

Public Consultation Paper For Ireland's Third National Action Plan Women, Peace and Security

Open Invitation for Submissions

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An Roinn Gnóthaí Eachtracha agus Trádála
Department of Foreign Affairs and Trade

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1. Introduction

The Conflict Resolution Unit of the Department of Foreign Affairs and Trade is leading the development of Ireland's Third National Action Plan on Women, Peace and Security. This National Action Plan will detail the actions to be undertaken in implementing the Women, Peace and Security Resolutions of the United Nations Security Council. The development of this plan will include a process of public consultation to seek the views of all interested parties and relevant stakeholders on this theme. This consultation document has been put together by a Working Group for the Third National Action Plan appointed by the Tánaiste and Minister for Foreign Affairs and Trade, which is made up of equal representation from Civil Society/Academia and relevant government stakeholders in WPS (Membership for this group can be found in Annex I).

This consultation document:

- presents the context for the development of Ireland's Third National Action Plan
- sets out key regional and international developments in the area of UNSC Resolution 1325
- proposes issues for consideration to guide and frame inputs
- outlines the process for submission of inputs.

Submissions are invited from all interested parties and details of how to make a submission can be found at on page 6 of this document.

2. Women, Peace and Security Agenda

The adoption by the [United Nations Security Council of Resolution \(UNSCR\) 1325](#) in 2000 marked a watershed in the recognition of the unique and disproportionate impact of conflict on women and girls. Importantly, it also highlighted the critical role of women and girls in conflict prevention and resolution, peace negotiations, peace building, and post-conflict reconstruction and governance. [UNSCR 1325](#) is strengthened and complemented by seven further resolutions [1820](#) (2008); [1888](#) (2009); [1889](#) (2009); [1960](#) (2010), [2106](#) (2013) and [2122](#) (2013), [2242](#) (2015) and known collectively as the Women, Peace and Security Agenda of the UN Security Council. For more information on the agenda please see the Conflict Resolution Unit's - Simple Guide to Women, Peace, and Security in Annex II.

3. Why is the Women Peace and Security Agenda Important?

It is intended that the third National Action Plan on Women Peace and Security Agenda will be relevant to all people on the island of Ireland who have been affected by conflict. Although the resolutions use the term "women", the document considers all those on the island who come from or have lived in a conflict or post conflict affected country, regardless of their gender identity, as important stakeholders. This has particular relevance to the context of Ireland-Northern Ireland as well as migrants, refugees, asylum seekers and others. It is intended that the scope of this plan will provide further outreach with communities and individuals to better engage women and girls, men and boys, and LGBTQI+ people from conflict affected areas. Those living in Ireland who are not direct stakeholders still have a role to play in their support and action of the implementation of the plan. While the plan should interlink with other government policy documents including the [National Strategy for Women and Girls](#), the [Migrant Integration Strategy](#), the [Second National Action](#)

[Plan to Combat Human Trafficking in Ireland](#), the [Second National Strategy on Domestic, Sexual and Gender Based Violence](#), the [LGBTI+ National Youth Strategy](#), and the [National Strategy on Children and Young People's Participation in Decision Making](#), it should be seen as a stand-alone document specifically relevant to what is outlined in the Women Peace and Security Agenda.

4. Ireland's 1st and 2nd National Action Plans

Ireland's First [National Action Plan on UN Security Council Resolution 1325 \(2011-2014\)](#) was launched in November 2011. It was drafted following on from an interdepartmental governmental and civil society consultation process and an international cross-learning initiative, involving women from Timor-Leste, Liberia and Ireland/Northern Ireland. A [Mid-Term](#) and [Final Review](#) were conducted to inform the Second National Action Plan.

The [Second National Action Plan \(2015-2018\)](#) was launched in January 2015. It was drafted by a Consultation Group (appointed by the Minister for Foreign Affairs) with equal representation from government and civil society organisations. The Final Review of the First National Action Plan, a public consultation and a public workshop informed the creation of the plan.

The plan is structured around the four pillars, listed below, each with a number of objectives, and establishes clear actions and target timeframes.

