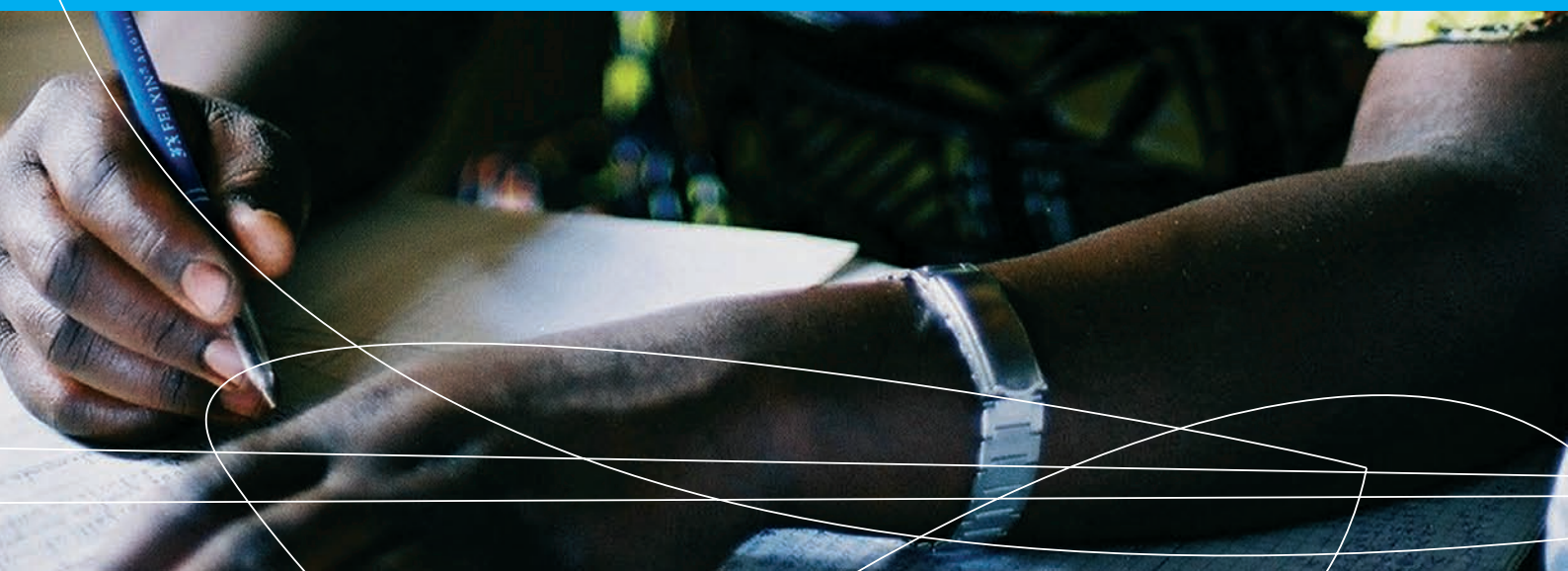




STEPPING UP IRELAND'S RESPONSE TO  
**WOMEN, PEACE AND SECURITY: UNITED NATIONS  
SECURITY COUNCIL RESOLUTION 1325**

A report by the Irish Joint Consortium on Gender Based Violence





# THE JOINT CONSORTIUM ON GENDER BASED VIOLENCE

The Joint Consortium on Gender Based Violence<sup>1</sup> (“the Consortium”) was formed in 2004 in response to a growing consciousness among Irish organisations of the need to address the high prevalence of sexual violence being reported in situations such as Darfur and Sudan. The Consortium has evolved into a unique collaboration between Irish humanitarian, development and human rights agencies, and the government departments of Irish Aid and the Irish Defence Forces, who are working together to develop a coherent and coordinated response to Gender Based Violence (GBV) in their work in development and humanitarian settings.

## THE OBJECTIVES OF THE CONSORTIUM ARE:

1. To ensure that actions to prevent and respond to GBV are visible and systematically addressed in the policies and work of all member agencies;
2. To document experience and share resources on the prevention of, and response to, GBV, drawing particularly on the experiences and achievements of members;
3. To develop and implement an advocacy strategy at national and international levels, to promote awareness of and improve actions on prevention of and response to GBV.

The Consortium has produced two publications. The first, ‘Gender Based Violence: A Failure to Protect, A Challenge to Action’ provides an overview of endemic and conflict related forms of GBV, and promotes an understanding of the dynamics of GBV. The second publication, ‘Gender Based Violence: Ireland Responding’ provides guidance to institutionalise approaches to GBV within individual agencies.

The Consortium is overseen by a Steering Committee consisting of a representative of each member organisation. Its annual action plans are executed through thematic working groups arranged around different streams of work. The ‘Advocacy and Awareness Raising Group’ have organised awareness raising seminars for member organisations’ staff and for Irish politicians on issues of GBV and HIV, Women and War and produced briefings on GBV. The ‘Learning and Practice Group’ facilitate the presentation of case studies by members and guest organisations to share lessons learned from working on GBV in different contexts around the world. The group have also developed a library of resources on GBV which is hosted on the Consortium website ([www.gbv.ie](http://www.gbv.ie)) where further information on the work of the Consortium can be found.

Former President of Ireland and former UN High Commissioner for Human Rights, and founder of Realizing Rights: the Ethical Globalisation Initiative, Mary Robinson acts as Special Adviser to the Consortium. A meeting is held with Mrs. Robinson on an annual basis to update on progress made towards the objectives of the Consortium and to gain her inputs and recommendations to the Consortium’s work plans.

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<sup>1</sup> Action Aid, Amnesty International, ChildFund Ireland, Christian Aid, Concern Worldwide, Dtalk, Kimmage DSC, KODE, Kimmage DSC, GOAL, Irish Aid (Department of Foreign Affairs), Irish Defence Forces, Irish Red Cross, Oxfam Ireland, Self Help Development International, Trocaire, World Vision. The Irish Red Cross participates with the Consortium solely within the parameters of its mandate to prevent and alleviate human suffering without discrimination, to protect human dignity and to promote international humanitarian law and the protection provided therein. The Irish Red Cross is a member of the International Red Cross and Red Crescent Movement and is guided by the seven Fundamental Principles of humanity, impartiality, neutrality, independence, voluntary service, unity and universality.

## ACKNOWLEDGEMENTS

The Joint Consortium on Gender Based Violence wish to thank Aisling Swaine, Independent Consultant, who carried out the research and produced this report.

The Consortium would also like to thank all of those who took the time to complete questionnaires and to participate in interviews for the purposes of this research. In particular thanks to Realizing Rights and to Sam Cooke of the Women's International League for Peace and Freedom for peer-reviewing the document.

The Consortium would also like to thank the Conflict Resolution Unit of the Irish Department of Foreign Affairs for engaging with the Consortium through the development of this paper and for sharing its planning on work related to UNSCR 1325.

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## FOREWORD BY MARY ROBINSON

Since 2004, the members of the Joint Consortium have worked together to improve responses to gender based violence so that interventions are more consistent and effective in the lives of women, children and men. The success of the Consortium in combining the competencies of human rights, development and humanitarian NGOs together with those of the Irish government and its Defence Forces has demonstrated that even the most unlikely allies can add value to existing practice when they work together to tackle the most difficult issues.

That Consortium members have taken their own call to action on GBV seriously is evident not only in their second report, *Gender Based Violence: Ireland Responding*, but in the significant progress they have made in increasing attention to the issue within Ireland and in the wider world.

