



Rialtas na hÉireann  
Government of Ireland



# Final Review of Ireland's Second National Action Plan on UNSCR 1325

Bronagh Hinds and Debbie Donnelly

Our peace could not have been achieved without the steady and courageous activism of civic organisations campaigning for a more just and peaceful society, many of which were led by the women of Ireland, North and South.

MICHAEL D. HIGGINS, PRESIDENT OF IRELAND

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# List of Abbreviations

<b>CEDAW</b>	Convention on the Elimination of Discrimination Against Women
<b>CSO</b>	Civil Society Organisation
<b>CSW</b>	Commission for the Status of Women
<b>DFAT</b>	Department of Foreign Affairs and Trade (Ireland)
<b>DJE</b>	Department of Justice and Equality (Ireland)
<b>DOD</b>	Department of Defence (Ireland)
<b>EU</b>	European Union
<b>GBV</b>	Gender-Based Violence
<b>HSE</b>	Health Service Executive (Ireland)
<b>ICC</b>	International Criminal Court
<b>ICGBV</b>	Irish Consortium on Gender Based Violence
<b>NAP</b>	National Action Plan
<b>NGO</b>	Non-Governmental Organisation
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>RAR</b>	Regional Acceleration of Resolution 1325
<b>SDG</b>	Sustainable Development Goal
<b>SEA</b>	Sexual Exploitation and Abuse
<b>UN</b>	United Nations
<b>UNGA</b>	UN General Assembly
<b>UNSC</b>	UN Security Council
<b>UNSCR</b>	UN Security Council Resolution
<b>UPR</b>	Universal Periodic Review
<b>WPS</b>	Women, Peace and Security

# 1. Executive Summary

## FINAL REVIEW OF SECOND NAP

The Final Review of Ireland's second National Action Plan (NAP) assesses progress on meeting commitments on Women, Peace and Security since the Midterm Review. It considers contributions by Ministers, departments and agencies; the utility of the indicators used to measure progress; the challenges, lessons and opportunities; and the application of previous recommendations. It takes account of the international context and good practice elsewhere.

This summary outlines a number of achievements while the recommendations (immediately following) address gaps and shortfalls through proposals for improvement covering a new strategic approach to the NAP, accountability frameworks, leadership, communications and other matters. The Final Review should be read alongside the Midterm Review (2016). Their critiques and recommendations are intended to assist the development and delivery of the next National Action Plan.

## CONTEXT

Environments for women and girls caught up in conflict have grown more difficult. Wars in Syria and Yemen, increasing flows of refugees, human trafficking, conflict-related violence, violent extremism and arms trading, among other adversities and persecutions, demonstrate that new exertions are needed on protecting women and girls. Mainstreaming gender perspectives into human security has become more urgent. A consistent approach to gendering conflict analysis and solutions along with greater effort to open spaces for women to exercise their agency for change are required.

In the 2018 UN Security Council Open Debate the UN Secretary General highlighted the gap between commitment and delivery. Ireland and many Member States agree that implementation has proceeded too slowly with inadequate results. Stronger collaboration in driving forward the agenda is called for to meet the challenges which include interrupting old cultures, building effective pathways and exploring accountability mechanisms.

## IMPLEMENTING THE SECOND NAP

In preparing to rise to these challenges with a third NAP that is both high-level and deeply rooted, it is important to acknowledge the progress made already. Due regard has been given to the recommendations of independent reviewers, and the significant efforts made to incorporate lessons has resulted in noticeable improvement. Furthermore, the extent of the effort, activity and achievement against the actions and commitments under the WPS pillars has been largely undersold by implementers.

Mainstreaming Women, Peace and Security in key strategic documents across government has increased. A comprehensive approach to embedding WPS across DFAT was initiated. A pathway for integrating WPS in the work of Ireland's embassies was explored, expanding possibilities for collaboration with governments, local partners and women in conflict-affected and post-conflict countries. WPS is a key element in foreign policy and effective advocacy has led to policy results in international arenas; optimum engagement by relevant embassies helps to strengthen WPS globally and extend credibility and influence.

Small important steps have been taken to bridge the national and the international dimensions. Ireland added value to the UN's efforts to include women in peace processes and negotiations by sharing the experiences of Northern Ireland women. Oversight Group members increased their knowledge on the situation and concerns of refugee and asylum-seeking women in Ireland. Efforts are underway to strengthen domestic leadership and engagement.

Monitoring and evaluating is challenging, including the identification and measurement of indicators and developing the necessary gender and ethnic disaggregated data. The breadth of issues, complexity of activity and multiple stakeholders engaged in delivery is testing for implementers, monitoring processes and evaluators alike; and measuring the impact of NAPs as a transformative tool for women's empowerment and gender equality is difficult.<sup>1</sup> Ireland has taken a leading role in fostering multilateral collaboration in building knowledge and capacity.

Achievements over the life of the second NAP include:

- » Leadership in the Sustainable Development Goals (SDGs) 2030 Agenda with its link to women's empowerment, gender equality and women's role in peace and security.
- » Consistent attention to gender based violence (GBV) in fragile situations through funding CSOs to work on multi-level GBV advocacy, emergency response and recovery and preparedness activities to support women and girls on the front line.
- » Preparation and enactment of legislation that enabled Ireland to be fully compliant with and ratify the Istanbul Convention in March 2019.<sup>2</sup>
- » Championing gender perspectives in disarmament and arms control, including a guide on incorporating gender-based violence into export control risk assessments to underpin the Arms Trade Treaty, the first legally binding disarmament instrument to acknowledge the link between arms transfers and GBV.
- » Lessons from Northern Ireland to support women in conflicts such as Colombia and advance the international agenda on women's agency in peace processes.
- » Chairing the Commission on the Status of Women and presiding over conclusions on rural women and girls, including as WPS relates to their circumstances.
- » Funding a range of CSO programmes empowering women on political participation, governance and lobbying for gender equality.
- » Through partnership with multilateral organisations and other nations, successfully advocating and adding value globally on WPS issues and providing neutral space for dialogue and learning between multilateral organisations.
- » Defence Forces' development of a bespoke action plan to complement the NAP and introduction of a gender lens into training for peacekeeping missions.
- » Assignment of a Gender Adviser to NATO's Partnership for Peace.
- » Garda Síochána Protective Units providing investigative expertise and support for women and children who have been subject to trafficking, violence and abuse.
- » Increased focus on refugees and asylum seekers in Ireland through strategic direction, increased resources, learning new ways of working and Oversight Group attention.
- » Significant improvement in outreach, with wider circulation of WPS information, meetings with refugees and asylum seekers and CSOs in Ireland and engaging women in Northern Ireland.
- » Support for research including the OECD-DAC report *Donor Support to Gender Equality and Women's Empowerment in Fragile and Conflict-Affected Situations*, and *Engaging Men through Accountable Practice (Liberia)*.

## 2. List of Recommendations

The recommendations arise out of the review and analysis of implementation during the second half of Ireland's second National Action Plan, build on those in the Midterm Review, and take account of lessons from elsewhere. They cover a range of matters including a new strategic approach to the NAP, accountability frameworks, leadership and communications. The Final (and Midterm) Review's critiques and recommendations are particularly pertinent to the initiation of the third NAP (see appendix 5).

- 1. Development of the third NAP:** The third NAP should cover 5 years to aid flexibility, monitoring, review and evolution as a 'living document'. A theory of change approach (or other logic model) should be adopted to focus the third NAP on WPS impacts with fewer, more strategic indicators. With the NAP elevated to an overarching strategic level, stakeholders/implementers should be asked to adopt a comprehensive approach to WPS by developing their own appropriate holistic WPS action plans with indicators and targets related to the strategic plan and indicators. These should take account of budget and resource allocation.
- 2. Communicating WPS:** A communication strategy, including a social media plan, should be integral to and sit alongside the third NAP. The communication strategy should cover communication, dissemination and feedback on WPS locally, nationally and globally. Lessons could be drawn from Ireland's Permanent Mission to the United Nations effective communication and social media strategy.
- 3. Leadership responsibility:** The Tánaiste should approve the NAP, and consideration be given to also inviting other Ministers to sign off. Responsibility for NAP delivery should sit with the Secretary General in government departments and equivalent senior executive within other agencies.
- 4. Domestic leadership:** Deeper engagement by the Department of Justice and Equality (DJE) should be secured. The Reception and Integration Agency, Office for the Promotion of Migrant Integration and Anti-Human Trafficking Unit should contribute to the NAP. To advance coherence between national and international strategies on WPS, women's rights, gender equality and GBV, it would also be useful to engage the DJE's Gender Equality Division and the National Office for the Prevention of Domestic, Sexual and Gender Based Violence.
- 5. Whole-of-Government:** New partner implementers should be introduced to broaden and deepen the domestic elements of the NAP and offer a whole-of-government approach. Consideration should be given to beginning with the Department of Education and Skills and the Department of Rural and Community Development.
- 6. International reach to the ground:** A plan to engage missions in conflict-affected or post-conflict countries more fully in the NAP should be developed and rolled out to help drive application of WPS down to ground level. Lessons and results from the South Africa pilot should be shared to increase awareness of WPS and encourage missions to develop action plans and report regularly on progress and outcomes/impacts.
- 7. Conflict-affected women arriving in Ireland:** The learning from contributions to thematic meetings and consultation with conflict-affected women during the second NAP should inform the third NAP. Information on their rights as underpinned in WPS should be accessible to refugees and asylum seekers through key agencies as well as CSOs. Staff working with conflict-affected women should have access to the appropriate training and support.



- 8. Women in Northern Ireland:** Develop a coherent, consistent and strategic approach to NAP planning and implementation in relation to women in Northern Ireland at all levels of society. As part of this, address the CEDAW Committee's concluding observations on Ireland's combined 6th and 7th reports in March 2017 relating to women, peace and security so that Ireland has progress to report at the next CEDAW Committee periodic review.
- 9. Data Development Plan:** As a priority, develop a data development plan for the NAP across government, including generating baseline information.<sup>3</sup> Initiate a discussion with partners, drawing on the expertise of bodies such as the Central Statistics Office and the Northern Ireland Research and Statistics Agency. Explore how the Public Sector Duty might be used in gathering WPS data. Consider working with a key partner to establish the pathway e.g. CRU, DFAT's Evaluation and Audit Unit and DCD (Irish Aid is a key deliverer for whom it is important to be able to collate and draw on gender disaggregated data and explain qualitatively the gender impact of its funding).
- 10. Accountability and reporting:** Reports to senior management in each department or agency and the Oversight Group on the respective actions plans should be to the strategic monitoring framework. Discussion on 'what counts as progress?' might be useful in efforts to move from reporting on activity to tracking and reporting on impact. Reports should be a coherent narrative focused on outcomes and indicators with measurements, story and impact. Reports should attempt to capture spend on WPS. Reporting to the Oversight Group should be every six months and feed into a deeper, challenging and strategic exchange and discussion on impact and direction structured around the NAP pillars.
- 11. Oversight Group:** The Oversight Group should have clear terms of reference. New members would benefit from an induction programme that builds on their knowledge and skill, introduces the theory of change approach and impact indicators, brings them up to speed with NAP developments and ensures there is clarity on the role, operation and expectations of the Oversight Group and its members. Consideration should be given to re-focusing the quarterly meetings, dedicating two to longer formal business meetings and two to thematic meetings (which could be supplemented by roundtables, site visits, etc.). Business meetings should strategically focus on progress, challenges, outcomes and impacts against the NAP pillars and goals (based on a strategic third NAP and the accountability and reporting suggested above). Every effort should be made to encourage constructive, challenging and supportive discussion among implementers and independent members.
- 12. Coherent understanding to underpin application of WPS:** It would be valuable to facilitate discussions to draw out the inter-connection and synergies between WPS and other key themes and areas, in particular, women's rights, gender equality, gender justice, development, humanitarian action, SDGs and CEDAW.