Pillar 1:

Prevention of Conflict including Gender Based Violence and Sexual Exploitation and Abuse

Pillar 2:

Empowerment, Participation and Representation of Women in Decision Making

Pillar 3

Protection, Relief and Recovery

Pillar 4

Promotion of the Women Peace and Security agenda in International, Regional and National Arenas

The four pillars are underpinned by a strong commitment to **Monitoring and Evaluation** and an **Oversight Group** comprised of equal representation from statutory bodies responsible for implementation and civil society. The Plan takes a "Whole of Government Approach", with the inclusion of representation of the Oversight Group from members of the Department of Foreign Affairs and Trade, the Department of Justice and Equality, the Department of Defence, the Defence Forces, An Garda Síochána, and the Department of Health. The built-in monitoring mechanisms and the unique dual focus (both international and domestic) of Ireland's National Action Plan have been highlighted by both the United Nations and the European Union as examples of best practice.

A [Mid-term Review](#) examined the outputs and results of the first 18 months of the Second National Action Plan. It highlighted a number of successes as well as a number of gaps and challenges in that plan which will inform recommendations for the development of the Third National Action Plan. The final review of the Second National Action Plan will be published in early 2019 and will also be taken into consideration in the drafting of the Third National Action Plan.

5. Developments since the Second National Action Plan

It is intended that the Third National Action Plan will reflect the progress of the WPS Agenda since the Second National Action Plan. In 2015 Resolution 2242 was passed which was based on the findings of a Global Study reviewing collective action on Resolution 1325 conducted by the UN. [The Global Study](#) considers the gender dimension of countering violent extremism and terrorism and the intention to improve implementation of the WPS Agenda by initiating a revised strategy aiming to double the number of women in peacekeeping operations. There has also been further dialogue from the UN, civil society and academia around the question of masculinities and the inclusion of men and boys in the agenda, mediation, the impact of the agenda on LGBTQI+ communities, the Youth, Peace and Security Agenda, and the importance of incorporating the experiences of migrants and refugees. These new elements to consider have not, however, taken away from the commitment of previous resolutions, particularly the importance of prevention, protection and rehabilitation from sexual and gender based violence and the promotion of meaningful and equitable participation of women in peacebuilding.

The Mid-term Review of the Second National Action Plan includes a call for better recognition of the Disarmament and Non-Proliferation Unit's WPS work, as well as for Disarmament and Non-Proliferation to secure a prominent space within the framework of the NAP. This has been reflected in their inclusion in the Working Group overseeing the National Action Plan. The Consultation process should also consider the call in the Mid-term Review, to develop a plan to engage with government departments responsible for education and health to ensure that all the relevant parts of government know of and contribute to the NAP. As it has been the trend internationally, it was also decided by the Oversight Group of the Second National Action Plan to lengthen the time period from three to five years. This will allow for better implementation, monitoring and evaluation.

Another development since the launch of the Second National Action Plan has been the Department of Foreign Affairs and Trade's growing regional engagement with the WPS Agenda. This has included but is not limited to the hosting of the Regional Acceleration of Resolution 1325 meeting twice in Dublin, being an active participant on the EU Informal Taskforce for Women Peace and Security, and joining the Group of Friends of the African Women Leadership Network. Information about some of these activities is available in the Newsletter, which can be found on our website.

As is reflected in the make-up of our Working Group, it is also intended that the National Action Plan will consider the all-island nature of the plan and its application to migrants and asylum seekers living in Ireland.

6. Issues for Consideration

Ireland's Third National Action Plan, like the first and second, will be considered a "living document" open to continuous improvement and further focus on best practice regarding implementation. While all input is welcome, it should be informed by the Second National Action Plan and its Mid-term Review, which noted that "establishing processes for mainstreaming, keeping plans fresh, and moving forward is not straightforward" but examples in the Mid-term Review "show some of the steps that make it possible". It should also be critically informed by the lived and on-going experiences of women affected by conflict and the wider implications for the world in which we live.

What action do you think Ireland should take on Women, Peace and Security?

