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# Baseline Study on UNSCR 1325

## Women and Peacebuilding Toolkit: Sharing the Learning

Submitted to the Community Foundation for Northern Ireland, the Women's Resource and Development Agency and the National Women's Council of Ireland, as part of the Women and Peacebuilding Project funded by the PEACE III Programme

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*Women's contribution to the search for durable peace is remarkable, unparalleled, but most often overlooked.*

**Ellen Johnson Sirleaf, President of Liberia**

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## **Chapter One      Baseline Study Context, Tasks and Methodology**

### **1.1      *Introduction and Context***

UNSCR (United Nations Security Council Resolution) 1325 (2000) on Women, Peace and Security addresses the impact of war and conflict on women and calls for increasing women's role in conflict resolution and peacemaking. It was adopted by the Security Council in 2000 to highlight the different experiences that women and men have of conflict and the need for gender perspectives to be incorporated into peace building, peacekeeping and post conflict reconstruction. The resolution applies to all 198 UN member states including the UK (United Kingdom) and Ireland.

This report provides a baseline study of the key instruments, initiatives and activities in relation to UNSCR 1325 on Women, Peace and Security as they relate to Northern Ireland and the Republic of Ireland. The purpose of the baseline study is to act as resource for the production of a Toolkit on Women and Peacebuilding by the Women and Peacebuilding Project, who commissioned this study.

The Women and Peacebuilding Project is a cross-border initiative, delivered through CFNI (Community Foundation for Northern Ireland), in collaboration with the WRDA (Women's Resource & Development Agency) and the NWCI (National Women's Council of Ireland). The Project seeks to bring an international perspective to local learning on women and peacebuilding issues in Northern Ireland and the Republic of Ireland using the context of UNSCR 1325. The Project's principal aim is to gather and disseminate learning from the experiences of women who have lived through conflict in Northern Ireland and the Republic of Ireland, and through the subsequent periods of conflict resolution and peace building to inform the development of peacebuilding strategies and issues.

### **1.2      *The Women and Peacebuilding Toolkit***

The production of a Toolkit on UNSCR 1325 is regarded as a key outcome of the Women and Peacebuilding Project. The purpose of the Toolkit will be to promote a greater understanding of issues facing women at community level and to translate these issues into matters of interest and concern for both statutory and voluntary agencies within Northern Ireland and the Republic of Ireland. It is hoped that this Toolkit can offer a practical example of where the local experience of women can benefit from the implementation of UN standards, and where UN understanding of

Women, Peace and Security issues is augmented by detailed local experience.

### **1.3 Baseline Study Tasks and Methodology**

The baseline research involved a number of key tasks which were:

1. A review of all relevant information with regard to the principles of UNSCR 1325 and the related UK and Ireland National Action Plans.
2. A review of the current thinking of the main institutions active in this area including International Agencies; Lobby Groups; NGOs; British and Irish statutory agencies as appropriate.
3. Analysis of the current initiatives touching on the implementation of the UNSCR1325 in practice – particularly within Britain, Northern Ireland and Ireland.
4. Identification of gaps and opportunities in the current understanding and implementation of UNSCR 1325 in Northern Ireland.
5. Analysis of examples of other parallel and/or relevant Toolkits or sources of information that might either act as a model of good practice or contribute to the content of the proposed Project Toolkit, and to any associated training available.

The principal research method used to conduct the baseline study was the identification, review and analysis of materials and reports through desk research. There is a vast amount of literature and materials relating to UNSCR 1325. Relevant materials on the implementation of UNSCR 1325 internationally and at national government level in the UK and the Republic of Ireland were selected by criteria informed by the key tasks as outlined in the invitation to tender. The research was structured around three levels of investigation: the UN system; domestic and regional implementation globally; and implementation and initiatives at the national level within the UK and Ireland in relation to Northern Ireland. A full list of the materials reviewed is detailed in the bibliography.

In addition to the data generated through a documentary review, consultation with a discrete number of stakeholder agencies<sup>1</sup> was conducted to assist in clarifying aspects of work being undertaken pertinent to women, peace and security issues in Northern Ireland and the Republic of Ireland.

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<sup>1</sup> These were the NIWEP (Northern Ireland Women's European Platform, the WRDA (Women's Resource and Development Agency) and the NWCI (National Women's Council of Ireland).

#### **1.4 Analysis of Baseline Data**

The baseline data was analysed across four levels / themes:

1. The international legal and policy context for UNSCR 1325 and implementation initiatives within and across the UN system.
2. Domestic and regional approaches to the implementation of UNSCR 1325 in order to identify popular approaches and common challenges.
3. National Frameworks for the implementation of UNSCR 1325 by the UK and Irish governments to (i) identify the institutions most responsible for the implementation of the four pillars of UNSCR 1325, (ii) examine their work to date in implementing UNSCR 1325, and (iii) isolate the gaps and identify key opportunities within current UNSCR 1325 initiatives being implemented, particularly in relation to the context within Northern Ireland.
4. A review of parallel / relevant Toolkits on UNSCR 1325 and associated training to inform the design and content of the proposed Toolkit for the Women and Peacebuilding Project.

#### **1.5 Baseline Report Structure**

The baseline report which follows is structured accordingly: Chapter two examines the international legal and policy context for the implementation of UNSCR 1325, regional and domestic approaches to implementation and some common challenges and gaps as well as potential opportunities. Chapter three considers the national frameworks for implementation, documenting the key instruments guiding implementation in the UK and Ireland. This chapter also examines a number of initiatives being developed by NGOs and lobby groups across the four pillars of UNSCR 1325 including an assessment of the current policy contexts in Northern Ireland and the Republic of Ireland. The chapter concludes with an assessment of current opportunities and gaps within current UNSCR 1325 initiatives being implemented. Chapter four reviews a range of relevant toolkits and identifies a number of core components to inform the model and structure of a Toolkit on UNSCR 1325 for the Women and Peacebuilding Project. A number of mechanisms to build collaborative action with a range of strategic partners / agencies / sectors on the WPS agendas (including the development and dissemination of the Toolkit) are proposed in the concluding section of the baseline for consideration by the Women and Peacebuilding Project.

## **Chapter Two      *The International Legal and Policy Framework***

### **2.1      *Introduction***

Twelve years since the adoption of the resolution, the focus of institutional and civil society energy is on the implementation of the vision of 1325, and developing effective means to monitor and evaluate that implementation. The UN Security Council, multilateral security institutions, and UN member states, are the primary stakeholders charged with the responsibility for implementation of the resolution. The challenge across all stakeholders has been to think creatively about complementary and mutually-reinforcing strategies for implementation of the resolution.

This chapter reviews current understanding and implementation adopted by the UN system, regional bodies, and UN member states, in order to identify popular approaches and common challenges across the international, regional and domestic implementation of the resolution. Through this review, the chapter identifies gaps and opportunities in current understanding and implementation of the resolution.

### **2.2 *UNSCR 1325 IMPLEMENTATION: THE UN SYSTEM***

#### **2.2.1 *The Legal Framework***

##### ***United Nations Security Council Resolutions***

UNSCR 1325 indicates four pillars of priority action, namely: Participation, Protection, Prevention, and Relief and Recovery. The resolution is widely celebrated for its recognition of women's gender-specific experiences of conflict and of women as agents of conflict transformation. The resolution has been criticised, however, for the lack of implementation and oversight mechanisms included. In response to this identified deficiency, subsequent resolutions have been adopted by the United Nations Security Council to develop and enforce meaningful implementation and oversight mechanisms for the Women, Peace and Security agenda. To this end, UNSCR 1820 (2008) focused on the specific issue of conflict-related sexual violence, bringing increased attention to the area, with its partner resolution (UNSCR 1888) which established mechanisms for implementation and enforcement of the Women, Peace and Security (WPS) agenda, namely the appointment of a Special Representative of the Secretary General to represent and advance the UN's work on addressing sexual violence in conflict. Importantly, UNSCR 1889 (2009) included a request to the Secretary-General to develop a set of global indicators to track the

implementation of UNSCR 1325, to serve as a common basis for reporting on implementation of UNSCR1325 by relevant UN entities, other international and regional organisations, and UN member states. Together, all of these resolutions are intended to be complementary and mutually-reinforcing of the WPS agenda that was inaugurated by UNSCR 1325.

### ***The Committee on the Elimination of All Forms of Discrimination Against Women***

While civil society organisations typically refer to the legally-binding character of the UNSC Resolution 1325, as it originated from the United Nations Security Council, close scrutiny of the resolution and its adoption reveals that the resolution was not adopted under Chapter 7 of the UN Charter ('International Peace and Security') and thus is not formally legally-binding on UN member states. The fact that the global indicators were not expressly 'endorsed' by the Security Council is further evidence of the political, rather than legal, force of the resolution.

These challenges to the development of binding obligations on states in respect of UNSCR 1325 has led to the targeting of energies around WPS to the Convention on the Elimination of All Forms of Discrimination Against Women and its monitoring Committee (CEDAW). The added value of CEDAW, as an international human rights treaty, is its clear legally binding character upon member states; its very wide ratification (179 states); and its established and effective monitoring mechanism (periodic state reporting to the CEDAW Committee, and in certain circumstances, the provision for individual communications and inquiries into grave or systematic violations). Although CEDAW is entirely institutionally and legally discrete from the United Nations Security Council, the CEDAW Committee has already evidenced some enthusiasm to act as a monitoring mechanism for state activity on UNSCR 1325. Also, the CEDAW Committee's recent activity to develop a general recommendation on the protection of women's human rights in conflict and post-conflict contexts<sup>2</sup> will clarify the application of the Convention to situations of armed conflict and political crises; to prevention and resolution of conflicts and to the various complex peacebuilding and post-conflict reconstruction processes.<sup>3</sup> In practice, the elaboration of UNSCR 1325 pillars as legally binding obligations on state parties to

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<sup>2</sup> See further <http://www2.ohchr.org/english/bodies/cedaw/discussion2011.htm>.

<sup>3</sup> Committee for the Elimination of All Forms of Discrimination Against Women Concept Note for a General Recommendation on Women in Conflict and Postconflict Situations (2011)

CEDAW will substantially enhance the legal force and the mechanisms for ensuring state enforcement of the resolution.

### **2.2.2 The Institutional Context**

#### ***UN Inter-Agency and System-Wide Activity on Security Council Resolution 1325 (2000)***

The first UN *System-wide action plan (SWAP) for the implementation of Security Council Resolution 1325 (2005-2007)*, included all relevant entities across the UN system detailing actions that each was pursuing.<sup>4</sup> When the plan was reviewed in 2007, the weaknesses identified were the **lack of baseline data, performance indicators, and time-lines**.<sup>5</sup> The plan was also described as a 'compendium of activities' rather than a forward-looking, action-oriented document that would function to challenge stakeholders, to reform their way of doing business, and address the implementation gaps.<sup>6,7</sup> Subsequent efforts have been similarly disappointing and evidence the same problems.<sup>8</sup>

#### ***The Global Indicators***

The identified failure of SWAP led to a push, instead, for 'global indicators' to monitor UN system implementation of the resolution. 26 such indicators were published in 2010.<sup>9</sup> They are organised around the four pillars of UNSCR 1325. Indicators for the Prevention pillar measure progress towards the prevention of conflict and of violations of women's and girls' human rights, including sexual and gender- based

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<sup>4</sup> <http://www.un.org/womenwatch/ods/S-2005-636-E.pdf>

<sup>5</sup> Mayanja, R. (August, 2009). Statement by Special Adviser on Gender Issues and Advancement of Women Regional Conference on the Implementation of the National Action Plans on Resolution 1325 (2000) in the Great Lakes Region Bujumbura. (Quoted in Swaine, A. (2009). "Assessing the Potential of National Action Plans to Advance Implementation of United Nations Security Council Resolution 1325." *Yearbook of International Humanitarian Law* **12**: 403-433.

<sup>6</sup> Ibid.

<sup>7</sup> [http://www.peacewomen.org/peacewomen\\_and\\_the\\_un/un-implementation/about-un-implementation?adhocpage=8278](http://www.peacewomen.org/peacewomen_and_the_un/un-implementation/about-un-implementation?adhocpage=8278)

<sup>8</sup> (S/2010/498)

<sup>9</sup> They are listed on page 15-21 of the Report of the UN Secretary General, Women, Peace and Security (S/2010/498).

violence.<sup>10</sup> Indicators for the Participation pillar allow the monitoring of progress in ensuring the inclusion of women and women's interests in decision-making processes related to the prevention, management and resolution of conflicts. The indicators also help to assess the extent to which women participate in reaching peace agreements and in peacebuilding.<sup>11</sup> Indicators for the Protection pillar measure progress towards protecting and promoting the human rights of women and girls and ensuring their physical safety, health and economic security.<sup>12</sup> Indicators for the Relief and Recovery pillar assess the extent to which the specific needs of women and girls are addressed during the relief and recovery phase following conflict.<sup>13</sup> (The Indicators are published in full in Appendix 1 to this document.)

### ***UN System Monitoring and Implementation***

While the SWAP is the most systematic approach to implementation attempted by the UN, in practice, implementation of the resolution within the institution occurs at multiple levels – political (member states), executive (Security Council), bespoke agencies (UN Women) and within peacebuilding activities. This multi-level implementation and monitoring is detailed below in Table 1.

Political commitment and enforcement from member states of UNSCR 1325 at the UN level is best-evidenced through the voluntary *ad hoc* group of UN Member State *Friends of 1325*. This group meets on a regular basis and aims to promote principles of UNSCR 1325 in the six General Assembly committees, Economic and Social Council, and other inter-governmental bodies. Both the UK and Ireland are current members of this group.

Executive commitment to UNSCR1325 within the UN system is evidenced through the periodic reports of the UN Secretary-General to the Security Council.<sup>14</sup> In these reports, the Secretary-General provides updated information on the integration of UNSCR 1325 within UN activities in peace processes; peacekeeping operations;

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<sup>10</sup> Indicators 1-7.

<sup>11</sup> Indicators 8-13.

<sup>12</sup> Indicators 14-20.

<sup>13</sup> Indicators 21-26.

<sup>14</sup> UN Secretary General Reports on Women, Peace and Security (2002, 2004, 2008, 2010, 2011, 2012)

humanitarian operations; reconstruction and rehabilitation; disarmament, demobilisation and reintegration; and proposes further measures for enhanced implementation of UNSCR 1325 across the UN system, such as: gender balance in recruitment; preventing and responding to sexual exploitation and abuse by humanitarian and peacekeeping personnel; coordination and partnership; monitoring and reporting; and information dissemination and exchange.

In addition, there have been important structural revisions to the UN that have worked to enhance system-wide implementation and monitoring of UNSC 1325. UN Women<sup>15</sup> became operational in January 2011. UNSCR 1325 is constitutive of UN Women's mandate, as it monitors UNSCR1325 implementation within the UN system, and offers technical assistance to member states to implement UNSCR 1325.

The integration of UNSCR 1325 within the UN's peacebuilding activities was formalised in 2010, with the adoption of the United Nations developed an 'Action Plan for Gender-Responsive Peacebuilding'. The adoption of this Action Plan was both to mark the tenth anniversary of UNSCR 1325, and in recognition of the slow pace of progress and the need for more robust implementation of the resolution across national and international actors and improving outcomes on the ground.<sup>16</sup> The plan's seven commitments address issues of both process (presence of women) and substance (postconflict planning and governance, democratic and legal institutions, economics and finance).