*Dr. Catherine Turner presenting at the Mediation Conference, June 2018, Trinity College Dublin*

## 3. Review Purpose and Methodology

### REVIEW PURPOSE

The purpose of the Final Review is to assess progress against the commitments and indicators of Ireland's second National Action Plan 2015–2018, and in doing so, to review the utility of the existing indicators. The approach adopted built on the work undertaken for the Midterm Review. Thus, the Final Review looked in particular at implementation between January 2017 and October 2018 in particular, and reflected on the recommendations in the Midterm Review<sup>4</sup> and the Midterm and Final Reviews of the first NAP.<sup>5</sup>

The Final Review methodology consisted of desk research, consultations, interviews and analysis. It examined the extent to which progress has been achieved in implementation, challenges encountered and lessons learned. Contributions by the Irish Government and implementing bodies were considered along with the international context and good practice elsewhere. In addition, the reviewers took account of the Regional Acceleration of Resolution 1325 (RAR) workshop held in June 2018 on developing outcomes and indicators for NAPs. Recommendations were made to assist in the development of Ireland's third NAP.



Women in Mediation Seminar, June 2018

### 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 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:<sup>6</sup>

- 1. Pillar 1 Prevention:** Prevention of Conflict, Including Gender-Based Violence (GBV) and Sexual Exploitation and Abuse (SEA).
- 2. Pillar 2 Empowerment and Participation:** Empowerment, Participation and Representation of Women in Decision Making.
- 3. 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.
- 4. Pillar 4 Promotion:** Promotion of Women, Peace and Security agenda in International, Regional and National Arenas.

The pillars are underpinned by a strong commitment to monitoring and evaluation. There is an Oversight Group comprised of equal representation from statutory bodies that are responsible for implementation and civil society.<sup>7</sup>



*Tánaiste Simon Coveney speaking at WPHF event*

## DESK RESEARCH

The consultants reviewed government departments' and statutory bodies' progress reports to the Oversight Group, documents collated by the Department of Foreign Affairs and Trade and sent by the individual departments and agencies. Also considered were 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 explored. Qualitative and quantitative indicators used by Ireland were considered including in the context of UN and EU indicators.

## CONSULTATION WITH STAKEHOLDERS<sup>8</sup>

Twenty three conversations<sup>9</sup> were held with implementers and representatives from civil society organisations and Chair and members of the Oversight Group. Twenty meetings were face-to-face and three were by telephone. In addition, the consultants received three written submissions. The consultants also observed a meeting of the Oversight Group. All discussions and submissions were conducted within a framework of questions that interviewees received in advance. The framework explored a range of issues including: 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; examples of good practice; and thoughts about what was important to include in a third NAP. The meetings revealed considerably more information than was available in progress reports.

## ANALYSIS

Evaluative information was gathered from the desk research; interviews with implementers, civil society organisations and academics; and observation of an Oversight Group meeting. 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 reflects on achievements and lessons learned and aims to assist the preparation and development of the third NAP. A separate analysis was undertaken in respect of the NAP indicators which considered their usefulness and how the current suite sit within the overall strategic context.

A number of challenges were encountered in this review and the lessons can carry into consideration of the third NAP. These are discussed within the relevant following chapters.

## 4. Context and Lessons for the National Action Plan

### TOWARDS DELIVERY AND ACCOUNTABILITY FOR WOMEN, PEACE & SECURITY

There is a solid global framework for Women, Peace and Security in place. Leading this is the suite of UN Security Council Resolutions on WPS,<sup>10</sup> echoing and extending the *Beijing Declaration and Platform for Action*, and the *Convention on the Elimination of Discrimination Against Women*, in particular CEDAW General Recommendation No. 30.<sup>11</sup> These obligations and commitments are mutually reinforcing.

They are further underpinned by mainstreaming WPS and women's rights across other Security Council resolutions and commitments. For example, UNSCR 2272 commits to improved transparency and accountability for sexual exploitation and abuse perpetrated by peacekeeping troops.<sup>12</sup> The Circle of Leadership of Heads of State and Government is committed to zero tolerance and nearly 100 Member States, including Ireland, have signed voluntary compacts with the UN to tackle sexual exploitation and abuse.<sup>13</sup>

UNSCR 2282 is intended to improve the international peace architecture. It recognises that sustaining peace is a continuum that "encompasses activities aimed at preventing the outbreak, escalation, continuation and recurrence of conflict" and that women, young people, women's groups and civil society are crucial stakeholders and actors. UNSCR 2282 underscores the importance to peacebuilding of women's leadership and gender dimensions as well as the meaningful participation of young people.<sup>14</sup>

A comprehensive approach to preventing violent conflict is essential, addressing drivers of conflict, patterns of violations of human rights and international humanitarian law and underlying root causes of conflict, including different kinds of exclusion, systemic discrimination and marginalisation, based on analysis of conflict dynamics and joined-up strategic planning.<sup>15</sup>

UNSCR 2242 emphasises the comprehensive approach and sees WPS as a central component in addressing global challenges.<sup>16</sup> It links WPS with the World Humanitarian Summit's Agenda for *Humanity*,<sup>17</sup> which embraces

empowering women and involving women's groups in decision-making within core responsibilities that include political leadership, conflict prevention and building local capacity and stability.

The all-important *2030 Agenda for Sustainable Development* speaks specifically to women and young people. Expressing determination to foster peaceful, just and inclusive societies free from fear and violence it is clear there can be no sustainable development without peace and no peace without sustainable development. Beyond the headline key goal on gender equality and empowering women, the Agenda calls for redoubling efforts to resolve or prevent conflict and to support post-conflict countries, including through ensuring that women have a role in peace-building and state-building.<sup>18</sup>

The Organisation for Economic Cooperation and Development 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.<sup>19</sup> Multilateral organisations are striving to learn together, collaborate and complement to reinforce actions as demonstrated by the regional workshop on accelerating implementation of WPS hosted by Ireland in 2018.<sup>20</sup>

### INCREASED POLITICAL AND FINANCIAL DRIVE REQUIRED TO DELIVER RESULTS

In the Security Council's WPS debate in October 2018, while reflecting on progress the UN Secretary General acknowledged the "significant gap between what we say in this chamber, and what we do outside."<sup>21</sup> In the continuing marginalisation of and devastating impact of conflict on women and girls the UN continues to document increasing cases of conflict-related sexual violence.

Women's participation in formal peace processes remains extremely limited, constituting just 2 percent of mediators, 8 percent of negotiators and 5 percent of witnesses and signatories in all major peace processes between 1990 and 2017. Women human rights defenders, political leaders, journalists and activists, who play an important role in addressing the root causes of conflict, are targeted at alarming rates. Funding for programmes that promote gender equality and women's empowerment in conflict-affected countries is just 5 per cent of total bilateral aid to such countries.

Yet an analysis of 40 peace processes shows that where women have strong influence an agreement was almost always reached, and women's participation increases the probability of a peace agreement lasting at least 2 years by 20% and 15 years by 35%.<sup>22</sup>

The UN Secretary General made clear that implementation has proceeded too slowly and results have been inadequate. He drew attention to the failure to back commitments with the requisite financial and political support:

“We repeat statistics about the sustainability of inclusive peace processes, but that is not how we mediate most conflicts. We extol the positive influence of women peacebuilders, but provide little space for their participation. We rely heavily on women's organisations, but do not fund them adequately. We recognize the importance of gender analysis, but cut the budgets for such expertise.”

António Guterres, United Nations Secretary-General

He prioritised redressing the stagnation of women in UN peace operations at all levels; interrupting the practice of supporting and leading processes that are not inclusive by increasing women's meaningful participation in mediation and supporting local level peacebuilding with active women's groups; and including gender analysis in reports to the Security Council.<sup>23</sup> He intends to hold UN entities accountable for their commitment to track spending on WPS to reach or exceed 15 percent by 2020, a target which had already been signalled to all multi-partner trust funds in conflict-affected and fragile settings, donor countries and development banks.<sup>24</sup>

## ACCOUNTABILITY

The matter of synergies in accountability is arising with researchers exploring the relation between human rights reporting through CEDAW and the Universal Periodic Review and accounting for WPS progress and outcomes. CEDAW General Recommendation 30 is a pathway for this. The Global Study on 1325<sup>25</sup> considered the linkages and made a number of recommendations and UN Women commissioned a guidebook on the connection between the General Recommendation and the WPS resolutions.<sup>26</sup>

The annual UNSC Open Debate is an important opportunity for Member States to give the WPS agenda their collective attention and the UNSG to focus minds on achievements, shortfalls, challenges and priorities. It is argued that “while the Security Council has unique authority over UN system activities, sanctions and peacekeeping, the CEDAW Committee as a human rights treaty monitoring body possesses the more effective system of State accountability and the more robust commitment to women's equality and rights.”<sup>27</sup> There is room for improved complementarity between the CEDAW Committee, as an institution of the human rights system, and the UN Secretary General.

## DEVELOPMENTS IN NATIONAL ACTION PLANNING

As of November 2018, 79 countries have adopted National Action Plans, 40% of Member States. EU Member States account for 20 of the 79 NAPs. Most NAPs (51-65%) now include processes for monitoring and evaluation, but just 29 (37%) include an allocated budget for implementation.<sup>28</sup> Member States are encouraged to align domestic and international policies and adopt an inclusive holistic approach to achieving and sustaining peace, security and development.

The Women's International League for Peace and Freedom draws attention to insufficient consideration of the connection between disarmament, gender equality and violence despite some countries' history of conflict or involvement in military intervention and the arms trade. Only 23 (29%) include references to disarmament and provide specific actions to disarm society and control the illicit trade of small arms. Ireland is one.

There are eleven Regional Action Plans, including that of the European Union. Ireland has hosted several regional workshops, which provide opportunities for Member States, alongside civil society representatives, and for multilateral agencies to share lessons learned and best practices.

