WPS issues to members and a growing number of stakeholders.

>> Gender and ethnic disaggregated data has yet to be developed to an extent that it is useful for policy development and review.

>> It is recognised by implementers and OG members that considerable work is required to ensure that robust gender disaggregated data is available to develop and monitor the implementation of the NAP appropriately. Such data is key for the establishment of measurable baselines and tracking mainstreaming of gender and WPS.

>> A small budget was established for the NAP within DFAT and used to fund, among other things, the Regional Acceleration of Resolution 1325 workshop and advocacy by the Legacy Gender Integration Group on gender principles in legacy work in Northern Ireland. WPS now features in the Stability Fund criteria. DFAT estimates that €450,000 was spent through the Stability Fund in supporting WPS-specific work during 2016.

CHAPTER 4
OVERVIEW AND ANALYSIS

This chapter reflects how Ireland has developed its national action plans through continuous learning with an eye to moving forward. The second National Action Plan built on lessons from the first NAP, implementing many of the recommendations of its midterm and final reviews. A number of themes serve to illustrate the achievements and challenges in planning and implementation, and the lessons that have been and can be learned.

Strategic framework and leadership

The inclusion of women, peace and security (WPS) in the *Department of Foreign Affairs and Trade (DFAT) Statement of Strategy 2015-2017* identifies the NAP as a departmental priority and not a responsibility that rests solely with any one division or unit. This has raised the status and visibility of WPS within the department, prompted a number of divisions within DFAT to review their contribution and assisted the co-ordination and delivery of the commitments in the NAP.

DFAT's WPS commitment is reinforced by proactive work in the department on gender equality to counteract unconscious stereotyping and move towards more gender-balanced allocation of senior level posts. Enthusiasm was evident across the DFAT divisions involved in delivering aspects of the NAP as seen, for example, in

>> the clear illustrations of Ireland's advocacy and influencing role in different international arenas;

>> the Disarmament and Non-Proliferation Unit's (DNP) drive for better recognition of its WPS work and to secure its place in the NAP;[53]

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[53] DNP's work includes leading on the gender impact of nuclear weapons, pushing empowerment and women's agency, and novel approaches to deliver women's participation, especially from under-represented countries, in UNGA's Disarmament and International Security Committee.

>> the willingness of actors to be self-critical and their eagerness to push boundaries.

This strategic focus was elevated to Ireland's *Programme for a Partnership Government* (PfPG) in May 2016. The PfPG commits to implement the NAP, support international efforts to protect women and girls in conflict zones, address the female gap in the Defence Forces (DF), develop a new Institute for Peace Support and Leadership located within the DF and reform the direct provision system for refugees with particular focus on families and children. One gap to be filled is making women visible in the PfPG's section on Northern Ireland.

> "There are lessons to be learned from domestic to international and vice versa. We should make the linkages. Irish Aid supports crisis and work with partners e.g. in refugee camps, then refugees come to Ireland and have experienced violence. We cannot pretend these experiences do not matter."

Ireland sought to connect the international and national dimensions in its first WPS NAP, and efforts in this regard have advanced in the second. Momentum towards linking the international and domestic is spreading internationally along with pleas to reach common indicators and language across strategies, for example, on women's rights, peace, security and sustainable development - in July 2018 it will be Ireland's turn to report to the High Level Political Forum on progress on

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implementing the Sustainable Development Goals. The Department of Justice and Equality (DJE) is critical to enhancing WPS in the domestic sphere and Ireland's global reputation, and an essential partner to DFAT in advocacy for and reporting progress on women's rights and gender equality in European and international forums in addition to its lead role on women's rights and gender equality across government. For example, DJE leads on CEDAW which is a mechanism through which accountability on WPS is developing. It is surprising, therefore, that DJE is not associated with any commitments in pillar 4.

Key plans developed within DJE, the *Second National Strategy on Domestic, Sexual and Gender-based Violence 2016-2021* and the *Second National Action Plan to Prevent and Combat Human Trafficking in Ireland, October 2016*, reference the NAP. The new National Women's Strategy due in 2017 should continue to include the international dimension and ensure that a WPS lens is applied across the domestic dimension. The overarching *Department of Justice and Equality Strategy Statement 2015-2017* overlooks WPS, and 2017 offers the opportunity to include the NAP in the next iteration.

This will provide the framework for a broader view of WPS-related responsibilities and concerns across DJE, and may facilitate similar reflection on WPS in DJE as has taken place across divisions in DFAT. The reality is that several DJE divisions contribute to activities that are the concern of the NAP.[54] Ireland reported to CEDAW in 2016 that the central and cross-cutting WPS theme of empowerment and participation has been given increased focus in the second NAP. Thus, extending DJE's involvement beyond a GBV-focus to include its wider gender equality expertise and its attention to conflict-affected victims in Ireland would strengthen the NAP as a whole.

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[54] E.g. Those leading on refugees and asylum seekers and on anti-trafficking, as well as on gender equality.

The consultants heard concrete examples of how women in positions of influence and vision, personal initiative and individual leadership were making a difference. One individual's commitment led to gender becoming a core part of disarmament and non-proliferation policy and its inclusion in the NAP. The Garda Commissioner prioritised community engagement, collaboration and community relations, setting the framework for positively changing An Garda Síochána's (AGS) relations with NGOs and giving visibility to women in minority communities. The Secretary General of the Department of Defence (DOD) and the Head of the Defence Forces (DF) demonstrated leadership in culture change when they raised WPS at a conference where equality was not the main focus.

> "I have been struck coming in as a new comer by where WPS does get mentioned. The question is asked or an angle raised from a number of people from different parts of the department (DFAT) - it is a consciousness that is to be reckoned with."

Strengthened NAP coordination

Strategic buy-in at the highest levels has been an important enabler that supports the lead co-ordinator to act with the necessary authority. It has enhanced the Conflict Resolution Unit's (CRU) co-ordination within DFAT and with other departments and agencies and its role in providing the Oversight Group (OG) secretariat. As a result, the co-ordination is well regarded by the members of the OG and responsible NAP actors.

Improvements have been made in keeping OG members informed, and material is more widely disseminated to interested groups in society. Through co-ordination, a body of WPS knowledge and documentation is being built that will be a valuable resource for current and future considerations and work.

Embedding WPS

Gender equality and WPS

During the mid-term review the case was made strongly for a distinct WPS focus in addition to using existing national frameworks for gender equality and mainstreaming measures. Some felt that gender mainstreaming can lose traction in tick box exercises while a specific initiative that works holistically on WPS can achieve impact over time. A strategic WPS NAP can bring government departments and agencies together to collaborate, ring-fence and pool resources to focus on WPS.

In a world where women's equality is viewed by some as a western agenda, WPS provides women in affected countries with another pathway. Moreover, if WPS is not a priority in conflict situations there is little chance of gender equality becoming one. Violence and conflict underlie fragility, gender inequality is central in fragility and WPS offers a critical entry point. It offers a framework for bringing people out of a protracted crisis response and linking them into longer-term efforts and sustainable responses.

Many gender empowerment initiatives focus on improving women's participation and economic prosperity leaving WPS to focus on empowerment in the deepest crisis, darkest despair and worst scenarios. It champions women's safety during conflict and from the point where there is an agreed peace until there can be stability. When women are at their most vulnerable it is important to focus on their protection and their right to have

a say over their own lives, and to make the links between WPS, empowerment and human rights.

Grassroots practitioners expressed that while equality must be mainstreamed WPS can take advantage of this and be an additional special initiative. Gender equality discourse does not necessarily take account of conflict and can miss victims' issues or fail to see the significance of women's participation at community level where conflicts are felt most. In calling attention to women in conflict WPS is a means of advancing gender equality, and it cannot be dispensed with too soon as local women will continue to face many difficulties during the long period that a peace process struggles to stabilise. Moreover, to get to the truth about what is actually happening on the ground, key actors need to hear from women and women's groups and the focus on WPS enables women to have that access.

Embedding examples

WPS has begun to be embedded in planning, policies and practice in some areas, with people more readily seeing it as integral to how they do their jobs.

>> WPS has been embedded in DFAT's strategic and business planning processes.

>> The Defence Forces (DF) reviewed their first DF Action Plan on WPS (AP) to produce a strengthened second AP 'not only to meet the requirements of the NAP but also to plan the Who, What, Why, When and Where of the implementation of the WPS agenda into the DF'. The AP sets detailed DF objectives for every NAP pillar, including proactively developing a contribution to one pillar where a DF role had not been identified.[55]

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[55] Briefing on DF Implementation of National Action Plan on 1325, 2 December 2016.

CHAPTER 4

>> Training and preparations for DF and An Garda Síochána (AGS) missions include gender and WPS. A post-deployment questionnaire seeks to capture the impact that gender perspective training has had on increasing awareness among DF personnel and on their culture and operations on the ground while on mission.

>> An Garda Síochána (AGS) is alert to WPS as a consideration for policy and practice in establishing Divisional Protective Service Units and rolling out cultural awareness training. It has developed effective partnerships with NGOs for co-delivery of training and at operational level, noting there is two-way learning and "with NGOs involved they [the affected women] feel empowered to report".[56]

> "In AGS we moved from an annual consultation to exchange ideas to more regular consultation with NGOs to explore how we could support and what we needed to know to work with these vulnerable groups. This is front line learning for us."