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<sup>15</sup>UN Women is the UN Entity for Gender Equality and the Empowerment of Women. Its main roles are: to support inter-governmental bodies, such as the Commission on the Status of Women, in their formulation of policies, global standards and norms; to help Member States to implement these standards, standing ready to provide suitable technical and financial support to those countries that request it, and to forge effective partnerships with civil society; and, to hold the UN system accountable for its own commitments on gender equality, including regular monitoring of system-wide progress.. <http://www.unwomen.org/about-us/about-un-women/>

<sup>16</sup> UN Secretary General Report on Women's Participation in Peacebuilding (2010), para 4 & 6.

**Table 1. Multi-level Enforcement of UNSCR 1325 in the UN System**

<b>Commitment</b>	<b>Mechanism</b>
Political	'Friends of 1325' – group of member states monitoring implementation across UN General Assembly Committees
Executive	Periodic reports of the UN Secretary General to the Security Council
Bespoke Institution	UN Women assisting implementation across UN system and within member states
Peacebuilding Activities	UN Seven-Point Action Plan on Gender-Responsive Peacebuilding (2010)

### ***2.2.3 Popular Approaches and Common Challenges***

The UN system's long-running attempts to enhance implementation of UNSCR 1325 offer salutatory lessons for any effort to implement the resolution in a meaningful way. The success of UNSCR 1325 was in establishing a normative framework (in particular, the four pillars) that has proved readily transferable to programmatic activity in peace and security. What UNSCR 1325 clearly lacked, however, was any infrastructure for implementation. The subsequent UNSC resolutions have substantially ameliorated this shortcoming, in particular in respect of conflict-related sexual violence. The subsequent resolutions evidence the importance of appointing senior key personnel to oversee implementation. In this regard, the appointment of a Special Representative of the Secretary General on Sexual Violence in Conflict generated unprecedented prominence and political commitment on the issue within the UN system. When accompanied by status and resources, the appointment of senior key personnel is a valuable model to emulate in implementation initiatives outside of the UN.

The drive to link UNSCR 1325 and the subsequent WPS resolutions to the Convention on the Elimination of All Forms of Discrimination Against Women points to the importance of ensuring that the enforcement for the resolution draws on and exploits the existing effective mechanisms for the achievement of gender equality in the international system. The overwhelming lesson from the abortive UN efforts to devise an effective system-wide approach to implementation of the resolution is the necessity for baseline data, performance indicators and time-lines for all implementation initiatives. The UN system experience also signals the importance of adopting an action-oriented approach to implementation of the resolution that

increases and enhances UN activity on Women, Peace and Security. Simply providing a compendium of existing initiatives under the four pillars does little to advance to WPS agenda. Finally, in terms of good practice, the development of multi-level enforcement mechanisms for implementation of the resolution, that draws together political, executive and programmatic commitment and oversight of the resolution, shows substantial promise.

### **2.3 UNSCR 1325 IMPLEMENTATION: REGIONAL AND DOMESTIC APPROACHES**

#### **2.3.1 Regional Implementation of UNSCR 1325: Rationale**

The need for regional approaches to conflict resolution is increasingly recognised within the UN system and the broader international community. Refugee flows, violence spilling over national borders, shared security threats, and the logistical advantages of moving humanitarian aid from neighbouring countries, are just some of the reasons why there is increasing regional cooperation internationally to the management and resolution of conflict. Regional approaches to conflict resolution are evident from within conflict-affected regions (such as the African Union, the International Conference of the Great Lakes Region, the Arab League) and from the regions that are the net donors to peacekeeping efforts internationally (such as the OSCE (Organisation for Security and Co-operation In Europe), NATO (North Atlantic Treaty Organisation), the EU (European Union).

Importantly, UNSCR 1325 has also begun to feature within these regional conflict resolution initiatives. The OSCE, NATO, EU, African Union, Mano River Region, the Southern African Development Community and the African Great Lakes all have adopted regional approaches to the implementation of UNSCR 1325. Regional or sub-regional approaches can build on the comparative strengths amongst states while compensating for individual state weaknesses; pool both financial and human resources; facilitate sharing of knowledge, experience and best practices; streamline the planning process by developing common standards, practices and timelines; and exert positive peer pressure as neighbouring states rely on each other to achieve progress in implementation and thus push each other to reach collective goals.<sup>17</sup> It

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<sup>17</sup> Civil Society Advisory Group to the UN on Women, Peace, and Security (2010). Working Paper on Advancing National Action Plans, Regional Action Plans, and Twinning on Women, Peace, and Security. New York. The CSAG (Civil Society Advisory Group) was established to advise the UN High-

can also involve civil society members within neighbouring states collaborating to put pressure on their governments to develop individual NAPs<sup>18</sup> (National Action Plan) or a sub- regional action plan.

This review of regional approaches to UNSCR 1325 implementation may be valuable in informing UNSCR 1325 implementation in Northern Ireland. The impact of conflict typically crosses borders. Ideally, regional implementation of UNSCR 1325 should complement and support domestic commitment to national implementation of UNSCR 1325, in addition to the harmonisation of domestic approaches to implementation of neighbouring states. As this short review and table illustrate, there are several potential models for regional/cross-national implementation of UNSCR 1325.

Broadly speaking, regional approaches to conflict-resolution have taken one of two forms: either the integration of UNSCR 1325 into regional approaches to gender policy, or a bespoke policy / action plan for the implementation of UNSCR 1325. (This review does not include regional initiatives that fall broadly under similar themes to UNSCR 1325, such as the political participation of women, but are not being operationalised avowedly under the UNSCR 1325 mandate.)

### **2.3.2 Regional Implementation of UNSCR 1325: Approaches**

#### ***Integrating UNSCR 1325 into Regional Gender Policy***

The approaches to regional implementation of UNSCR 1325 differ in their thematic focus. For example, while the OSCE regional cooperation concerns gender policy more broadly, the International Conference of the Great Lakes Region (ICGLR) has most advanced regional cooperation on the specific issue of sexual violence. The approaches differ also in their legal status. For example, protocols constitute a treaty under international law, as states will separately ratify the protocol and commit to a monitoring and enforcement mechanism, while declarations are political agreements that carry normative force, but not legal status. Importantly, the approaches differ in

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Level Steering Committee for the 10th anniversary of UNSCR 1325, the Deputy Secretary General and the Secretary-General on ensuring a coherent and coordinated approach by the UN system to implementing UNSCR 1325.

<sup>18</sup> A NAP is a specific plan developed by a UN member state to nationally implement UNSCR 1325 and related resolutions 1820, 1888 and 1889 that promotes women's protection, participation, and leadership in the full spectrum of peacebuilding processes. NAPs are discussed in further detail in the section Domestic approaches – National Action Plans later in this chapter.

the presence of an implementation mechanism. For example, while the ICGLR Declaration is purely declaratory, the African Union (AU) Solemn Declaration involves a reporting mechanism for states. Only the OSCE approach involves benchmarks on performance. The table below summarises a range of regional mechanisms that have supported the integration of UNSCR 1325 into (Sub) Regional Policy initiatives.

**Table 2. Integration of UNSCR 1325 into (Sub) Regional Gender Policy**

<b>Mechanism</b>	<b>Features</b>	<b>Examples</b>
Protocol	Legally-binding, states ratify and in-built monitoring mechanism	Intl Conference of the Great Lakes Region Protocol on the Prevention and Suppression of Sexual Violence against Women and Children
Declaration	Soft-law, declaratory, aspirational, no mechanism for monitoring and evaluation	ICGLR Goma Declaration
Declaration plus monitoring mechanism	Declaratory plus follow-up mechanism	African Union Solemn Declaration of Gender Equality in Africa, states submit annual reports on implementation
Gender Policy Framework	UNSCR 1325 as explicit part of normative framework for regional gender policy; no specific enforcement/ implementation	OSCE Action Plan for the Promotion of Gender Equality: references UNSCR1325 in Preamble and relevant provisions
Gender Policy Implementation Plan	Benchmarks on performance; implementation monitored	OSCE Implementation Plan: sets out methodology, programmatic measures and functional responsibility for implementation

***Bespoke Regional Policy / Action Plan for UNSCR 1325***

The development of bespoke regional and sub-regional action plans for the implementation of UNSCR 1325 is increasingly common. This section will briefly review international practice in this regard (detailed in Table 3), and focus more specifically on EU regional coordination on UNSCR 1325, as a potential opportunity for influencing implementation of UNSCR 1325 in Northern Ireland. It must be noted that, while these regional initiatives are strong in conception and design, they remain very weak in terms of implementation. The EU is the only regional initiative that evidences a high level of implementation.

Regional and sub-regional mechanisms for implementation of UNSCR 1325 are most developed in Africa. The Economic Community of West African States (ECOWAS) (an important contributor to regional peace efforts to peacekeeping forces) adopted the Dakar Declaration in 2010. The Declaration commits member states to monitoring mechanism and specific indicators on performance under each of the four pillars of UNSCR 1325, and designates responsible actors for each action. The Declaration also includes commitments for each member state to develop their own action plans, as well as the ultimate development of a regional action plan.

The Economic Commission for the Great Lakes Region (ECGLR) is a sub-regional body that comprises Burundi, Rwanda and the Democratic Republic of the Congo. On foot of a regional consultation in 2009, the ECGLR agreed to advance regional coordination on UNSCR 1325 through the following four measures:

1. Conduct a regional baseline study, to present findings relating to cross-cutting issues in Burundi, Rwanda and the DRC.
2. Creation of a regional steering committee on UNSCR 1325 comprised of steering committees from the three countries.
3. The adoption of a regional action plan on UNSCR 1325.
4. Harmonisation of the NAPs across the three countries.

While the ECGLR approach is particularly strong on conception and design, implementation is very patchy. The baseline study has been conducted and each country has formed a steering committee responsible for following up on actions for developing and implementing NAPs at the country level.<sup>19</sup> However, there is no evidence of a regional steering committee and domestic implementation of UNSCR 1325 evidences no real effort at regional harmonisation. Burundi has not yet adopted a NAP, and neither the DRC nor Rwandan NAPs makes reference to the other two countries.

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19 Civil Society Advisory Group to the UN on Women, Peace, and Security (2010). Working Paper on Advancing National Action Plans, Regional Action Plans, and Twinning on Women, Peace, and Security. New York.

The final African regional initiative for implementation of UNSCR 1325 comes from the Mano River Region (Guinean, Liberia, Cote d'Ivoire and Sierra Leone). This regional coordination has ambitious objectives, in terms of:

1. A representative coordination of the UNSCR 1325 mechanism at the national and regional level.
2. The development, implementation, monitoring of NAPs and evaluation for positive impact in each country.
3. An effective partnership in the project between national steering committees and a regional steering committee.
4. A regional action plan on the implementation of UNSCR 1325 to promote a regional approach and to reinforce the commitments of all four countries.

There has been little progress to date in the implementation of these objectives.

In addition to African regional and sub-regional coordination on UNSCR 1325 implementation, NATO has recently adopted a policy for implementing UNSCR 1325.<sup>20</sup> The policy lacks elaboration or benchmarks for implementation, and chiefly aims to build awareness of UNSCR 1325 within its existing modes of operation, through the following: mainstreaming the resolution in policies, programmes and documentation; cooperating with international organisations, NGOs and civil society; operations; education and training; public diplomacy; and national initiatives.

### ***European Union Implementation of UNSCR 1325***

The starting point for European Union regional implementation of UNSCR 1325 is the *Comprehensive EU Approach to Implementation of UNSCR 1325 and 1820*. This policy covers the whole spectrum of EU's external action instruments throughout the conflict continuum, from conflict prevention to crisis management, peace-building, reconstruction and development co-operation. It sets out a 'three-pronged approach' to its implementation of UNSCR 1325:

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20 NATO/EAPC Policy for implementing UNSCR 1325 on Women, Peace and Security, and Related Resolutions.

1. To integrate women, peace and security issues in its political and policy dialogue with partner governments, particularly of countries affected by armed conflict, in post conflict situations or situations of fragility.
2. To mainstream a gender equality approach in its policies and activities, especially in the context of crisis management and in its long-term development cooperation.
3. To support specific strategic actions targeted at protecting, supporting and empowering women.<sup>21</sup>

Importantly, the Comprehensive Policy commits the EU to both *outward* (supporting third countries in developing NAPs) and *inward-looking* (providing a forum for EU member states to discuss best practice and joint interests in domestic implementation of UNSCR 1325) actions. Indicators for implementation of the Comprehensive Policy were adopted in 2010, but the indicators remain quite general, without specific attachment to responsible entities. Consequently, reporting on performance reflects this shortcoming, in documenting initiatives undertaken under each indicator in general and non-systematic ways. Crucially, however, the indicators incorporate an inward-looking approach, by requiring EU member states to report on their individual performance under the indicators. An informal 'Women, Peace and Security Task Force', consisting of Council Secretariat and Commission services, as well as EU member state participation, oversees the Comprehensive Policy and its implementation. The table below summarises a number of examples of bespoke regional policy development and action planning initiatives in relation to UNSCR 1325.

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<sup>21</sup> Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security, Brussels, 1 December 2008, 15671/1/08  
REV 1, Page 11

**Table 3. Bespoke Regional Policy / Action Plan on UNSCR 1325**

<b>Mechanism</b>	<b>Features</b>	<b>Examples</b>
Declaration plus Action Plan	Political commitment plus specific indicators on performance; Harmonization of constituent NAPs	ECOWAS Dakar Declaration
Regional Action Plan	Regional Steering Committee	Mano River Region
UNSCR 1325 Policy	Integrated into existing priorities and structures	NATO
UNSCR 1325 Policy and Indicators	Inward- and outward-looking, pertains to regional foreign policy, and domestic UNSCR 1325 practice	European Union

**‘Shadow’/Civil Society Regional Implementation Initiatives**

The final element of regional coordination that deserves mention is shadow or civil society initiatives. While official initiatives are critical for the necessary resources and political commitment to secure meaningful implementation of the resolution, ‘shadow’ initiatives have proven to be an important and effective tool for civil society to model good practice in the absence of appropriate official efforts. In addition, regional shadow initiatives are a valuable means to build solidarity between civil society organisations across national borders.

In the African Great Lakes, for example, the *Regional Project for the Establishment of the National Action Plans for the Implementation of UN Security Resolution 1325 in the Great Lakes Region* is a civil society initiative established by Femmes Africa Solidarité with its partners, in Burundi and Democratic Republic of Congo and Rwanda, and it informs the official regional initiative adopted by the Economic Commission of the Great Lakes Region.<sup>22</sup>

On the African continent, *The Durban Statement on Resolution 1325 in 2020 – Looking Forward, Looking Back*<sup>23</sup> was the outcome of a High Level Seminar on the Promotion of Women in Peace And Security in Africa coordinated by ACCORD (the African Centre for the Constructive Resolution of Disputes) in 2010. The *Durban Statement* identifies a number of structural factors impeding the implementation of

<sup>22</sup> <http://www.fasngo.org/UNSCR-1325.html>

<sup>23</sup> [http://www.accord.org.za/downloads/women/1325\\_durban\\_statement.pdf](http://www.accord.org.za/downloads/women/1325_durban_statement.pdf)

the resolution, and adopted a number of 'action points' to address these challenges and to accelerate implementation of resolution. These action points have a high level of transferability to other regional initiatives outside of Africa and may be relevant to informing frameworks for implementation of UNSCR 1325 to Northern Ireland. The action points include:

1. Adopt and promote a paradigm-shift from debate around the resolution, to meaningful application and action.
2. Link implementation of resolution 1325 with other relevant instruments for the promotion and protection of women's rights including CEDAW.
3. Appointment of more women to high-level decision-making positions, specifically as Special Envoys and Special Representatives, mediators and negotiators, and at all levels in the technical teams and working groups that support peace processes.
4. Expand engagement with women at the grassroots in different conflict settings to foster their participation in peace processes to thus promote organic peace initiatives.
5. Development of standardised indicators for tracking, monitoring and evaluating the implementation of Resolution 1325 in Africa by all stakeholders including the AU and its Member States
6. Advocate and support the development and implementation of National Action Plans towards the full implementation of Resolution 1325 by all African countries.