This year, the Consortium made the wise choice to focus its work on United Nations Security Council Resolution 1325. Eight years after its adoption, the resolution's relevance—and its unmet promise—were reaffirmed in the recent passage of UN Security Council Resolution 1820. While both resolutions reiterate the links between gender-based violence, human rights violations and international peace and security, it is hoped that together they will form the impetus for the establishment of a mechanism that will hold the perpetrators of violence and discrimination to account at the international level.

Ireland can do its part to sustain the positive momentum around UNSCR 1325 by committing full government support to the formulation of its National Action Plan for the resolution's implementation. Ireland's commitment to the participation and empowerment of women can be reinforced by grounding the Plan's goals in women's own experiences of conflict; reiterating the value of donor and conflict-affected countries working together to enhance each other's responses to 1325; and designating adequate funding and departmental leads for carrying out the work so that progress is both made and monitored regularly.

In closing, I would like to again congratulate the Consortium for its outstanding work for the world's women, and I look forward to witnessing its widening impact as its collaboration with the Irish Government deepens.

*Mary Robinson, November 2008*

# ACRONYMS

<b>CEDAW:</b>	Convention on the Elimination of all forms of Discrimination Against Women
<b>CRU:</b>	Conflict Resolution Unit (of Irish Department of Foreign Affairs)
<b>CSOs:</b>	Civil Society Organisations
<b>DDR:</b>	Disarmament, Demobilisation and Reintegration
<b>DFID:</b>	UK Department for International Development
<b>EPLO:</b>	European Peace building Liaison Office
<b>EUFOR:</b>	European Union Force
<b>EUMS:</b>	European Union Military Staff
<b>GAPS:</b>	Gender Action for Peace and Security
<b>GBV:</b>	Gender Based Violence
<b>NAP:</b>	National Action Plan
<b>NIWC:</b>	Northern Ireland's Women's Coalition
<b>NIWEP:</b>	Northern Ireland's Women's European Platform
<b>NWCI:</b>	National Women's Council of Ireland
<b>ODA:</b>	Overseas Development Assistance
<b>OSAGI:</b>	Office of the Special Adviser on Gender Issues and the Advancement of Women
<b>OSCE:</b>	Operation for Security and Cooperation in Europe
<b>"The Consortium":</b>	The Irish Joint Consortium on Gender Based Violence
<b>UNDPKO:</b>	United Nations Department of Peacekeeping Operations
<b>UNIFEM:</b>	United Nations Development Fund for Women
<b>UNINSTRAW:</b>	United Nations International Research and Training Institute for the Advancement of Women
<b>UNMONUC:</b>	United Nations Organization Mission in the Democratic Republic of Congo
<b>UNSCR 1325:</b>	United Nations Security Council Resolution 1325
<b>UNSG:</b>	United Nations Secretary General
<b>UNTSI:</b>	United Nations Training School Ireland

## EXECUTIVE SUMMARY

United Nations Security Council Resolution 1325 (UNSCR 1325) on Women, Peace and Security (2000) demands recognition of the role of women in conflict prevention, management and resolution and calls on the international community to take specific steps to enhance women's meaningful participation in these processes and to protect women in times of conflict. Implementing UNSCR 1325 is a demanding and ambitious task, but one which must be fulfilled if the resolution is to be successful in ensuring women are given equal status with men in all efforts to address peace and security issues.

The development of National Action Plans (NAPs) for the implementation of UNSCR 1325 by Member States was called for by the UN Secretary General in 2004. NAPs are considered to be the most effective way to translate the goals of UNSCR 1325 into reality. This paper contends that in order for Ireland to fulfill its foreign policy commitments on the promotion of gender equality and the principles of UNSCR1325, the development of an Irish National Action Plan on UNSCR1325 is essential and should be prioritised.

This paper is submitted by the Irish Joint Consortium on Gender Based Violence to the Irish Government to influence and contribute in a practical way to the development of an Irish National Action Plan for the full implementation of UNSCR 1325. The Consortium has engaged in a process of consultation with the Conflict Resolution Unit (CRU) of the Irish Department of Foreign Affairs<sup>2</sup> where both bodies have discussed a shared interest in developing and implementing an Irish National Action Plan on UNSCR 1325. The CRU has taken UNSCR 1325 as a core theme of its work and is well positioned to lead the development of an Irish National Action Plan. This paper and the recommendations set out within do not take the place of a full consultative process which the Consortium recommends is undertaken by the Irish Government to develop the NAP.

Research for this paper was conducted over a three-month period and aimed to identify good practice examples of how NAPs have been developed by other countries. The paper outlines lessons learned from these processes, a brief overview of what they contain in terms of content and identifies good practices in terms of implementation, monitoring and evaluation – examples which Ireland could employ as it embarks on the development of its NAP. A set of recommendations is derived from this research and sets out a way forward for the Irish NAP.

The paper confirms that existing NAPs have made a difference in advancing gender equality perspectives in foreign, security and development cooperation policies and are considered to be key tools in the implementation of such policies. They also ensure that a comprehensive approach to addressing women, peace and security issues is taken.

The research upholds that the development of an Irish NAP will demonstrate and fulfil Ireland's commitment, at an international and national level, to the full implementation of UNSCR1325 and contribute to Ireland's efforts to implement the Beijing Platform for Action<sup>3</sup>, the Convention for the Elimination of Discrimination Against Women (CEDAW) and other international conventions and policies which Ireland has committed to. It also fits with Ireland's own domestic and foreign policies, such as the White Paper on Irish Aid which clearly sets out Ireland's commitment to the full implementation of UNSCR 1325.

The paper highlights that each of the ten existing NAPs launched in Western Europe

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<sup>2</sup> The establishment of the Conflict Resolution Unit was set out in the Programme for Government with the aim of increasing Ireland's engagement in conflict resolution around the world <http://foreignaffairs.gov.ie/home/index.aspx?id=40362>

<sup>3</sup> 'Women and Armed Conflict' is one of the twelve critical areas for action outlined in the Beijing Platform for Action.



since 2000 (Austria, Denmark, Finland, Iceland, Netherlands, Norway, Spain, Sweden, Switzerland and United Kingdom) differ substantially in terms of structure, content and scope and of most relevance to this paper, the processes employed to develop them. This paper concludes that Ireland must therefore develop a NAP that reflects the Irish-specific policy context and contributes to effective overseas development, various aspects of which are outlined.

### **THE RESEARCH PARTICULARLY RECOMMENDS THAT:**

- A key Government Ministry must take the lead in developing the National Action Plan.
- Structured consultations with civil society are essential and must be in place from the outset, before drafting of the NAP begins.
- A Working Group consisting of all stakeholders across government, Civil Society Organisations (CSOs) and academic institutions must be in place from the outset consultations.
- Planning for implementation, monitoring and evaluation of the NAP must be made from the outset. The Working Group must be adapted and expanded to function in this role after the action plan is finalised and implementation begun.
- The action plan must be based on an assessment of actions already being implemented across Government and any gaps therein (i.e gender audit). However, it must strive to go beyond the status quo and further advance actions to address issues of women, peace and security.
- Adequate budget must be allocated to implement the action plan.