>> DFAT's Development Cooperation Division (DCD) introduced a gender and WPS element to applications for the Stability Fund and weighted assessments on this basis.

>> DFAT established a 'Conflict and Fragility Team' to develop a more coherent policy on situations of conflict and fragility, encompassing conflict prevention. Periodically it brings country and thematic desks together to identify common priorities, share information on actions and shepherd applications for funding to the

Stability Fund, which must include consideration of WPS.

Ireland constantly strives to join the dots between different international level policies and programmes whether women's human rights, women, peace and security, Sustainable Development Goals or Fragile States.

Whole-of-government approach

Coherence has improved with the reduced number of objectives and actions in this NAP, written updates on progress and the themed approach taken in Oversight Group meetings. Nevertheless, there is a sense, articulated by several actors, that the NAP is a collection of discrete actions owned by different actors with a tendency to work in silos and attention to meeting individual indicators rather than on collective endeavour in reaching WPS goals.

Interest was expressed in framing the next NAP around higher-level strategic goals that combine different contributions and encourage greater collaboration and cross-fertilisation.
At the same time, it is essential not to lose the unique contribution of each department and agency, nor to have slippage due to a collective goal becoming no-one's responsibility.

WPS might also be introduced into new arenas - education and health (more widely than the HSE) were mentioned, and it is worth reflecting on whether, for example, WPS can feature in the human rights and citizenship education delivered by schools, colleges and NGOs that Ireland reported on in its *Common Core Document* to the UN.[57] Questions to be explored in moving forward

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56 Point made in consultations during the current midterm review.

57 OHCHR, UN International Human Rights Instruments, *Common Core Document forming part of the reports of States parties, Ireland (received 7 February 2014)*, 30 April 2014, HRI/CORE/IRL/2014. http://tbinternet.ohchr.org/_layouts/treatybodyexternal/SessionDetails1.aspx?SessionID=1071&Lang=en

include: How best to raise the horizons for the strategic focus of the next NAP? How to move from a framework of actions and indicators that may be viewed as a tickbox exercise to focus on the NAP's impact internationally and domestically on WPS? How to concentrate in the Oversight Group (OG) on the impact on beneficiaries rather than on discrete actions? How to assess who is better off as a result of what is being delivered? This raises challenges of co-design.

Establishing processes for mainstreaming, monitoring progress and keeping plans fresh and moving forward is not straightforward and, as with equality, embedding WPS is and will remain a challenge that must be consistently faced by government, agencies and NGOs. The examples above show some of the steps that make it possible and, positively, it seems that those who have been involved longer and gained more experience in developing and implementing the NAP can demonstrate mainstreaming more clearly.

The NAP does not exist in isolation and existing frameworks can assist with embedding and evidencing progression on WPS. One useful tool is the Public Sector Duty by which a public body is required to set out in its strategic plan an assessment of the human rights and equality issues relevant to its functions and purpose as the foundation for putting policies, plans and actions in place to address these issues and report annually on progress.[58] WPS, human rights and gender equality should be mutually reinforcing. Making progress under the NAP Pillars towards WPS goals will assist public bodies in meeting part of their Public Sector Duty, and NAP

responsible actors can benefit from the Duty's mainstreaming approach when developing the next NAP.

For example, a department might take a broad approach to assessing WPS issues relevant to its functions and identify the relevant policies, plans and actions to address the impacts, in much the same way as the Defence Forces (DF) take their cue from the NAP to guide their examination of the application of WPS to DF's planning and operations. From there, government departments and agencies can ensure that NAP priorities and actions are embedded within strategic and business plans. Alternatively they might consider the model provided by the DF of a standalone NAP.

Gender and WPS proofing and resourcing

A small budget line was carved out in DFAT for this NAP, which CRU has used to considerable effect: facilitating collaboration between UN, EU and NATO Gender Advisors through the RAR 1325 workshop, lesson sharing between Ireland and Colombia, supporting advocacy on principles to address and integrate gender into dealing with the legacy of the past in Northern Ireland, and various awareness and engagement events. WPS was introduced as a criteria for Stability Fund applications. DFAT reports that in 2016 €450,000 in Stability Fund grants was used to support WPS-specific work, with further funding being provided to WPS-sensitive work. Without a dedicated budget line the HSE has made efforts to leverage other budgets.

Front-line agencies such as AGS and the HSE, as well as DJE, referred to invaluable partnerships with civil society organisations, with agencies relying on their assistance in delivering culturally appropriate support and services to conflict-affected women in Ireland as well as training. CSOs appear to be struggling financially to cope.

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[58] Section 42, Irish Human Rights and Equality Commission Act 2014, http://www.irishstatutebook.ie/eli/2014/act/25/section/42/enacted/en/html#sec42 A public body shall have regard to the need to eliminate discrimination, promote equality of opportunity and treatment, and protect human rights in the performance of their functions.

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This can manifest in a level of disconnect between the NAP and delivery and impact on the ground. The PfPG commits to mobilising the resources for change; specifically to 'develop the process of budget and policy proofing as a means of advancing equality, reducing poverty and strengthening economic and social rights' and 'ensure the institutional arrangements are in place to support equality and gender proofing'.[59] Such processes and arrangements should be alert to WPS considerations as a particular subset of equality and gender proofing.

As with the strategic assessment of issues required under the human rights and equality public duty, evidence gathering and analysis are critical to informing policy and budget proofing. In relation to WPS in the domestic sphere, for example, this suggests the collection of gender and ethnic disaggregated statistics and quality discussions with affected groups.

Advocacy

Ireland's inclination to achieve common goals and its flexibility when working with others has led to significant success over time in advocating WPS. This is built on Ireland's reputation as a strong and consistent advocate, its use of convening power, facilitating candid conversations, establishing and linking with networks of international organisations and countries, promoting and championing the role of civil society organisations, sharing lessons from its own experience, and developing strategic funding partnerships to support priority areas. The NAP provides the opportunity to enhance Ireland's advocacy mandate; for example, applying the WPS lens to address sexual exploitation and abuse beyond a simple military response to protect women into engaging women's participation in security planning.
Ireland has used convening power strategically

Ireland's Ambassador to the UN steered two significant initiatives through the UN General Assembly in which gender equality, women's empowerment and WPS are key elements - the 2030 Agenda for Sustainable Development and the New York Declaration for Refugees and Migrants.

where it can add value and promote aspects of WPS. Drawing on its neutrality, longstanding role in peacekeeping operations and reputation for advocacy on WPS Ireland has brought people to the table and provided space and opportunity for candid conversations among key actors. One example, was convening a Regional Acceleration of Resolution 1325 (RAR) workshop for gender advisors from peacekeeping operations in three multilateral bodies - UN, EU and NATO - at the request of the DPKO. Ireland's best practice areas were recognised, such as the roles of the DF and UNIFIL in reaching out to communities, the DF NAP and commitments for the World Humanitarian Summit.

Regular attendance at the EU Informal Task Force on UNSCR 1325 has ensured continuous input of ideas and lesson-sharing with other international organisations such as UN Women, NATO and the OSCE, and a role in shaping the substance of the new EU Comprehensive Approach. As a result Ireland is to host an Informal Task Force workshop in 2017 to share lessons on the development and implementation of NAPs.

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[59] *A Programme for Partnership Government*, pp103-104, May 2016.

As a small country with corresponding proportionate funding Ireland has aimed to target areas in which it can make a difference, for example, taking a lead role in advocating for the effective inclusion of civil society. It co-funded the Global Study and the Global Acceleration Instrument (GAI) to drive support for civil society empowerment by funding groups working on WPS at local level. The GAI was used to channel funding to women mediators in Burundi, helping to prevent the escalation of local conflicts into a full-scale civil war and consequently impacting positively on the peace and security of the country.

Communications and engagement

Effective communication of the NAP's aspirations, commitments and actions, and engaging with the wide range of stakeholders in the public sector and civil society is critical to mainstreaming WPS issues within strategic planning and operational delivery. Ensuring people appreciate the difference the NAP is making domestically and internationally to those affected by WPS is also important.

Communication has improved over the course of the NAP. The secretariat to the Oversight Group keeps members of the group well informed through the circulation of progress reports and other material of interest. In turn some members of the group inform their networks of progress. Engagement, through thematic meetings outside Dublin, including Belfast, helps to inform a wider audience about the NAP's aspirations and aims. Oversight Group (OG) members recognise that more work must be done to ensure that the NAP is familiar to all those affected by and working on WPS matters.

Three communication and engagement aspects that could be improved emerged during this review. First, there are opportunities for wider communication across government and within DFAT and DJE. Secondly, there are opportunities

to engage with domestic civil society organisations and NGOs on issues such as FGM, GBV, women migrants and refugees, human trafficking and sex workers, and with international NGOs on the relationship between WPS and humanitarian and development responses. The third provides opportunities to engage with groups in Northern Ireland working within the women's sector who are aware of the NAP but not fully engaged in its potential except tangentially through the operation of the Reconciliation Fund.