In the Balkans, after being neglected in the Dayton Peace Agreement, women have organised into a Regional Women's Lobby, under the umbrella of UNSCR 1325. Leading women activists from Albania, Bosnia, Croatia, Kosovo, Macedonia, Montenegro, and Serbia, with Edita Tahiri from Kosovo as chair, are cooperating on common activities to achieve peace in the region.<sup>24</sup>

In the Pacific Islands, the regional women's media network on UNSCR 1325, coordinated by femLINKPACIFIC, has been very active in calling for the development of a regional action plan on women, peace, and security through a regional, high-

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<sup>24</sup> Civil Society Advisory Group to the UN on Women, Peace, and Security (2010). Working Paper on Advancing National Action Plans, Regional Action Plans, and Twinning on Women, Peace, and Security. New York.

level, multi-stakeholder conference and have lobbied the Forum Regional Security Committee as well as UN agencies.<sup>25</sup>

### **2.3.3 Popular Approaches and Common Challenges**

The rationale and priority for all regional activity is that it complements and reinforces domestic activity on UNSCR 1325, while enhancing effectiveness of domestic activity by building a coordinated regional response to regional challenges. As the low-level of implementation on bespoke regional UNSCR 1325 policy evidences, securing meaningful state commitment to regional approaches is the most common challenge faced by regional initiatives to implement UNSCR 1325.

Table 4 sets out the range of approaches adopted to date to secure state buy-in to regional initiatives. The most robust option, in terms of enforceability, is the development of a protocol detailing specific state commitments, to be ratified by member states. This option is robust in terms of legal status and enforcement potential, but requires a high-level of political commitment for the state to agree to the ratification of such a protocol. The establishment of a regional steering committee combined with the harmonisation of national action plans is arguably the most practical approach to regional coordination in UNSCR 1325 implementation. The regional steering committee could consult and advise on issues requiring coordinate regional action across the relevant NAPs. A baseline study, such as the one pursued in the Mano River Region, could provide a useful underpinning to activity of the regional steering committee. This option requires political commitment only and does not involve additional legal obligations on states, and thus may be more appealing to member states. At the lowest level of regional coordination is the establishment of a regional forum for the exchange of good practice between member states. While unlikely to secure dramatic improvement in either domestic or regional implementation, it may be a positive first-step to more coordinated regional implementation of the resolution. Moreover, the EU approach, in which each member state reports on national performance under a shared set of indicators, fosters peer enforcement of UNSCR 1325 across member states of the region, and is a valuable model for emulation.

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<sup>25</sup> Ibid.

**Table 4. Options for Linking (Sub)Regional and National Commitments**

<b>Regional Mechanism</b>	<b>Linked provision for national implementation</b>	<b>Examples</b>
Protocol	States ratify protocol setting out national commitments; region monitors implementation	Cf Intl Conference of the Great Lakes Region Protocol on the Prevention and Suppression of Sexual Violence against Women and Children
Regional Action Plan	Set out measures to ensure effective implementation in each country	ECOWAS Dakar Declaration
Regional Action Plan and Regional Steering Committee	Harmonisation of national actions plans and national steering committees	Economic Commission for Great Lakes Region
Regional Policy	Forum for member states to exchange best practice	European Union
Regional Policy plus Regional Indicators	State report on their individual performance under the same indicators	European Union

## **2.4 Domestic Approaches – National Action Plans**

### **2.4.1 NAPs: Definition and Rationale**

A NAP is a specific plan developed by a UN member state to nationally implement UNSCR 1325 and related resolutions 1820, 1888 and 1889 that promote women’s protection, participation, and leadership in the full spectrum of peacebuilding processes. It is an official government document that includes plans to mainstream gender into peace and security operations within a country. A NAP provides the opportunity for governments to initiate strategic actions, identify priorities and resources, and determine responsibilities among different actors. It includes time frames for implementation and, ideally, benchmarks and accountability mechanisms. The best NAPs will extensively involve civil society in plan development, implementation, and monitoring and evaluation.<sup>26</sup>

According to Norway, when it introduced its NAP, the plan was undertaken for three reasons: first, **coherence**, an overall strategy and systematic follow-up that would

<sup>26</sup> Civil Society Advisory Group to the UN on Women, Peace, and Security (2010). Working Paper on Advancing National Action Plans, Regional Action Plans, and Twinning on Women, Peace, and Security. New York.

make it possible to utilise all existing resources efficiently; second, **visibility and measureability**, the plan would spotlight ambitions and set benchmarks for efforts; and third, **dialogue and process**, that the plan is a work in progress, reporting regularly, encouraging debate and discussion.<sup>27</sup>

#### **2.4.2 NAPs: Key Components**

NAPs will generally contain the following components:

1. Introduction.
2. Rationale.
3. Specific Initiatives.
4. Timeframe.
5. Monitoring and Evaluation.
6. Budget.<sup>28</sup>

#### **2.4.3 NAPs: The Process**

The process of developing a NAP has often been as valuable as its final content. Holding consultations with stakeholders has been used as a tool for building capacity and promoting dialogue on sensitive issues. It has acted as a confidence building mechanism, an instrument for conflict resolution and reconciliation, and an opportunity to share experiences and explore cross-cutting issues. In Bosnia, for example, government representatives formed a coalition with civil society members to advocate for NAP formulation. Having advocates within the government proved useful for civil society organisations as they could persuade their colleagues within the government to support the development of a NAP. In addition, by working together, civil society members and government representatives created linkages and relationships that have served them well in advancing other civil society goals.<sup>29</sup>

Women, Peace and Security Assessments have been identified to be one of the essential first steps in the process of the development of a WPS action plan, in terms of the completion of an assessment or audit of the general context of women, peace and security issues (external) and the government or institution in question (internal).

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<sup>27</sup> UN-INSTRAW, Drafting the Action Plan (2006). III. 'How to Create a WPS Action Plan'

<sup>28</sup> Ibid.

<sup>29</sup> UNESCO. (2005) Strategic Planning: Three Stages.

The assessment should be designed to provide a comprehensive overview of WPS issues as well as a critical analysis regarding the success of the initiatives taken and the remaining gaps. A WPS assessment built around existing international mandates such as UNSCR 1325 and/or the Beijing Platform for Action can help in the identification of priority areas and initiatives, as well as serving as a baseline for the development of indicators and future monitoring and evaluation.

Moreover, NAPs help each member state coordinate national efforts to fulfill the obligations created by UNSCR 1325 and related resolutions and demonstrate commitment to the women, peace, and security agenda. **NAPs translate mandates into plans for action and provide structures for implementation, thereby transforming policy into practice.** The process of drawing up NAPs encourages dialogue and coordination among ministries and with civil society, and facilitates accountability of a state's effectiveness in implementing UNSCR 1325 and related resolutions. NAPs also empower women and civil society by providing them with platforms for action and tools for monitoring and evaluation.<sup>30</sup>

#### **2.4.4 NAPs: Implementation to Date**

In terms of implementation, a seven-country review undertaken by GAPS (Gender Action for Peace and Security) UK concluded that: *'it is clear that the majority of UNSCR 1325-related activities are being carried out by civil society, often with very little resources and, in some cases, in the face of evident dangers and threats to security.'*<sup>31</sup> Implementation of NAPs has been poor in many states and, moreover, has eroded some of the gains made during the formulation process by creating a sense of failure and discouraging participation in future planning efforts. An absence of funding for implementation of activities in a NAP is a common challenge and poses, perhaps, the greatest obstacle to successful implementation. **Lack of political will, capacity, coordination, and monitoring and evaluation** activities are the most common identified barriers to effective implementation of NAPs and advancement of UNSCR 1325 and related resolutions.<sup>32</sup>

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<sup>30</sup> Ibid.

<sup>31</sup> GAPS-UK. (2010). Global Monitoring Checklist on Women, Peace and Security. London, p. 146.

<sup>32</sup> Civil Society Advisory Group Report Civil Society Advisory Group to the UN on Women, Peace, and Security (2010). Working Paper on Advancing National Action Plans, Regional Action Plans, and Twinning on Women, Peace, and Security. New York.

A 2011 review of progress and gaps in commitments under UNSCR 1325 NAPs, across 16 countries, conducted by the Women's International League for Peace and Freedom found that the majority of **commitments were neither concrete nor time-bound**.<sup>33</sup> The majority of commitments remained unrealised. Out of the 16 evaluations, 11 stated that the commitments were only partially completed and two reported advanced progress on implementation. Three WILPF sections reported no progress.

In 2008, GAPSUK (Gender Action for Peace and Security UK) published a *Global Monitoring Checklist on Women, Peace and Security* examining implementation of UNSCR 1325 in UK WPS policy in Afghanistan, Democratic Republic of Congo, Nepal, Northern Ireland and Sri Lanka. Seven key findings were made, and they provide valuable guidance on any future NAPs development:

1. **National governments lack broad and deep understandings** of substantive issues of covered by UNSCR 1325. A greater number of gender advisors within national-level systems is needed, as well as more and better gender and conflict analysis trainings to a wide range of national government stakeholders.
2. The impact of the resolution is difficult to establish given the **lack of mechanisms for monitoring and evaluation**. Clear gender-sensitive benchmarks, indicators and lines of responsibility are needed to be integrated into all relevant policies and actions.
3. There is an **absence of political leadership** at all levels in advancing the WPS agenda. Clear lines of responsibility at high political levels need to be developed for the implementation of UNSCR 1325.
4. **Dedicated budget allocations for UNSCR 1325 are limited** and funding for CSOs (Civil Society Organisations) is inadequate. Government and donors need to tie adequate financial resources for implementation of the resolution

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<sup>33</sup> Women's International League for Peace and Freedom (2011). Report on Commitment Initiative Review.

to the broader peacebuilding and development strategies, as well as ensuring special funds for CSOs to work on WPS.

5. There is very **little reliable and accessible data on women's human rights**, especially on the prevalence of SGBV (Sexual Gender Based Violence) and the number of widows. Data on women and girls in conflict and post-conflict societies needs to be consolidated and this data should be reported in all UNSCR 1325 reporting.
6. Women remain unable to meaningfully participate at all levels of public and political life. In particular, they **continue to be excluded from high-level political discussions**, such as peace negotiations. Quotas of at least 33% must be implemented, as a temporary special measure, in negotiation teams, constitutional drafting committees and national and provincial parliaments; in addition, financial support and training must be given to female political candidates.
7. **Levels of sexual and gender-based violence and impunity remain extremely high** and there is a lack of coherent, well funded national strategies to tackle these problems. Better implementation and enforcement of violence against women legislation is required, and more and better training to government official and professionals within the criminal justice system.

In response to continued implementation shortcomings, the challenge set for States is to formulate and implement **Specific, Measurable, Achievable, Relevant and Time-bound** (SMART) commitments relevant to UNSCR1325. A range of possible indicators exist. The 26 developed by the United Nations (set out in Appendix1 remain influential). Alternatives have also been developed by civil society, such as by GAPSUK as previously referenced.

## **2.5 Conclusion: Gaps and Opportunities in Current Understanding and Implementation of UNSCR 1325 at the International, Regional and Domestic Levels**

This review of international, regional and national practice on UNSCR 1325 has highlighted manifold gaps in implementation, but also several potential opportunities to advance UNSCR 1325 implementation in Northern Ireland through international points of entry. The review of international legal framework for UNSCR 1325 pointed to the importance of exploiting CEDAW as a mechanism for state accountability on UNSCR 1325. The CEDAW Committee is engaging extensively with civil society in the development of a General Recommendation on the Rights of Women in Situations of Conflict/Post-Conflict. Moreover, the Committee accepts shadow reports from civil society on state compliance with CEDAW. Also at the international level, Britain and Ireland's membership of the 'Friends of 1325' may provide political leverage for local civil society, as the two states seek to establish themselves as models of international good practice on UNSCR 1325, but are found wanting in their domestic implementation of the resolution. The establishment of UN Women, with a specific mandate to enhance implementation of UNSCR 1325 within UN member states, is also an important international development with local implications. UN Women can provide technical guidance to developed first-world states. In addition, UN Women already has experience of regional coordination on UNSCR 1325, through technical guidance provided to the Great Lakes Region in developing the Dakar Declaration, that may be of value locally. (The policy director for UN Women has recently visited Ireland and is familiar with local barriers to implementation of UNSCR 1325 in Northern Ireland.)

At the regional level, potential avenues for influence are evident. Regional approaches to UNSCR 1325 implementation, in particular in Africa, offer exciting models for emulation in regional or bilateral approach to implementation in Northern Ireland. Nevertheless, the very poor progress to date in implementing these innovative African regional approaches is stark evidence of the scale of challenges to effective regional implementation of UNSCR 1325. The necessary political commitment appears to exist only at the rhetorical level. It should be noted, however, that implementation of EU wide policy is typically very high, given the high-level of coordination and compliance of member states across the European Union. The EU's approach to UNSCR 1325 already offers promise to Northern Ireland, in that it is inward-looking and requires states to report on their implementation of the

resolution. Moreover, and importantly, this reporting provides a mechanism for peer enforcement of UNSCR 1325 across member states. This is an avenue of influence that deserves further investigation.

The review of popular approaches and common challenges to national level implementation of UNSCR 1325 reveals, first-and-foremost, the importance of process. Developing National Action Plans provides an opportunity for building relationships between state institutions and civil society, building institutional capacity and expertise within state institutions, and advancing coordination of responsible state institutions. The review of state practice reveals also, however, the limitations of an approach that is principally determined by the state. States set agendas and devise national action plans that align with their existing modalities and priorities. States set the agenda in national action plans and consultation may only occur within those predetermined parameters. This gap may align with another more practical challenge to the development of transformative national level implementation of UNSCR 1325, namely gaps in baseline data and information, which links to a further identified shortcoming in national action plans, namely the development and monitoring of appropriate performance indicators. The absence of necessary contextual information about women, peace and security issues within the state may underpin governmental and institutional misunderstanding of the priorities for a NAP, which may then lead to ill-devised indicators. This is complex problem with several elements that are mutually-reinforcing.

The review of international, regional and domestic practice points therefore to the importance of baseline data and WPS assessments as modest starting points for any state-level WPS activity. The Great Lakes Region example demonstrated the value of conducting a regional baseline study, to present findings relating to cross-cutting issues in Burundi, Rwanda and the DRC, as a starting point to further domestic and regional implementation of UNSCR 1325. It suggests that pushing for a similar baseline study across Northern Ireland may be a modest, though effective, starting point to further bilateral coordination in the implementation of UNSCR 1325.