The paper also identifies that existing NAPs have failed to engage with women, or indeed governments, affected by conflict in the formulation of action points and the content of action plans. In order for NAPs to address the real substance of issues of women, peace and security, the paper puts forward the unique recommendation that Ireland advance the ways in which NAPs are developed by engaging in meaningful consultation with women affected by conflict during the formulation of the Irish NAP. A further unique recommendation included within the report encourages the Irish Government to engage in a 'twinning' process with a partner country in a process of mutual support towards the development of each country's action plan. The research also resulted in wider recommendations for the Irish Government, international governments and civil society organisations, focusing on the need for increased accountability towards the full implementation of UNSCR 1325.

### **RECOMMENDATIONS SPECIFY THAT THE IRISH GOVERNMENT SHOULD:**

- Place Priority on the development of an ambitious National Action Plan which intensifies Ireland's efforts to support the full implementation of UNSCR 1325.
- Make available adequate and appropriate human and financial resources to the Conflict Resolution Unit of the Department of Foreign Affairs to lead the development of the NAP and ensure its successful implementation.
- Promote standards of excellence for the development of NAPs by supporting research into what difference NAPs make and why they should be developed and use this to reinvigorate attention to the process and generate political will to replicate the actions Ireland has taken.
- Support the development of NAPs in countries affected by conflict.
- Provide leadership on issues of women, peace and security through strong support at international level to promote the need for the full implementation of UNSCR 1325.
- Ensure that a gender perspective informs the Irish Government's actions in conflict resolution and peace building.
- Crucially, the Irish NAP must ensure that the principles of gender equality, women's rights and women's empowerment, which are the central tenets of UNSCR1325, are key elements informing the development of the NAP.





# 1. INTRODUCTION

As its tenth anniversary approaches, many gender equality and women's rights advocates the world over are asking what progress has really been made to fully achieve the goals and aspirations of UN Security Council Resolution 1325 (UNSCR1325) on Women, Peace and Security (2000) (See Annex 1 for a copy of UNSCR 1325). In developing its planning for 2008, the Irish Joint Consortium on Gender Based Violence ("the Consortium") asked the same question.

As demonstrated through the ongoing reports of sexual violence from conflict and post-conflict/transitional situations around the world, and the continuing absence of women from peace negotiations in such situations, there is no doubt that huge gaps still remain in fully implementing UNSCR 1325. In order to address this absence of women there is a need to implement the key recommendations of UNSCR1325 on programming, accountability and funding mechanisms.

The Consortium set about looking at what Ireland could do to contribute more substantially to the current deficit and found that Ireland has obligations and commitments which set a clear context for stepping up its actions on UNSCR 1325. As a resolution of the UN Security Council, Ireland has legal and moral obligations to ensure the full implementation of UNSCR 1325. Ireland has also ratified a wide range of international human rights conventions, most notably the Convention on the Elimination of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child which the implementation of UNSCR 1325 would contribute towards. Ireland has additional international commitments and obligations directly related to the promotion of gender equality and women's empowerment such as the 1993 Vienna Declaration on Violence Against Women; the 1995 Beijing Declaration and Platform for Action and the Rome Statute of the International Criminal Court. Ireland most recently co-sponsored UN Security Council Resolution 1820 on Sexual Violence in Conflict. Ireland made a strong statement at the Security Council debate on this issue and outlined its commitment to addressing issues of sexual violence and abuse and to implementing the provisions laid out in this resolution and in UNSCR 1325.<sup>4</sup>

Ireland's response to its commitments on UNSCR 1325 is outlined in the White Paper on Irish Aid<sup>5</sup> and in the National Women's Strategy of the Department of Justice, Equality and Law Reform.<sup>6</sup> The White Paper also sets out the mandate of the Conflict Resolution Unit (CRU) of the Irish Department of Foreign Affairs which has taken UNSCR 1325 as a core theme of its work. Irish Aid and the Irish Defence Forces (both members of the Joint Consortium on Gender Based Violence) also have strong policies relating to women, peace and security such as the Irish Aid Gender Equality Policy and the Irish Defence Forces equality and code of conduct policies. Ireland's overseas aid budget is increasing and Ireland's status as a key donor is growing internationally which presents an ideal opportunity for Ireland to demonstrate leadership on addressing issues of women, peace and security. Ireland has also learned much through its own experience of conflict in the Northern Ireland situation. Women's voices and representations have been key to the success of the Northern Ireland Peace Process and this learning must be carried through to our international commitments.

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<sup>4</sup> Department of Foreign Affairs, Ireland; June 19th, 2008, Statement to UN Security Council on debate on sexual violence in conflict; <http://www.irishaid.gov.ie/article.asp?article=1276>; accessed 4th July, 2008

<sup>5</sup> Department of Foreign Affairs; 2006; White Paper on Irish Aid; Government of Ireland, Dublin. [www.irishaid.gov.ie](http://www.irishaid.gov.ie); accessed 28th April, 2008

<sup>6</sup> Department of Justice, Equality and Law Reform; 2007; National Women's Strategy; Government of Ireland, Dublin.

These commitments, combined with the pressing need for greater action to achieve the goals of UNSCR 1325, present a strong case for Ireland to engage more fully on the implementation of this resolution. The Consortium has identified that a current gap in Ireland's commitments to UNSCR 1325 is the need for an Irish National Action Plan (NAP) to focus, coalesce and advance Irish actions on issues of women, peace and security.

We will work against gender-based violence with all our partners internationally. In humanitarian and conflict situations, we are committed to the implementation of UN Security Council Resolution 1325 on women, peace and security which recognised the need for women to participate on equal terms with men at all levels and in all roles to promote peace and security. The impact of our actions will be greater if issues of gender equality are taken into account at the outset and if the realisation of the human rights of women informs everything we do.

White Paper on Irish Aid <sup>7</sup>

The purpose of this document is to influence and contribute in a practical way to the development of an Irish NAP. It contributes to a growing momentum at international level on the need to advance implementation of UNSCR 1325 and promotes the development of a NAP as a key strategy.<sup>8</sup> The paper outlines lessons learned from the processes employed by other countries to develop NAPs and the mechanisms established to oversee implementation, monitoring and evaluation. A set of recommendations is derived from these lessons learned and sets out a way forward for the Irish NAP based on good practices used by other countries. In the context of the new Security Council Resolution 1820 on Sexual Violence in Conflict, the paper underscores the need for comprehensive NAPs that address the full range of women's rights concerns within issues of peace and security, as well as placing the protection of women from sexual violence as priority.

As such, while the paper is focused on Irish actions on UNSCR 1325, its content and focus are applicable to other countries wishing to pursue the development of an action plan. The broad recommendations towards the end of this paper have thus been tailored to suit the wider international community as well as the Irish Government.

This paper is a submission by the Consortium to the Irish Government on the basis of a shared interest in advancing the full implementation of UNSCR 1325 through the development and implementation of an Irish National Action Plan.

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<sup>7</sup> page 62: Department of Foreign Affairs; 2006; White Paper on Irish Aid; Government of Ireland, Dublin. [www.irishaid.gov.ie](http://www.irishaid.gov.ie) accessed 28th April, 2008.

<sup>8</sup> The report also builds on the UNINSTRAW report: UNINSTRAW; 2006; Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325); UNINSTRAW; Dominican Republic.