Lessons from different Member States include the need for: a clearer focus; coordination of measures; defining of responsibilities; inclusion of all relevant ministries and agencies; inclusion of foreign service missions especially where these are in conflict and post-conflict countries; gender analysis, including perspectives on masculinity; connections with local women's rights organisations and grassroots initiatives for social change and gender equality. One Member State explicitly noted that the NAP has had a positive impact on commitment and skills development in the government agencies involved.<sup>29</sup>

It has proven challenging to develop and apply successful monitoring and evaluation systems, with clear and tangible objectives and targets that enable measurement of progress, especially in the context of partnership. The monitoring and evaluation system also needs to enable measurement of impact at the front line in focus countries as well as at high policy levels.

Several countries draw on their domestic expertise and actions on equality, non-discrimination and human rights to help inform WPS and gender equality work abroad; domestic actions in turn are informed by the WPS Agenda. Increasingly, multiple ministries and agencies are involved in the WPS National Action Plan, with several designated for each NAP objective. In some cases, the expected contributions from civil society organisations to objectives are noted, recognising their expertise in sustainable peace building, development cooperation, refugee support and advocacy. There is movement towards overarching strategic NAPs into which feed more detailed action plans and indicators developed by individual ministries, departmental units and agencies. It is anticipated that this will promote more effective and concrete implementation.

In Finland<sup>30</sup> the range of NAP implementers detail their main measures and activities planned for the following year and submit annual reports on implementation, outputs and outcomes. There is an annual report to parliament and

more detailed midterm and final evaluation reports are also prepared.

Sweden<sup>31</sup> locates its NAP in its feminist foreign policy, which is coordinated by its Ambassador for Gender Equality. The NAP is a strategic document setting out overall priorities, goals and sub-goals. An operational matrix for implementation is drawn up with the relevant ministries and government agencies under the leadership of the Ministry for Foreign Affairs, with the senior management of each responsible for ensuring that their action plan is implemented.

Canada<sup>32</sup> has a Feminist International Assistance Policy and adopted a theory of change approach which illustrates how the various commitments by the lead and supporting partner departments contribute to the NAP's five objectives. Its strategic NAP, signed by seven Ministers, is underpinned by implementation action plans developed by their ministries and agencies. Implementation plans are regularly reviewed and can be augmented during the period of the NAP. Some implementers are identified as lead partners and others as supporting partners. Lead partners undertake to provide political leadership and diplomacy by integrating gender into all policy and diplomatic engagements; to ensure gender analysis informs all projects through explicit and deliberate steps that ensure that interventions provide equitable access and benefits; and to build expertise and capacity to deliver results.

## IRELAND'S POLICY FRAMEWORK

Ireland's commitment to WPS globally is rooted in its profound understanding and experience of resolving conflict on the island of Ireland that continues to the present day. It remains focused on sustaining peace, addressing conflict legacies and new challenges and engaging women in Northern Ireland. The domestic element of Ireland's NAP sits alongside the international dimension and addresses women affected by conflict who arrive in Ireland; attention has increased in the second NAP.

The Final Review of the first NAP identified progress in policy coherence.<sup>33</sup> WPS references and actions are included in the *Programme for Partnership Government*<sup>34</sup>

In 2017 Ireland took a whole-of-government approach to signing the United Nations Voluntary Compact on the Elimination of Sexual Exploitation and Abuse. Recognising the relevance to Ireland's National Action Plan on UNSCR 1325 and National Strategy for Women and Girls 2017–2020, which includes actions at international and domestic level to combat violence against women, DFAT's International Security Policy Section brought together the Department of Justice and Equality, Department of Defence, An Garda Síochána and the Defence Forces to action the Compact. The Compact was brought to Cabinet to allow for a government decision regarding its signing, in recognition of the cross-departmental nature of the issues and to give the Compact visibility. Ireland is strongly committed to its active role in UN Peacekeeping Operations and over its sixty years of peacekeeping has worked to ensure that Irish personnel deployed on overseas peacekeeping missions operate to the highest standards. This standard and the approach to signing the Compact led to Ireland being invited to be part of the Circle of Leaders, which provides political leadership on and visibility to this issue. An Taoiseach was honoured to accept.

and other strategies, striving for a whole-of-government approach. Lead responsibility lies with the Department of Foreign Affairs and Trade whose *Statement of Strategy*<sup>35</sup> situates WPS centrally in Ireland's goal of securing a fairer and more just, secure and sustainable world and implementing the NAP is at the top of its international commitments.

Ireland's foreign policy statement *The Global Island*,<sup>36</sup> development agenda *A Better World: Ireland's Policy for International Development*<sup>37</sup> and the National Plan on Business and Human Rights<sup>38</sup> give due regard to women's rights and empowerment, gender equality and Women, Peace and Security. They are the foundation from which Ireland strongly advocates WPS and contributes to key global agendas.

Fully committed to multilateral action and playing an active collaborative role in building a better, safer, fairer and more equal world, Ireland is seeking election to the UN Security Council (UNSC) for 2021-2022. Ireland's Ambassador to the UN is the chair of the Commission on the Status of Women Ireland for 2018 and 2019. Ireland led on facilitating agreements at the UN General Assembly (UNGA) on the 2030 Sustainable Development Goals (SDG) and on refugees and migrants, and is one of 14 signatory States to the Call to Action.<sup>39</sup> Having facilitated the first multilateral meeting of gender advisors on strengthening peacekeeping operations, Ireland hosted workshops in 2017 and 2018 for the EU Informal Taskforce on WPS and for multilateral agencies to strengthen action planning, monitoring and evaluation. It supports local WPS actions on the ground through the Women, Peace and Humanitarian Fund.<sup>40</sup> Irish Aid is an international leader in delivering effective aid, making maximum use of country-led co-ordination arrangements<sup>41</sup> and the Irish Defence Forces and An Garda Síochána have a long history of international peacekeeping.

The 2030 SDG Agenda along with Ireland's progress report on implementation to the High Level Political Forum on Sustainable Development in July 2018<sup>42</sup> is a reminder of how important it is to connect domestic and international commitments. The WPS NAP complements a number of Department of Justice and Equality domestic strategies. *The National Strategy for Women and Girls 2017–2020*,<sup>43</sup> the Government's statement of priorities for the



Women Parliamentarians Sierra Leone

advancement of women in Irish society, links to the Beijing Platform for Action's twelve critical areas of concern and the UN 2030 Agenda for Sustainable Development. It references WPS as does the *Second National Strategy on Domestic, Sexual and Gender-based Violence*<sup>44</sup> which includes actions to enable the Irish Government to ratify the Istanbul Convention.<sup>45</sup>

In response to the humanitarian crisis in southern Europe due to mass migration from areas in the Middle East and Africa, the *Irish Refugee Protection Programme*<sup>46</sup> was established in September 2015. Refugees accepted under the programme are designated as "vulnerable" with women and girls at risk falling into this category.<sup>47</sup> *The Migrant Integration Strategy*, which commits to 76 actions across government, references the NAP and includes a commitment to mandate local authorities to reach out to hard-to-reach migrants.<sup>48</sup> *The Second National Action Plan to Prevent and Combat Human Trafficking*<sup>49</sup> identifies conflict as a factor along with 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 Department of Justice and Equality and An Garda Síochána lead on anti-trafficking, with the Health Service Executive (HSE) and many civil society organisations providing front-line support. Building on the NAP, the HSE in its second *National Intercultural Health Strategy* recognises the vulnerabilities of women coming to Ireland from conflict regions and commits to provision of support for those suffering the effects of war, trauma and violence.<sup>50</sup>



## 5. Progress and Issues in Implementation

### INTRODUCTION

The evolution of Ireland's first National Action Plan expanded knowledge on the women, peace and security agenda and implementation challenges faced by actors in government, the public sector and civil society. Its commitments reflected strands of policy work and projects underway on women's rights and gender equality along with new proposals. The NAP enabled these to be brought together with greater cohesion and focus on WPS.

Focus and effort increased during the second NAP. With inclusion in several strategic government documents, WPS has a central place in Ireland's foreign policy and development policy and programmes;<sup>51</sup> an example is Ireland's campaign to secure a seat at the UN Security Council 2021-2022. Contribution in international and regional arenas has been very visible, with consistent championing of WPS and gender perspectives leading to success. Global advocacy, programme/project funding allocation (DFAT's Stability Fund), peace-keeping training (Defence Forces), hosting workshops for the EU and multilateral agencies, and lesson sharing from the Northern Ireland conflict (e.g. Colombia) have been reinforced by statements from the President, An Taoiseach and Ministers.

Tentative steps were taken to include the domestic sphere in the first NAP. Activities expanded in the second NAP with attention by the Oversight Group to exploring the situation and concerns of refugee and asylum-seeking women and girls arriving in Ireland. The CEDAW Committee's March 2017 concluding observations on Ireland's combined sixth and seventh periodic reports, welcomed the NAP addressing both domestic and foreign policy as well as women affected by the conflict in Ireland.<sup>52</sup>

Below is a short synopsis of progress on the implementation of the second NAP since the Midterm Review (MTR); a more detailed summary of progress appears in Appendix 1. Together with the progress reported in the MTR it reflects the effort and achievements during the second NAP. Both reports are organised around the four WPS pillars and monitoring and evaluation.

### PREVENTION AND PROTECTION

Ireland has made a significant contribution to the prevention of and protection against gender-based violence and sexual exploitation and abuse, acting as a strong advocate and providing substantial support. The Taoiseach championed the issue and Ireland's Permanent Representative to the United Nations chaired the 2018 Commission on the Status of Women (CSW62) and, in collaboration with NGOs, hosted an event on the empowerment of rural women and girls through addressing GBV. Through its Humanitarian Programme Plan Ireland funded projects building women's resilience and protecting young mothers, girls and boys. Irish Aid supported the International Rescue Committee to strengthen its policy and action to prioritise GBV. Programmes benefitting from Ireland's GBV focus include Syria, Niger, Nigeria, South Sudan, Palestine and South Africa. An Irish based alliance of International human rights, humanitarian and development organisations comprising Irish Aid, the Irish Defence Forces and NGOs collaborate in the Irish Consortium on Gender Based Violence.

Domestically, GBV, SEA and human trafficking is addressed through a number of national strategies such as the National Strategy on Domestic, Sexual and Gender-based Violence, the *Second National Action Plan to Prevent and Combat Human Trafficking*, the *Second National Intercultural Health Strategy* and the *Criminal Law (Sexual Offences) Act 2017*.