## **Chapter Three      *Implementation of UNSCR 1325 within the UK, the Republic of Ireland and Northern Ireland***

### **3.1      Introduction**

The previous chapter has illustrated some innovative approaches to implementation of UNSCR 1325 as well as the limitations and opportunities of current practices within international, regional and national arenas. This chapter focuses on the implementation of UNSCR 1325 for the domestic context in Northern Ireland, in relation to current mechanisms for implementation within Ireland and the UK. It examines the key priorities within the UK and Irish NAPs and the strategic approaches and practical work being undertaken of lobby groups and women's NGOs in relation to women, peace and security issues in Northern Ireland and the Republic of Ireland. The domestic policy frameworks within Northern Ireland and the Republic of Ireland are also reviewed congruent to the key pillars of UNCSR 1325. The chapter concludes with an identification of key gaps and opportunities regarding UNSCR 1325 initiatives in Northern Ireland, the Republic of Ireland and Britain.

### ***The Role of Women in the Good Friday Agreement***

Before focusing on implementation mechanisms in the UK and the Republic of Ireland/ Ireland, it is helpful to look at the historical context of the role of women in the Good Friday Agreement (GFA) in relation to UNSCR 1325. Northern Ireland was unusual in having the Northern Ireland Women's Coalition (NIWC) participating in the negotiation of the Good Friday Agreement (GFA). Established in 1996 as a political party led by women, in response to the patriarchal political culture in Northern Ireland, the NIWC attracted women from both nationalist and republican traditions, and unionist and loyalist communities.<sup>34</sup> The role of the NIWC in the peace negotiations has been identified as a valuable model of the unique contribution that women can sometimes make to the building of a positive peace in post conflict societies.<sup>35</sup> As a result of the influence of the NIWC, the GFA acknowledged the '*right of women to full and equal political participation*' and '*the advancement of women in*

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<sup>34</sup> Fearon, K. 1999. *Women's Work The Story of the Northern Ireland Women's Coalition* , Blackstaff Press

<sup>35</sup> Fearon, K. 1999. *Women's Work The Story of the Northern Ireland Women's Coalition* , Blackstaff Press

*public life*".<sup>36</sup> The GFA was signed in 1998, two years before the adoption of UNSCR 1325 which otherwise could have been used to provide an international framework that might have contributed to stronger outcomes for women. In this context, the contribution of the UK and Irish NAPS for the WPS agenda in Northern Ireland is particularly critical and we now examine the extent to which they have responded to this challenge.

### **3.2 UNSCR 1325 Implementation Mechanisms and Institutions**

#### **3.2.1 UNSCR 1325 National Action Plans**

National level implementation within the UK and Ireland has proceeded principally through the development and monitoring of NAPs. The UK and Irish Governments have both developed their own NAPs, but as they are primarily outward looking in that they focus actions and resources on conflict affected regions external to the UK and Ireland. Consequently, the potential of the UK and Irish NAPS for supporting WPS activities and the efforts of women NGOs in Northern Ireland and the Republic of Ireland to peacebuilding and conflict transformation is problematic.

#### ***UK Government National Action Plan on UNSCR 1325***

The UK Government National Action Plan on UNSCR 1325 Women Peace and Security (2010) commits to national, bilateral and multilateral actions in conflict and post-conflict countries. Bilateral programmes are focused in Afghanistan, Democratic Republic of Congo, and Nepal and include actions across the 1325 pillars of prevention, protection, participation, and relief and recovery.

The UK government recently published its second annual review of the NAP which includes work to prevent sexual violence in conflict, support to women in the Middle East and North Africa (MENA) through a Regional Action Plan and programmes on tackling Violence Against Women and Girls (VAWG). The revised UK NAP is recognised as a good model NAP.<sup>37</sup> It includes actions to mainstream women, peace

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<sup>36</sup> The Belfast Agreement. (1998). Belfast.

<http://www.nio.gov.uk/agreement.pdf>.

<sup>37</sup> The UK NAP is included in Good Practice Examples of UN 1325 National Action Plan Monitoring, Reporting, and Evaluation Mechanisms in Dharmapurim, S. (2011). Survey of UN 1325 National Action Plan Mechanisms for Implementation, Monitoring, Reporting and Evaluation. Carr Center for Human Rights Policy, Harvard Kennedy School of Government.

and security and gender awareness training and equality and diversity training for UK armed forces. There are also recommended actions to improve conflict policy through workshops on UNSCR 1325 (and BSOS (Building Stability Overseas Strategy)) led by civil society organisations to explore practical ways that women peace and security is integrated into delivery. Of particular relevance to this study is the production of a 1325 toolkit<sup>38</sup> which has been circulated by the FCO (Foreign and Commonwealth Office) to all overseas Government missions and offices. The purpose of toolkit, which has been design with input from civil society experts, is to assist staff in overseas posts in developing country based activity on women peace and security and references models of best practice.

The principal government departments responsible for the UK NAP implementation are the Ministry of Defence (MOD), Department for International Development (DFID) and the FCO.<sup>39</sup> The British Government's NAP makes no reference to the conflict in Northern Ireland and has stated that it does not recognise this as a conflict.<sup>40</sup> The UK government's position in relation to the implementation of 1325 to Northern Ireland is stated as follows:

*'The UK National Action Plan applies to the UK as a whole and addresses how we will adapt our policy, programmes, training and operational procedures to ensure that Women, Peace and Security is incorporated into our overseas work on conflict. As such, there are no plans to integrate provisions relating to the implementation of UNSCR 1325 in Northern Ireland into the UK's National Action Plan. Nevertheless, some aspects of UNSCR 1325, such as women's participation in peace building and political processes, are relevant to all states. Also, the UK Government will continue*

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<sup>38</sup> UK Government National Action Plan on Women Peace and Security TOOLKIT: Activity for Posts to support and promote Women Peace and Security (2010). This is an internal Toolkit which has been circulated by the FCO to all HMG overseas Posts to help inform their work on Women, Peace and Security with suggestions of practical examples for action.

<sup>39</sup> The UK NAP also integrates the work undertaken on Tackling Violence against Women and Girls Overseas. <http://www.fco.gov.uk/resources/en/pdf/global-issues/nap-wps-review-oct-2012>

<sup>40</sup> A recent parliamentary question asking the UK's Minister for Women and Equalities to assess the implementation of UNSCR 1325 in Northern Ireland stated that 'the situation in Northern Ireland has never been considered an armed conflict, as defined in international law'. (Question by Naomi Long to Lynne Featherstone ( 8.08.12)

*to work towards increasing the representation of women in Northern Ireland in public and political life'.<sup>41</sup>*

### ***Ireland's National Action Plan for Implementation of UNSCR 1325***

Ireland's National Action Plan for Implementation of UNSCR 1325 (2011 – 2014) details specific actions on across four key pillars of 1325. This includes work on:

- Prevention - Providing comprehensive training on UNSCR 1325, gender equality
- Participation - Promoting the full and equal participation of women in decision making in conflict management, peacebuilding activities, SSR (Security Sector Reform)
- Protection - Ensuring Irish peacekeeping personnel are held accountable in relation to the security and protection of women
- Relief, Recovery and Rehabilitation - Ensuring SSR activities supported by Ireland are responsive to different security needs and priorities of women

There is also a fifth pillar in the Irish NAP - a commitment to undertake work in relation to *the promotion of 1325 in international, regional and national arenas* (2001:13) such as the EU Task Force on Women, Peace and Security and in EU Common Security and Defence Policy missions.

The Irish government's NAP provides limited recognition of the need to support women as a result of the conflict in Northern Ireland and is ambiguous in its recognition of the conflict in Northern Ireland. The actions proposed in the Irish NAP relating to local activities are detailed in the table below and are confined to support for civil society cross learning and encouraging cross border engagement. The actions provide no mandate for cross border political engagement as part of UNSCR 1325. Despite the weaknesses of the Irish NAP, unlike the UK NAP, it proposes actions and resources to engage with and support women in Northern Ireland and provides women's organisations with an opportunity to increase the participation and representation of women on a cross border basis.

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41 UK's Seventh Periodic Report to CEDAW (. (para 301) ( 2011)

**Table 5: Ireland’s NAP: Actions to support for women in Northern Ireland**

<b>Pillar</b>	<b>Objective</b>	<b>Actions</b>
<b>Pillar 2: Participation and Representation of women and Decision Making</b>	P2.O3 Promote the full and equal participation of women in decision-making in conflict management, peacebuilding activities, security sector reform, peace agreement negotiations, and post conflict governance and implementation of peace agreements.	P2.A3.1 Provide support to partners, including locally based women’s CSOs, to support initiatives that enhance women’s effective participation in local, national and regional political processes, decision making and representation in parliament in conflict affected contexts. (p.18) Department responsibility: DFAT
		P2.A3.2 Provide technical and financial support to initiatives that foster exchange and cross-learning among women’s CSOs in Ireland, within and across the North and South and on a cross-community basis as appropriate focused on promoting women’s equal and effective participation in political life and decision making.p.19 Department responsibility: DFAT
<b>Pillar 5: Promotion of UNSCR 1325 and other un obligations on women, peace and security in International, regional and national arenas</b>	P5.O1 Strengthened institutional capacity to ensure that commitments to gender equality, women’s human right and UNSCR 1325 and other UN resolutions, are incorporated into all stages of peacebuilding, peacekeeping and post conflict transition.	P5.A1.3 Engage with appropriate Northern Ireland authorities to encourage development of policies and measures consistent with the aims of UNSCR 1325, in consultation with civil society organisations. (p.25) Department responsibility: DFAT

The primary government institutions tasked with implementation of UNSCR 1325 are the DFAT (Department Foreign Affairs and Trade), the Department of Defence, the Department of Justice and Equality, the Irish Defence Forces and An Garda Síochána (Police).

### ***The Associate Parliamentary Group on Women Peace and Security***

The Associate Parliamentary Group on Women Peace and Security (APG WPS) is the parliamentary forum in the UK for the discussion and critical analysis of issues relating to women, peace and security, including the implementation of international human rights law, including Security Council Resolutions 1325, 1820, 1888, 1889 and 1960. Membership of the APG WPS includes parliamentarians, civil servants and civil society groups. GAPS<sup>42</sup> (Gender Action on Peace and Security) a WPS NGO, provides the secretariat and coordinating function to the APG WPS.

The APG WPS provides an advisory and review function for the UK NAP through the submission of a Shadow report on the annual reviews of the UK NAP. The first shadow report<sup>43</sup> published jointly by the APG WPS and GAPS provides a useful critical focus on the UK government's refusal to implement 1325 to Northern Ireland. It noted that the UK NAP '*contains no provisions on fulfilment of the UK's peace and security commitments in Northern Ireland*' and recommended that '*the UK government consults the Northern Ireland Office and Northern Ireland Executive on NAP development*'.<sup>44</sup> The report also highlighted the CEDAW Committee's call that the UK implement UN Security Council Resolution 1325 in Northern Ireland and that CEDAW '*has noted with regret the lack of information provided on SCR 1325 implementation*'<sup>45</sup> when the UK Government was examined by CEDAW in 2008. The shadow report further commented that '*The government is aware of the on-going, forward looking work being undertaken by the APG in connection to the implementation of women, peace and security resolutions in Northern Ireland*'<sup>46</sup> although it is unclear exactly what is meant by this. The APG-WPS has set up an inquiry into women, peace and security in Northern Ireland and a consultation visit to Northern Ireland is planned for February / March 2013 with a deadline for conclusion of the inquiry by June 2013.

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<sup>42</sup> GAPS is an expert working group of peace and development NGOs, academics and grassroots peace builders whose work includes research, advocacy and lobbying the UK government to effectively implement the UK National Action Plan and to develop gender sensitive security policies

<sup>43</sup> UK National Action Plan on Women, Peace and Security: A year on Shadow report of the first Annual Review (2011)

<sup>44</sup> UK National Action Plan on Women, Peace and Security: A year on Shadow report of the first Annual Review APG GAPS (Dec. 2011) p.3

<sup>45</sup> CEDAW, *Concluding Observations of the CEDAW on the United Kingdom of Great Britain and Northern Ireland, 10 July 2008, p. 10.*

<sup>46</sup> UK National Action Plan on Women, Peace and Security: A year on Shadow report of the first Annual Review APG GAPS (Dec. 2011) p.3

### ***All Party Working Group on UNSCR 1325 in Northern Ireland***

The Northern Ireland Assembly<sup>47</sup> has recently set up an All Party Working Group on UNSCR 1325 Women, Peace and Security to consider the implications of UNSCR 1325. Although the group does not have a formal role in terms of implementation, the purpose of the Working Group is to raise awareness of the lack of participation of women in political and public life in areas outlined in UNSCR 1325 and it includes representatives from all the key political parties. The NIWEP (Northern Ireland Women's European Platform) provides the secretariat and a coordinating role to the group which has produced a Work Plan 2012-2013<sup>48</sup>.

## **3.3 The Role of Lobby Groups and Women's Civil Society Organisations**

### ***3.3.1 The Position of Women in Northern Ireland Post Conflict***

Women's civil society organisations in Northern Ireland have been a vibrant and cohesive presence throughout years of political and violent conflict.<sup>49</sup> Since the signing of the Good Friday Agreement and the establishment of a power sharing Assembly in 1998, and devolution in 2007, expectations of a more inclusive, equitable and peaceful society for Northern Ireland have been high. However, post conflict political, social and economic structures and processes in Northern Ireland have eroded rather than enabled the influence and leadership of women in political and public institutions, policy development and local communities leaving many women feeling politically marginalised and excluded.<sup>50</sup>

### ***3.3.2 Role and Contribution of Women NGOs***

Despite this, women have remained engaged and committed to challenging the gender inequalities that impact on the social, political and economic fabric of everyday life in Northern Ireland. Women NGOs (Non Government Organisations) have continued to play a number of crucial roles, providing women with a mechanism

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<sup>47</sup> The Northern Ireland Assembly is the devolved legislature for Northern Ireland

<sup>48</sup> Future activities include a Report back on 1325 Inquiry by the APG WPS and Gaps; feedback on UN Commission for the Status of Women annual meeting on violence against women; and a follow up on the report of CEDAW.

<sup>49</sup> For further details see (Rooney 2005, Ward 2005) *Literature Review of the Impact of Gender on Community Leadership and Community Relations Work in Northern Ireland*. McMinn J. & McMinn K. Northern Ireland Community Relations Council (2012).

<sup>50</sup> Ibid. See: Morgan (2002); Ward (2005); (2011); (McKeown 2011)

for political engagement, supporting the creation of a more socially inclusive political agenda and advocating for the greater participation of women in political and public life. Community based women's centre offer a focal point and space for women to address key social and economic issues of concern. Organisations such as the WRDA, the NIWEP and the Women's Ad Hoc Lobby Group have provided valuable monitoring roles in documenting and highlighting the lows levels of women's political representation<sup>51</sup> and absence of a gender perspective within public policy in Northern Ireland, arguing that it is indicative of the broader failures '*to deliver on the requirements of both the (Good Friday) Agreement and a range of international commitments, such as R1325.*'<sup>52</sup> Women's organisations, feminist activists and academics have also contributed to the production of resources and materials documenting the experiences and barriers faced by women in urban and rural communities in post conflict Northern Ireland<sup>53</sup>.