## 2. A NOTE ON THE METHODOLOGY

This document was produced on the basis of qualitative research and consultations conducted over a three-month period. The research did not aim to be exhaustive but simply provide an informative basis for the development of the paper and included as follows:

- Semi-structured phone interviews with:
  - Representatives of the Dutch, Swiss and Danish governments.
  - Civil Society Organisations (CSOs) involved in the development of NAPs in Austria, Holland, Finland, Norway, Sweden and the UK;
  - A sample of five CSOs working at an international level on issues related to UNSCR1325;
  - Five women's rights focused civil society organisations in Northern Ireland.
- Nine Irish civil society organisations working on women's rights and issues of violence against women in Ireland were requested to complete a questionnaire to contribute to the submission (The questionnaire is included in Annex 2).
- Nine representatives of academic institutions across Ireland were requested to complete a similar questionnaire to contribute to the submission.
- Learning from attendance at a one-day conference titled "Making the Case for Security Council Resolution 1325: Catalyzing Support for Full Implementation through Research and Advocacy" organised by Realizing Rights: The Ethical Globalisation Initiative and the International Crisis Group was also used.

A full list of organisations consulted for the purposes of this paper is detailed in Annex 3. The information gathered through the consultations was combined with a review of publications of international organisations related to UNSCR 1325 and issues of women, peace and security. A full bibliography of literature and resources used are listed in Annex 4.



### 3. BACKGROUND

The Joint Consortium on Gender Based Violence brings a wide range of organisations together around a shared commitment to the prevention of and response to Gender Based Violence (GBV).<sup>9</sup> Its focus on GBV, set within a human rights framework, is underpinned by the commitment of all members to three inter-related principles of the promotion and achievement of gender equality, women's rights and women's empowerment.<sup>10</sup>

The Consortium recognises that strategies to address GBV as it manifests in situations of conflict<sup>11</sup> must be inextricably linked to the gender equality considerations of conflict prevention, management, resolution and peace building.<sup>12</sup> UNSCR 1325 is thus the ideal framework through which the Consortium's work on GBV as it manifests in conflict is addressed.

The Consortium not only looks at UNSCR 1325 through the lens of GBV, but also through the human rights, humanitarian and development focus of its members work. The Consortium believes that the full implementation of UNSCR 1325 cannot be treated as distinct from endeavours which uphold the wider pillars of human rights, human security, social justice and human development. The fulfilment of UNSCR 1325 can bridge an existing gap between matters of international peace and security and the achievement of the Millennium Development Goals, which should be fully enjoyed by men, women, boys and girls.

Aside from its own commitment to implementing UNSCR 1325, the Consortium recognises the opportunities that exist for Ireland to support the implementation of UNSCR 1325 at national and international level. Ireland has the potential to greatly contribute to the full implementation of UNSCR 1325 through its role at international level. For example, Ireland has contributed peace-keeping troops to situations where UNSCR 1325 is most directly applicable, including in situations such as Liberia where 75% of women experienced rape<sup>13</sup> and where the first African woman president Ellen Johnson Sirleaf, is demonstrating the leadership and skills women

<sup>9</sup> For the purposes of this report, the Joint Consortium on GBV is referring to forms of GBV that are targeted at and affecting women and girls.

<sup>10</sup> The Consortium notes here that where appropriate, the term women will also refer to and include 'girls'.

<sup>11</sup> The Consortium takes the definition of 'armed conflict' as that enshrined in International Humanitarian Law – for elaboration of the definition see: International Committee of the Red Cross (ICRC); 2008; How is the Term "Armed Conflict" Defined in International Humanitarian Law?; Opinion Paper, March 2008. The Consortium also acknowledges that in some situations governments will not politically acknowledge that 'conflict' is taking place, which makes it very difficult for women's organisations to use UNSCR1325 as a tool in their advocacy. The Consortium thus acknowledges that situations of political unrest, situations where communities are politically divided and complex emergencies may be situations where UNSCR1325 could be applicable.

<sup>12</sup> The Consortium also works on Gender Based Violence in development and broader humanitarian settings.

<sup>13</sup> Joint Consortium on GBV; 2005; Gender Based Violence: A Failure to Protect, A Challenge to Action; Ireland.

bring to conflict prevention and resolution. Ireland has also deployed troops to the EU Force on the Chad border with Darfur, another situation where GBV is hugely prevalent and women's role in conflict prevention, peace building and post-conflict reconstruction will be crucial to the resolution of the conflict. Ireland, through the Irish Aid programme, commits funding to humanitarian and conflict situations with support to initiatives that address GBV and promote women's concerns. The newly established Conflict Resolution Unit <sup>14</sup> of the Irish Department of Foreign Affairs aims to increase Ireland's engagement in conflict resolution around the world where UNSCR 1325 is most applicable.

When Ireland was a member of the UN Security Council (2001-2002), the then Minister of Foreign Affairs, and now Taoiseach (Prime Minister) Brian Cowen, made a commitment at the Security Council to the full implementation of UNSCR 1325 (see text box). The Consortium contends that the most appropriate way to take this commitment forward is through the development of an Irish National Action Plan for the implementation of UNSCR 1325.

“Resolution 1325 requires action within the UN system but also action from Member States. On a national level, Ireland has been strongly supportive of Resolution 1325 and we are anxious to see it fully implemented and taken forward. We are committed to the active promotion of the full observance of universal human rights standards. This includes promoting the rights of women and mainstreaming gender concerns across the range of UN activity and our foreign policy.”

Mr. Brian Cowen, Minister of Foreign Affairs of Ireland to the UN on the First Anniversary of UNSCR 1325, October 2001 <sup>15</sup>

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<sup>14</sup> See footnote 2.

<sup>15</sup> IANGWE; October 2001; Introductory Remarks by Mr. Brian Cowen, Minister of Foreign Affairs of Ireland on the First Anniversary of UNSCR 1325 to the United Nations Inter-agency Panel on Women, Peace and Security; [http://www.un.org/womenwatch/ianwge/activities/intro\\_cowen.html](http://www.un.org/womenwatch/ianwge/activities/intro_cowen.html)



## 4. WHY AN IRISH NATIONAL ACTION PLAN?

As a Resolution of the UN Security Council, 1325 is a key international instrument with legal,<sup>16</sup> political and moral weight and as such Ireland is obliged to ensure its implementation.

### 4.1 THE CASE FOR NATIONAL ACTION PLANS

The development of action plans by member states is considered to be the most effective way to translate the goals of UNSCR 1325 into reality. There is an ongoing debate over whether separate action plans for specific issues, such as gender equality are necessary or valuable, or whether these issues should simply be embedded into wider work streams. The pros and cons of both approaches are outlined in 'Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security UNSCR 1325' by UNINSTRAW. The UNINSTRAW<sup>17</sup> report recommends that both should be in place i.e. a specific action plan to advance gender equality combined with the integration of gender considerations into wider work streams. This report supports this recommendation, particularly as it corresponds with the approach to gender equality outlined in the Irish Aid Gender Equality Policy where a twin-track approach is promoted i.e. specific actions to promote gender equality and the mainstreaming of gender into wider work streams.<sup>18</sup> This approach fits well with the

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<sup>16</sup> Taken from: Naraghi-Anderlini, S; 2000; The ABC to UN Security Council Resolution 1325 on Women, Peace and Security; International Alert. New York and based on discussions at conference "Making the Case for Security Council Resolution 1325: Catalyzing Support for Full Implementation through Research and Advocacy" on 5th June 2008.