A query was raised about how relevant parts of the education and health systems could be engaged in the NAP and the Oversight Group should consider engagement with these Departments. Within DFAT and DJE some steps are already underway on internal communications and other areas remain to be developed more fully. For example, there are opportunities in DFAT to involve country desks in WPS more often and engage PMUN and PREU in NAP discussions, including OG meetings, more regularly. Within DJE it may be helpful to consider supplementing co-ordination with more regular strategic communication between the units and agencies covered by the NAP, including the Gender Equality Division, those tasked with coordination of Ireland's CEDAW input and those working on refugee and asylum matters.

Knowledge about the NAP among civil society organisations (CSOs) and INGOs was mixed. Many of those who were aware of it did not consider it when designing and delivering programmes, or include it concretely when preparing shadow reports to international monitoring bodies. CSOs who were not aware of the NAP, having read it in preparation for a conversation with the consultants, could readily identify how it would be useful. There was no great sense of partnership working with government on these issues except for those who worked with An Garda Síochána on the ground

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and with the Defence Forces internationally on GBV.

The Irish Consortium on Gender-based Violence (ICGBV) acknowledged it could give WPS more focus in its strategic review and planning during 2017, addressing the GBV-WPS interface and situating the NAP within its forthcoming strategy to help chart the future direction for the ICGBV. Government might assist this by advising how INGOs can contribute to the NAP through incorporating WPS more effectively when aligning their funding applications with *One World, One Future*; and discussing how to manage partnership in delivery alongside advocacy and speaking out.

INGOs understood that having a WPS NAP with a domestic element sent a strong signal. CSOs saw "a clear connection between Ireland international and Ireland domestic; if Ireland is not good domestically it will lose international authority."[60] Awareness of the NAP in Northern Ireland came through several CSOs active on WPS. With women's role in the conflict and the impact of the conflict on women overlooked by many official and civil society strategies, their inclusion in the NAP was appreciated. There was a lack of awareness that WPS activities were included in the Reconciliation Fund, and this prompted the suggestion of an engagement strategy based around a programme of events to share experiences and work towards collective outcomes on WPS themes.

Oversight Group

The Oversight Group (OG) has made noticeable achievements. It meets quarterly, there is a high level of attendance by members indicating both interest and value in being present, and responsible actors report against the monitoring

framework. Membership reflects key actors within government and agencies engaged in WPS issues as well as those with expertise in NGOs and universities. OG members commented on the following: the high level of trust in the Chair and the Conflict Resolution Unit secretariat; how well they are kept informed; their expanded knowledge and learning from attendance; and the benefit of engagement with other actors across government and from NGOs.

An important change from previous arrangements is the introduction of a thematic element to supplement the information in the monitoring reports and provide those involved but outside the OG's membership with an opportunity to engage. This element has been received very positively by all members. The sessions are viewed as informative and the discussions useful in helping members to think about WPS in a more holistic way rather than from the particular perspective of their organisation or unit. Members report learning from each other in a way that is not possible if meetings are confined to reviewing the monitoring framework.

Going forward the Oversight Group faces a number of challenges including membership composition, the value of the monitoring returns, further developing the thematic approach, capacity building and succession planning.

Membership

It is important that the Oversight Group membership has an appropriate balance to reflect the commitments in the NAP, reflect the current and emerging WPS issues in Ireland, and provide the opportunities to learn from each other and forge links that may not have been possible otherwise. The value and importance of the NAP's focus on the domestic implications of WPS were demonstrated during an OG thematic session on human trafficking, migrants and refugees, and

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[60] Point made in consultations during the current midterm review.

GBV, which involved those responsible for these areas and for the broader women's rights and gender equality agenda within government who are not normally present. Similarly, PMUN, PREU, OSCE and the mission in Geneva have important contributions to make and lessons to learn from participating in OG discussions. Inclusion of these voices may further enhance the links and understanding between international and domestic issues relevant to the NAP and its success.

CSOs on the Oversight Group bring significant expertise on WPS including policy development, operational implementation, research and monitoring, and outreach. They recognise that they could harness their range of expertise more effectively in appraising implementation and helping to deliver a more successful NAP; for example, in developing outreach and focusing on impact rather than solely on progress reporting. Making the step change for the next NAP to focus on the impact and difference that Ireland makes internationally and domestically on WPS requires ongoing evaluation expertise to be available to the Oversight Group. The OG would benefit from the regular attendance of DFAT's Evaluation and Audit Unit, which brings particular links with colleagues across government, and perspectives on cross-learning, including on the relationship between WPS and gender equality through the application of the Public Sector Duty.[61]

Thematic approach

The thematic sessions have been widely lauded for providing more detailed information on WPS work and NAP progress, with government departments/units offered the opportunity to make inputs. To continue to add value it would be helpful to consider recalibrating the focus over the next year. A strategic aim is to achieve a whole-of-government approach which implies reflecting WPS in key strategies and plans, demonstrably sharing learning and delivering effective coherence and coordination across organisations. In this context, it may be helpful to identify a number of NAP themes that have cross-government implications and have each actor discuss their contribution. Topics such as monitoring and evaluation, representation of women and engaging civil society may be candidates for such consideration. It is important that sufficient time be scheduled to ensure all relevant issues are covered and implementers and OG members feel that the discussions are places in which knotty problems can be aired for common resolution. It is also important that all members understand that the thematic element of the meeting is as much a part of the oversight function as update reports against the reporting framework.

Capacity building and succession planning

Ensuring that OG members are provided with appropriate induction and capacity building is a key consideration moving forward to enable effective contribution to making the NAP a success. This should include focusing on the role of the Oversight Group and the respective roles of its members, understanding the evidence base on WPS and what within that evidence informed the NAP's development, and appreciating the environment within which NGOs and CSOs operate. In the absence of a concentrated initial induction the thematic briefings and circulation of material have been helpful.

Succession planning to enable the smooth transition of Oversight Group members and the secretariat function is important to the effective operation of the OG and effective implementation of the NAP. The secretariat function is particularly vulnerable to timescales for moving officials to

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61 This should be an 'attendance' role, not a 'membership role' so as not to fetter the independence of the Evaluation and Audit Unit.

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new postings; it is unlikely that the main co-ordinator at the start of a NAP will be in place at the end of its cycle. To aid succession planning it is critical to build and maintain relationships through WPS engagement inside and outside government.

Monitoring and Evaluation

The function of monitoring and evaluating the NAP has progressed since the first NAP. Lessons have been learned and recommendations from the midterm review and final review of the first NAP have largely been implemented. The Oversight Group receives regular reports and aims to enhance the understanding of work underway across government. Nonetheless, appropriate and proportionate objective assessment of progress on an ongoing basis remains a challenge.

Generally, the regular reporting undersells the range of work on implementing the NAP across government and agencies, and there is little space for the totality of the story to be told although the thematic sessions help to address this. It is reasonable to expect quarterly reporting of incremental progress, recognising that sometimes reporting quarterly is too short a timespan for progress to be evident. Much of the information provided as updates to the Oversight Group is in the form of reporting on functions and discreet actions. This is useful in promoting confidence in the actions being taken by Departments and agencies, but limited in assessing the impact that the processes and actions have had on the overall NAP aims and commitments.

Absence of robust gender disaggregated statistical data and analysis is a significant gap, not least for establishing useful baselines and monitoring progress. Evidence to the CEDAW Committee 66th session provided a variety of data but at population level, and in areas most relevant to the NAP it was not gender disaggregated and

thus not useful for monitoring implementation. Data availability is critical to demonstrating progress on the NAP and has implications for the implementation of the SDGs, acknowledged by implementers and civil society representatives on the OG. There are efforts to address the considerable lack of information within some departments; the complexity and cost of developing such data will be a challenge and should remain a priority. NGOs collate information on gender as part of programme implementation but often do not have the expertise and/or resources to undertake analysis or report results. Departments may wish to engage with NGOs that receive funding to establish if there is a mutual benefit from collectively harnessing such information. DCD co-funded UN Women's gender disaggregated statistics initiative *Making Every Woman and Girl Count*[62] - it is a challenge to advocate the use of gender disaggregated data internationally when appropriate systems are not in place domestically. Implementation of the Public Sector Duty through its framework contained in s42 of the Irish Human Rights and Equality Act (2014) can be helpful in developing the type of information necessary for WPS monitoring and review purposes.

Gaps in data are exacerbated by an absence of expertise on statistics and research embedded within departments. Links with evaluation and audit units in departments to gain from their evaluative expertise could be useful.

Baseline information for each indicator is important to enable robust monitoring of progress. Many of the NAP indicators do not have baseline information which can lead to confusion in reporting. Progress is sometimes reported against

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[62] UNW, *Making Every Woman and Girl Count*, May 2016. http://www.unwomen.org/-/media/headquarters/attachments/sections/how%20we%20work/flagship%20programmes/fpi-statistics-concept-note.pdf?vs=7

the indicator only. Other reports are against the actions while ignoring the indicators. In some cases there is no reporting because the meaning of the indicator or how to collect information to meet the requirement is not clear. This may be an indication of confusion on the value of the indicators in reflecting the NAP commitments and leads to the myriad of ways in which information comes to the Oversight Group thus making monitoring progress more challenging.