### **3.3.3. The Response of NGOs and Lobby Groups to NAPs on 1325**

The exclusion of Northern Ireland from the UK and Irish NAPs places Northern Ireland in a unique position as a post conflict society within the global WPS agenda. A significant level of frustration exists within many women NGOs about the failure of the UK government (and to a lesser extent the Irish government) to adopt the measures provided within the international policy frameworks to address the under representation of women in all arenas concerned with post conflict peacebuilding and conflict transformation within Northern Ireland.

Despite these challenges, civil society activity on UNSCR 1325 in relation to the position of women in Northern Ireland remains robust. In the absence of any official recognition or promotion of UNSCR 1325 in Northern Ireland, women NGOs and lobby groups have increasingly explored ways to focus debate and action around the

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<sup>51</sup> Women's Ad Hoc Policy Group (2010). Women's Manifesto, Elections 2011, Northern Ireland Assembly and Local Government. Belfast: Women's Ad Hoc Policy Group/ WRDA.

<sup>52</sup> Hegarty A. (2010). A Gender Critique of the Draft Consultation Documents, Programme for Cohesion, Sharing and Integration. P.10. WRDA

<sup>53</sup> The report on Women's Resource and Development Agency and Women's Centres Regional Partnership (2008). Women and the Conflict: Talking about the "Troubles" and Planning for the Future. provides a snapshot of the personal and social experiences of women, of family and community life, and documents women's experiences of the conflict and the about how their lives and communities were affected by it.

instruments of UNSCR 1325. Contributions from groups such as the WRDA, Hanna's House, the NIWEP<sup>54</sup> and the NWCI have sought to highlight the value of UNSCR 1325 as a mechanism to address the gender inequalities faced by women in Northern Ireland and the Republic of Ireland in relation to peace and security concerns. Along with the British based NGO GAPSUK they have been critical contributors to the debates on the need for the implementation UNSCR 1325 in Northern Ireland<sup>55</sup>. One of the key outcomes in recent years has been the creation of a number of strategic alliances and networks developed by groups on an all-Ireland basis and Northern Ireland–UK basis to campaign for the domestic implementation of UNSCR 1325 resolution<sup>56</sup>. NGOs have been active in advocating and campaigning across a range of themes. Key actions focus on efforts to support implementation mechanisms for 1325 on a North-South Ireland basis as well as calls on the UK Government to initiate negotiations which will lead to Northern Ireland being included into the UK NAP.<sup>57</sup>

### **3.4 The Work of NGOs and Lobby Group on UNSCR 1325**

The following section provides examples of the initiatives NGOs and lobby groups are currently involved in as well specific actions called for to address key concerns. The section begins with a focus on work being undertaken to progress the implementation of the resolution to Northern Ireland and then examines work across

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<sup>54</sup> Since 1999 NIWEP has enjoyed special consultative status to the United Nations and has participated in key UN mechanisms for gender equality such as the [Commission on the Status of Women](#) and the Convention on the Elimination of all forms of Discrimination Against Women

<sup>55</sup> These groups have produced a significant resource of research and reference materials which provide a gendered analysis of women, peace and security issues. Melanie Hoewer (2012) also provides a useful summary of the efforts of women's civil society groups in Ireland and highlights the unique the political position of Northern Ireland in its parallel relationships with Britain as part of the United Kingdom as well as its close links with Republic of Ireland. <http://www.e-ir.info/2012/10/02/implementing-unscr-1325-in-northern-ireland-opportunities-challenges-and-complexities/>

<sup>56</sup> Examples include the work of Hanna's House, an all Ireland feminist network, and the collaboration of UK GAPS with the NIWEP through the APG WPS

<sup>57</sup> The WRDA's Response to Associate Parliamentary Group on Women, Peace and Security Northern Ireland Inquiry: Call for Written Evidence (2011) provides a useful resource in arguing for the need for the Implementation of UNSCR 1325 to Northern Ireland.

<http://www.wrda.net/Documents/WRDA%20Response%20to%201325%20inquiry%20september%202011.pdf>

the four 1325 pillars: women's participation; gender based violence; reconstruction and rehabilitation which includes a focus on women's safety and wellbeing issues.

These examples provides only a snapshot of the work currently being undertaken by women NGOs and lobby groups in relation to the themes of 1325 and focuses on the strategic efforts of a discrete number of the key agencies in the field.

### **3.4.1 Work on the Implementation of UNSCR 1325 to Northern Ireland**

In addition to the role of the APG WPS and GAPS previously outlined, work on the implementation of UNSCR 1325 to Northern Ireland within Ireland has included work to progress a bilateral approach using UK – Northern Ireland mechanisms as well as North-South Ireland mechanism engaging parliamentarians of both national governments as well as efforts to include engagement with women NGOs.

#### **UK – Northern Ireland Activity**

One of the early international instruments for promoting gender equality into the mainstream of society in 1979, CEDAW, continues to be a useful mechanism for holding the UK government to account in relation to support gender equality in Northern Ireland. Many NGOs see the opportunity for external scrutiny on women's participation provided by mechanisms such as the CEDAW's report on the UK government's actions as helpful. NIWEP continues to draw attention to the lack of progress in women's participation in decision-making in Northern Ireland and has called on the UK government to fulfil its obligations through the following actions<sup>58</sup>:

- Respond to the Northern Ireland Assembly All Party Working Group on UNSCR 1325's submission to the Westminster Associate Party Group on UNSCR 1325's Inquiry.
- Include representatives from the Northern Ireland women's sector in the proposed cross-Whitehall meeting with GAPSUK.
- Include the Northern Ireland Assembly All Party Working Group in the UK Government's presentation of the final Progress Report in September 2013.
- Include representatives from Northern Ireland (political, civil servants and civil society) in the full evaluation of the National Action Plan in 2013.

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<sup>58</sup> Response from Northern Ireland Women's European Platform to UK Government's NAP on UNSCR1325 Women, Peace and Security Annual Review October 2012

### ***Northern Ireland - Republic of Ireland - UK Activity***

Hanna's House has played a pioneering role in bringing women together on an all-Ireland cross community basis to discuss the legacy of the conflict in Ireland and the impact it has had on their lives. These debates have provided a critical focus for women's experiences and perspectives on peace building, conflict resolution, protection, and security and governance concerns throughout Ireland. Hanna's House advocates for greater cooperation between the Republic of Ireland, Northern Ireland and UK governments to address the the impact of the conflict on women in both jurisdictions and is working to support the following actions:

- The need for a bilateral approach between the British and Irish governments and the Northern Ireland Assembly (consistent with the model within the Good Friday Agreement) to build cooperation in order to implement 1325 and to address the impact of the conflict on women in both jurisdictions within the island of Ireland.
- Include a focus on UNSCR 1325 in current work of institutions and bodies set up through the Good Friday Agreement such as the North South Ministerial Council, the British Irish Council and British Irish Parliamentary Assembly. This work could be incorporated into the work of the Joint Committee on the implementation of the GFA.

Hanna's House has also called for the London and Dublin administrations to work together on the implementation of UNSCR 1325 by having sections on Northern Ireland in their respective national action plans that could complement each other.

### ***NGOs work within the European Union Context***

The EU is playing an increasingly significant role in the implementation of UNSCR 1325 as outlined in the previous chapter. Within Northern Ireland, the EU has recognised the need for peacebuilding and conflict transformation work and has been a major funder of funding of peacebuilding activities for a significant period. However, there has been no explicit attempt to address the gender deficit in the peacebuilding process or to implement any commitment to gender equality in peacebuilding in Northern Ireland by the EU.

The NIWEP has lobbied women's groups in Europe through the EWL (European Women's Lobby) who have supported the call for Northern Ireland to be included in the UK NAP. The NIWEP advocates that groups explore opportunities to use the

capacity and influence of institutions and networks in Europe such as the Catherine Ashton<sup>59</sup> and EPLO (European Peacebuilding Liaison Office) highlighting the unique and unequal position of Northern Ireland regarding UNSCR 1325.

### **3.4.2 Actions on 1325 Pillars**

The following section provides examples of some of the key actions that women NGOs have called for to address the needs and concerns of women in relation to the specific pillars of UNSCR 1325.

#### ***Pillar 1 Increasing Women's Participation***

Actions to increase women's participation and influence are based on the belief that women play multiple roles in conflict and post-conflict situations, and these roles extend well beyond those of caregivers and victims. As such, many NGOs feel it is crucially important to promote women's agency and build on their potential in peace processes by including them in all levels of participation and decision making – including in political institutions; peacebuilding; socio-economic reconstruction; disarmament, demobilisation and reintegration (DDR) and development of local communities. The WRDA has been active in engaging with government in Northern Ireland through their lobbying work which includes awareness raising and liaison with political parties and to gender sensitise discussions and decisions that happen in the Northern Ireland Assembly. In the Republic of Ireland the NWCI has also been advocating the use of international bodies such as the UN and EU in addressing the unequal position of women in politics and decision making in Ireland.

Priority Actions identified by groups include:

- Undertake an official audit of women's representation in politics, decision making and public life and set targets to increase this within key institutions such as the judiciary, policing and truth recovery mechanisms. (Hanna's House)

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<sup>59</sup> High Representative of the Union for Foreign Affairs & Security Policy/Vice-President of the European Commission

- The development of a co-operative action plan to include work on dealing with the legacy of the conflict, participation of women in public life and involvement of women in reconstruction and peace building. (Hanna's House)
- Support campaigns for electoral gender quotas such as the work of 50:50 Group which is seeking to achieve equal gender representation in Irish politics. The group is committed to creating a process to engage women that is fully inclusive and politically non-aligned. The Republic of Ireland has recently passed legislation ensuring there will be 30% women candidates in general elections<sup>60</sup>. (50:50 Group)

Many NGOs see the need to invest in building women's capacities as a prerequisite to increasing levels of women's participation in a variety of role and levels. Whilst a wide range of capacity building training exists in Northern Ireland, gaps still exist for women in terms of leadership and empowerment development and mentoring in order to enable women to engage at strategic decision making levels whether in communities, public bodies or political parties<sup>61</sup>.

## ***Pillar 2          Protection against Gender-based Violence***

Gender-based violence (GBV) is both a cause and a result of gender inequality and of the unequal power relationships that exist between men and women and is a major factor undermining peace, security and the realisation of human rights. NGOs recognise GBV as an issue within the context of Northern Ireland as a society

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<sup>60</sup> Electoral (Amendment) (Political Funding) Act 2012. These quotas do not presently apply to local authority electoral candidate selections.

<sup>61</sup> One example of the work undertaken is the work of DemocraShe which has provided political leadership training for women including education and training for serving and aspiring women politicians at local council level as well as work in facilitating interchange between women with different political perspectives. DemocraShe has also recently delivered the *Going Public* programme to build capacity for community leadership and understanding of policy and politics with women working at local grassroots levels.

emerging from conflict<sup>62</sup> and have called for a number of actions to improve responses to gender based violence including<sup>63</sup>:

- The need for more resources for the provision of services to support women and children at risk from gender based violence.
- More investment in resources to: work with young men as a preventative measure to reduce levels of GBV; and, work with offenders and perpetrators.
- Greater support for work with trafficked women who are victims of GBV and sexual assault.
- Greater investment for rape crisis provision.
- Acknowledgment of gender based violence issues within the Gender Equality Strategy (Northern Ireland).

The NWCI has also identified GBV as a priority issue and the need to highlight the high level of sexual and domestic violence, prostitution and trafficking for sexual exploitation and have called for services to be developed on an all island basis. They have also called for greater collaboration on GBV on a cross border basis and to provide a greater duty of care to immigrant women living in Ireland who have fled conflict affected regions as part of work on 1325.

The IJCVB<sup>64</sup> (Irish Joint Consortium On Gender-Based Violence) works within an internationally-facing GBV agenda with a membership of humanitarian and development organisations, government agencies (including Irish Aid and the Irish Defence Forces). Its aim is to promote a coordinated international response to GBV. More recently, as part of good monitoring practice for the Irish NAP, the Consortium has sought to develop specific links with Irish-facing GBV organisations and has recognised the need for consultation with members of civil society (NGOs, academics and women's organisations in Ireland, north and south); survivors of

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<sup>62</sup> Hanna's House. (2012). Position Paper on UNSCR 1325 Women, Peace and security. Belfast/Dublin. [http://www.hannashouse.ie/PDFs/1325\\_position.doc](http://www.hannashouse.ie/PDFs/1325_position.doc).

<sup>63</sup> Gender Advisory Panel Submission to OFMDFM Committee on the Gender Equality Strategy 2006-2016 (September 2009).

<sup>64</sup> The Irish Joint Consortium on Gender Based Violence comprises Irish human rights, humanitarian and development organisations, together with Irish Aid and the Defence Forces, all working together to tackle gender based violence. The overall aim of the Consortium is to promote the adoption of a coherent and coordinated response to GBV.

conflict (including migrant women and women in the north of Ireland); and survivors of GBV in Ireland.<sup>65</sup>

### ***Pillar 3 Relief and Recovery***

Part of this pillar includes a focus on the application of a gender perspective to reconstruction and peacebuilding programmes and the response of local, national, and international systems to women's priorities in post-conflict situations as they impact stability and development. This is a complex area of activity and actions to address post conflict reconstruction, reconciliation and dealing with the past within Northern Ireland have been highly contested.<sup>66</sup>

Women NGOs have been active on a wide range of issues, including the need to address:

- The extent of women's marginalisation in local communities as a result of demilitarisation.
- Work to progress transitional justice initiatives.
- Concerns over community safety and security issues in local areas.
- The needs on women's mental health relating to trauma and stress as a result of the conflict in Northern Ireland.
- Women's economic security in the context of austerity measures and welfare reform

Hanna's House have highlighted the need for:

- A gendered approach to dealing with the past and truth recovery including Feminist Truth Recovery processes.
- Conflict mapping that would show the experiences of women affected by the conflict in both jurisdictions of Ireland. The plan could recommend actions to reveal and address the gender harms and abuses that resulted from the conflict.

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<sup>65</sup> Irish Joint Consortium on Gender-based Violence. (2010). Good Practice Guide For The Monitoring And Evaluation Of National Actions Plans On United Nations Security Council Resolution 1325 On Women, Peace And Security. United Nations, New York.

<sup>66</sup> Eames Bradley Report of the Consultative Group on Dealing with the Past (2009)

One emerging concern in terms of reconstruction is the extent to which women's leadership and influence within local communities has been undermined as men from ex-combatant and ex-prisoner groups assume leadership roles within their communities.<sup>67</sup> The position of women in Loyalist communities who face particular challenges in respect of their participation within local communities has been highlighted with calls to address their specific needs.<sup>68</sup>

BCRC (Belfast Conflict Resolution Consortium) provides an example of one of the few organisations who have pioneered cross community debate on this issue as result of their research on the experiences of women in interface areas in Belfast (McKeown 2011).<sup>69</sup> The research calls for the development of a gender perspective to reconstruction work and the need to place gender work in interface areas within a broader context de-militarisation, peacebuilding, and community development. BCRC are currently in a process of dialogue with a number of community based women's groups and NGOs to consider the current challenges and opportunities posed by the research findings and to take action to address these issues further.

Community safety and security continues to be a key issue for women in local communities who report that anti-social behaviour and social problems have increased since the beginning of the peace process whilst social cohesion within communities had weakened.<sup>70</sup> Concerns about paramilitary activity, burglaries, muggings and impact of drugs and alcohol on young people are also identified as priorities which need to be addressed.