<sup>17</sup> UNINSTRAW; 2006; Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325); UNINSTRAW; Dominican Republic

<sup>18</sup> Irish Aid; 2004; Gender Equality Policy; Department of Foreign Affairs, Government of Ireland; [http://www.irishaid.gov.ie/development\\_gender.asp.htm](http://www.irishaid.gov.ie/development_gender.asp.htm); accessed 28th April, 2008



Irish Government's current domestic and foreign policy approaches which promote the achievement of gender equality. A good example of this approach in action is the Swedish NAP which takes the view that implementation of UNSCR 1325 is a goal in itself while also helping to achieve the wider objectives of security, development, defence and gender equality.<sup>19</sup>

Countries that have developed NAPs have said that having a NAP has made a difference to advancing gender equality perspectives in foreign, security and development cooperation policies. In particular, NAPs have:

- Been a key instrument which has brought a UNSCR 1325 focus to activities and programming related to conflict resolution, peace and security;
- Prompted better planning and resulted in the development of new activities specifically related to the implementation of UNSCR 1325;
- Brought a national focus to UNSCR1325 – making it matter within a government's national and foreign policy agenda;
- Helped prioritise actions for women and promoted gender mainstreaming within ongoing activities related to conflict resolution, human security and aid and development;
- Functioned as an awareness raising tool where both the process and establishment of the NAP has served to educate staff across government on UNSCR 1325 and garnered their support for the resolution;
- Helped gender equality and UNSCR 1325 advocates within and outside of governments to justify the need to mainstream these issues throughout policy and programming;
- Provided a concrete rationale for increased funding towards women, peace and security issues, such as to NGO partners, and in some cases funding has already indirectly increased.<sup>20</sup>

It must be recognised that a NAP is a key tool which ensures that a comprehensive multi-stakeholder approach to addressing women, peace and security issues is taken i.e. a coordinated multi-sectoral holistic approach which is much more effective in addressing peace and security issues than individual isolated efforts. Although there is limited research into the impacts of NAPs on UNSCR 1325 at this early stage in their evolution, it is clear that without the political will demonstrated through the development and implementation of these plans, UNSCR 1325 will not become a reality.

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<sup>19</sup> Ministry of Foreign Affairs, Sweden; 2006; The Swedish Government's Action Plan to implement UN Security Council Resolution 1325 (2000) on Women, Peace and Security; Government of Sweden.

<sup>20</sup> These points are drawn from consultations with government and CSOs undertaken for the purposes of this research.

## 4.2 THE CASE FOR AN IRISH NATIONAL ACTION PLAN

As outlined in the 'Introduction' section of this document, Ireland has obligations and commitments which set a clear framework for the development of an Irish National Action Plan for the implementation of UNSCR 1325. The development of an Irish NAP will focus and give impetus to Ireland's efforts to address issues of women, peace and security. In particular, it will:

- demonstrate and fulfil Ireland's commitment, at an international and national level, to the full implementation of UNSCR 1325, including fulfilling UN and the EU obligations<sup>21</sup> for the development of NAPs;
- contribute to Ireland's efforts to implement the Beijing Platform for Action<sup>22</sup>, CEDAW and other related conventions.
- enable the government to translate its policy commitments on gender equality, human rights, development cooperation and human security, as outlined in the White Paper on Irish Aid and the Irish Aid Gender Equality Policy, into action;
- enhance the Irish Government's accountability and credibility as a key actor in conflict resolution and in the upholding of human rights, particularly women's rights;
- provide a clear basis for contributing to collective international efforts to address issues of women, peace and security such as at UN and EU level;
- lend credibility to Ireland's international efforts to promote women's rights and the eradication of GBV (as per policy commitments outlined in the Irish Aid White Paper);
- enhance Ireland's development cooperation programming and contribute towards the achievement of the Millennium Development Goals.

The Consortium has engaged in a process of consultation with the (CRU) of the Irish Department of Foreign Affairs. The CRU has taken UNSCR 1325 as a core theme of its work, a move which is hugely welcomed by the Consortium and both bodies have discussed a shared interest in developing an implementing an Irish National Action Plan on UNSCR 1325. Given the purpose of its work and its location within the Department of Foreign Affairs, the CRU is well positioned to lead the development of an Irish NAP.

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<sup>21</sup> See sections 5.2 and 5.3 for more details

<sup>22</sup> See footnote 3.



## 5. OVERVIEW OF UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325 (2000)

“Resolution 1325 holds out a promise to women across the globe that their rights will be protected and that barriers to their equal participation and full involvement in the maintenance and promotion of sustainable peace will be removed. We must uphold this promise.”  
(former) UN Secretary General, Kofi Annan, 13 October 2004.<sup>23</sup>

United Nations Security Council Resolution 1325 on Women, Peace and Security (2000) came about as a result of sustained and targeted lobbying by civil society organisations, particularly the international women’s movement to demand recognition of the role of women in conflict prevention, peacemaking and peace-building, and the specific effects of conflict on women.

### THE RESOLUTION SPECIFICALLY HIGHLIGHTS THE NEED FOR ACTION IN FOUR INTER-RELATED THEMATIC AREAS:

- 1) **Participation** of women at all levels of decision-making relating to the prevention, management and resolution of conflicts.
- 2) **Gender perspectives** in conflict analysis and training of military and civilian personnel in peacekeeping missions, including on the protection, rights and needs of women affected by conflict.
- 3) **Protection** of women’s rights during conflict including prevention of and ending impunity for GBV, respecting the civilian nature of settlements for those displaced by conflict; and addressing the needs of female ex-combatants.
- 4) **Gender Mainstreaming** in United Nations’ implementation and reporting mechanisms including reporting by the UN Secretary General on progress towards implementation of UNSCR1325.<sup>24</sup>

By requiring that attention is given to the situation of women, the resolution attempts to redress the ‘gender-blind’ approaches to conflict prevention, management and resolution that have been central to the global failure to achieve sustainable peace. Specific initiatives, such as those outlined in UNSCR 1325, are also needed to ensure that women’s rights and status are not further eroded in times of conflict or through the processes employed to bring about peace.<sup>25</sup> There are always opportunities for transformation of pervasive gender inequalities within these processes, which must also be to the forefront of efforts to address conflict.

Implementing UNSCR 1325 is a demanding and ambitious task, but one which must be fulfilled if the resolution is to be successful in ensuring women are given equal status with men in all efforts to address peace and security issues. There are many obstacles which are inhibiting progress towards full implementation of UNSCR 1325, including the lack of funding allocated to implementation of the Resolution, along with a lack of accountability and adequate monitoring mechanism to further its implementation.<sup>26</sup> A number of small steps are being taken at international and national levels to advance the implementation of UNSCR 1325 with varying degrees of success, aspects of which are highlighted here in relation to inter-governmental and governmental processes.

<sup>23</sup> United Nations Secretary General; October 2004; Report of the Secretary General on Women, Peace and Security to the UN Security Council; United Nations Security Council; S/2004/814

<sup>24</sup> Taken from: Naraghi-Anderlini, S; 2000; The ABC to UN Security Council Resolution 1325 on Women, Peace and Security; International Alert. New York.