The following questions, which are not exclusive, are based on the development and implementation of Ireland's Second National Action Plan and intended to guide and frame submissions for Ireland's Third National Action Plan scheduled to start in 2019:

1. **What strategic objectives should be priorities for the Third National Action Plan?**
2. **Are the existing Pillars the most effective way to structure the NAP?**
3. **How can the Third National Action Plan reflect the commitments in Ireland's Policy for International Development and other relevant government policies and strategies?**
4. **How should the National Action Plan apply to the Ireland-Northern Ireland context as well as migrants, asylum seekers, and others living in Ireland who come from conflict and post-conflict affected areas?**
5. **How can the existing monitoring and evaluation mechanisms of the previous National Action Plans be improved?**
6. **How can the plan better engage those who have a role to play in Women, Peace and Security, but may not feel directly impacted? (eg men and boys, faith leaders, victims of human trafficking)**
7. **How should Ireland better promote knowledge of Women, Peace and Security locally, nationally, regionally and internationally?**

6. Who Should Submit?

All submissions are welcome, in particular those from or representing:

- Women and girls and men and boys affected by conflict, both interstate and intrastate conflict, living overseas or on the island of Ireland

- Grass roots civil society organisations, in particular women’s groups, both in Ireland and overseas, that work with women who have been affected by conflict
- International non-governmental organisations working in conflict and post-conflict situations
- Independent experts, academics or practitioners with experience of or working in the fields of gender equality, conflict resolution, peace-building, mediation, justice and accountability and related areas.

Making a Submission

This paper has been circulated by the Conflict Resolution Unit (CRU) of the Department of Foreign Affairs and Trade, in conjunction with the Working Group on the drafting of Ireland’s Third National Action Plan, which comprises relevant state representatives, civil society organisations, independent experts and academics with experience of Women, Peace and Security issues, and women affected by conflict and post-conflict situations both in Ireland and internationally. (See Annex I)

Submissions, on any or all of the questions raised, or on related issues, of any length but no longer than 2,000 words, should be made in writing in English or Irish. They should be sent by email with the Subject Heading “WPS Consultation” to wpsconsultation@dfa.ie, or by post marked “WPS Consultation” to the Conflict Resolution Unit, Department of Foreign Affairs & Trade, 79-80 St Stephen’s Green, Dublin 2, Ireland. Submissions are preferred by **Friday 14th December 2018**.

The review team may release all or part of a submission, subject to data protection requirements. Please indicate if you are willing to authorise this release when making a submission. Please also indicate if you are willing for your submission to be published on the website of the Department of Foreign Affairs and Trade.

The provisions of the Freedom of Information Acts will apply to submissions received, which may therefore be released in total or in part. When making a submission, please indicate if there are aspects of your submission that you seek to have withheld, and the reasons for same (more information here: www.foi.gov.ie).

All those who make a submission will be invited to attend our Public Consultation Workshops, scheduled for the third and fourth weeks of January 2018.

Further Information can be found by contacting the Conflict Resolution Unit at the details below:

*Conflict Resolution Unit
Department of Foreign Affairs and Trade
79-80 St. Stephen’s Green
Dublin 2, Ireland
wpsconsultation@dfa.ie
Tel: +353 (01) 1 408 2812*

Annex I

List of Working Group Members

| Name | Role/Organisation |
|--|---|
| Salome Mbugua | Akidwa |
| Government Departments/Statutory Bodies | |
| Áine Hearn | Conflict Resolution Unit, Department of Foreign Affairs and Trade |
| Frank Groome | Disarmament and Non Proliferation Unit, Department of Foreign Affairs and Trade |
| Vicky Dillon | Development Co-operation Division, Department of Foreign Affairs and Trade |
| Caoimh Kett | British/Irish Inter-government Secretariat/IUKA |
| Laura Leonard | Evaluation & Audit Unit |
| Diane Nurse | Social Inclusion Unit, Health Services Executive |
| AnnMarie Quarry | Gender Equality Division, Department of Justice and Equality |
| Noreen Woulfe | Department of Defence |
| Comdt. Gillian Collins | Defence Forces |
| Supt. Louise Synnott | An Garda Síochána |
| Civil Society | |
| Nura Hagi | Mind the Gap |
| Declan Power | Independent Defence Expert |
| Louise Williams | Independent |
| Egide Dhala | Wezesha |
| Emma Johnson | Youth Action, Northern Ireland |
| Ruth Taillon | Centre for Cross-Border Studies |
| Mary Montague | Independent |
| Abby Ryan | Irish Consortium on Gender Based Violence |
| Academia/Independent Experts | |
| Dr Heidi Riley | University College Dublin |
| Dr Anastasia Crickley | Maynooth University |