### EMPOWERMENT AND PARTICIPATION

Ireland consistently supports women's empowerment and increased participation in decision making internationally and domestically. In partnership with UN Women, Ireland's Permanent Mission to the UN co-convened an event on *Women's Meaningful Participation in Peace Processes* to accompany the 2018 UN Security Council Open Debate on WPS. Funding to CSOs supports programmes promoting women's participation in politics and building capacity in essential skills such as lobbying. Research is supported including on *Engaging Men through Accountable Behaviour*. The range of programmes benefitting include Colombia, Palestine and Liberia as well as other fragile and conflict-affected states. Domestically, Ireland has increased the number of women in senior decision making within its

Support from Irish Aid brings together multi-level GBV advocacy, emergency response and recovery and preparedness activities to support women and girls on the front line of emergencies and reach key stakeholders and decision makers in Europe. The Strategic Partnerships have facilitated quick responses to fourteen GBV emergency response interventions across three continents; supported IRC and local partners in GBV recovery and preparedness programming in Ethiopia, Kenya, Somalia and South Sudan; and leveraged Ireland and IRC's leadership in global and regional fora to champion attention to GBViE. From 2014-2016 an estimated total of 317,392 beneficiaries were reached over the 2.5 years of the partnership.

foreign affairs service and Ireland's National Strategy on Women and Girls references WPS and advocates for a gender lens in decision making.

### GENDER PERSPECTIVES

Consistently over years, Ireland has brought a gender perspective to international dialogue on disarmament, working with partners to champion gender analysis in discussions and influencing the Treaty on Prohibition on Nuclear Weapons and the Arms Trade Treaty. The latter resulted in the introduction of a guide on incorporating gender-based violence into export control risk assessments to underpin the Arms Trade Treaty, the first legally binding disarmament instrument to acknowledge the link between arms transfers and GBV. In work to enhance

the development and sustainability of peace processes the gender lens has been an important component of the lessons from the Northern Ireland peace process shared with other countries such as Colombia. The Irish Defence Forces WPS Action Plan is actively championed at the most senior level to influence policy, practice and behaviour adding to the solid advocacy on gender perspectives and WPS domestically and globally.

### CONSOLIDATION ACROSS DFAT

Coordination of the NAP and the Oversight Group has improved considerably since the first NAP. Significant effort is consistently devoted by the Conflict Resolution Unit to coordinating information within the Department of Foreign Affairs and Trade and with other implementers, supporting quarterly Oversight Group meetings and regular dissemination of updates and newsletters to wider stakeholders. Efforts are underway to strategically map the opportunities and leadership for WPS interventions across DFAT.

DFAT's departmental strategy statement feeds down to annual plans of individual business units, which has led to better alignment of their plans with the WPS pillars. Some of DFAT's business units have proactively pursued inclusion in the NAP, and others have expressed the desire to contribute more fundamentally. Following the Midterm Review's recommendation, DFAT's Disarmament and Non-proliferation Unit has joined the working group overseeing development of the third NAP. Persistent attention is needed to raising WPS on departmental agendas, ensuring its incorporation into all related plans and enabling actors to realise the WPS threads and opportunities in their work. CRU's efforts to map opportunities will assist this.

In tandem with increasing the status and visibility of WPS, DFAT has taken proactive steps to counteract unconscious stereotyping and achieve a better gender-balance in senior posts.

Institutional memory is challenged by the routine periodic rotation of officers; an essential part of addressing this lies in ensuring that WPS is systematised. On the positive side, there is evidence that some officials brought their WPS commitment and expertise into new roles and spaces. One example is a pilot in Ireland's South African Embassy

applying knowledge gained in the Conflict Resolution Unit at DFAT headquarters to explore what the WPS lens and perspective might offer to the Mission's programme. The learning from this suggests that WPS lends itself to a holistic approach linking development, political, consular and administration together, and can produce good examples of what works.

“In preparing for this I realised how much we do without realising it.”

“I'm struck at how relevant WPS is for a number of dimensions in our work. Tackling GBV is a large component in the development programme through funding a prevention programme and services to survivors and civil society organisations who advocate for rights and services and participation in political and civil society spheres.”

#### ALIGNING DOMESTIC AND INTERNATIONAL

WPS features in DFAT's consideration of fourteen human rights treaties; one interviewee said “*I don't recall a wider departmental discussion on WPS since I've been here*”. This is a bedrock from which WPS can be elevated and integrated more comprehensively across government. The mechanism that most readily presents for this is the interdepartmental working group on human rights chaired by DFAT's Minister of State on which key government departments are represented. The NAP does not emerge in isolation from existing national strategies and, while aligning the NAP with these is not straightforward, times of strategy and policy renewal and revision of documents should be availed of to consider WPS relevance and reflect it clearly.

Ireland's national review on sustainable development in mid-2018 is a timely reminder to align international and domestic efforts on women's empowerment, gender equality and WPS.<sup>53</sup> Ireland's solid international reputation on WPS is not yet matched at home where knowledge and application of WPS and the NAP needs to be materially boosted. Deep and active engagement by the Department of Justice and Equality in the WPS NAP working as a lead partner alongside DFAT is essential to realising this. DJE's remit extends to refugee, asylum-seeking and migrant women and to Northern Ireland. It leads on equality and human rights at home and on reporting to human rights mechanisms internationally including to CEDAW. It coordinates a number of agencies relevant to WPS whose work is represented in the NAP.

As Ireland embarks on its third NAP, other important national partners should be considered for inclusion, beginning with the Department of Education and Skills and the Department of Rural and Community Affairs. In addition to providing services to newcomers to Ireland, the Department of Education can increase understanding among children and young people of WPS and vulnerable refugees and asylum seekers as well as the vital role of young people in peace, security and sustainable development. Given its role in strengthening communities and voluntary and community organisations, the Department of Rural and Community Affairs has a valuable contribution to make to WPS in Ireland in terms of community support and cohesion.

#### TOOLS TO ASSIST ALIGNMENT AND MAINSTREAMING

Ireland's statutory Public Sector Duty requires public bodies to “*have regard to the need to eliminate discrimination, promote equality of opportunity and treatment, and protect human rights in the performance of their functions*”. With the legislation in place since 2014, it was commented that “no-one seems to be using it as a tool.” Expertise in working with similar legislation in Northern Ireland for over 20 years leads the reviewers to suggest that making progress on WPS goals will assist public bodies in meeting part of their Public Sector Duty, and NAP actors can benefit from the Duty's mainstreaming approach in developing the next NAP. The discussion suggested in the following paragraph would also help.

Irish Aid's 2017–2018 strategic partnership with the International Rescue Committee has a focus on 4 countries in the East and Horn of Africa, as well as on advocacy, with €1.1 million provided in 2018. This Emergency Response Funding mechanism allows the IRC to respond quickly, receiving indicative approval of funding for GBV crises within 24 hours of notification. Women and girls are welcome to IRC's safe space where they receive psychosocial support. The IRC-run safe spaces also allow women and girls learn skills that enable them to earn income to provide for basic needs.

In response to issues raised with the reviewers about the challenges faced in enabling some on-the-ground practitioners to understand WPS as distinct from other concepts, the Midterm Review pointed towards the rationale for maintaining a focus on WPS alongside women's rights and gender equality generally; of course, these are mutually reinforcing. During the Final Review new questions arose concerning effective application of WPS in, and in the context of international efforts to holistically connect, sustainable development, human security and peacebuilding. It would be useful to devote some time to a discussion on WPS, women's rights and gender equality to develop understanding on the interconnections and any distinctiveness, and thus further inform advocacy and practice in WPS. Likewise, how WPS connects to mechanisms and approaches such as CEDAW, the SDGs, development and humanitarian action could be explored with value. This would help to draw out and understand the possible synergies, which in turn could assist debate and learning and strengthen work on the ground.

#### FUNDING

Development funding has been re-profiled to increase allocations to gender projects. From 2015-2017 gender projects financed / supported by DFAT's Stability Fund more than doubled, and where the funding stream was modest gender was prioritised. Decisions on Stability Fund applications considered, amongst other things, civil society advocacy groups involved in mediation and dialogue and it was reported as part of the review process

that core funding to such groups has helped promote WPS and women's voices. However, tracking WPS financing is difficult and expenditure on WPS is not clear.

#### ADVOCACY

There has been demonstrable investment of time and resources in diplomacy to influence policy and practice. Ireland's interventions at the UN and other international fora consistently advocate for inclusion of WPS and gender perspectives and its record in supporting UN peacekeeping efforts adds to its credibility. Aided by its neutrality, collaboration has resulted in the mainstreaming of WPS into international treaties, instruments and programmes; solid contribution and collaboration helped to establish a new norm on women in the Treaty on the Prohibition on Nuclear Weapons and guidelines on GBV in the Arms Trade Treaty.

Partnerships with multilateral organisations and other nations have been tangible and effective. For example, working through the Group of Friends on issues such as gender focal points, mediation, the elimination of sexual exploitation, and with the African Union, has enabled Ireland to place WPS onto agendas. Ireland is supporting several other countries to develop NAPs, adding value based on its experience and the reviews of its first and second NAPs. At the request of multilateral agencies Ireland hosted, convened and lead several WPS initiatives; two such events were the EU Informal Taskforce on WPS and the Regional Acceleration of Resolution 1325, both focused on monitoring, evaluation and lessons for improving NAP planning and impact.

There has been significant focus on sharing lessons in international fora and other countries on women's contribution to negotiating peace with the dual purpose of driving forward women's meaningful participation in peace processes and providing practical support to women in conflict situations. Ireland partnered with UN Women on a platform on women's participation in peace processes in Northern Ireland, Colombia and Syria; and highlighted the contribution of Northern Ireland women in the 2018 UNSC Open Debate. Experiences were also shared on the ground in Colombia and Cyprus among other places.

Ireland has begun to bridge the WPS and Youth, Peace and Security agendas, to include young women as agents of change and to address masculinities and LGBTQ rights. It funded the global study on youth and funds the UN Youth Delegates Programme.

The Arms Trade Treaty requires all States Parties to assess the risk of arms being used to commit serious acts of GBV as part of their export control assessment. The provisions were ground-breaking, but also pose a challenge on how best to implement them. In 2018, Ireland sponsored Control Arms to produce a step-by-step guide on how States can incorporate gender-based violence into export control risk assessments. It includes comprehensive guidance and information for States to use, both when designing their own assessment procedures and when carrying out individual assessments.

## REFUGEES AND ASYLUM SEEKERS

Attention to refugees and asylum seekers by the Oversight Group and the Health Service Executive increased significantly. The HSE increased its resources to WPS-related work and began to develop capacities in trauma-informed and empowering approaches within what has been a professionalised model of care. The Oversight Group discussed refuge and asylum matters with policy makers and women directly affected. The engagements also provided an opportunity for refugee and asylum seeking women to exchange information and experience with community-based women's networks.

The myriad of challenges facing these women was apparent, raising questions for Oversight Group members in relation to current policies and provision. Several members indicated that they were unclear on what the pathway was to effect change in policy, practice and service provision. One immediate service identified as required was outreach to provide conflict-affected refugees and asylum seekers with accessible information on their rights and signpost them to relevant agencies.