The general view was that focus on the achievements against the indicators did not capture much of the good work being undertaken across government. There was consensus among implementing actors, civil society representatives and academics on the Oversight Group that there were too many indicators and these were not always useful in mapping progress towards meeting the NAP commitments and/or actions. They recognised the need to focus not just on activity but also on the impact being made on the commitments and the WPS pillars. It is also important to ensure that actions and indicators relate to the appropriate pillar. Working through a Theory of Change approach for a future NAP will assist.

CHAPTER 5
CONCLUSIONS AND RECOMMENDATIONS

This chapter draws a number of conclusions from the Overview and Analysis and these are supported by recommendations for enhancing implementation and providing consideration for the development of a future NAP.

Ireland's second NAP has demonstrated learning from the reviews of the first NAP by embedding many of the recommendations in its commitments, actions, indicators and associated work plans. The second NAP is more streamlined and focussed on the key issues identified by the reviews and in consultation with key stakeholders.

Progress on implementation has been generally good to date and the following reflects on the highlights of implementation.

>> Ireland's reputation and use of convening power to advocate successfully internationally on WPS has been enhanced through the development of a NAP that has a clear international focus and at the same time reflects the emerging implications of WPS for domestic policy, programmes and funding. Ireland's strategic focus on WPS has played a role in enabling international bodies such as the UN, EU, NATO and OSCE to move issues forward.

>> Ireland is recognised as a world leader on WPS leading to international requests to facilitate new developments. One example is hosting a regional workshop bringing together EU, NATO and UN Gender Advisors for the first time to explore similarities and differences and develop common understanding, language and action to strengthen peacekeeping missions.

>> Provision of funding in support of WPS goals including embedding WPS within the Stability Fund, support for the Global Acceleration Instrument, utilising humanitarian funding through a WPS lens, and leveraging funding from other sources internationally and domestically has contributed towards innovation and widening the application of UNSCR1325.

>> Through the inclusion of domestic elements in the NAP, Ireland provides the opportunity for domestic policy and programme response on issues such as human trafficking, GBV, sexual exploitation and gender equality to contribute to the authority of its international work. The inter-relationship between domestic and international is further illustrated by the *National Action Plan on Business and Human Rights*.

>> Embedding the NAP within DFAT's *Statement of Strategy* and corresponding business plans and reference in the *Programme for Partnership Government* with its wider gender equality and budgeting considerations are demonstrations of the potential for significant progress in mainstreaming WPS at the heart of government.

>> The operation and coordination of the Oversight Group has improved significantly. There is a high degree of trust in the Chair and the coordinator and this has had a positive impact on its members and the tone and focus of meetings. It provides a forum for the visible manifestation of a whole-of-government approach and provides opportunities for implementers and CSOs to learn, identify linkages and share lessons. This is important for both individual OG members and increasing potential for the learning to be shared with respective networks. The development in tone and practice may enable a more strategic corporate approach in developing the next NAP.

>> The Irish Defence Forces (DF) are recognised internationally as leaders in embedding gender and WPS in training and peacekeeping operations. Through the review of their WPS Action Plan, their work with international organisations and their investment in training, the DF demonstrate the priority they give to and the value in working within a WPS framework.

>> The value that Civil Society Organisations (CSOs) add to the development of policy and delivery of public services was highlighted in An Garda Síochána's (AGS) work with migrant women when they first arrive in Ireland and their work with CSOs on the ground in dealing with crimes against women. AGS has also enhanced elements of its training by involving CSOs inputting on WPS issues.

>> Representation and participation of women in decision making has increased at senior levels in the diplomatic service and in policing. It remains important that these women are visible operationally to ensure that best effect is given to their influence and impact.

>> Ireland has started to address the relationship between WPS, gender and humanitarian goals through its approach to programming and funding for international aid and implementation of *One World, One Future* and the *Call to Action*. This is achieved, in part, through a focus on GBV, the provision of gender and protection experts and gender sensitive approaches to relief and recovery particularly in risky situations.

>> An enabling environment combined with individual initiative resulted in new WPS elements in the NAP. An example is introducing gender perspectives into disarmament and non-proliferation, advocating women's empowerment and agency and securing better gender balance at a meeting of the UN General Assembly's First Committee (Disarmament and International Security Committee).

The midterm review offers an opportunity to reflect not only on achievements but also on lessons learned and challenges faced in the implementation of the complex NAP process. It allows identification of what might be improved and/or enhanced based on the experience of implementation to date. The following recommendations reflect an independent assessment of the areas and issues that would enhance the successful implementation of the NAP and prepare for the development of a future NAP.

Recommendations

1. Government departments and agencies should ensure that NAP priorities and actions are embedded within strategic and business plans. Alternatively they might consider the model provided by the Defence Forces of a standalone NAP. For example, DJE should include a commitment to the NAP in its departmental Strategy Statement from 2017 and develop WPS within the new *National Women's Strategy*.

2. Government departments and agencies should consider how the Public Sector Duty on human rights and equality can assist implementation of the NAP; for example, assessing WPS issues relevant to departmental functions and identifying the relevant policies, plans and actions to address the impacts.

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3. Government departments and agencies should use the strategic framework for equality-informed budgeting set out in the *Programme for Partnership Government* and the draft *National Women's Strategy* from 2017 to ensure that resources are directed in support of the NAP.

4. DFAT should establish an internal NAP implementation group and have WPS as an item on the agenda of Ambassadorial meetings to ensure that all its divisions and units are aware of DFAT's contribution and provide opportunities to contribute and engage. Similarly, DJE should develop an internal mechanism to ensure strategic communication and collaboration between units and agencies that come within the NAP's remit, including the Gender Equality Division and Units involved with refugees and asylum matters, beyond the coordination function operated currently.

5. DFAT should consider a WPS-focused engagement strategy for the Reconciliation Fund.

6. The Oversight Group should develop a plan to engage with government departments responsible for education and health to ensure that all the relevant parts of government know of and contribute to the NAP. For example, reflect on whether WPS can feature in the human rights and citizenship education delivered by schools, colleges and NGOs reported in Ireland's *Common Core Document* to the UN.

7. The Oversight Group should engage regularly with Oireachtas Committees, including those responsible for justice, defence, foreign affairs and the implementation of the Good Friday Agreement.

8. The Oversight Group should develop a plan for engaging effectively with civil society

organisations working in the areas covered by the NAP, both domestically and internationally. This should ensure that CSOs and INGOs have the opportunity both to reflect WPS in their plans and communications with their respective networks and to reflect their views, issues and experiences to the OG.

9. As members of the ICGBV, DCD and DF should encourage the ICGBV to address the NAP during its strategic planning and to include it in its strategy from 2017. Part of this might be to consider how international and domestic lessons on GBV might be shared between INGOs and Irish and Northern Ireland CSOs.

10. DFAT, as the sponsoring department, should review the membership of the Oversight Group to ensure it properly reflects the interests in the NAP, including DJE's strategic contribution; and that recruitment for future membership reaches a wide range of those who have an interest in WPS issues. Ensure, as far as is possible, that there is appropriate succession planning in place particularly for the secretariat.

11. DFAT should put in place an induction and continuous learning programme to ensure that Oversight Group members understand the aspiration, roles, responsibilities and evidence base for WPS and the NAP. OG Members should be aware of the important role they have in the oversight and accountability framework for the NAP and encouraged to exercise their expertise in the role of 'critical friend' across all aspects of the NAP.

12. Oversight Group members should take a proactive approach to awareness and public engagement. CSO and academic members have a particular contribution to make in this regard in terms of disseminating WPS information, sharing expertise and engaging colleagues through their networks.

CONCLUSIONS AND RECOMMENDATIONS

13. To enable the development of a more strategic corporate approach in the implementation of the NAP, the Oversight Group should review its thematic approach to focus on and reflect the value of cross-cutting issues and ensure there is sufficient time for discussion. The OG might also begin a conversation across government on the linkages between WPS, gender equality, the SDGs, the Public Sector Duty, and equality-informed budgeting.

14. Ensure that the data used for the development and monitoring of the NAP is robust. Government departments and agencies should support the NAP with a data development and implementation plan to identify the gaps in gender and ethnic disaggregated data and options for addressing the gaps. Ensure that baselines are established for each of the indicators/actions in preparation for the final review.

15. DFAT should enhance the capacity for monitoring and evaluation through the regular attendance of its Audit and Evaluation Unit at the Oversight Group. This may enable a robust ongoing monitoring process for the implementation of the NAP, with the use of an independent process deployed to support the strategic development of the following NAP.

16. Reporting during the second half of the NAP should reflect the full range of work and progress. Progress reporting for the final review should include reports against implementation of the midterm review recommendations.

17. In preparation for the final review, the Oversight Group should reflect on the learning for individual members and the OG as a whole and ensure this is documented to capture the impact of the learning.

18. In preparation for the development of the next NAP, undertake a Theory of Change approach to its development. Such an approach will help determine the outcomes Ireland wants to achieve under each pillar, how it will go about implementation, and ownership and responsibility for actions and progress towards the achievement of the outcomes. This should result in a corporate approach, an overall reduction in the number of actions and indicators and ensure that each relevant Department makes its appropriate contribution.

Appendix 1
Ireland's second National Action Plan on Women, Peace and Security Pillars and Objectives

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

(a) Continue implementation of effective training policies on the prevention of sexual exploitation and abuse, human rights, gender equality and humanitarian law for all relevant Irish staff deployed overseas.