<sup>25</sup> Chapter 3: Hillyard, Paddy, Bill Rolston and Mike Tomlinson; 2005; Poverty and Conflict in Ireland: an International Perspective; Combat Poverty Agency, Institute of Public Administration

<sup>26</sup> For more see: UNINSTRAW; 2006; Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325); UNINSTRAW; Dominican Republic

## THE INVOLVEMENT OF WOMEN IN PEACEKEEPING MAKES A DIFFERENCE:

The first all-woman peacekeeping contingent was deployed to Liberia in January 2007. Reports indicate that the presence of large numbers of women in this capacity has resulted in improved reporting of instances of violence against women; a corresponding decrease in the actual number of instances of such violence; increasing numbers of Liberian women joining the police and military and their presence is also believed to have influenced the behaviour of peacekeepers with a significant drop in reports of sexual exploitation and abuse from thirty in 2006 to nine in 2007. Currently only 4.4% of civilian police, and 1% of military personnel in peacekeeping missions are women. If the Liberia example is anything to go by, much more must and can be done to promote women's role in peacekeeping and ensure more effective results from these missions.<sup>27</sup>

## WHY DO WE NEED UNSCR 1325 (2000)?

Eight years later, the situation of women affected by conflict has not improved, and full implementation is needed now more than ever because:

- Sexual violence and abuse targeted at women and girls during times of conflict and political unrest continues on a horrific scale. For example, the reporting of incidents of sexual violence doubled during the unrest in Kenya in late 2007/early 2008.<sup>28</sup> Impunity for these crimes prevails and must be addressed if women's security, well-being and rights are to be fulfilled.
- Approximately 75% of the estimated 60 million people displaced from conflict and disasters worldwide are women and children, yet their interests and needs are overlooked because women are systematically excluded from processes which aim to address and resolve these problems.<sup>29</sup>
- Women are not only victims of conflict but also actors who may take up violent or non-military roles in support of fighting forces. This fact is rarely acknowledged and as a result women may not be able to access post-conflict support mechanisms that are put in place for male combatants. For example, in El Salvador, while women fighters held 40% of leadership and 30% of combat roles, they were neglected during the Disarmament, Demobilisation and Rehabilitation (DDR) process employed post-conflict – 70-80% of female combatants were estimated to have received no benefits under the Government's land transfer programme. Women were also absent from the UN-supervised formation of both a new National Civil Police and the Armed Forces Reserve System.<sup>30</sup>
- Due to proliferation of weapons during and after conflict, women's risk of injury or death from gender based violence heightens. In the former Yugoslavia, high levels of abuse were experienced by women post-conflict as weapons used by men during the conflict were turned on them in incidents of inter-personal violence in the home.<sup>31</sup>
- 40% of countries emerging from conflict return to war within five years.<sup>32</sup> The participation of women and the inclusion of gender perspectives are crucial to the establishment of sustainable peace.<sup>33</sup> Women's concerns cannot be heard if they are not consulted and included in decision-making.

<sup>27</sup> Boonstra, John; April 2008; The Benefits of Female UN Peacekeepers; UN Dispatch; [http://www.undispatch.com/archives/2008/04/the\\_benefits\\_of.php](http://www.undispatch.com/archives/2008/04/the_benefits_of.php); accessed 16th June, 2008

<sup>28</sup> Holmes, Stephanie; January 2008; Gang rape spirals in violent Kenya; BBC News <http://news.bbc.co.uk/go/pr/fr/-/2/hi/africa/7204680.stm> accessed 16th June, 2008

<sup>29</sup> Taken from: Facts and Figures on Women, Peace and Security, United Nations; [www.un.org/womenwatch/feature/5years1325](http://www.un.org/womenwatch/feature/5years1325); accessed 28th April, 2008

<sup>30</sup> See footnote 29.

<sup>31</sup> United Nations; 2002; Women, Peace and Security: Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000); United Nations

<sup>32</sup> Sheriff, Andrew and Barnes, Karen; April 2008; Enhancing the EU Response to Women and Armed Conflict: Study for the Slovenian Presidency of the EU; European Centre for Development Policy Management.

<sup>33</sup> Taken from: United Nations Secretary General; October 2002; Report of the Secretary General on Women, Peace and Security to the UN Security Council; United Nations Security Council; S/2002/1154

### **UNSCR 1325 ON TRIAL:**

The Northern Ireland Women's European Platform (NIWEP) organised a unique event at the parliament buildings of the Northern Ireland Assembly. The organisation put UNSCR 1325 on trial to assess the extent to which its principles were upheld within the Northern Ireland situation. The trial examined two elements of UNSCR 1325: 1) increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflict; and 2) adopting a gender perspective when negotiating and implementing peace agreements. Evidence was presented at the trial in relation to policing, public bodies and peace building and whether UNSCR 1325 had been sufficiently implemented by the administrative bodies involved. The Verdict? A unanimous 'No'.<sup>34</sup> Much work is still needed to ensure that the provisions of UNSCR 1325 are given the attention they need to make a difference in the lives of communities in transition.

### **WHAT HAPPENS WHEN THE PROVISIONS OF UNSCR 1325 ARE OVERLOOKED:**

Donald Steinberg, Vice-President of the International Crisis Group, in an address to the US Congress in May 2008, described how initiatives to secure peace in Angola were inherently discriminatory against women. The peace agreement did not require the participation of women in the Peace Commission itself and as a result 40 men presided over an imbalanced process that "silenced women's voices on the issues of internal displacement, trafficking in women and girls, sexual violence, abuses by security forces, and the rebuilding of maternal health care and girls' education, issues that were generally ignored by the men around the table." The process also equipped male ex-combatants with money and demobilization kits and upon return to their communities their frustration "exploded into an epidemic of alcoholism, drug abuse, divorce, rape, and domestic violence. In effect, the end of civil war unleashed a new era of violence against women." He felt that efforts to re-dress the imbalance came too late.

Examples such as this clearly demonstrate that the implementation of UNSCR 1325 from the outset is essential to mitigate against discriminatory processes, to promote women's status and role in society, to ensure their needs and concerns are met and ultimately to ensure a sustainable peace and the absence of violence in the public and private spheres.

Taken From: Steinberg, Donald; 15 May, 2008; *Beyond Victimhood: Engaging Women in the Pursuit of Peace*; Testimony by the Deputy President, International Crisis Group to the U.S. House of Representatives Committee on Foreign Affairs.<sup>35</sup>

<sup>34</sup> Taken from: <http://www.niwep.org.uk/summaryUNSCR1325.htm>

<sup>35</sup> Taken from: <http://www.crisisgroup.org/home/index.cfm?id=5444&l=1>; accessed 1st May, 2008

## 5.1 UNITED NATIONS LEVEL

“Efforts to resolve ...conflicts and address their root causes will not succeed unless we empower all of those who have suffered from them – including and especially women. And only if women play a full and equal part can we build the foundations for enduring peace – development, good governance, human rights and justice.”

Foreword by former UNSG Kofi Annan to the Women, Peace and Security: Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000) <sup>35</sup>

As required by UNSCR 1325, the UN Secretary General presented a study on “Women, Peace and Security” to the UN Security Council in 2002. <sup>36</sup> The study outlines the challenges that must be addressed if progress is to be made towards the achievement of gender equality in relation to peace and security. Since then, the UN Secretary General reports to the UN Security Council on an annual basis on the anniversary of the resolution.