Annex II- Simple Guide to the Women Peace and Security Agenda

1. Background:

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

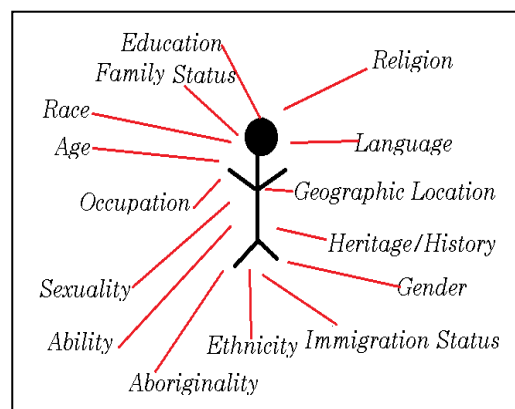
experienced the conflict differently to an older man due to the norms around age, gender and sexuality in that context. These power dynamics also have effect in conflict prevention, peace-building and post conflict reconstruction.

Gender vs. sex

Gender most often refers to **social and cultural differences between male and female**, as opposed to biological differences

2. Women, Peace and Security Agenda:

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



3. The Four Pillars of the Women Peace and Security Agenda

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

Resolution 1325 (2000) calls for:

Pillar 1 - Participation

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

Pillar 2 - Protection

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

Pillar 3 - Prevention

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

Pillar 4 - Relief and recovery

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

4. The Proceeding Resolutions of WPS:

Women, Peace and Security is considered to be a living and expanding agenda. Following Resolution 1325 (2000), the UN passed a further 7 Resolutions which act like building blocks to the first.

Resolution 1820 (2008) calls for:

The recognition that conflict-related sexual violence is a tactic of warfare.

As such there is a need for:

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

Resolution 2106 (2013) calls for:

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

Resolution 2122 (2013) calls for:

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

Resolution 1888 (2009) calls for:

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

Resolution 1960 (2010) calls for:

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

Resolution 1889 (2009) calls for:

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

Resolution 2242 (2015) calls for:

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

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

5. Ireland's National Action Plan on WPS:

One of the most important elements of the Women, Peace and Security Agenda is its application and implementation by Member States through **National Action Plans**. Therefore Ireland's National Action Plan is the document through which our policy on WPS is applied internationally and domestically. Seventy-six UN Member States have National Actions Plans (as of September 2018).

Ireland's National Action Plan (NAP) outlines our policy on Women Peace & Security and the first NAP was launched in 2011 and ran until 2014 and since 2015 we are on the second National Action Plan (2015-2018). The Conflict Resolution Unit at the Department of Foreign Affairs and Trade is beginning the process to facilitate the creation of Ireland's Third National Action Plan on Women, Peace and Security which is likely to run from 2019-2023.

6. **What is in Ireland's NAP?**

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

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

Domestic Application:

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

Regional/International Application

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

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

How will our Third National Action Plan be created?

The Conflict Resolution Unit in Department of Foreign Affairs and Trade is assigned to facilitate the creation, development, and Monitoring and Evaluation of the National Action Plans on WPS. They act as the Secretariat for a **Working/ Consultation Group** which consists of **equal representation from**

Civil Society/Academia and Government Department/Statutory bodies who are experts in or have a stake in the Women, Peace and Security Agenda. Members of this Group are appointed by the Tánaiste and Minister for Foreign Affairs and Trade.

This Working Group is involved in drafting a call for **submissions for a Public Consultation** regarding input to the plan. They will also organise a **Public Consultation Workshop**. The plan is drafted from the outputs of these processes and the results of the Mid-Term review of the previous plan.

Who implements and oversees Ireland's National Action Plan?

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

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

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

Monitoring & Evaluation

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

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