Work to address women's mental health needs have called for a specific focus on the impact of Post-Traumatic Stress Disorder on the lives of women and their families. Work on the of impact of loss and trauma including intergenerational trauma

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<sup>67</sup> The WRDA's Response to Associate Parliamentary Group on Women, Peace and Security Northern Ireland Inquiry: Call for Written Evidence (2011). P.2

<sup>68</sup> Potter, M. and MacMillan, A. (2008). *Unionist Women Active in the Conflict in Northern Ireland. Training for Women Network, Belfast.* page 36

<sup>69</sup> Key research findings include the need to recognise that the 'official' discourse surrounding the representation of the conflict in Northern Ireland often ignores the varying roles played by women, including the important role that women within families have played in maintaining community cohesion.

<sup>70</sup> Women and Peacebuilding Project Roundtable Discussion: Women: Violence, Safety and Security (2012) <http://www.communityfoundationni.org/Programmes/Women-and-Peace-Building/Documents-and-Publications>

on women who have been bereaved or injured as a result of the conflict has recently begun to build an understanding of women's experiences of the conflict and to provide a social/political framework for dealing with trauma which includes trauma rather than an individualised / medicalised response to trauma.<sup>71</sup>

The social and economic impact on women and families as a result of the economic downturn is also a key dimension of the work of women NGOs within the recovery pillar and research, campaigning and advocacy work have been key features of the initiatives undertaken<sup>72</sup>.

### **Gender Budgeting**

NGOs have recognised the importance of the need for the introduction of gender budgeting mechanisms to support the overall implementation of 1325 activities. NGOs have called for

- Gender budgeting across government, including ring-fenced budgets for actions to tackle gender barriers such as special men's or women's health programmes, employment policy initiatives, provision of childcare facilities, and extension of parental leave provisions.<sup>73</sup>
- Meet the UN target of minimum 15 per cent of post-conflict spending on women's recovery needs and empowerment, including direct financing to women's civil society organisations. (GAPSUK).
- Guarantee specific funding to enable women's participation (GAPSUK).

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<sup>71</sup> Relatives for Justice are currently delivering a Women's programme, combining reflection on the experience of trauma, storytelling, and examination of wider policy and political implications.

<sup>72</sup> Many local women's centres in Northern Ireland and NGOs such as the WRDA have been highlighting the impact of proposed Welfare Reform proposals on women and families. The WRDA have also published research: *The Northern Ireland Economy: Women at the Edge*. Hinds, B. (2011) which examined the position of women in the economy and the recession. The report concluded that government must consider the gender impact of measures for deficit reduction and economic recovery and significantly increase the number of women in economic and financial decision-making.

<sup>73</sup> Gender Advisory Panel Submission To The OFMDFM Committee– Gender Equality Strategy 2006-2016 ( September 2009)

### **3.5 The Policy Contexts in Northern Ireland and the Republic of Ireland**

This section considers the policy contexts for women, peace and security issues in Northern Ireland and the Republic of Ireland. There are no specific inward facing policies relating to UNSCR 1325 actions in either jurisdiction apart from the references in the Irish NAP previously documented earlier in this chapter. However, two international agreements - CEDAW and the BPFA (Beijing Platform for Action) have been important mechanisms which have helped to drive a greater focus on developing a gender perspective into public policies relating to women, peace and security issues.

#### **3.5.1 CEDAW Policy Framework**

As previously discussed, the implementation of the obligations to CEDAW in respect of Northern Ireland for the UK government has been problematic and this serves to reflect some of the key policy gaps in terms of gender inequality generally and WPS policies specifically. In its most recent submission to CEDAW the NIWEP (2012) highlighted the following as issues of concern<sup>74</sup> :

- Low representation of women in electoral politics and in public life including public appointments.
- Discrimination against women in respect of limited access to reproductive rights; and poor childcare provision and absence of a Childcare Strategy to address this.
- Refusal by the UK government to implement UNSCR 1325.
- The impact of radical welfare reform measures being introduced across the UK on many women including lone parents, women with disabilities and unpaid carers.
- The application of the CEDAW Convention across the UK is uneven with a lack of clarity for the responsibility for policy and actions in respect of devolved governments.
- There have been limited actions taken by government to co-ordinate CEDAW across the UK and to raise awareness of it.

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<sup>74</sup> Submission to CEDAW Committee pre-sessional working group meeting by NIWEP, October 2012 Geneva (p.3)

### 3.5.2 Northern Ireland Domestic Policy Framework: Women, Peace and Security

Northern Ireland operates within a complex policy framework, part of a legacy of the need to legislate against historical practices of religious discrimination. There are many stand alone and intersecting policies on social, economic and community needs as well as specific policies that acknowledge Northern Ireland as a society transitioning out of civil and political conflict. The table below summarises the key strategic drivers for public policy that have relevance for building the gender equality and women, peace and security agendas in Northern Ireland but is not an exhaustive list.

**Table 6: Policies on Gender Equality/Participation of women in public life**

<b>Specific Policy</b>	<b>Key Aims/ Objectives</b>
<b>Section 75 Legislation<sup>75</sup></b>	Section 75 introduced duties on public authorities to promote equality of opportunity and good relations across nine social categories, which included gender.
<b>Gender Equality Strategy (2006-2016)<sup>76</sup></b>	Provides a policy framework to mainstream gender equality and tackle gender inequalities across nine key areas: <ul style="list-style-type: none"> <li>• childcare/caring as roles for both women and men</li> <li>• health and well being</li> <li>• representation in public life/decision making</li> <li>• education and life long learning</li> <li>• access to employment</li> <li>• gender pay gap</li> <li>• work-life balance</li> <li>• stereotypes and prejudices linked to men and women's gender</li> <li>• peace-building</li> <li>• poverty, and</li> <li>• gender related violence.</li> </ul>
<b>PSNI (Police Service of Northern Ireland) Gender Equality Strategy / Gender Action Plan (2008)</b>	Aims to achieve a greater gender, ethnicity and sexual orientation balance across all ranks and specialisms. The plan also forms part of the PSNI's Shared Future Strategy, which seeks to promote equality, diversity and good relations.

<sup>75</sup> Section 75 of the Northern Ireland Act (1998)

<sup>76</sup> OFMDFM

**Table 7: Policies on Gender Based Violence and Community Safety**

Specific Policy	Key Aims/ Objectives
<p><b>DHSSPS Tackling Violence at Home - Strategy for Addressing Domestic Violence and Abuse In Northern Ireland (2005). (Action Plan: October 2010 To March 2012)</b></p>	<p>Aim: To put in place all practicable measures towards the elimination of domestic violence and abuse</p> <p>Key strands: Prevention Protection And Justice Support</p>
<p><b>DHSSPS Tackling Sexual Violence and Abuse 2008-2013</b></p>	<p>Aim: To implement an effective, collaborative and cohesive approach to tackling and reducing sexual violence and abuse with a view to:</p> <ul style="list-style-type: none"> <li>• increasing public awareness of the problem;</li> <li>• improving responses for victims from the Criminal Justice System;</li> <li>• providing better support for victims/survivors and their families; and</li> <li>• working with perpetrators to reduce risk and prevent sexual violence and abuse from recurring.</li> </ul>
<p><b>Northern Ireland Executive’s Community Safety Strategy – Building Safer, Shared and Confident Communities (2012)</b></p>	<p>Priority Aims include:</p> <ul style="list-style-type: none"> <li>• Safer communities, with lower levels of crime and anti-social behaviour;</li> <li>• Shared communities, where each person’s rights are respected in a shared and cohesive community; and</li> <li>• Confident communities, where people feel safe and have confidence in the agencies that serve them.</li> </ul> <p>Key strands include actions to address: Anti-social behaviour, community safety issues at interface areas; Hate crime ; Safety of older and vulnerable people</p>

**Table 8: Policies on Victims / Dealing with the Past**

Specific Policy	Key Aims/ Objectives
<p><b>Report of the Consultative Group on Dealing with the Past (2009)</b><sup>77</sup></p>	<p>Key recommendations included:</p> <ul style="list-style-type: none"> <li>• An independent Legacy Commission should be established to deal with the legacy of the past by combining processes of reconciliation, justice and information recovery. It would have the overarching objective of promoting peace and stability in Northern Ireland.</li> <li>• A Reconciliation Forum should be established through which the Legacy Commission and the Commission for Victims and Survivors for Northern Ireland (CVSNI) would liaise to tackle certain society issues relating to the conflict.</li> </ul>
<p><b>OFMDFM, Consultation on Draft Programme For Cohesion, Sharing and Integration</b><sup>78</sup> (2010)</p>	<p>Draft Aim:</p> <p>To build a strong community where everyone, regardless of race, colour, religious or political opinion, age, gender, disability or sexual orientation can live, work and socialise in a context of fairness, equality, rights, responsibilities and respect.</p> <p>Some of the key themes of CSI are:</p> <ul style="list-style-type: none"> <li>• Developing shared space</li> <li>• Crises intervention</li> <li>• Young people</li> <li>• Interfaces</li> <li>• Reducing segregation</li> <li>• Expression of cultural identity</li> <li>• Racial equality</li> <li>• Hate crime</li> <li>• Secure communities</li> </ul>
<p><b>Protect Life The Northern Ireland</b></p>	<p>A new Mental Health and Wellbeing Promotion Strategy is being developed to define the aim, objectives and priority actions for</p>

<sup>77</sup> This report is not government policy but it was a critical mechanism in informing the debate on Dealing with the Past. There is a complete absence of any reference whatsoever to women's role and contribution to the building of sustainable peacebuilding in relation to dealing with the legacy of the conflict in Northern Ireland, an omission largely ignored within the public debate on the report.

<sup>78</sup> The paper met widespread hostility from those active in the field. An open letter signed by more than 150 reconciliation practitioners, victims campaigners, ethnic-minority representatives, academics and sportspeople bemoaned its 'poverty of vision' (Belfast Telegraph, 29 October 2010). The Northern Ireland Peace Monitoring Report Number One. Paul Nolan (February 2012) p.148

<p><b>Suicide Prevention Strategy Action Plan 2012 - March 2014 (Refreshed June 2012) /A Shared Vision</b></p>	<p>the promotion of mental health and wellbeing in Northern Ireland during 2012 to 2017. It will focus on building the mental and emotional resilience of the whole population and of specific “raised risk” groups so that people can improve their ability to adapt and recover from adverse circumstances or events.</p>
<p><b>OFMDFM Strategy for Victims and Survivors (2009)</b></p>	<p>Key Aims:</p> <ul style="list-style-type: none"> <li>• Ensure that the voice of victims and survivors is represented and acted upon at governmental and policy level;</li> <li>• Provision of support services and other initiatives for the wellbeing of victims and survivors;</li> <li>• Assist victims and survivors, to play a central role, as part of wider society in addressing the legacy of the past; and</li> <li>• Assist victims and survivors to contribute to building a shared and better future.</li> </ul>
<p><b>Northern Ireland Human Rights Commission Strategic Plan (2009-2011)</b></p>	<p>Key priorities include:</p> <ul style="list-style-type: none"> <li>• Enhancing human rights protections through a Bill of Rights for Northern Ireland</li> <li>• The protection of economic, social and cultural rights at a time of economic crisis</li> <li>• The protection of rights, including in the context of dealing with the legacy of the conflict in Northern Ireland</li> <li>• The development of human rights-based approaches to conflict resolution and social cohesion</li> <li>• Increasing compliance by the UK government with other international standards through participation in treaty monitoring including CEDAW.</li> </ul>

***Policy Context Assessment***

It is evident that there are fundamental gaps in the focus and effectiveness within the current policy framework in relation to the gender equality and women, peace and security agendas in Northern Ireland. Women NGOs and lobby groups have expressed a high level of frustration about the overall weakness and poor implementation of policies to address gender inequalities and enhance the participation and influence of women in post conflict reconstruction and peacebuilding, and have highlighted the following concerns:

- The ineffectiveness of the Gender Equality Strategy as a gender proofing / mainstreaming mechanism for public policy, attributed to the policy's lack of understanding of the differential impact of structural inequalities between men and women and its commitment to gender neutrality (equal provision for men and women) within policy and services rather than a commitment to identifying the inequalities that exist between men and women and introducing policies to promote equality of opportunity such as positive action.<sup>79</sup>
- The absence of any co-ordinated gender perspective within the peacebuilding policy and practice frameworks and a lack of a gender analysis within peacebuilding and good relations work generally. The Draft Programme on Cohesion, Integration and Sharing (CSI)<sup>80</sup> fails to consider the specific experiences of women in Northern Ireland as well as their contribution to achieving a shared society. The WRDA argued that '*It is deeply worrying that such an important policy as CSI should so comprehensively fail to take cognisance of gender. It is also a disturbing indicator of the effectiveness of the GES (Gender Equality Strategy)*'.<sup>81</sup> It highlights the principal flaws in the strategy, is the focus on race and political/religious community background to the exclusion of other aspects of equality including gender equality.
- A lack of commitment within government to deepen gender equality policy was also seen as a barrier to women's participation. This was evident in Northern Ireland in peace and reconciliation policies or those dealing with the past, most notably in the Eames Bradley Report and the Draft Programme on CSI. It was felt that this was indicative of a significant lack of awareness for the need to include women as a constituent stakeholder in the design and implementation of these potentially crucial policies.

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<sup>79</sup> A submission by Gender Advisory Panel Submission to The OFMDFM Committee – Gender Equality Strategy 2006-2016 outlined the panel view that 'this is contrary to the intention of the legislation. A recent report recommended that the Equality Commission should "... ensure that public authorities identify the inequalities which exist, so as to enable them to introduce policies to promote equality of opportunity.' (Section 75 – Keeping it Effective, final report November 2008, p78). (2009)

<sup>80</sup> Draft Programme on Cohesion, Integration and Sharing (CSI) ( 2010)

<sup>81</sup> Hegarty A. (2010). A Gender Critique of the Draft Consultation Documents, Programme for Cohesion, Sharing and Integration. p.6. WRDA

### 3.5.3 Policy Framework Assessment: Republic of Ireland

A number of key policies informing the policy framework in the Republic of Ireland in relation to the gender equality and women, peace and security agendas are detailed below.