## NORTHERN IRELAND

In addition to sharing lessons internationally on the role of women in building peace and in peace negotiations support to women in Northern Ireland has continued through funding via the Reconciliation Fund and engagement. The Oversight Group visited Northern Ireland to hear from women's groups and DFAT's team in Northern Ireland spearheaded an initiative that brought women together regularly for discussion and networking.

While welcoming focus on women affected by conflict in Ireland, the CEDAW Committee nevertheless expressed concern at the low representation of women in post-conflict reconstruction. It urged Ireland to regularly review all areas of concern to ensure a durable peace and recommended fully involving women at all stages of the post-conflict reconstruction process, including in decision-making in line with CEDAW General Recommendation 30 (2013). The CEDAW Committee's concluding observations suggested that consistent strategic efforts should be made, and these could be incorporated into the third NAP.

Ireland delivers a national statement at the annual SECCO Open Debate on WPS and the annual Open Debate on Sexual Violence in Conflict. In 2018 we included strong language on WPS in four other Open Debates on the following issues: peacekeeping operations, the strengthening of peacekeeping in Africa, mediation, and Youth, Peace and Security. President Higgins spoke of the role that women played in the Northern Ireland peace process at an UNGA High-Level Meeting on Sustaining Peace in April 2018. In 2018, the Tánaiste addressed the General Assembly and highlighted Ireland's commitment to doubling its number of female peacekeepers.

## MONITORING AND REVIEW

Ireland's NAP is regarded internationally as an example of good practice in monitoring and review. It has an accountability architecture in place which includes a monitoring framework which implementers populate regularly and an Oversight Group in which civil society and academic members engage actively with the implementers under an independent chair. In addition, regular independent reviews of progress have been undertaken.

The appetite for challenge, learning and self-criticism evident in the first NAP has continued in the second. There is evidence of application of lessons learned from the Midterm and Final Reviews of the first NAP and the Midterm Review of the second NAP. The open approach to review processes has supported a deeper understanding of WPS and identified the advantages of bringing WPS into areas of work in other department and agencies not currently included.

It was indicated that:

**“Trying to capture the breadth of work systematically has been a challenge”.**

The detailed monitoring framework reports on progress against the actions and indicators of the NAP and goes to the Oversight Group for consideration. However, as noted in the Midterm Review, ongoing objective assessment of progress remains a challenge. It is clear that the monitoring framework is not capturing the extent or depth of work being done and is limited in assessing the impact that the processes and actions have had on the overall NAP aims and commitments. The Final Review confirms the finding at midterm that, “the regular reporting undersells the range of work ... and there is little space for the totality of the story to be told”. The important stories, progress and achievements relevant to the NAP are not being collated. They are not visible to all implementers or Oversight Group members and there is a risk that opportunities to promote good examples are not optimum.

Inability to see the full picture can give the impression that less is being done and some implementers are ticking boxes and demonstrating less practical output and impact than there actually is. In addition to reporting solely through the monitoring framework, reporting quarterly can be too short a time span for progress to be evident. Allied to this is the lack of visibility and information about NAP efforts and progress outside government, even among those supportive of and engaged in WPS within civil society.

The point was made several times by implementers within DFAT that making monitoring part of normal work is best and has proven reasonably effective in relation to gender mainstreaming and climate considerations. The introduction of a system of concurrent recording in a performance matrix within the CRU team has been positively received and may have lessons for others. However, the challenges around reporting are also as much related to the framing of the NAP as to the monitoring framework itself; the development of the third NAP is covered below.

Absence of gender and ethnic disaggregated data and the capacity to analyse data has been a major issue in measuring progress. It is difficult to imagine a situation

in which strategy, policy and practice can be effectively developed and reviewed when relevant information is not available. As a consequence, it is difficult to measure the outcome/impact of the NAP, i.e. the difference it has made. This issue was raised in the Midterm and Final Reviews of Ireland's first NAP and the Midterm Review of the second NAP; and this review has seen little progress. For example, as a key deliverer it is important that DCD (Irish Aid) is able to collate and draw on gender disaggregated data and explain qualitatively the gender impact of its funding. Given that Ireland is funding international organisations to develop statistical information on gender, it is important to show example by developing relevant information domestically and for foreign policy.

#### OVERSIGHT GROUP

The Oversight Group comprises of NAP implementers, civil society organisations and academia. It meets quarterly with meetings divided into formal business and thematic sessions. There has been consistent strategic follow-through from meetings with Chair's correspondence to Ministers, for example, to pursue concerns raised at meetings. However, some Oversight Group members were uncertain how some issues might be followed-up and dealt with by departments.

The thematic presentations have been consistent, well prepared and, as testified by Oversight Group members, increased awareness and knowledge on refugees, asylum seekers and trafficking in particular. Although very occasionally the relevance of a theme to a member's particular work was raised, the time spent in thematic meetings has been valuable in enabling members to explore an issue in more depth and gain a common picture.

Formal business sessions remain an issue, including for many Oversight Group members. One interviewee raised "*Does the Oversight Group make organisations feel they have to make an effort?*" This might be a good starting point for a discussion on the role and operation of the oversight function and the expectations of its members in this regard. It is worth noting that reviews of other countries' NAPs also indicate challenges in this regard.

### Oversight Group's Thematic Sessions

- Post conflict reconciliation on the island of Ireland
- Gender-based violence in conflict-related emergencies
- Gender in peacekeeping and security forces
- Experience of conflict-affected migrant and refugee women in Ireland
- Male leadership and participation in Women, Peace and Security
- Women's political participation in Ireland with a focus on migrant women
- Migrant women in Ireland
- The role of faith leaders in challenging gender-based violence
- Promoting women in mediation

Members may believe that the Oversight Group's formal business should combine 'giving account' and 'holding to account' on progress or lack thereof. In fact, implementers are not accountable to the Oversight Group for their work but to senior management within their departmental or agency management structure. Neither is an approach to 'monitoring' which is akin to an external watchdog auditing performance helpful. Thus 'giving and holding to account' must be envisioned differently, a triangulation of 'multi-level commitment', 'internal accountability' and 'strategic oversight'. In this, the Oversight Group's commitment and duty is strategic discussion on progress towards high-level NAP goals looking at outcomes, impacts and consistency of direction, with every effort made to encourage honest, constructive, challenging and supportive dialogue among implementers and independent members.

While the Oversight Group receives the monitoring framework, there is no systematic, regular examination of progress against the action and indicators, much less against the impact on the aims on WPS. There is no evident consideration of progress reports (and even progress reports would not tell the full story), or sense of what good progress looks like. Discussion on 'what counts as progress?' might be useful in efforts to move from reporting on activity to tracking impact.

As indicated above, challenges with monitoring and reporting also emanate from the NAP design (see below). A strategic NAP with a short strategic oversight monitoring framework would serve to focus better on NAP aims. This approach needs to be underpinned by departmental business units and agencies developing complementary implementation/action plans (much like the approach taken by the Defence Forces in delivering its WPS commitments into the NAP). Accountability for delivery should lie within the department/agency management structure - with overall responsibility sitting with the Secretary General and similar senior executive in agencies; this includes preparing a coherent report to go to the Oversight Group. Reports should focus on outcomes and indicators with measurements, story and impact.

While the Oversight Group might meet quarterly to extend their knowledge and collective endeavour, reporting at a more detailed level should be twice a year. Thus the

Oversight Group might have a programme of two thematic meetings or roundtable seminars or site visits and two longer business meeting focused on progress. Business discussion could be structured around the pillars - looking at progress, gaps, what is working well or not and what adjustments should be made, the outcomes and impacts, what is needed to be able to see impact and the knowledge and experience that can be contributed by different members around the table. The agenda might cover all pillars, or on occasion focus on one or two pillars more than others.

Essential to this approach is a new vision on 'giving and holding to account' as noted above. The Oversight Group should be a safe space for constructive challenge, including for implementers to support and challenge each other. Discussion should be supportive and robust with all Oversight Group members, implementers and independent members, feeling comfortable with being challenged and challenging their colleagues around the table.

Succession planning for the Oversight Group might be aided by renewal of the membership by rotation. A structured induction for new members covering the role and functions of the Oversight Group, members' responsibilities, and a summary of the NAP and its evidential base would be useful in building on their knowledge and skills to make effective contributions.

## COMMUNICATIONS

Communicating the NAP's aspirations, activities and progress is central to mainstreaming WPS into strategic planning processes, Ireland's Missions abroad and international frameworks, and to engaging activists, civil society and the public at home. Communication achievements are evident in international advocacy. The increased use of social media, especially by Ireland's Permanent Mission to the United Nations in New York, spreads information and knowledge about Ireland's WPS policies and actions.

The Conflict Resolution Unit issues quarterly newsletters to a growing list of recipients including government, agencies, CSOs and academics. Outreach and engagement includes CSOs and affected groups discussing issues with the Oversight Group and occasional site visits.



Despite this, knowledge of WPS within civil society is not extensive and often limited to those engaging with government on development of the NAP. Ireland's strong international record on WPS is not visible at home and this adds to poor knowledge by the general public. Making WPS more visible is likely to make a strong contribution to a conducive environment for refugees, asylum seekers and migrant people.

Promoting the NAP and communicating on WPS was largely seen as DFAT's responsibility. This was despite the Midterm Review encouraging Oversight Group members to contribute to this, especially independent members in particular given their links into communities and arenas that officials do not have. To fully realise the NAP's aspirations some onus for communication must lie with all actors. A resourced communication and awareness strategy targeting groups and audiences in Ireland, North and South, should be considered for the third NAP.

Consultations for the third NAP will provide opportunities to engage different groups for whom the NAP is especially relevant, CSOs, Irish Missions, government departments and agencies nationally and internationally. It is anticipated that refugee and asylum seeking women and the women's sector in Northern Ireland will be included.

Easily accessible documents improve understanding and knowledge about complex areas of government work. Finding a way to demystify and simplify WPS without diluting its intent would ensure greater visibility and alignment for WPS across government and more effective engagement with CSOs.

## INDICATORS

Specific attention was devoted during the second NAP to scrutinising the value, utility, effectiveness and articulation of indicators. Appendix 2 summarises the utility and articulation of the indicators in the context of complex strategic policy change and advocacy.

Indicators are important to the credibility of any strategic plan. They should be clearly stated and understood, measurable and linked with the overall goals of the strategy. It was clear that the setting of the indicators had improved when compared to the first NAP. There was also consensus that some of the indicators did not link to the

strategic goals and this was, in part, due to the process for agreeing them. When the purpose of the indicator was not clear it led to confusion on what should be measured and/or reported, which was a particular problem for those newly moving into key posts.