(b) Address the issue of impunity for conflict-related sexual violence in national and international legal systems.

(c) Contribute in a strategic manner to the promotion of peace, stability and security.

(d) Work to prevent and respond to sexual and gender-based violence in situations of fragility.

PILLAR 2: Participation and Representation of Women in Decision Making

(a) Implement the commitments relating to the empowerment of women in Ireland's policy for international development, *One World, One Future* relating to fragile and humanitarian contexts.

(b) When working with private sector entities and in promoting Irish interests, seek to promote synergies between this work and the empowerment of women in conflict and post-conflict situations.

(c) Support the empowerment and participation in decision-making of women on the island of Ireland, including those affected by conflict.

(d) Increase the participation of women at senior decision making and leadership levels in Irish defence, police and foreign services.

(e) Incorporate the Women, Peace and Security agenda as a key theme of engagement with situations of fragility.

(f) Support and promote women peace-builders and a gender perspective in peace-building.

(g) Support engagement of men in advancing gender equality and other initiatives which promote the principles of Women, Peace and Security.

PILLAR 3: Protection from Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) and Other Violations of Women's Human Rights and International Humanitarian Law, and Relief, Recovery and Rehabilitation

(a) Work to eliminate the scourge of sexual violence in conflict.

(b) Work to protect women and girls in humanitarian crises, including those crises as a result of conflict.

(c) Support the relief, recovery and rehabilitation of women on the island of Ireland affected by conflict.

PILLAR 4: Promotion of Women, Peace and Security agenda in International, Regional and National Arenas

(a) Support the inclusion of the Women, Peace and Security agenda where relevant in human rights mechanisms.
(b) Leverage Ireland's role in regional and international organisations to gain visibility for and increase implementation of the Women, Peace and Security agenda.
(c) Increase lesson-sharing of Irish experience of Women, Peace and Security.
(d) Build public awareness of Ireland's commitment to the Women, Peace and Security agenda.

Monitoring and Evaluation

(a) Fully support the effective monitoring and evaluation of the commitments of the National Action Plan by the Monitoring Group.

This includes through (i) revising objectives, actions and targets in light of emerging issues and policy agendas in WPS, and in response to lessons learned and challenges identified; (ii) involving parliamentarians in monitoring implementation through appropriate Oireachtas committees; (iii) regular dissemination, outreach, communication to wider stakeholder communities and ensuring the perspectives of women affected by conflict are incorporated into ongoing monitoring.

Appendix 2
Matrix on Progress to September 2016

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

Commitments:
a) Continue the implementation of effective training policies on the prevention of sexual exploitation and abuse, human rights, gender equality, and international humanitarian law for all relevant Irish staff deployed overseas.
b) Address the issue of impunity for conflict-related sexual violence in national and international legal systems.
c) Contribute in a strategic manner to the promotion of peace, stability and security.
d) Work to prevent and respond to sexual and gender-based violence in situations of fragility.

Action	Indicators	Results
Promote best practice in effective training on Women, Peace and Security issues Promote best practice in effective training on Women, Peace and Security issuesby sharing lessons-learned, including through supporting the United Nations Training School Ireland (UNTSI) as a centre of excellence, as well as training of civilian deployees. (DFAT: PD; DF)	1.1 Number of Irish and international military and civilian deployees and potential deployees trained on Women, Peace and Security issues.	**Partially achieved** Records are maintained by UNTSI in relation to the number of personnel who receive pre-deployment training which includes Gender perspectives and packages on GBV/SEA and WPS.
	1.2 Regular, quality, up-to-date training on issues relating to Women, Peace and Security.	**Achieved and ongoing** Bi-annual audits are conducted in UNTSI. DF share workshops and training with ICGBV regularly. AGS provided training to officers selected for overseas duty on international human rights standards, cultural awareness, gender equality.
Advocate in international fora (in particular the International Criminal Court) and, where appropriate, in domestic legislation for greater accountability for conflict related sexual violence asa war crime, crime against humanity and act of genocide. (DFAT: PD, DCD, Legal)	1.3 Number and quality of references in national interventions and statements.	**Partially achieved** Consistent calls for end of impunity: e.g. speech at UN Women/JRR event.

PILLAR 1

Action	Indicators	Results
	1.4 Financial contributions to international organisations and non-governmental organisations (NGOs) working on fighting impunity.	**Achieved and ongoing** Funding provided to ICRC to provide humanitarian assistance. Stability Fund used to support JRR initiative on SGBV experts.
Develop leadership and core competency in the promotion of women's participation in post-conflict reconciliation, including through lesson- sharing and activity in the United Nations and other multilateral fora. (DFAT: PD)	1.5 Number of initiatives to promote women's political participation in post-conflict reconciliation, including lesson-sharing visits.	**Achieved and ongoing** Six lesson sharing visits since beginning of 2nd NAP including Turkey, Liberia, and Israel and Palestine.
	1.6 Continued financial contributions to international organisations and NGOs working on women's participation in post-conflict reconciliation.	**Achieved and ongoing** Stability Fund, Reconciliation Fund and support for Global Acceleration Instrument used to support NGOs and INGOs working with women in post conflict reconciliation settings.
Support the reflection of the principles of Women, Peace and Security, and the use of Sex- and Age-Disaggregated Data (SADD) within the post-2015 sustainable development agenda. (DFAT: PD, DCD)	1.7 Level of appropriate engagement in post-2015 process.	**Achieved and ongoing** Contributed to process of agreeing Agenda 2030 SDGs, ensuring inclusion and mainstreaming of WPS targets. Active role in lead up, during, and post World Humanitarian Summit, with President's leadership.
Promote the incorporation of gender perspectives into multilateral Early Warning systems for preventing conflict, including those of the European Union, United Nations and Organisation for Security and Co-operation in Europe (OSCE).(DFAT: PD)	1.8 Greater inclusion of gender as a factor in Early Warning to improve conflict prevention.	**Achieved and ongoing** International Crisis Group funded to support field-based analysis and recommendations on prevention of conflict. A number of countries included specific recommendations promoting a gender perspective.
Provide support for programmes and initiatives which prevent and respond to gender-based violence.(DFAT: DCD)	1.9 Clear evidence of support provided to programmes and initiatives aimed at preventing gender-based violence and their impact.	**Achieved** Support, including financial, provided to invest in innovative approaches to enhance GBV prevention. and mitigate gender inequality. Irish Aid's Rapid Response Initiative pre-positioned stocks to respond to needs of women and girls.

PILLAR 2: Empowerment, Participation and Representation of Women in Decision Making

Commitments:

a) Implement the commitments relating to the empowerment of women in Ireland's policy for international development, *One World, One Future* relating to fragile and humanitarian contexts.

b) When working with private sector entities and in promoting Irish interests, seek to promote synergies between this work and the empowerment of women in conflict and post-conflict.

c) Support the empowerment of women and participation in decision-making of women on the island of Ireland, including those affected by conflict.

d) Increase the participation of women at senior decision making and leadership levels in Irish defence, police and foreign service.

e) Incorporate the Women, Peace and Security agenda as a key theme of engagement with situations of fragility.

f) Support and promote women peace-builders and a gender perspective in peace-building.

g) Support engagement of men in advancing gender, equality and other initiatives which promote the principles of Women, Peace and Security.

Action	Indicators	Results
Provide support for initiatives which focus on empowering women, including in national political dialogues, and on strengthening women's participation in political decision-making in situations of fragility, including by promoting informal mobilisation and grassroots women's groups. (DFAT: DCD)	2.1 Clear evidence of supportto build capacity of local CSOs including grassroots women's organisations to promote women's participation in political decision-making, including through informal mobilisation.	**Achieved and ongoing** Support provided to UN Trust Fund that targets CSOs working to end violence against women in fragile and humanitarian contexts. Support provided for international CSOs on empowering women's political participation.
	2.2 Clear evidence of support to initiatives which promote gender-sensitive political institutions.	**Achieved and ongoing** Funded INGOs to ensure leadership structures are open and responsive to women. Funded to Inter-Parliamentary Union's multi-annual programme promoting gender-sensitive parliaments.
	2.3 Evidence of support tothe creation of enabling environments for civil society organisations to engage in democratic processes.	**Achieved and ongoing** Support provided Palestine Human Rights and Democratisation scheme including NGOs focused on women's rights and democratic development.
Ensure a gender perspective, in particular the empowered participation of women, is incorporated, as appropriate, into support for security and justice sector reform, national parliaments and oversight institutions in fragile contexts. (DFAT: DCD)	2.4 Women, Peace and Security agenda well-reflected in governance programming and relevant support for CSOs in fragile contexts.	**Achieved and ongoing** Financial support provided to Inter-Parliamentary Union's multi-annual programme and to the International Commission of Jurists who work in fragile contexts.