The UN Security Council also requested the Secretary General to develop an action plan for the implementation of UNSCR 1325 throughout the United Nations. The ‘System-wide action plan for the implementation of Security Council Resolution 1325 (2000)’ was submitted in October 2005, and a revised action plan for the period 2008-2009 was developed in 2007. The Secretary General’s annual reports have since focused on progress towards implementation of the action plan. The goal of the current action plan is to “develop the capacity of United Nations peace support, humanitarian and post-conflict reconstruction operations so that they can support the efforts of Member States in strengthening national capacity to achieve gender equality and women’s empowerment in peace and security.” <sup>37</sup>

Despite the development of the action plan, effective integration of UNSCR 1325 and a gender perspective into the work of the UN and its entities remains a challenge. For example, in 2005, the UN Security Council, in conjunction with the UN General Assembly, adopted Resolutions 60/180 and 1645/2005 to establish a ‘Peace Building Commission’ to support peace and reconciliation in countries emerging from conflict. The Commission is an inter-Governmental body made up of 31 UN member states and aims to bring new momentum to international efforts to address conflict. A report by the NGO Working Group on Women, Peace and Security has criticised the Commission for missing the opportunity to make UNSCR 1325 central to its work. <sup>38</sup> With opportunities such as this missed, there remains a huge need for stronger accountability by UN entities towards their commitments to women and the implementation of UNSCR 1325.

In October 2006, in a statement to the UN Security Council, the UK called on UN peacekeeping missions to work with conflict affected countries to develop NAPs for the implementation of UNSCR 1325 which could then be used as an accountability mechanism at UN Security Council level. Entities such as the UN Department for Peacekeeping Operations (UNDPKO) through UNMONUC (UN Mission in the DRC) are making strides towards implementing the resolution in this way and for example are supporting the Government of the Democratic Republic of Congo to develop an action plan. <sup>39</sup>

<sup>36</sup> United Nations; 2002; Women, Peace and Security: Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000); United Nations;

<sup>37</sup> See footnote 36.

<sup>38</sup> NGO Working Group on Women, Peace and Security; 2006; SCR 1325 and the Peace Building Commission: SCR 1325 on Women, Peace and Security – Six Years On; NGO Working Group on Women, Peace and Security; New York.

<sup>39</sup> Sourced through discussions with the UNDPKO

### **UNSCR 1325 IN ACTION – THE DIFFERENCE IT CAN MAKE:**

- Women affected by armed conflict have successfully used UNSCR 1325 to lobby for their voices to be heard in peace-building processes, in post-conflict elections and in the rebuilding of their societies around the world. For example, the Kosovar Women's Network used UNSCR 1325 to lobby for the opportunity to meet with a visiting UN Security Council Delegation to Kosovo on two occasions and have stated that without this framework their efforts would have been completely ignored.<sup>40</sup>
- In Liberia, efforts were made to ensure women's concerns were met in post-conflict reconstruction processes. Female supporters to armed elements were identified as "Women Associated with the Fighting Forces" in order to be included in the disarmament, demobilization, reintegration and reconstruction process. Women represented 24% of those demobilized.<sup>41</sup>
- On the basis of UNSCR 1325, the UN Security Council has requested a number of individuals to testify before it on the role of women in peace processes and peace building, including the Minister of Women's Affairs of Afghanistan, the Special Rapporteur on violence against women and a senior gender adviser from a peacekeeping mission (MONUC).<sup>42</sup>
- UNSCR 1325 has prompted the deployment of gender advisers in peacekeeping operations and at headquarters of the UN.<sup>43</sup>

### **SECURITY COUNCIL RESOLUTION 1820 ON SEXUAL VIOLENCE IN CONFLICT**

On the 19th June, 2008, the United Nations Security Council passed Resolution 1820 on Sexual Violence in Conflict. The Resolution outlines the link between the eradication of sexual violence as a tactic in conflict and the maintenance of international peace and security. Ireland co-sponsored the Resolution and made a statement during the Security Council debate. The statement highlights Ireland's "commitment to strengthen the role of women in peace and security" and also refers to the Joint Consortium on Gender Based Violence as a means through which Irish actors, including Government are collectively addressing issues of Gender Based Violence.

## **5.2 EUROPEAN UNION LEVEL**

The EU and its bodies have adopted multiple resolutions that focus on or reference women, peace and security issues, including references to UNSCR 1325. Of particular note is the European Parliament Resolution on Participation of Women in Peaceful Conflict Resolution ((INI) 2000/2025)<sup>44</sup> and the Council of Europe's Note on the Implementation of UNSCR 1325 which was adopted as part of the European Security and Defence Policy in November 2005.<sup>45</sup> The EU Council Conclusions of May 2007 specifically calls on EU member states to develop NAPs and to integrate UNSCR 1325 into all development cooperation programming. So far, just eight of the twenty-seven member states have developed NAPs.

<sup>40</sup> Nobel Women's Initiative; 2007; Women Redefining Peace in the Middle East and Beyond: Report of the First International Peace Conference; NWI Canada

<sup>41</sup> Taken from: Facts and Figures on Women, Peace and Security, United Nations; [www.un.org/womenwatch/feature/5years1325](http://www.un.org/womenwatch/feature/5years1325); accessed 28th April, 2008

<sup>42</sup> Women Watch and IANGWE Website <http://www.un.org/womenwatch/ianwge/taskforces/wps/history.html>; accessed 28th April, 2008

<sup>43</sup> See footnote 42.

<sup>44</sup> [http://www.europarl.europa.eu/omk/omnsapir.so/pv2?PRG=CALDOC&FILE=001130&LANGUE=EN&TPV=DEF&SDOCTA=12&TXTLST=1&Type\\_Doc=FIRST&POS=](http://www.europarl.europa.eu/omk/omnsapir.so/pv2?PRG=CALDOC&FILE=001130&LANGUE=EN&TPV=DEF&SDOCTA=12&TXTLST=1&Type_Doc=FIRST&POS=;); Accessed 28th April, 2008

<sup>45</sup> UNINSTRAW; 2006; Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325); UNINSTRAW; Dominican Republic

The Gender, Peace and Security Group is an NGO network led by European Peace-Building Liaison Office (EPLO) which lobbies for the implementation of UNSCR 1325 across EU entities. The group also established the '1325 EU Partnership' in October 2007 which brings together high-level actors in the European Parliament, European Commission, European Council, Member States and NGOs to promote awareness and sharing of expertise on UNSCR 1325 across the EU. The EPLO has also been advocating for the European Commission to develop and adopt an action plan for the implementation of UNSCR 1325 and, with other NGOs, is lobbying for increased attention to GBV by the EU.

As the largest donor of Overseas Development Assistance (ODA), the EU is very well positioned to use its influence to further progress towards full implementation on UNSCR 1325. The commissioning of a study on 'Enhancing the EU Response to Women and Armed Conflict by the Slovenian presidency'<sup>46</sup> is a positive sign, however it remains to be seen whether these actions will be taken forward by future EU Presidencies, by EU entities and Member States.