**Table 9 Policies on Gender Equality, Gender Based Violence and Community Safety**

Specific Policy	Key Aims/ Objectives
<p><b>National Women's Strategy 2007-2016</b></p>	<p>The National Women's Strategy</p> <p>The strategy, which contains 20 key objectives and over 200 actions, aims to:</p> <ul style="list-style-type: none"> <li>• equalise socio-economic opportunity for women</li> <li>• ensure their wellbeing</li> <li>• engage women as equal and active citizens</li> </ul> <p>There are specific actions to :</p> <ul style="list-style-type: none"> <li>• To increase the number of women in decision-making positions in Ireland (Objective 14):</li> <li>• Enhance the capacity of Irish Aid and Development Partners to respond effectively to Gender Based Violence in conflict, post-conflict and developing environments (Objective 17 – C)</li> </ul>
<p><b>National Strategy on Domestic, Sexual and Gender-based Violence 2010-2014</b></p> <p><b>National Office for the Prevention of Domestic, Sexual and Gender-based Violence / COSC</b></p>	<p>Key Aim:</p> <p>The development of a strong framework for sustainable intervention to prevent and effectively respond to domestic, sexual and gender-based violence.</p> <p><b>High-Level Goals</b></p> <p>The four High-Level Goals of the strategy are:</p> <ol style="list-style-type: none"> <li>1. To promote a culture of prevention and recognition through increased understanding of domestic, sexual and gender-based violence.</li> <li>2. To deliver an effective and consistent service to those affected.</li> <li>3. To ensure greater effectiveness of policy and service planning.</li> <li>4. To ensure efficient and effective implementation of the strategy.</li> </ol>
<p><b>Dept of Justice and Equality Strategy Statement (2011 to 2014)</b></p>	<p>Sets out the overall high-level objectives and policy goals of the Department of Justice and Equality.</p> <p><b>North-South and International Co-operation actions include:</b></p> <ul style="list-style-type: none"> <li>• Continue to seek to enhance North/South and international co-operation across the range of justice areas</li> <li>• Progress in reflection of Ireland's interests in international <i>fora</i></li> </ul>

	<ul style="list-style-type: none"> <li>• Successful discharge of EU Presidency functions in 2013</li> <li>• Strengthened international relations which deliver on Ireland's interests.</li> </ul>
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### ***Assessment of Policy Context***

There is a high degree of commonality in the concerns over policy gaps between Northern Ireland and the Republic of Ireland. Key gaps / concerns regarding the gender policy context within the Republic of Ireland include:

- The impact of austerity measures and cuts to public services and welfare rates on women as a result of Ireland's economic recession.
- Poor progress on CEDAW report observations including failure to address: low levels of women in political institutions; high childcare costs as a result of the low level of government investment in childcare; adequate provision of sexual and reproductive health rights including the lack of access to the right to legal safe abortion for women; and little progress on the CEDAW recommendations around combating violence against women, to prevent violence, punish offenders and provide services for victims.
- The gender neutral approach to the implementation of the National Strategy on Domestic, Sexual and Gender-based Violence.
- A focus on an outward facing gender agenda within UNSCR 1325 which does not take account of the gender inequalities in the domestic context.
- The lack of inclusion of a gender focus in Cross border policy mechanisms<sup>82</sup>

### **3.6 Conclusions: Common Challenges, Gaps and Opportunities**

The operational and policy context for the development of a coherent women, peace and security agenda is a complex one for any nation or region. As this chapter has documented, there is a multitude of actors involving government departments, public bodies, as well as a diversity of NGOs and lobbying bodies operating at strategic, bilateral, regional, local and grassroots levels.

In comparing the international and domestic contexts for UNSCR 1325, there is much to suggest that the challenges of women in Northern Ireland have a commonality with the experiences of women activists and NGOs in peace building

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<sup>82</sup> The 6 key areas for cross border cooperation set up under the Good Friday Agreement are: agriculture, education, environment, health tourism and transport

initiatives in post conflict societies globally. Shared challenges are evident in the lack of political will and commitment to women's equality and empowerment domestically by the UK and Irish governments.

However, it is also evident that Northern Ireland also occupies a somewhat unique position in respect of UNSCR 1325. Historically, the GFA predates the introduction of the resolution and the complexity of tripartite relationships between Northern Ireland, Britain and Ireland has also been a factor whereby the both the British and Irish governments have maintained UNSCR 1325 activities as part of their external rather than their domestic responsibilities. The UK and Irish NAPS as presently constituted do not offer an effective framework for collaborative action to supporting WPS activities in peacebuilding and conflict transformation in Northern Ireland.

The United Nations has recognised that long term sustainable peace requires a 'culture of prevention' and a 'culture of peace' generated from the bottom up as well as from the top down.<sup>83</sup> As part of this baseline study we would like to highlight the vital role and contribution that women NGOs are making to make in addressing peace and security concerns in Northern Ireland and the Republic of Ireland. What appears to be missing in terms of Northern Ireland is a top down approach.

NGOs have identified a number of gaps in the absence of a deliberate and coherent plan to implement UNSCR 1325 within the borders of Northern Ireland/Ireland/United Kingdom. These include:

- No meaningful political commitment to domestic implementation of the resolution
- Very patchy domestic implementation in the institutions most responsible for implementation of the resolution
- inadequate (or non-existent) training and education of the relevant Institutions as regards UNSCR 1325, and most problematically
- Little coordinated attention to the gender-specific needs of women in a post conflict context, or the importance of women's participation within the institutions responsible for peacebuilding.<sup>84</sup>

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<sup>83</sup> Renske Heemskerk, 2007. The UN Peacebuilding Commission and Civil Society

<sup>84</sup> These findings are summarised in GAPS-UK, Global Monitoring Checklist on Women, Peace and Security (2010)

Significant challenges remain in relation to implementation of UNSCR 1325 including:

- The persistent refusal of the UK government to include Northern Ireland within its UNSCR 1325 NAP has resulted in a political vacuum for the development of WPS work and limits official recognition or promotion of UNSCR 1325 in Northern Ireland.
- Despite a clear evidence base, there is no government recognition of the marginalisation and erosion of women's position and influence within political, social and community arenas.
- Post conflict political and social structures and processes in Northern Ireland continue to marginalise women and have had limited success in enabling and encouraging the participation of women as agents of change.
- The gender neutral approach to policy implementation has weakened the effectiveness of the Gender Equality Legislation as a gender proofing / gender mainstreaming mechanism for public policy. As a result, the policy context is unreceptive to the development and implementation of policies to enhance the participation and influence of women in peacebuilding and conflict transformation. The failure to advance the gender and peacebuilding agenda within Northern Ireland can be seen as part of a broader policy failure to provide a framework to address sectarianism and to deal with the past.<sup>85</sup>
- Women within Northern Ireland and the Republic of Ireland are facing significant social and economic pressures with the impact of austerity measures and cuts to public services and welfare rates on women as a result of economic recession in Ireland and the UK. Welfare reform proposals, lack of access to sexual and reproductive health rights and limited funding for women NGO support services are key concerns in terms of women's economic and social security needs.

Despite the challenging context for the women, peace and security concerns, there is cause for some optimism.

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<sup>85</sup> *The Northern Ireland Peace Monitoring Report Number One* identifies paramilitarism, the absence of a strategy for reconciliation and the lack of a solution to dealing with the past as key obstacles to the development of peaceful and inclusive society in Northern Ireland. Paul Nolan (February 2012)

UNSCR 1325 has acted as a catalyst to mobilise civil society internationally and we have seen the mobilisation of women's civil society through debate, collaborative working and strategic alliances by women's groups and networks on an all-Ireland and tripartite basis with engagement between NGOs in Northern Ireland, the UK and the Republic of Ireland. The momentum for action to create gender sensitive policies and practice in relation to women peace and security concerns in Northern Ireland is building and the current operational context offers a number of opportunities. These include:

- The APG-WPS inquiry into women, peace and security in Northern Ireland (January – June 2013), combined with the examination of the UK and Northern Ireland government by CEDAW in July 2013.
- The All Party Working Group on UNSCR 1325 Women, Peace and Security in Northern Ireland provides a focal point for awareness raising of the issues and a mechanism for dialogue between NGOs and the NI Assembly.
- Recognition of the need for a strategic champion of UNSCR for Northern Ireland to articulate the case for implementation at the highest political domestic, regional and international levels.
- The Irish NAP on 1325 provides a process of engagement for women's civil society on an all-Ireland basis and a commitment to increase the participation and representation of women on a cross border basis.
- A variety of domestic policy frameworks provide opportunities to address gender inequality issues including gender based violence and women's political participation on an all-Ireland basis.
- European capacity and influence of institutions and networks provides an opportunity to argue the unique and unequal position of Northern Ireland regarding 1325. Ireland's presidency of the EU in 2013 also provides high level opportunities to lobby and campaign for implementation for Northern Ireland as could the hosting of the G8 summit in Northern Ireland in June 2013.

There is a high degree of shared agreement amongst civil society groups on approaches, actions and needs including: the value of a bilateral approach between the British and Irish governments and the Northern Ireland Assembly to build cooperation in order to implement 1325; calls on the London and Dublin administrations to work together on the implementation of UNSCR 1325 by having sections on Northern Ireland in their national action plans that complement each other; and, the need for gender budgeting for 1325 implementation.

This baseline provides a snapshot of recommended actions called for by women NGOs such as: an audit of women's representation in politics, decision making and public life; calls for gender quotas for elected representatives; need to recognise GBV as a priority issue; and, concerns about women's marginalisation in local communities as a result of demilitarisation, as well as community safety and women mental health issues.

**Chapter Four UNSCR 1325 Toolkits and Baseline Recommendations**

This chapter documents examples of other parallel and/or relevant Toolkits on UNSCR 1325 and any associated training available. Six toolkits were selected to provide a variety of toolkits based on the function of the toolkit (Information only, awareness raising or interactive); the target audience (government departments, security sector, public agencies / institutions or NGO / community sector groups); content (international, regional or local focus; specialised or general focus). Following an analysis of the toolkits, a number of recommendations have been made based on the findings of the baseline study.

**4.1 Toolkits on UNSCR 1325**

**Table 10 Toolkits on UNSCR 1325**

<b>Toolkit</b>	<b>Function of Toolkit</b>	<b>Target Audience</b>	<b>Content</b>	<b>Key components</b>
<b>Bridge of Hope</b> Transitional Justice Toolkit	Interactive, Building group solidarity and capacity	Grassroots community groups	Local – but drawing on international comparative experiences	Framed as a series of questions, for participants to answer. Begins with by having participants document key conflict events and experiences each decade since the 1960s, and around the ‘five pillars’ of transitional justice: institutional reform, truth, reparations, reconciliation, prosecution and amnesty
<b>OSCE/UN-INSTRAW/DCAF</b> Toolkit on Gender-Sensitive Security Sector Reform (SSR)	Information, technical guidance	Policymakers, programme officers, and consultants working within national governments, security sector institutions, international and regional	Domestic, regional and international, consists of 12 Tools and 12 Practice Notes (based on the Tools) And an Annex on International and Regional Laws and Instruments related to SSR and gender. The topics of Tools and	Tools and practice notes, following the same structure, and containing information under set headings.  For example, the Tool on Police Reform and Gender has the following structure: 1. Introduction 2. What is police reform?

		organisations, donor governments, civil society organisations including women's organisations (targets SSR specialists, rather than gender experts)	<p>corresponding Practice Notes are:</p> <ol style="list-style-type: none"> <li>1. SSR and Gender</li> <li>2. Police Reform and Gender</li> <li>3. Defence Reform and Gender</li> <li>4. Justice Reform and Gender</li> <li>5. Penal Reform and Gender</li> <li>6. Border Management and Gender</li> <li>7. Parliamentary Oversight and Gender</li> <li>8. National Security Policy-making and gender</li> <li>9. Civil society oversight of the Security Sector and gender</li> <li>10. SSR Assessment, Monitoring and Evaluation and Gender</li> <li>11. Gender Training for Security Sector Personnel</li> </ol> <p>Contains several text boxes throughout with snapshots of international good practice; includes several assessment tools for gender-sensitive SSR</p>	<ol style="list-style-type: none"> <li>3. Why is gender important in police reform?</li> <li>4. How can gender be integrated into police reform?</li> <li>5. Integrating gender into police reform in specific contexts: <ol style="list-style-type: none"> <li>a. post conflict countries</li> <li>b. transitional countries</li> <li>c. developing countries</li> <li>d. developed countries</li> </ol> </li> <li>6. Key recommendations</li> <li>7. Additional resources.</li> </ol> <p>The structure of the Practice Note on Police Reform and Gender is:</p> <ol style="list-style-type: none"> <li>1. Why is gender important to policy reform?</li> <li>2. How can gender issues be integrated into police reform?</li> <li>3. Post-conflict challenges and opportunities</li> <li>4. Questions for Police reform</li> <li>5. More information</li> </ol>
<b>FCO / UK Government TOOLKIT: Activity for Posts to support and promote Women Peace and Security</b>	Information on: Examples of the type of Women, Peace and Security activities/ actions for staff to consider to incorporate into their country business	Government (HMG) Staff in overseas posts: Embassy / Consulate staff	International The UK Government's international legal and policy obligations; Potential actions for HMG staff to consider in progressing the local WPS agenda	<p>Key definitions of the 4 UNSCR 1325 pillars</p> <p>Specific suggested actions under each heading for in developing country based activity under each pillar.</p> <p>Links to models of good practice and projects drawn on an international basis. Information on Training programmes and</p>

	plans; Definitions and resources			funding sources also provided.  Training resources: FCO Conflict Department - Conflict Foundation Course - 2 days Stabilisation Unit - UNSCR 1325 Course - 1 day FCO Human Rights and Democracy Department – awareness and practitioner level courses (2 days and 5 days)
<b>Gender and Peace Building Working Group &amp; the Canadian Federation of University Women</b> Women Building Peace and Fighting Sexual Violence in Conflict- Affected Areas <i>A Toolkit for Canadian Action on United Nations Security Council Resolutions 1325 and 1820</i>	Information, Campaign strategies, actions to raise public awareness of GBV in conflict affected countries.  Building group solidarity and capacity	Women peacebuilders and practitioners in Canada to engage effectively in GBV and peace and security issues	The use of sexual violence as a weapon of war, and the role of women in peacebuilding	<i>Introduction / Background:</i> Factual information on UNSCR 1325, Canadian government's role and number of women affected by sexual violence in recent conflict situations  <i>Possible Actions</i> Policy Recommendations, event ideas,:  <i>Sample Letter &amp; Sample Petition</i> Resources for campaigning  <i>Resources:</i> Educational resources, films, reports and briefing papers on GBV in conflict affected areas, organisations and projects working on GBV.
<b>International Alert &amp; Women Waging Peace</b> Initiative for Inclusive Security & Sustainable Peace—A	A resource for women peace builders and practitioners to engage effectively in peace and security issues.	Women peace activists, advocates and practitioners in conflict-affected and post conflict countries. Policy-makers and staff of major	International policy and legal frameworks; conceptual framework; international, regional and national examples of good practice; Training on protection of vulnerable groups such as people with HIV / Aids.	Conceptual Framework: International Policies and Legal Mechanisms: Women's Rights in the Context of Peace and Security Human Rights.  Conflict Prevention, Resolution And

Toolkit for Advocacy and Action (2004)		multilateral institutions, donor countries and international NGOs.		Reconstruction Security Issues Justice Governance And Civil Society Protecting Vulnerable Groups
<b>NGO Working Group on Women, Peace and Security</b> <i>Women's Participation and Gender Perspectives in Security Council Resolutions</i>	Checklist	UN Security Council	International	15 questions to be asked of every UNSC Resolution, in order to ensure integration of WPS into every resolution, including reference to UNSCR 1325; gender perspective and gender balance in peacekeeping operations; questions around human rights protections and DDR provisions; questions around peace negotiations and peace agreements; SSR; etc. All questions map onto the issues identified in the operative paragraphs of UNSCR 1325.

## 4.2 Analysis of Toolkits

The term 'toolkit' is an opaque one. Indeed, of the toolkits under analysis, only the *Bridge of Hope Transitional Justice Toolkit* offers a definition of the term, i.e. 'Toolkit' is said to refer to 'Set of tools used for a particular purpose and including: personal skills and abilities; resources; map making tools'.