PILLAR 2

Action	Indicators	Results
Ensure that engagements with private sector stakeholders incorporate core values including gender equality and Ireland's National Plan on Business and Human Rights, when complete. (DFAT)	2.5 Awareness raising among private sector stakeholders of core values including gender equality and CEDAW obligations.	**Partially achieved** Working outline of National Plan for Business and Human Rights references conflict affected areas, promotion of gender equality, and the promotion of women's empowerment.Once completed it will be brought to the attention of those promoting Irish interests in Africa.
Provide technical and financial support through the Reconciliation Fund to civil society led initiatives at a strategic level that strengthen women's role in peace building, repair those issues leading to conflict, build a strong civil society, and encourage political participation on the island of Ireland. (DFAT: IUKA)	2.6 Baseline established of percentage of funding allocated to projects which support the empowerment and participation of women.	**Partially achieved** Work to establish baseline is ongoing. Reconciliation Fund support for a range of projects.
Promote the principles of Women, Peace and Security through political and official-level engagement and advocacy with relevant partners at executive, parliamentary and local authority level, and support the establishment of a North South Consultative Forum as provided for in the Good Friday Agreement, which could advise the administrations and the North South Ministerial Council on social, cultural and economic issues, includingthe advancement of women in public life. (DFAT: IUKA)	2.7 Evidence in public messaging through speeches, press releases, public statements, etc.	**Partially achieved** Messaging on women's participation throughout centenary commemoration projects and exhibitions.
	2.8 Increased extent to which post-conflict structures address gender-specific legacy concerns.	**Partially achieved** Legacy Gender Integration Group supported to develop *Gender Principles for Dealing with the Legacy of the Past* and participate in US Congressional Hearing. Work on establishment of Consultative Forum ongoing.

PILLAR 2

Action	Indicators	Results
Continue to undertake measures to improve the recruitment, retention and advancement of women within the Defence Forces, An Garda Síochána and the foreign service.(DFAT; DF; AGS)	2.9 Measures undertaken and implemented on recruitment and retention leading to an increase in the number of women at middle- and senior-level management in Defence Forces, An Garda Síochána, and the foreign service.	**Partially achieved** Recruitment strategies employed by DF and AGS to encourage more women, and those from minority communities. AGS risen to 26% female; 30% of ethnic liaison officers are female. Increased number of women in senior diplomatic posts.
Monitor the implementationof all of the recommendations contained in the report 'Towards Gender Parity in Decision-Making in Ireland', in the context of the implementation of the National Women's Strategy 2007-2016. (DJE: GED)	2.10 Increased availability of data on implementation.	**Partially achieved** Information available on increase in women's representation in DFAT: 17% senior level, and 36% middle management roles, 5 out of 30 Ambassador roles, 23 of 66 Minister Counsellor, and 6 of 9 General Consul post.
Ensure a strong gender equality and conflict analysis in programming in fragile contexts in Sierra Leone, Liberia, Palestine, Zimbabwe, Myanmar and Somalia. (DFAT: PD, DCD)	2.11 Women, Peace and Security issues clearly reflected in country strategies and other planning tools.	**Partially achieved** Humanitarian Assistance Policy reaffirms gender inequality and GBV as core to Ireland's approach. Gender equality and women's empowerment are focus for programmes in Liberia and Sierra Leone. Reflection of WPS not evidenced for other countries.
Include Women, Peace and Security in the strategic objectives of the Stability Fund. (DFAT: PD, DCD)	2.12 Increased weight given to Women, Peace and Security issues in assessing Fund proposals.	**Achieved** Stability Fund reviewed and additional emphasis placed on WPS to improve women's decision-making in conflict and post-conflict situations.
Pilot strategic engagement on WPS issues in a situation of fragility including an effective method of assessing the impact of the Plan.(DFAT: PD, DCD)	2.13 Potential of twinning in NAP activities investigated.	**Partially achieved** Consideration has been given to potential for strategic engagement between Ireland and other nations / projects.Work is ongoing during second half of NAP.

PILLAR 2

Action	Indicators	Results
Provide support to programmes that support the inclusion of gender perspectives and women's effective participation in negotiation and implementation of peace agreements, as well as disarmament, non-proliferation and arms control. (DFAT: PD)	2.14 Level of financial support and number of cases documented where Ireland has encouraged programmes to include a gender perspective.	**Partially achieved** Financial support for organisations and projects. Gender given priority for disarmament and non-proliferation policy. Ireland highlighted gendered impact of nuclear weapons and is first country to push women's empowerment and agency in disarmament. No evidence on number of cases.
Continue to support international, regional, and where appropriate national, mediation organisations to increase the focus on the principles of Women, Peace and Security, particularly the inclusion of womenas mediators. (DFAT: PD, DCD)	2.15 Level of financial support and impact of organisations' activities.	**Achieved and ongoing** Stability Fund used to emphasise WPS through support of international mediation and peacebuilding organisations.
Support programmes that work with women and men on gender equality, in particular those which aim to reduce violence in communities and that promote awareness raising among men and boys of GBV, domestic violence and women's rights. (DFAT: PD, DCD, IUKA)	2.16 Number of programmes proposed funded and their impact on women and girls, men and boys.	**Partially achieved**l NGOs funded to support engagement with men and boys on WPS, gender equality, masculinities and GBV. There is no evidence of impact of such initiatives.

PILLAR 3: Protection from Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) and Other Violations of Women's Human Rights and International Humanitarian Law, and Relief, Recovery, and Rehabilitation

Commitments:

a) Work to eliminate the scourge of sexual violence in conflict.

b) Work to protect women and girls in humanitarian crises, including those crises as a result of conflict.

c) Support the relief, recovery and rehabilitation of women on the island of Ireland affected by conflict.

Action	Indicators	Comment
Support initiatives which increase awareness of sexual violence in conflict and build the capacity of the Irish NGO sector, including continuing to actively support the Irish Consortium on Gender Based Violence. (DFAT: DCD; DF)	3.1 Continued active engagement including financial support for the ICGBV.	**Achieved and ongoing** Ireland made 8 renewed commitments under the Call to Action from the Protection of GBV in Emergencies at the WHS in May 2016. DFAT and DF support ICGBV and other initiatives, collaborations and partnerships with IRC and CSOs AGS and DJE work with NGOs on human trafficking, FGM and SEA.
Increase and improve training for Defence Forces personnel who may be investigating cases of sexual assault, to ensure the victim receives the required support whilst an unbiased investigation is carried out. (DF)	3.2 Training policy implemented.	**Achieved** Training policy implemented. Records kept of numbers receiving pre-deployment training, SOIT, Sexual Assault Kits, and human trafficking.
Continue to work towards ratification by Ireland of the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention). (DJE: Cosc)	3.3 Convention ratified.	**Partially Achieved** Istanbul Convention signed. Implementation actions reflected in National Strategy scheduled to be delivered in early 2018.
Develop a National Strategy on Sexual and Gender-Based Violence.(DJE)	3.4 Strategy reflects principlesof Women, Peace and Security, including prevention, protection and participation where appropriate.	**Partially achieved** Strategy developed and acknowledges the WPS NAP and UNSCR 1325. Implementation ongoing including links on WPS issues.

PILLAR 3

Action	Indicators	Comment
Ensure the protection of women and girls in emergencies is prioritised in development and humanitarian policy commitments, including through appraisal criteria and allocation of specific human resource capacity and technical expertise. (DFAT: DCD)	3.5 Increase in targeted funding provided for protection of women and girls in emergencies.	**Achieved and ongoing** Gender equality is key element of funding decisions. There is increased targeting of funding towards those programmes which meaningfully address gender.
	3.6 Number of gender or protection advisers trained and/or deployed to emergency and recovery contexts.	**Achieved and ongoing** In 2016, 6 members of Ireland's Rapid Response Corps deployed as surge capacity in gender and protection roles with UN partners' humanitarian/emergency response operations.
Prioritise the fight against trafficking in human beings, both domestically, cross-border, and as an international policy priority. (DJE: AHTU; HSE; AGS)	3.7 Level of national participation in international policy development.	**Achieved and ongoing** Ireland played a key role in steering the UNGA resolution *New York Declaration for Refugees and Migrants* in 2016. Ireland's 2nd NAP to Prevent and Combat Human Trafficking took account of international policy.
	3.8 Measures taken to combat trafficking in women and girls from conflict situations to Ireland.	**Partially achieved** Ireland participates in investigations with an international dimension. NAP to Prevent and Combat Human Trafficking has victim focused approach. Implementation ongoing.
	3.9 Measures taken to prosecute offenders and offer relief and recovery to victims.	**Partially achieved** HSE Anti-Human Trafficking Team provides support to suspected victims of trafficking. No evidence on prosecutions.