Measurability of indicators depends on the availability of relevant data. As noted above, there has been little progress in developing the relevant data to fill the significant gap in gender disaggregated data and this has made measuring progress problematic.

## DEVELOPMENT OF THIRD NAP

As noted in the Midterm Review, the second NAP is more coherent than the first with a reduced number of objectives and actions, updates on progress and a themed approach taken in Oversight Group meetings. Nevertheless, more can be done to turn discrete actions owned by different actors focused on meeting individual indicators into a collective endeavour in reaching WPS goals. The next NAP would benefit from being framed around higher-level strategic goals that combine different contributions and encourage greater collaboration and cross-fertilisation.

Consideration should be given to the next NAP covering five years instead of three. This would enable the flexibility to take account of evaluation and review, to alter any area not working effectively and to make greater impact in the second half of NAP implementation. It would give greater credence to the NAP being a 'living document' that is flexible and able to rise to challenges and change.

The third NAP would benefit from a demonstrably impactful approach by taking a theory of change, or other logic model approach to its development. The challenge is to move from a focus on process to working through the difference that Ireland wants to make, to who, by how much and by when. There needs to be a clear link between actions and outcome/impacts.

The third NAP could be more strategic with fewer indicators. This would help cohesion, provided it is underpinned and complemented by department/unit action plans that outline what each can offer across WPS, in the same way as the pioneering Action Plan developed by the Defence Forces has done. The time is right to build

“We situate our work in WPS context and not the NAP context.  
The starting point of the NAP is not immediately relevant to us.”

“The NAP as opposed to 1325 is not as concrete for us.”

“We need a simpler language on WPS and what 1325 means.  
A simple guide - what does it mean and how do you do it. Demystify WPS.”

on the enthusiasm expressed by many implementers to make a more complete contribution to WPS. Departments and units could be asked to prepare their own simple plans relevant to their responsibilities across prevention, participation, protection, relief and recovery rather than focus on one or two indicators. This would increase stakeholding in the outcomes and success.

The NAP could incorporate sections for political and international trade responsibilities as well as humanitarian and development work and relevant domestic remits. Missions, especially those in conflict settings, might be asked to modify a number of existing programmes to align with the WPS agenda and identify opportunities for new WPS initiatives. A WPS indicator in DFAT's strategic performance measurement framework would ensure that WPS is consistently on the agenda and Missions' activity could be captured in existing reporting frameworks. There may be opportunities for DFAT headquarters to prompt this through business planning or templates provided to Missions for six-monthly and annual reports.

This would assist in taking Ireland's WPS priority beyond UN and EU diplomatic circles into operations closer to people on the ground, demonstrating that Ireland does not just talk about WPS in policy forums but also applies its commitment practically through its presence in fragile states. It would add depth of understanding and implementation, which in turn would serve to increase credibility and influence. Moreover, government-to-government and other collaboration within a country will increase solidarity in high-level forums. Encouraging and

empowering Missions to get on board raises implications for increasing WPS knowledge, for example in induction training and professional development for posts in Missions as well as mainstreaming WPS into the annual Heads of Missions and Deputy Heads of Missions meetings.



From left to right – Dr. Walt Kilroy, Prof. Monica McWilliams, and Dr. Catherine Turner, Mediation Conference June 2018, Trinity College Dublin

# Appendices

# Appendix 1

## Progress on Implementation Jan 2017 – Oct 2018

*This is a summary of progress on the implementation of Ireland's second National Action Plan since the Midterm Review (MTR). It is organised around the four WPS pillars and monitoring and evaluation. It does not reflect the totality of the effort during the whole period of the second NAP and additional evidence on progress appears in the MTR.*

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

- » An Taoiseach is a member of the UN Secretary General's Circle of Leaders and he has pledged to bring visibility to the issue of Sexual Exploitation and Abuse. Ireland has signed up to the Voluntary UN Compact on Preventing Sexual Exploitation and Abuse.
- » Ireland contributes to the ICC Trust Fund for Victims and has supported a special media project on the 20th anniversary of the Rome Statute on the ICC.
- » Ireland provides core funding to UNRWA in support of its GBV Prevention Framework.
- » Ireland's Permanent Mission to the UN hosted a side event at the 2018 Commission on the Status on Women (CSW62) in collaboration with the Irish Consortium on Gender Based Violence and the International Rescue Committee addressing the empowerment of rural women and girls through addressing gender based violence.
- » Ireland has consistently supported actions to address GBV in fragile situations through funding and working in partnership with civil society organisations. Its Humanitarian Programme Plan supported the building of resilience of women in Syria through child protection and GBV prevention and in Niger and Nigeria focused on protection of young girls, boys and young mothers.
- » Ireland's Southern African Regional Programme supported UN Women to improve the Southern African Development Community capacity on women peace and security.

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

- » For the 2018 anniversary of UNSCR 1325 Ireland partnered with UN Women on a session at the Permanent Mission to the UN dedicated to *Making Women Count: Where we stand on Women's Meaningful Participation in Peace Processes* drawing on lessons and direct experiences from Northern Ireland, Colombia and Syria. The Ambassador also reflected the contribution of women to the Irish peace process in Ireland's report at the UN Security Council.
- » Lessons learned from Northern Ireland's peace process and cross-learning project in bringing a gendered lens to aspects of peace resonated strongly with Ireland's support for the Colombian peace agreement.
- » DFAT's Secretariat in Northern Ireland is providing a regular opportunity for women to network, hear from experts and each other and engage in discussion on key issues of the day. A meeting of the Oversight Group in Northern Ireland provided an opportunity to meet with some local women's organisations to explore the issues and challenges faced by those who work on peacebuilding at grassroots and in the policy arena.
- » Ireland's National Strategy for Women and Girls 2017-2020 promotes the application of a gender lens to decision making and references the implementation of the NAP.
- » The Defence Forces have implemented a range of outreach activities to increase the number of women, although the proportion remains at 6%. To encourage women into leadership roles An Garda Síochána has increased the proportion of women overall to 27% and the number of women at senior rank. DFAT has increased the number of senior ranking officers from 8% to 18% and the number of women serving in Ambassador posts and at Counsellor level.



Women Sierra Leone

- » Ireland has funded a number of CSOs on WPS issues including the Women's International League for Peace and Freedom, the UN's Women, Peace and Humanitarian Fund, Zimbabwean programmes empowering women, in Palestine through support networks to increase women's political participation and lobbying, and in Sierra Leone with support for the Promotion of Women in Governance project aimed at increasing representation on government and prioritising gender equality.
- » Gender equality and conflict analysis was integrated into the context analysis for missions. Publication of the OECD-DAC report Donor Support to Gender Equality and Women's Empowerment in Fragile and Conflict-Affected Situations was supported by Irish Aid.
- » Ireland has taken the lead in championing the inclusion of a gender perspective in discussions on disarmament and was at the forefront of establishing a new norm on women in the Treaty on the Prohibition on Nuclear Weapons. Similarly, inclusion of GBV in the Arms Trade Treaty was aided by Ireland's input in policy papers. Support is provided through an interpretation guide to the Arms Trade Treaty for countries to use to help their delivery. Organisations that promote the effective participation of women in the negotiation and implementation of disarmament and non-proliferation and arms controls received funding.
- » Irish Aid supported research in Liberia on Engaging Men through Accountable Practice to inform future programming.

### 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

- » The Department of Justice and Equality's *National Strategy on Domestic, Sexual and Gender-based Violence* acknowledges WPS principles and seeks to move Ireland towards ratification of the Convention.
- » The ICGBV's new strategic plan references the UN agenda on women, peace and security as well as the NAP. The Consortium supported a number of activities including a side event co-hosted with Ireland's Mission in New York during the 62nd session of the CSW.
- » 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*, and the Criminal Law (Sexual Offences) Act 2017 which aim to be complementary to the WPS National Action Plan. Ireland continues to be a member of and contribute to the EU's National Rapporteur and Equivalent Mechanism network. Ireland also contributes to the European Multi-Disciplinary Platform against Criminal Threats group on human trafficking which resulted in investigations.

- » Refugee and asylum seeking women have increased in prominence in the NAP. The Oversight Group visited a Direct Provision Centre, and several meetings heard from the Department of Justice and Equality on policy and provision and from women who are directly affected.
- » Irish Aid has supported the International Rescue Committee in strengthening its policy and action working within Europe to prioritise GBV programming in emergency response through evidence-based advocacy. Further, through the IRC, Irish Aid supported child, maternal and ante-natal provision in South Sudan and in Gaza Strip.
- » The Health Service Executive provides support to victims of trafficking and connects them with specialist and general medical services. A second National Intercultural Health Strategy (2018–2023) is to include reference to WPS.

#### PILLAR 4:

##### Promotion of Women, Peace and Security Agenda in International, Regional and National Arenas

- » Ireland has continued to advocate for WPS globally through the EU and UN and in its foreign policy. It has supported the co-sponsoring of resolutions in the UN, made Ministerial statements at the UN on WPS and gender perspectives, and hosted strategic side events at CSW62, the UNSC annual debate on resolution 1325 and OSCE. Ireland has used its role as Chair of the CSW to highlight the WPS agenda.
- » WPS is a central focus in Ireland's bid to achieve a seat on the UNSC for 2021–2022.
- » Ireland is Chair of the Commission on the Status of Women for 2018 and 2019 and brought a keen focus to rural women and girls in 2018. The CSW conclusions recognised the impact of armed conflict on rural women and girls and the importance of the full and meaningful participation of women, including in peace processes.
- » DFAT continues to share lessons learned on gaining and building peace with Colombia and Jordan, and has begun to support a number of EU Member States - Poland, Greece and Latvia - in developing their NAPs.
- » DFAT, through the Partnership for Peace, has assigned a Gender Adviser to NATO SFSR for WPS and Ireland is engaging in NATO's review of gender mainstreaming gap analysis in the area of small arms and light weapons.
- » Recognised as a leader on WPS internationally, Ireland continues to offer a neutral space for dialogue between multilateral agencies and others.
- » DFAT funded the global youth study, *The Missing Peace: Independent Progress Study on Youth, Peace and Security*, responding to the inclusion of youth in the UN General Assembly resolution on peace architecture, and Ireland's UN youth delegates.
- » The DF's distinct Action Plan operationalising the NAP is updated annually.



WPS Side Event, Ireland's Permanent Mission to the United NY, 24 Oct 2018, Ambassador Geraldine Byrne Nason second from left

## MONITORING AND EVALUATION

- » In 2017 Ireland hosted a workshop for the EU Informal Taskforce on UNSCR 1325 with a focus on NAPs, with a particular focus on their monitoring and evaluation.
- » By request, Ireland also hosted a workshop for the Regional Acceleration of Resolution 1325 (RAR) on the use of indicators and monitoring and evaluation in June 2018. Ireland is viewed as a global leader on the monitoring and evaluation of NAPs.