Toolkits differ substantially in whether they pose questions, or offer answers. For example, the *Bridge of Hope Transitional Justice Toolkit*, which targets grassroots community groups, functions as a series of questions, and requires participating groups to fill into the toolkit their agreed answers to potentially sensitive questions, such as the events and issues of the conflict about which truth is required. The Toolkit is not accompanied by model answers, or directions on how to fill-in the quite general text boxes. This toolkit therefore offers a process-based model, in which participants have complete ownership over the relevant knowledge and information.

By contrast, the *OSCE/UN-INSTRAW/DCAF Toolkit for Gender-Sensitive Security Sector Reform*, by contrast, is dedicated to providing answers. This very comprehensive and text-heavy Toolkit provides detailed technical guidance to policymakers, programme officers and consultants engaged in security sector reform on how to ensure that their work is gender-sensitive.

The *FCO's Toolkit Activity for Posts to support and promote Women Peace and Security* is an internal resource specifically designed to engage overseas staff in developing actions into country business plans. As such it could be considered as part of a strategic planning tool to operationalise the WPS on a local basis in conflict affected regions.

Both the *Gender and Peacebuilding Working Group & the Canadian Federation of University Women and the International Alert & Women Waging Peace Initiative for Inclusive Security & Sustainable Peace—A Toolkit for Advocacy and Action* have a strong advocacy function to the toolkits with an emphasis on campaigning and direct action, particularly in the Canadian model. The Canadian model, focusing exclusively on GBV seeks to building group solidarity and capacity as a way of mobilisation action within Canada to support women suffering sexual violence in conflict affected regions. The *International Alert & Women Waging Peace Toolkit*, is a much more substantial resource (352 pages) providing an depth and comprehensive analysis of the concepts, international policies and legal mechanisms within the frameworks of peace, security and human rights; describes how women are affected by and contribute to peacemaking, peace building, and security processes; and highlights practical examples of women's contributions for fostering their empowerment.

Finally, the NGO Working Group on Women, Peace and Security 'Toolkit' on Women's Participation and Gender Perspectives in Security Council Resolutions succinctly sets out fifteen questions to be asked of all Security Council resolutions, presidential statement or terms of reference for Security Council fact-finding missions *before* their adoption. The Toolkit thereby works as a pre-emptive tool and diagnostic for enhancing the gender-sensitivity of work at the UN Security Council.

### **4.3 Baseline Report Recommendations**

The primary function of this study has been to act as resource for the development Toolkit on UNSCR 1325 for use by agencies and groups in Northern Ireland and the Republic of Ireland. This report has sought to investigate the international, regional and national approaches and instruments for the implementation of UNSCR 1325 and to distil the challenges and opportunities involved at strategic, political and grassroots levels locally.

This section outlines the specific recommendation for the contents of the UNSCR 1325 Toolkit. It also identifies a number of mechanisms to build collaborative action with a range of strategic partners / agencies / sectors on the WPS agendas (including the development and dissemination of the Toolkit) for consideration by the Women and Peacebuilding Project. As a general principle, we would recommend that the Women and Peacebuilding Project seek to support the existing initiatives that are being taken forward by a number of key groups and agencies and identify opportunities for collaboration rather than invest energy in creating new structures.

The following recommendation / actions have been guided by the findings of the baseline study, and in particular recognise: the complex and challenging political context for the development of the women, peace and security agenda in Northern Ireland; the lack of political commitment to the implementation of UNSCR 1325 and lack of awareness of the resolution at political, policy making and grassroots levels; and, the lack of gender sensitive peacebuilding and conflict resolution policy and practice in Northern Ireland and the Republic of Ireland. On the positive side, women's civil society organisations offer a significant resource in terms of their commitment, skills and expertise to progress the implementation of UNSCR 1325 and work in relation to women, peace and security generally.

### 4.3.1 Recommendation 1:

*That the following template be considered to inform the design and development of the UNSCR 1325 Toolkit on Women, Peace and Security.*

**Table 11: UNSCR 1325 Toolkit Headings**

<b>UNSCR 1325 Toolkit Headings</b> (for Statutory, Public bodies, large voluntaries)	
Functions of Toolkit: Awareness-raising, action planning for UNSCR 1325 and women, peace and security issues	
1.	Overview: What is UNSCR1325? The Four Pillars.
2.	Briefing on Work to date on UNSCR1325, internationally and regionally (CEDAW, EU)
3.	Briefing / discussion of gender and post-conflict challenges and opportunities (local context)
4.	Suggested questions/ checklist (WPS-proofing) under each pillar (issues to be considered by the statutory body/personnel when working in a1325-related area (e.g. politicians, PSNI, Gardai Defence, DSD, OFMDFM, Health and Social Services, Education)
5.	Briefing and discussion of grounded examples of good practice of using UNSCR 1325 (including resources) from international and comparative experience
6.	Participants to develop actions points out of the toolkit, where the participants propose how they could apply UNSCR1325 to their own work
7.	Evaluating the action points – briefing on the ‘what’ and ‘how to’ of monitoring and evaluation (e.g. gender-budgeting; global indicators as resource needing to locally-tailored)
8.	Diagnostic session (group evaluating the proposed action points and identifying what was missed from proposed action points). Going forward, implementing action points (including resources – women NGOs as a resource, key stakeholders)

#### **4.3.2 Recommendation 2:**

*That the Women and Peacebuilding Project consider the mechanisms for engagement with strategic partners / agencies / sectors on Women, Peace and Security Issues at local, regional, national and international levels outlined in the baseline report. In particular we would highlight the following as potential mechanisms for engagement to build collaborative action on WPS issues for the development and dissemination of the UNSCR 1325 Toolkit.*

**(1) Support existing mechanisms strengthening work on Women, Peace and Security issues and implementation of UNSCR 1325 to Northern Ireland including:**

- The APG-WPS inquiry into women, peace and security in Northern Ireland (January – June 2013).
- The examination of the UK and Northern Ireland government by CEDAW in July 2013. Ensure that state performance on UNSCR1325 is included in any shadow reporting.
- The All Party Working Group on UNSCR 1325 Women, Peace and Security in Northern Ireland a mechanism for dialogue between NGOs and the NI Assembly.
- North-South Ireland Parliamentary mechanisms to promote UNSCR1325 such as the North South Ministerial Council, the British Irish Council, the British Irish Parliamentary Assembly and the Joint Committee on the implementation of the GFA.
- Recognition of the need for a strategic champion of UNSCR 1325 for Northern Ireland to articulate the case for implementation at the highest political domestic, regional and international levels.
- Highlight opportunities within the Irish NAP for engagement for women's civil society on an all-Ireland basis.
- Use European institutions and networks to argue the unique and unequal position of Northern Ireland regarding 1325 including:

- Ireland's presidency of the EU in 2013 to lobby and campaign for implementation for Northern Ireland and the hosting of the G8 summit in Northern Ireland in June 2013.
- Explore the European Comprehensive Policy mechanism which uses peer monitoring of member state performance under regional indicators on UNSCR 1325, accessing European partners in this work such as the European Women's Lobby through NIWEP.

**(2) Consider the value of the provision of Women, Peace and Security Assessments for Northern Ireland and the Republic of Ireland**

Women, Peace and Security Assessments could be conducted within and across statutory agencies, NGOs and community based groups in Northern Ireland and the Republic of Ireland to determine:

- The general contexts for WPS issues.
- Conflict-mapping to include the experience of women in Northern Ireland / the Republic of Ireland and consequent needs in post conflict contexts.
- Domestic Policy Frameworks: A variety of domestic policy frameworks provide opportunities to address gender inequality issues and women, peace and security needs. As a starting point for Northern Ireland, consider the agencies identified in the policy context assessments in Chapter three including:
  - DHSSPS for mental health, and gender-based violence issues
  - N.I. Executive's Community Safety Strategy for security and safety issues
  - OFMDFM's Strategy for Victims and Survivors and Draft CSI for dealing with the past issues.
  - OFMDFM Gender Equality Strategy to deal with gender neutrality policy concerns.

The Women, Peace and Security Assessment could be led by OFMDFM in Northern Ireland will equivalent government departments identified in the Republic of Ireland.

**(3) Engagement for dissemination of UNSCR 1325 Toolkit:**

Develop engagement with key sectors to raise awareness of UNSCR 1325 and engagement with key personnel for the aim of dissemination of Toolkit and participation in training. Key sectors will require a variety of approaches and sectors should include:

- Security sector: PSNI, Gardai, Irish Defence Forces, Department of Foreign Affairs (ROI)
- Women NGO sector including actions to:
  - Build civil society alliance among women’s NGOs to recognize common agenda in UNSCR1325 – recognising the value of UNSCR1325 in galvanising civil society on peace and security issues.
  - Resource women’s NGOs to build capacity around UNSCR1325
  - Work with organizations involved in monitoring the Irish and UK NAPs, i.e. NWCI, Hanna’s House and GAPSUK.
  - Work With NIWEP in their roles of shadow reporting to CEDAW re UNSCR 1325 and in their secretariat function to the Assembly All-Party Group
- Community based sector groups: use engagement with community based women’s group in urban and rural communities developed through the Roundtable discussions undertaken by the Project Women and Peacebuilding Project. Explore engagement with non-traditional civil society groups to raise awareness and build solidarity around UNSCR1325 (potential partners: victims groups, community-based conflict-resolution groups, e.g. BCRC; transitional justice / dealing with the past groups, e.g. Bridge of Hope, Relatives for Justice, Pat Finucane Centre, EPIC)

**(4) Support Funding for UNSCR1325 initiatives**

Explore mechanisms to support the provision of specific funding for UNSCR1325 initiatives, either within existing budgets or initiating special stand-alone funding for WPS.

## **APPENDIX 1. THE GLOBAL INDICATORS**

The list of 26 indicators presented to the Security Council are list on page 15-21 of the Secretary General’s Report (S/2010/498). They are also found below:

<b>No.</b>	<b>Indicator</b>
1a	Prevalence of Sexual Violence
1b	Patterns of sexual violence in conflict and post-conflict situations Text of recommendations section to report on: <ul style="list-style-type: none"> <li>• Types of measures (proposed vs. implemented)</li> <li>• Types of violations</li> <li>• Type of perpetrator</li> <li>• Specific groups affected (ethnicity, geographical location, age)</li> </ul>
2	Extent to which United Nations Peacekeeping and Special Political Missions include information on violations of women and girls’ human rights in their periodic reporting to the Security Council
3a	Extent to which violations of women’s and girls’ human rights are reported, referred and investigated by human rights bodies Report on: <ul style="list-style-type: none"> <li>• Number and types of cases reported, referred and investigated</li> <li>• Account of actions taken / recommended to address violations</li> </ul>
3b	Number and percentage share of women in governance bodies of National Human Right Bodies (NHRB)
4	Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases
5a	Extent to which measures to protect women’s and girls’ human rights are included in Peacekeeper Heads of Military Components and Heads of Police Components Directives
5b	Extent to which measures to protect women’s and girls’ human rights are included in national security policy frameworks. Existing and new gender-specific language to report on: <ul style="list-style-type: none"> <li>• Type of document</li> <li>• Context analysis of security threats to women and girls</li> <li>• Types of measures</li> </ul>
6	Number and type of actions taken by the Security Council related to resolution 1325

	<p>(2000) Report on:</p> <ul style="list-style-type: none"> <li>• Count of actions</li> <li>• Types of actions: request inquiry, setup a specific mechanism, mandate peace keeping operations, impose sanctions, authorise the use of force, establish an international tribunal, refer a situation to ICC</li> <li>• Type of document (i.e. resolution, PRST)</li> </ul>
7	Number and percentage share of women in the Executive leadership of relevant regional and sub-regional organisations involved in preventing conflict Regional and sub-regional organisations will include those identified in A/RES/55/285.
8	Percentage of peace agreements with specific provisions to improve the security and status of women and girls
9	Women's share of senior UN positions in field missions
10	Percentage of field missions with senior level gender experts
11a	Representation of women among mediators, negotiators and technical experts in formal peace negotiations
11b	Women's participation in an official observer status at the beginning and the end of formal peace negotiations
12a	<p>Women's political participation in parliaments and ministerial positions. Report on women's share of:</p> <ul style="list-style-type: none"> <li>• Seats in parliament</li> <li>• Ministerial positions</li> </ul>
12b	<p>Women's political participation as voters and candidates. Report on women's share of:</p> <ul style="list-style-type: none"> <li>• Persons registered to vote</li> <li>• Persons who actually vote</li> <li>• Parliamentary candidates</li> </ul>
13	Extent to which Security Council missions address specific issues affecting women and girls in the Terms of Reference and Mission Reports
14	<p>Index of women's and girls' physical security. Survey-based indicator to measure three dimensions:</p> <ul style="list-style-type: none"> <li>• Perceptions of physical security of women and girls (by location, time of day)</li> <li>• Proxy variables measuring how women's and girls' ability to participate in public life has been affected</li> <li>• Proxy variables measuring how women's and girls' regular activities have been affected</li> </ul>
15	Extent to which national laws to protect women's and girls' human rights are in line with international standards

16	Level of women's participation in the justice and security sector
17	Existence of national mechanisms for control of illicit Small Arms and Light Weapons (SA/LW). This indicator reports on: <ul style="list-style-type: none"> <li>• Existence of a national coordination agency on SA/LW or National Focal Point (paragraphs 4 and 5 of Section II of the POA)</li> <li>• Record keeping on holdings and transfers of SA/LW (para 9 in section II of the POA)</li> </ul>
18	Percentage of (monetary equivalent, estimate) benefits from temporary employment in the context of early economic recovery programmes received by women and girls
19	Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced
20	Hours of training per capita of decision-making personnel in security and justice sector institutions to address SGBV cases
21a	Maternal mortality rate
21b	Net Primary and secondary education enrolment rates, by sex
22a	Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks
22b	Proportion of budget related to targets that address gender equality issues in strategic planning framework
23a	Proportion of total disbursed funding to Civil Society organisations that is allocated to address gender equality issues
23b	Proportion of total disbursed funding to support gender equality issues that is allocated to Civil Society organisations
24a	Proportion of disbursed Multi Donor Trust Funds (MDTFs) used to address gender equality issues
24b	Proportion of total spending of UN system used to support gender equality issues
25	Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls
26a	Percentage of (monetary equivalent, estimate) benefits from DDR programmes received by women and girls
26b	Percentage of (monetary equivalent, estimate) benefits from DDR programmes received by women and girls

## **APPENDIX 2:**

### **Action Plan for Gender-Responsive Peacebuilding**

#### **Seven Commitments:**

*(a) Women are fully engaged in, and timely gender expertise is provided to, all peace talks;*

*(b) In post-conflict planning processes, including donor conferences, women should play substantive roles and methods should be used that ensure that comprehensive attention is paid to gender equality;*

*(c) Adequate financing — both targeted and mainstreamed — is provided to address women's specific needs, advance gender equality and promote women's empowerment;*

*(d) Deployed civilians possess the necessary specialized skills, including expertise in rebuilding State institutions to make them more accessible to women;*

*(e) Women can participate fully in post-conflict governance, as civic actors, elected representatives or decision makers in public institutions, including through temporary special measures such as quotas;*

*(f) Rule-of-law initiatives encourage women's participation in the process of seeking redress for injustices committed against them and in improving the capacity of security actors to prevent and respond to violations of women's rights; and*

*(g) Economic recovery prioritizes women's involvement in employment-creation schemes, community-development programmes and the delivery of front-line services.*

(UN Secretary General Report on Women's Participation in Peacebuilding (2010), para 4 & 6).

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