PILLAR 3

Action	Indicators	Comment
In humanitarian crises overseas, support access to quality essential services, reproductive healthcare, including ante-natal care and family planning services, access to basic water, sanitation and hygiene services for women and girls affected by conflict. (DFAT: DCD)	3.10 Improved access to quality services for women and girls affected by conflict and fragility	**Partially achieved** DCD provides funding support to UN agencies, ICRC and a range of NGOs for the delivery of humanitarian assistance. No evidence of improved access to quality services.
Strengthen outreach to women and girls in Ireland who have been affected by conflict, includingmigrant women, diaspora communities, and those seeking asylum, and those who have experienced female- genital mutilation (FGM), to ensure raised awareness and increased utilisation of the services available. (HSE; Tusla)	3.11 Outreach planned and implemented to increase awareness of healthcare and support services available among migrant women from conflict areas.Ethnic equality monitoring utilised where appropriate.	**Partially achieved** Funding provided to number of NGOs who deal with those who have been tortured and suffered domestic abuse and FGM. Ethnic monitoring is not fully in place.
Continue to support, through the Reconciliation Fund, projects that support women who have been affected by the conflict on the island of Ireland. (DFAT: IUKA)	3.12 Level of financial support and impact of projects on lives of women and girls.	**Partially achieved** Reconciliation Fund supported women affected by conflict on island of Ireland. No evidence of impact or projects.
Ensure that the international protection needs and rights of women affected by conflict are addressed in the reform of Ireland's international protection system, to include the establishment of a Single Application Procedure.(DJE: APD)	3.13 Progress towards implementation of a Single Application Procedure.	**Partially achieved** Single Application Procedure, operational from January 2017.
Ensure that the Garda Racial Intercultural and Diversity Office and Domestic Violence and Sexual Assault Investigation Unit have the capacity to implement best policing practices which reflect the particular issues affecting women who have migrated to Ireland from conflict areas. (AGS)	3.14 Level of resources available and evidence of effectiveness of policing practices.	**Partially achieved** AGS engages with newly arriving migrants to ensure women are made aware of policing practices that protect rights of women. No evidence of effectiveness

Pillar 4: Promotion of Women, Peace and Security Agenda in International, Regional and National Arenas

Commitments:

a) Support the inclusion of the Women, Peace and Security agenda where relevant in human rights mechanisms.

b) Leverage Ireland's role in regional and international organisations to gain visibility for and increase implementation of the Women, Peace and Security agenda.

c) Increase session sharing of Irish experience of Women, Peace and Security.

d) Build public awareness of Ireland's commitment to the Women, Peace and Security agenda.

Action	Indicators	Comment
Advocate, as a member of the UN Human Rights Council 2013-2015 for the integration of a reference to Women, Peace and Security resolutions in relevant country resolutions. (DFAT: PD)	4.1 Number and quality of relevant national interventions.	**Achieved and ongoing** Co-sponsored resolutions on a range of countries that included references to WPS. Highlighted WPS in a national statement in UNHRC.
Advocate for the inclusionof steps taken to implement the Women, Peace and Security resolutions including the protection of women human rights defenders and to combat GBV and SEA as part of the Universal Periodic Review (UPR) mechanism of the UN Human Rights Council. (DFAT: PD)	4.2 Number and quality of recommendations and references dealing with WPS, GBV and SEA in UPR processes.	**Achieved and ongoing** Made 20 recommendations on GBV, SEA, gender equality and women's rights during session of UPR Working Group, with 14 recommendations accepted so far.
Support the implementation of CEDAW general recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations. (DFAT: PD, IUKA)	4.3 Inclusion of information on the implementation of CEDAW general recommendation No. 30 in Ireland's periodic report to the Committee.	**Achieved and ongoing** DFAT input on all relevant aspects of periodic report.
	4.4 Support given to the implementation of the general recommendation in international fora as appropriate.	**Achieved and ongoing** Provided support on role of women in conflict at relevant international fora such as UNHRC and OSCE.
Support UN entities, in particular UN Women, directly involved in facilitating implementation of the Women, Peace and Security agenda. (DFAT: PD, DCD)	4.5 Prominent advocacy, political and financial support for UN Women's WPS programme.	**Achieved and ongoing** Ministerial Statements and PMUN consistently advocate for WPS within the UN including in the UNHRC. Funding provided through Stability Fund and Global Acceleration Instrument to support WPS programmes.

PILLAR 4

Action	Indicators	Comment
	4.6 Active participation in Accountability Coherence and Transparency Group at the UN.	**Achieved and ongoing** Ireland continues to be active in ACT group.
Continue to advocate for an OSCE-wide Action Plan on UNSCR 1325. (DFAT: PD)	4.7 Action Plan on UNSCR 1325 on agenda of OSCE.	**Partially achieved** Ireland co-sponsored side event on UNSCR 1325 at OSCE meeting in September 2106. Working with others to build consensus on WPS.
Participate fully in the European Union Taskforce on UNSCR 1325 in order to increase coherence and consistency in the approaches across the EU to Women, Peace and Security.(DFAT: PD)	4.8 Evidence of quality of Irish engagement with taskforce, by both Member States and civil society organisations.	**Achieved and ongoing** Participation in EU Taskforce on 1325 continues. PREU raises WPS agenda in EU fora, e.g. the PSC. CRU and PREU make efforts to enhance coherence across Member States.
Advocate for the inclusionof gender into EU Common Security and Defence Policy (CSDP) operations, plans and crisis management concepts for military and civilian missions and operations, including where appropriate reporting separate and in parallel to chain of command. (DFAT: PD; DOD)	4.9 Percentage of new CSDP missions and operations with specific gender elements and/or reporting structures in place.	**Achieved and ongoing** All new CSDP missions/operations have gender elements. Mission commanders' reports include gender and human rights aspects.
As a member of the Partnership for Peace (PfP), advocate for the NATO Action Plan on UNSCR. 1325. (DOD)	4.10 Level of engagement with PfP on Women, Peace and Security.	**Achieved and ongoing** DFAT/DOD organised workshop for UN, EU and NATO gender advisors to strengthen gender in peacekeeping missions. DOD advocates priority on gender.
Ensure relevant Department of Defence civilian staff are trained on Women, Peace and Security.(DOD)	4.11 Training received by relevant personnel.	**Achieved and ongoing**All relevant staff trained in WPS.Link with European Security and Defence College.
Advocate for the participation of Irish personnel in Gender Adviser roles in international peace support operations including UN, UN-mandated missions and CSDP missions.(DFAT: PD; DOD)	4.12 Increase in number of applications from civilian experts for Gender Advisers positions at CSDP missions.	**Partially Achieved**In total 21 applications received for 3 civilian Human Rights and Gender Advisor or Gender Expert posts, with 1 person seconded in May 2015.

PILLAR 4

Action	Indicators	Comment
	4.13 Increase in numbers of Irish peacekeepers serving in these roles at UN missions as well as EU and NATO-led missions.	**Partially Achieved** Two Deputy Commanding Officers serving with UNIFL and UNDOF designated as Gender Advisors. 1 Captain in MONUSCO with gender advisor element in role and 1 Cmdt in EUTM Mali with gender perspectives in brief.
Promote women's experience and expertise in peace-building in N.Ireland/Ireland within the international arena, including by highlighting women role models.(DFAT: CRU)	4.14 Gender perspective included in lesson-sharing visits.	**Achieved and ongoing** WPS has been incorporated into lesson sharing on N.Ireland.
Promote the Women, Peace and Security agenda, with a particular focus on the empowerment of women, among young people, boys and girls. (DFAT: PD, DCD)	4.15 Clear evidence of advocacy and promotion activity.	**Achieved and ongoing** Ireland co-funded Global Review of implementation of UNSCR 1325. Oversight Group has communications strategy to promote awareness of WPS.Ireland hosted RAR1325 workshop of gender advisors from DPKO, the UN, EU and NATO.
	4.16 Monitoring of public awareness using existing mechanisms.	**Not achieved** No evidence of monitoring public awareness.
Ensure principles of Women, Peace and Security are reflected in public events and public messaging where relevant, including the DFAT annual Reconciliation Network Forum.(DFAT: IUKA)	4.17 Evidence in public messaging through speeches, conference agendas, etc.	**Partially achieved** A number of speeches were made internationally and at conferences. WPS mentioned by civil society panellist at Reconciliation Networking Forum in December 2016.
Work to promote the Women, Peace and Security agenda both in Irish media and online, including where appropriate through encouraging quality applications to the Simon Cumbers Media Fund, on Women, Peace and Security issues. (DFAT: DCD, CRU, Press)	4.18 Number of quality applications to Simon Cumbers Media Fund referencing Women, Peace and Security.	**Achieved and ongoing** 18 out of 104 applications related to WPS.

5: Monitoring and Evaluation

Commitment:

a) Fully support the effective monitoring and evaluation of the commitments of the National Action Plan by the Oversight Group

The Oversight Group will also:

>> Revise existing objectives, actions and targets in light of emerging issues and policy agendas in Women, Peace and Security, and in response to lessons learned and challenges identified in the monitoring process.

>> Work with the appropriate Oireachtas committees to ensure involvement by parliamentarians in the monitoring of National Action Plan implementation.

>> Develop and use outreach and communications mechanisms to ensure regular dissemination of updates to wider communities of stakeholders and make sure, in particular, that the perspectives of women affected by conflict are incorporated into the ongoing work of the Oversight Group.

Action	Indicators	Comment
Support third-level research into data collection and/or measuring impact of Defence Forces actions in the Plan. (DF)	5.1 Research undertaken.	**Partially achieved** Support for Masters and PhD students on UNSCR 1325. No evidence of research into data collection and/or assessment of impact.
Devote increased resources to evidence-based research relating to gender equality. (DFAT: DCD, CRU)	5.2 Level of financial support. Availability and communication of research.	**Partially achieved** Ireland has supported the dissemination of research and learning from response and recovery, gender equality and protection. Financial support was provided for OECD research on gender equality and women's rights in fragile states. It is not clear if resources have increased.
Gather baseline data via the implementation of pre- and post-deployment surveys for relevant civilian and military staff and incorporate impact statements on Women, Peace and Security issues in post deployment surveys. (DFAT; DF; AGS)	5.3 Data available for comparative analysis and mid- and end- stage reports.	**Not achieved** No evidence of comparative analysis.