## Appendix 2

# Analysis of Indicators

*This appendix considers the utility and articulation of the indicators used in the second National Action Plan in the context of complex strategic policy change and advocacy.*

### INTRODUCTION

Strategic plans, such as the NAP, usually have a number of key elements: an overall strategic direction; strategic aims/outcomes that focus on the major impacts the organisation wants to make; and indicators to show what difference the organisation wants to make with measures to map progress. Coherence between all the elements increases the chances of effective delivery. This means that it is not desirable to consider any one element in isolation.<sup>54</sup>

Indicators are an important feature of any strategy. They should be clear about what progress is intended, state who is to benefit, be measurable (quantitative and qualitative), be set against baselines and be clear and unambiguous about what progress should look like. The aim of such a framework is to clearly demonstrate the positive impact on society and to aid transparency and accountability.

### OVERVIEW AND ANALYSIS OF INDICATORS

Compared to Ireland's first National Action Plan there was clearly an effort to ensure that the indicators were linked to the strategic aims for both foreign and domestic policy.

The process used to develop the suite of current indicators consisted of individual implementing bodies constructing their own indicators which were then brought together into the NAP. There was no further discussion on indicator links and coherence to the overall strategic aims and commitments of the NAP and other strategic domestic and international commitments such as SDG goals.<sup>55</sup> Such an approach is evident in the difference in the nature of the indicators.

Each indicator in the NAP was reviewed for its utility and articulation and how it contributed to the commitments set out in the NAP. The analysis was also informed by a comparison with the UN and the EU indicators as well as with information gathered from desk research, monitoring reports and interviews with implementers, members of the Oversight Group and Civil Society Organisations.

A broad consensus emerged on a number of issues:

#### Coherence

- » Indicators are not usefully viewed in isolation of a consideration of the strategic difference and impact that Ireland wishes to make both domestically and internationally.
- » There was a recognition that the suite of indicators does not offer a fully reflective 'whole-of-government' view on the value of WPS and the work undertaken to implement the UNSC resolutions.
- » Many indicators could be improved to map more effectively progress towards the achievement of the strategic aims and commitments. Articulation of some is in line with expectations of an indicator: '...increase the number of women...', 'increase in targeted funding...', 'Increased weight given to WPS...', 'Improved access to quality services for women...'. For others, it is less clear what is required to improve as a direct result of the NAP: 'Training policy implemented', 'Financial contributions to international organisations...', 'Measures taken to prosecute offenders and offer relief to victims...', 'Level of national participation in international policy making'.
- » If indicators are not clear and do not show improvement directly linked to the strategic aims and commitments, it is unlikely they will be understood by beneficiaries and new incumbents to implementer posts. The meaning of some indicators was unclear to the implementer; it may have made sense to someone previously but that understanding has been lost. It is important for the comprehension, communication and credibility of the NAP that the suite of indicators make sense, progress is clearly seen to contribute to the overall strategic aims and commitments and there is no duplication.
- » It is quite legitimate and preferable to be able to refer to links with other government strategies/plans. Such reference is useful as it demonstrates



a whole-of-government approach to embedding WPS. It also promotes the good practice of linking departmental and unit implementation/action plans connected to the achievement of NAP strategic aims; the Defence Forces Action Plan is a good example of this. Clear links between the NAP and domestic and foreign policies also offer a mechanism to demonstrate internal accountability for action at top of Department level. Reference to SDGs will be important in moving forward and preparing for the next NAP.

- » Information provided in the progress updates to the Oversight Group is not always connected to the indicators, sometimes it refers to the action and ignores the indicator. It is clear that some implementers largely ignore the indicators and either report on what relevant actions are being progressed or do not report the full story as they feel inhibited by the monitoring framework.



Women's Collective Celebration, Bururi, Burund,  
February 2018

### Measurability and Data Availability

- » Indicators need to be measurable and many, quantitative and qualitative, in the NAP are in some form. However, few have baselines against which to measure and limited effort has been made to establish these. Some indicators require a dichotomous answer e.g. an event happened, yes or no and are not useful. In moving forward, it would be useful to consider indicators and measures that stretch for at least the full period of the NAP and are not so easily achieved in the first year or two.
- » Absence of gender and ethnic disaggregated data is a major issue for effectively measuring progress against the NAP. It is difficult to imagine a situation in which strategy, policy and practice can be effectively developed and reviewed when relevant information is not available. As a consequence, it is difficult to fully measure the outcome/impact of the NAP, i.e. what difference it made. This issue was raised in both the Midterm and Final Reviews of Ireland's first NAP and in the Midterm Review of this NAP. This review has seen little progress made. As Ireland is funding international organisations to develop statistical information on gender, it is important to show example by developing relevant information domestically and for foreign policy.<sup>56</sup> Commitment to a data development plan, to include the establishment of baselines, would be beneficial.
- » When numeric indicators are used they are often unclear and do not provide sufficient information to usefully assess the progress made on the commitments.
- » There was mention of using the term *Progress Markers* instead of indicators as it was viewed as less threatening. If changing the name of a concept helps people to understand it better that is a positive step. However, if such change not only changes the name but the concept itself then that could be problematic. Should such a change seek to either remove or lessen the focus on measurement it would also lessen the credibility of accountability and possibly the plan itself.

### Mainstreaming and Accountability

- » Ireland's NAP is regarded as an example of good practice internationally for its leadership in monitoring and evaluation. It is acknowledged that a cohesive plan of outcomes, indicators and measures supported by action plans would aid understanding of Ireland's focus on WPS thus further enabling and supporting actions domestically and internationally. Using a logic model such as a Theory of Change<sup>57</sup> approach which is an integrated approach in which indicators are considered within the overall strategic context.
- » Accountability for identifying what organisations are doing differently as a result of WPS and the NAP through their actions should be transparent and clear for all to understand. Clarity of indicators and measures, that may span more than one outcome, support effective accountability. Many implementers were able to identify areas of work that were undertaken as a direct result of the NAP, while for others this was more of a challenge. The challenge in identification may be for a range of reasons including implementers inserting work that was already planned and then made to fit the WPS framework.

### Number of Indicators

- » Whilst there were fewer indicators than in the first NAP both implementers and Civil Society Organisations who provided a view thought that there were still too many. There is no magic number for indicators, but there should be no more than is necessary to chart and mark progress. There should also be coherence with no obvious gaps.

# Appendix 3

## Oversight Group for the Second National Action Plan

**Nora Owen** Independent Chair

### GOVERNMENT DEPARTMENTS/ STATUTORY BODIES

<b>Comdt. Gillian Collins</b>	Gender Advisor, Irish Defence Forces
<b>Áine Hearn</b>	Director, Conflict Resolution Unit, DFAT
<b>Laura Leonard</b>	Evaluation and Audit Unit, DFAT
<b>Sarah McGrath</b>	Ireland, UK and Americas Division <sup>58</sup>
<b>Diane Nurse</b>	National Social Inclusion Office, Health Service Executive
<b>Emer O'Brien</b>	Humanitarian Unit, Development Cooperation Division
<b>Ann Marie Quarry</b>	Gender Equality Division, Department of Justice and Equality
<b>Superintendent Louise Synnott</b>	An Garda Síochána
<b>Noreen Woulfe</b>	International Security and Defence Policy Branch, DOD

### CIVIL SOCIETY/ACADEMIA/ INDEPENDENT EXPERTS

<b>Colm Byrne</b>	Oxfam Ireland
<b>Anastasia Crickley</b>	Department of Applied Social Studies, Maynooth University
<b>Nura Hagi</b>	Mind the Gap
<b>Walt Kilroy</b>	School of Law and Governance, Dublin City University
<b>Réiseal Ni Chéilleachair</b>	Concern
<b>Ellen O'Malley Dunlop</b>	National Women's Council of Ireland
<b>Catherine O'Rourke</b>	Transitional Justice Institute, University of Ulster <sup>59</sup>
<b>Michael Rowan</b>	Independent
<b>Ruth Taillon</b>	Centre for Cross Border Studies

### SECRETARIAT: CONFLICT RESOLUTION UNIT, DEPARTMENT OF FOREIGN AFFAIRS AND TRADE

<b>Áine Hearn</b>	Director
<b>Aoife Lyons</b>	Deputy Director
<b>William Barrett</b>	Desk Officer
<b>Claire Dowling</b>	Desk Officer

# Appendix 4

## List of Interviewees

### GOVERNMENT DEPARTMENTS AND STATUTORY BODIES

#### Department of Foreign Affairs and Trade

##### Political Division

- Conflict Resolution Unit
- Human Rights Unit
- International Security Policy Unit
- Disarmament and Non-Proliferation Unit
- Permanent Mission to the United Nations

##### Europe Division

- European Neighbourhood and Policy Division

##### Ireland-UK-Americas Division

- Northern Ireland Secretariat
- The Americas

##### Development Cooperation Division (Irish Aid)

- Director General
- Humanitarian Unit

##### Evaluation and Audit Unit

##### Embassy South Africa

##### Embassy Brussels - Partnership for Peace

##### Department of Justice and Equality

- Office for the Promotion of Migrant Integration

##### Department of Defence

##### Defence Forces

##### An Garda Síochána

##### Health Service Executive, National Social Inclusion Office

##### Former CRU Intern

### OVERSIGHT GROUP

#### Chair of Oversight Group

Civil society members (CSOs, academics, independents - 4)

### ATTENDANCE

Oversight Group in September 2018

Oversight Group in December 2018

## Appendix 5

### Recommendation – Reference Matrix

	RECOMMENDATION	REFERENCE
1	<b>Development of the third NAP</b>	Development in National Action Planning (pages 14 and 15) Development of third NAP (page 26) Analysis of Indicators (Appendix 2)
2	<b>Communicating WPS</b>	Communications (page 25)
3	<b>Leadership responsibility</b>	Development in National Action Planning (page 15) See section on Sweden and Canada
4	<b>Domestic leadership</b>	Implementing the second NAP (pages 5 and 6) Refugees and asylum seekers (page 21) Developments in National Action Planning (page 14) Aligning domestic and international (page 19)
5	<b>Whole-of-Government</b>	Aligning domestic and international (Page 20) Tools to assist alignment and mainstreaming (page 20)
6	<b>International reach to the ground</b>	Tools to assist alignment and mainstreaming (page 20) Development of third NAP (page 27)
7	<b>Conflict-affected women arriving in Ireland</b>	Refugees and asylum seekers (page 21)
8	<b>Women in Northern Ireland</b>	Northern Ireland (page 22)
9	<b>Data Development Plan</b>	Indicators (page 26) Analysis of Indicators (Appendix 2)
10	<b>Accountability and reporting</b>	Oversight Group (pages 23 to 25)
11	<b>Oversight Group</b>	Oversight Group (pages 23 to 25)
12	<b>Coherent understanding to underpin application</b>	Tools to assist alignment and mainstreaming (page 20)