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Action	Indicators	Comment
	5.4 Qualitative data regarding perceptions, opinions and impact of training on trainees available.	**Not achieved** No evidence of data collected or analysed.
Promote and support the circulation of short summary documents of the NAP and any progress reports within government bodies, the Houses of the Oireachtas, and the media.(DFAT: CRU)	5.5. Documents circulated.	**Achieved and ongoing** Regular newsletter updates provided to a range of interested parties.
Facilitate a meeting of the Monitoring Group in Northern Ireland. (DFAT: CRU)	5.6 Feedback from NI women's groups.	**Achieved** Oversight Group held meetings in NI with women's groups.
Allocate a dedicated budget to NAP related activities in the areas of monitoring and data collection.(DFAT: CRU)	5.7 Budget available.	**Not achieved** No evidence of budget for monitoring and data collection.
	5.8 Increase in availability of data.	**Not achieved** No evidence of increased availability of data.
Develop an online resource for the dissemination of material on Women, Peace and Security.(DFAT: CRU)	5.9 Online resource in use.	**Not achieved** Plans to develop online resource, but not in place at time of review.
Work through the relevant Joint Committees to raise awareness of Women, Peace and Security issues including lesson-sharing opportunities. (DFAT; DJE)	5.10 Monitoring Group presenting regularly to the relevant Joint Oireachtas Committees to raise awareness of Women, Peace and Security.	**Not achieved** Arrangements to present to the Oireachtas Committee to be made.

Appendix 3
List of Consultees

Government Departments and Statutory Bodies	
Department of Foreign Affairs and Trade	
Political Division	Conflict Resolution Unit UN Coordination Unit Human Rights Unit International Security Policy Unit Disarmament and Non-Proliferation Unit Permanent Mission to the United Nations
Europe Division	Permanent Representation to the European Union European Neighbourhood and Policy Division
Ireland-UK-Americas Division	Policy Unit Humanitarian Unit
Development Cooperation Division (Irish Aid)	
Evaluation and Audit Unit	
Department of Defence	
Department of Justice and Equality	Crime and Security Cosc (National Office for the Prevention of Domestic, Sexual & Gender-Based Violence) Anti-Human Trafficking Unit
Asylum Services, Integration and Equality	Gender Equality Division Asylum Policy Division
Defence Forces	An Garda Síochána Garda Office for Security and Policing Garda Racial and Intercultural Office Garda National Protective Services Bureau
Health Service Executive, National Social Inclusion Office	

Oversight Group	
Civil society members (CSOs, academics, independents)	
Chair of Oversight Group	
Focus Groups	
INGO members of the Irish Consortium on Gender Based Violence	Concern, World Vision, Christian Aid, Plan, Oxfam
NGO members of Refugee and Migrant Coalition	Crosscare, Action Aid, Akidwa, YWCA, NCP (New Communities Partnership), SWAI (Sex Workers Alliance Ireland).
NGOs in Northern Ireland	Northern Ireland Women's European Platform (NIWEP), Women's Resource and Development Agency (WRDA), Women's Information Northern Ireland (WINI), Women's Tech, Legacy Gender Integration Group.
Observation	
Oversight Group in December 2016	
DFAT Annual Reconciliation Forum in December 2016	

Appendix 4
Members of Oversight Group

Nora Owen	Independent Chair

Government Departments/Statutory Bodies

Frank Smyth	Director, Conflict Resolution Unit, DFAT[63]
Ger Considine	Development Cooperation Division
Sarah McGrath	Ireland, UK and Americas Division[64]
Nicola Donnelly	Cosc,[65] Department of Justice and Equality
Diane Nurse	National Social Inclusion Office, Health Service Executive
Barry Lavin	International Security and Defence Policy Branch, DOD
Eoghan McDermott	Gender Advisor, Irish Defence Forces
Louise Synnott	An Garda Síochána
Émer Deane	Permanent Representation of Ireland to the European Union

Civil Society/Academia/Independent Experts

Colm Byrne	Oxfam Ireland
Anastasia Crickley	Department of Applied Social Studies, Maynooth University
Jacqueline Healy	National Women's Council of Ireland
Rob Kevlihan	Kimmage Development Studies Centre
Réiseal Ni Chéilleachair	Trócaire
Catherine O'Rourke	Transitional Justice Institute, University of Ulster[66]
Michael Rowan	Independent
Ruth Taillon	Centre for Cross Border Studies

Secretariat: Conflict Resolution Unit, Department of Foreign Affairs and Trade

Paula Molloy	Deputy Director, Conflict Resolution Unit
Olivia Lucas	
Colin Davy	Clerical Officer

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[63] Frank Smyth replaced Kevin Kelly.

[64] Formerly Anglo-Irish Division.

[65] Cosc is the National Office for the Prevention of Domestic, Sexual and Gender-based Violence

[66] Jessica Doyle is an alternate for Catherine O'Rourke

Appendix 5
Terms of Reference

Midterm Review of Ireland's 2nd National Action Plan on Women, Peace and Security

Background of the Midterm Review

Ireland's second National Action Plan on Women, Peace and Security (NAP) was launched in January 2015 by Minister for Foreign Affairs and Trade Charlie Flanagan TD, and runs from 2015-2018. The National Action Plan co-ordinates Ireland's Women, Peace and Security (WPS) agenda both domestically and abroad. The commitments of the NAP are derived from UN Security Council Resolution 1325, adopted in 2000, and the seven related resolutions that have been adopted by the UN since. Building on the progress made by the first National Action Plan (2011-2014), the Plan sets out how Ireland will implement the objectives of the Women, Peace and Security agenda in its programme support activities, diplomatic advocacy and policy-making. It also recognises the relevance of UNSCR 1325 and related resolutions to peace and reconciliation on the island of Ireland.

A mid-term review of the National Action Plan is expected to take place in Q4 of 2016. This will comprise a comprehensive examination of the implementation of the Plan in 2015-2016, and a look forward to the second half of the Plan in 2017-18. A Reference Group[67] has been established to plan the review, comprising members of the Oversight Group Secretariat, the Evaluation and Audit Unit of the Department of Foreign Affairs and Trade, and statutory body and civil society members of the Oversight Group itself.

Purpose of the Midterm Review

The purpose of the Midterm Review is to assess progress to date against the commitments and indicators of the Second National Action Plan, and in doing so, to review the utility of the existing indicators.

Scope of the Midterm Review

The scope of the Midterm Review will examine the progress made on implementation of the Plan from its launch in January 2015 through to the end of 2016. The Review will report on progress against indicators and actions from all actors charged with commitments under the NAP. The Midterm Review should also reflect on the commitments, indicators and actions of the Plan in the light of recommendations made in the Midterm and Final Reviews of the 1st National Action Plan on Women, Peace and Security (2011-2014).

The review should consider the following questions:

i)   To what extent has progress been achieved in implementation?

ii) What challenges were encountered?

iii) What lessons have been learned and opportunities identified?

iv) What is the utility of each indicator? Might indicators be better-articulated, and how?

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[67] Reference Group members: Jacqueline Healy (National Women's Council of Ireland), Catherine O'Rourke (Transitional Justice Institute, University of Ulster), Réiseal Ní Chéilleachair (Trócaire), Paula Molloy (CRU, DFAT), James Kelly (CRU, DFAT), Lesley Ni Bhriain (E&A, DFAT), Niall Morris (DCD, DFAT)

Methodology of the Midterm Review

Stage 1. (September-October 2016) Oversight Group Secretariat to gather reports from responsible actors on their implementing activities to date, to include, where appropriate, both quantitative and qualitative indicators of activities.

Stage 2. (October-December 2016) Consultant to conduct desk-based review of reports from Stage 1, to identify findings for further investigation.

Stage 3. (November 2016) Consultant to submit inception report to Reference Group, setting out any proposed qualifications to the TORs, the planned process for conducting

Stage 4, including an indicative list of planned sources and consultations with key informants, and proposed structure for final document.

Stage 4. (November 2016) Meet with Reference Group to discuss Inception Report.

Stage 5. (December 2016) Consultant to validate findings identified in Stage 2 by interviewing those who led the reporting from the responsible actors and other key informants as identified in Stage 3.

Stage 6. (January 2017) Consultant to submit draft final report to Reference Group, to identify any necessary changes/additions/clarifications.

Stage 7. (February 2017) Consultant to submit final report to Oversight Group in Quarter 1 2017.

Expected Outputs of the Midterm Review

There are two expected outputs from the Midterm Review:

a) A qualitative report (maximum 25 pages) written by the contracted, independent consultant and based on consultations with relevant stakeholders, including but not limited to members of the Oversight Group, and informed by the 'progress reports' on NAP actions and indicators formulated by the relevant statutory bodies.

b) A review of existing NAP indicators (maximum 5 pages) produced by the independent consultant in agreement with the Oversight Group to establish a baseline for the Final Review in 2018.

Appendix 6
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