## Endnotes

1. These points have been made in previous reviews.
2. On 8 March 2019 Ireland became the 34th State to ratify the Convention, which will enter into force in Ireland on 1 July 2019.
3. A baseline assists implementers to track progress and assess impact; strengthens transparent and accountable reporting to the Oversight Group; and enables independent reviewers to better monitor and evaluate the NAP.
4. Midterm Review of Ireland second National Action Plan <https://www.dfa.ie/media/dfa/alldfawebstimedia/ourrolesandpolicies/int-priorities/womenpeaceandsecurity/NAP-report-v2.pdf>
5. *Ireland's National Action Plan for Implementation of UNSCR 1325, 2011-2014*. <https://www.dfa.ie/media/dfa/alldfawebstimedia/ourrolesandpolicies/int-priorities/National-Action-Plan-UNSCR-1325.pdf>
6. The NAP can be read at <https://www.dfa.ie/media/dfa/alldfawebstimedia/ourrolesandpolicies/ourwork/empoweringwomen-peaceandsecurity/Irelands-second-National-Action-Plan-on-Women-Peace-and-Security.pdf>
7. Civil society representation is made up of representatives of civil society organisations (CSOs), academics and individual experts.
8. See Appendix 4 for the list of consultees.
9. These may be described as interviews. The questions given in advance are detailed. The reviewers treat them as conversations in the spirit of encouraging realisation of what has been done and what more could have been done and exploring what further and deeper contribution might be made in future.
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. S/RES/2272 (2016)
13. <https://www.un.org/sg/en/content/sg/speeches/2018-10-25/remarks-security-council-women-peace-and-security>
14. S/RES/2282 (2016)
15. [https://undg.org/wp-content/uploads/2017/01/Guidance-on-Sustaining-Peace.170117.final\\_.pdf](https://undg.org/wp-content/uploads/2017/01/Guidance-on-Sustaining-Peace.170117.final_.pdf)
16. UNSC, S/RES/2242 (2015), 13 October 2015. Also, <http://www.unwomen.org/en/news/stories/2015/10/ed-statement-UNSC-resolution-1325>
17. Agenda for Humanity. <http://www.agendaforhumanity.org/agendaforhumanity>. It emanated from the World Humanitarian Summit in 2016. Its core responsibilities are political leadership, preventing and ending conflict, safeguarding people, leaving no-one behind, transcending the humanitarian-development divide and investing in building local capacity and stability.
18. <https://sustainabledevelopment.un.org/post2015/transformingourworld> Also, 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*
19. OECD, States of Fragility 2016: Understanding Violence, <http://www.oecd.org/dac/states-of-fragility-2016-9789264267213-en.htm>

20. RAR workshop attended by EU, OSCE, NATO, UNDPKO, AU, Ireland, June 2018
21. UN Secretary General António Guterres, Remarks to the Security Council Open Debate on Women, Peace and Security, 25 October 2018, <https://www.un.org/sg/en/content/sg/speeches/2018-10-25/remarks-security-council-women-peace-and-security>
22. UNW Global Study on the Implementation of United Nations Security Council resolution 1325, <http://wps.unwomen.org/participation/>
23. UNSG Remarks to SC Open Debate, 25 October 2018
24. S/2017/861, 16 October 2017
25. [https://www.peacewomen.org/sites/default/files/UNW-GLOBAL-STUDY-1325-2015%20\(1\).pdf](https://www.peacewomen.org/sites/default/files/UNW-GLOBAL-STUDY-1325-2015%20(1).pdf)
26. C O'Rourke and A Swaine, Guidebook on CEDAW General Recommendation No. 30 and the UN Security Council Resolutions on Women, Peace and Security. (UN Women 2015), <http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2015/guidebook-cedawgeneralrecommendation30-womenpeacesecurity-en.pdf?la=en&vs=4306>
27. C O'Rourke C and A Swaine, [https://www.cambridge.org/core/services/aop-cambridge-core/content/view/41BC82165E5E2FD6B79899E1BCCCAA0A/S0020589317000483a.pdf/cedaw\\_and\\_the\\_security\\_council\\_enhancing\\_womens\\_rights\\_in\\_conflict.pdf](https://www.cambridge.org/core/services/aop-cambridge-core/content/view/41BC82165E5E2FD6B79899E1BCCCAA0A/S0020589317000483a.pdf/cedaw_and_the_security_council_enhancing_womens_rights_in_conflict.pdf)
28. Peacewomen 2018, <https://www.peacewomen.org/member-states> The EU figures are extracted from Peacewomen and EPLO <http://eplo.org/activities/policy-work/gender-peace-security-2/implementation-of-unscr-1325-in-europe/>
29. These are some of the lessons identified by some Member States during the preparation of their current NAPs, in particular Finland, Sweden, The Netherlands and Canada.
30. [https://www.peacewomen.org/sites/default/files/03\\_18\\_Women\\_Peace\\_Security%20\(1\)%20\(2\).pdf](https://www.peacewomen.org/sites/default/files/03_18_Women_Peace_Security%20(1)%20(2).pdf)
31. <https://www.peacewomen.org/sites/default/files/Sweden%20NAP%202016-2020.pdf>
32. <https://www.peacewomen.org/sites/default/files/cnap-eng.pdf> Also [https://www.peacewomen.org/sites/default/files/cnap\\_implementation\\_plans\\_eng.pdf](https://www.peacewomen.org/sites/default/files/cnap_implementation_plans_eng.pdf)
33. 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/alldfawebstimedia/ourrolesandpolicies/ourwork/empoweringwomen-peaceandsecurity/Final-Evaluation-of-Irelands-First-National-Action-Plan.pdf>
34. *A Programme for Partnership Government*, May 2016. [http://www.merrionstreet.ie/MerrionStreet/en/ImageLibrary/Programme\\_for\\_Partnership\\_Government.pdf](http://www.merrionstreet.ie/MerrionStreet/en/ImageLibrary/Programme_for_Partnership_Government.pdf)
35. *Department of Foreign Affairs and Trade (DFAT) Statement of Strategy 2016-2019* <https://www.dfa.ie/media/dfa/alldfawebstimedia/aboutus/whatwedo/Statement-of-Strategy-2016-2019.pdf>
36. DFAT, *The Global Island: Ireland's Foreign Policy for a Changing World*, January 2015. <https://www.dfa.ie/media/dfa/alldfawebstimedia/ourrolesandpolicies/ourwork/global-island/the-global-island-irelands-foreign-policy.pdf>
37. Irish Aid, *A Better World, Ireland's Policy for International Development*, February 2019. <https://www.irishaid.ie/about-us/policy-for-international-development/aboutthenewpolicy/>
38. DFAT, *National Plan on Business and Human Rights 2017-2020*. <https://www.dfa.ie/media/dfa/alldfawebstimedia/National-Plan-on-Business-and-Human-Rights-2017-2020.pdf>
39. 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>

40. Originally the *Global Acceleration Instrument (GAI) for Women, Peace and Security and Humanitarian Action*, it is administered by the UNDP Multi-Partner Trust Fund Office. <http://mptf.undp.org/factsheet/fund/GAI00>
41. OECD, Ireland DAC Peer Review of Development Cooperation Division, 2014. <http://www.oecd.org/Ireland/peer-review-Ireland.htm>
42. Ireland: Voluntary National Review 2018: Review on the Implementation of the 2030 Agenda to the UN High-level Political Forum on Sustainable Development, [https://sustainabledevelopment.un.org/content/documents/19382Ireland\\_Voluntary\\_National\\_Review\\_2018.pdf](https://sustainabledevelopment.un.org/content/documents/19382Ireland_Voluntary_National_Review_2018.pdf)
43. DJE, *National Strategy for Women and Girls 2017-2020*, April 2017. [http://www.justice.ie/en/JELR/National\\_Strategy\\_for\\_Women\\_and\\_Girls\\_2017\\_-\\_2020.pdf/Files/National\\_Strategy\\_for\\_Women\\_and\\_Girls\\_2017\\_-\\_2020.pdf](http://www.justice.ie/en/JELR/National_Strategy_for_Women_and_Girls_2017_-_2020.pdf/Files/National_Strategy_for_Women_and_Girls_2017_-_2020.pdf)
44. 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>
45. 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>
46. [http://www.justice.ie/en/JELR/Pages/Irish\\_Refugee\\_Protection\\_Programme\\_\(IRPP\)](http://www.justice.ie/en/JELR/Pages/Irish_Refugee_Protection_Programme_(IRPP))
47. 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, 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](http://www.citizensinformation.ie/en/moving_country/asylum_seekers_and_refugees/the_asylum_process_in_ireland/refugees_asylum_seekers_introduction.html)
48. Launched in February 2017 as a blueprint for the future
49. 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](https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/second_national_action_plan_to_prevent_and_combat_human_trafficking_in_ireland.pdf)
50. Ireland's *Second National Intercultural Health Strategy 2018-2023*, <https://www.hse.ie/eng/about/who/primarycare/socialinclusion/intercultural-health/intercultural-health-strategy.pdf>
51. See Chapter 2.
52. [https://tbinternet.ohchr.org/\\_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fIRL%2fCO%2f6-7&Lang=en](https://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fIRL%2fCO%2f6-7&Lang=en)
53. Ireland: Voluntary National Review 2018: Report on the implementation of the 2030 Agenda to the UN High-level Political Forum on Sustainable Development.
54. Preventing Conflict, Transforming Justice and Securing the Peace: A Global Study on UNSCR 1325. UN 2015. Ireland was a co-funder, and a co-chair of the Group of Friends, of the Global Study. The Global Study recommends ensuring 'measurability of indicators, feasibility of data collection, and attaching to each indicator jointly agreed methodological guidelines that are in line with international statistical standards.' (p409). <http://www2.unwomen.org/-/media/files/un%20women/wps/highlights/unw-global-study-1325-2015.pdf?vs=2435>



55. UN Sustainable Development Goals, <http://www.un.org/sustainabledevelopment/sustainable-development-goals>
56. The Global Study: National governments are asked to prioritise statistics disaggregated by gender and other variables to inform policy, (p413). Ireland also co-funds UN Women's flagship programme *Making Every Woman and Girl Count*, dedicated to better gender statistics to support the SDGs. <http://www.unwomen.org/en/how-we-work/flagship-programmes/making-every-woman-and-girl-count>; <http://www2.unwomen.org/~media/headquarters/attachments/sections/library/publications/2015/flagship-brief-statistics.pdf?v=1&d=20160512T210319>
57. Theory of Change <http://www.theoryofchange.org/what-is-theory-of-change/>; <https://knowhow.ncvo.org.uk/how-to/how-to-build-a-theory-of-change>
58. Formerly Anglo-Irish Division.
59. Jessica Doyle is an alternate for Catherine O'Rourke



RAR Workshop, June 2018, participants with Secretary General Niall Burgess (centre)







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