### 5.3 INTERNATIONAL GOVERNMENTS AND INTERNATIONAL COOPERATION

The United Nations Secretary General's (UNSG) annual reports on UNSCR 1325 have highlighted that "Governments have the primary responsibility for implementing the resolution."<sup>47</sup> The UNSG's 2004 report, and statements by various presidencies of the Security Council, have called on Member States of the UN to develop NAPs for the implementation of UNSCR 1325. So far, ten NAPs have been developed by countries in Western Europe: Austria, Denmark, Finland, Iceland, Netherlands, Norway, Spain, Sweden, Switzerland and United Kingdom. Finland launched their NAP in September 2008; Belgium are taking steps towards developing a NAP<sup>48</sup> and Canada began the process in 2005. The Resolution has also been integrated into national policy and legislation in countries such as Colombia, Israel and Fiji.<sup>49</sup>

"The Netherlands considers SCR 1325 as groundbreaking international law that calls for the full and equal participation of women in all peace and security initiatives." International Women's Day Seminar 2008; Geneva; Margret Verwijk; Netherlands Ministry of Foreign Affairs

An obvious gap in terms of implementation of UNSCR 1325 is that NAPs have not been developed by any countries affected by armed conflict. Liberia is the first to initiate a process and organisations such as Realizing Rights and International Alert are supporting the process there.<sup>50</sup> Burundi and the Democratic Republic of Congo are also looking at the possibility of developing a NAP but are at very initial stages and are in need of support.<sup>51</sup>

<sup>46</sup> Sheriff, Andrew and Barnes, Karen; April 2008; Enhancing the EU Response to Women and Armed Conflict: Study for the Slovenian Presidency of the EU; European Centre for Development Policy Management.

<sup>47</sup> United Nations Secretary General; October 2007; Report of the Secretary General on Women, Peace and Security to the UN Security Council; United Nations Security Council; S/2007/567

<sup>48</sup> Information gathered from consultations with international organisations.

<sup>49</sup> UNINSTRAW; 2006; Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325); UNINSTRAW; Dominican Republic

<sup>50</sup> From interviews with Realizing Rights and International Alert.

<sup>51</sup> Sourced from interviews with International Alert, EPLO, Realizing Rights and GAPS.



At a UN level, an inter- Governmental group of UN member states called 'The Group of Friends of 1325' meet informally as advocates for the implementation of UNSCR1325. The Friends of 1325 encourage member states to become more aware of the provisions made in UNSCR 1325<sup>52</sup> and to promote its implementation.

### **NO PROGRESS WITHOUT ACCOUNTABILITY**

The lack of accountability mechanisms such as reporting systems, incentives, performance measures, monitoring and evaluation systems, has meant that progress towards the full implementation of UNSCR 1325 and accountability to women affected by conflict is lacking. Without such measures it is clear that the appropriate and necessary actions by important actors such as the UN, EU and individual countries will not be undertaken.

In comparison, under UNSCR 1612 on Children and Armed Conflict, a Security Council Working Group has been established, along with monitoring and reporting mechanisms and the appointment of a Special Representative of the Secretary General for Children and Armed Conflict. These efforts show that committed leadership on certain issues can play a strong role in the translation of political norms into actions.<sup>53</sup>

In his 2005 report to the Security Council on UNSCR 1325, the then UNSG Kofi Annan recommended that "enhanced inter-governmental oversight, monitoring and follow up on implementation of resolution 1325" is needed. This was reiterated in 2007 in a call by UNSG Ban ki-Moon for a central mechanism for tracking the implementation of UNSCR 1325. Structures that hold all actors to account in taking steps towards fulfilling their commitments to UNSCR 1325 are urgently needed.

<sup>52</sup> Members include: Australia, Bangladesh, Cameroon, Canada, Chile, Colombia, Croatia, Finland, Germany, Guinea, Jamaica, Japan, Korea, Liechtenstein, Mexico, Namibia, Netherlands, New Zealand, Norway, Philippines, Singapore, South Africa, Sweden, Switzerland, Tanzania, United Kingdom, United States

<sup>53</sup> UNIFEM; 2008; Extract from UNIFEM 2008: Progress of the World's Women: Who Answers to Women? Gender and Accountability; UNIFEM New York.

## 6. LEARNING FROM EXISTING NATIONAL ACTION PLANS ON UNSCR 1325

Each of the ten NAPs launched since 2000 differ substantially in terms of structure, content and scope and the processes employed to develop them. <sup>54</sup> An exhaustive overview of these NAPs is not included here as this is already available, <sup>55</sup> however a snapshot of the existing NAPs is provided in Annex 5 as a reference. Consultations with CSOs and Government representatives involved in the development of their NAPs, and broader research undertaken for this paper, has revealed valuable lessons which the Irish and other future processes could greatly benefit from. The analysis of this research is laid out below in terms of learning from the process employed to develop NAPs, the content included in NAPs and the structures established to oversee the implementation of NAPs.

### 6.1 THE PROCESS:

The processes employed to develop NAPs in each country has varied and resulted in a wide range of lessons learned including:

**(a) A lead department within Government, such as the Ministry for Foreign Affairs, was necessary to institutionally house the NAP and to drive the process forward.**

In all existing NAPs, the ministry responsible for foreign policies initiated and led the process within Government. Key to the success of these processes has been:

- A public announcement of commitment by a high-level official to the development and implementation of a NAP, lending the weight of public accountability to the process. For example, in Norway, Elizabeth Rehn (first female Minister of Defence in Finland and co-author of the 'Women, War and Peace' report, <sup>56</sup>) delivered the keynote address at the launch of the NAP, which



was also attended by all Ministers of all government departments involved in the development of the NAP. The presence of these public figures brought great public and media interest to the event and to the NAP itself.

- The inclusion of as many government institutions as possible - where a broad range of ministries have been involved, the scope of the NAP has been stronger. The Austrian NAP involves seven ministries and the content reflects a commitment across Government. Key ministries in all NAPs have been the Ministries of Foreign Affairs, Ministries of Defence, Ministries of Justice/Internal Affairs and Ministries of Development Cooperation. Exclusion of ministries which focus on domestic affairs e.g police, equality etc. fails to gain broad-based ownership across all sectors whose work touches on the elements of UNSCR1325.
- The institutionalisation of the NAP within each ministry. Many of the NAPs have succeeded because of the personal interests of individual staff members or political actors. Some processes have wavered due to staff changeover and lack of commitment to the process by new actors. The inclusion of the NAP into staff work-plans was found to be one way to promote institutional ownership.

**(b) Consultations with Civil Society and other stakeholders has been essential.**

Establishing semi-formal structures, such as 'working groups', between government and stakeholders works is a beneficial way to facilitate open, transparent and constructive consultation for the inclusive development of NAPs:

- Working groups are most successful if they are put in place before the drafting of a NAP begins, enabling valuable inputs from government, CSOs, academics and other stakeholders from the very beginning. It ensures that the potential of the working group is maximised, longer-term investment from actors outside of government is gained and planning for follow-up to the NAP can be undertaken by the group.
- The working groups that were established in the Netherlands, Norway and Finland were informal and met on an adhoc basis which allowed for easy interactions between members. However, given the tight time-lines for some processes, for example 6 months in the Netherlands, CSOs reflected that a structured set of dates for meetings and inputs would have enabled better planning to draft and prepare better quality inputs.
- The existing NAPs were developed over different time frames, for example the Dutch NAP was developed over a six month period; the process in Finland took one year to complete, and the Swedish eighteen months.
- A balance is needed between ensuring an open, inclusive and consultative process is employed while ensuring that the process is completed in a timely manner and avoids the risks associated with changes in government or staffing.
- Despite the advantages of being involved in joint working groups, CSOs in some countries have realised that they also need to be able to make their own

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<sup>54</sup> All NAPs can be accessed easily on the EPLO website <http://www.eplo.org/index.php?id=249>; accessed April 2008

<sup>55</sup> See UNINSTRAW; 2006; Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325); UNINSTRAW; Dominican Republic and NGO Working Group on Women, Peace and Security; 2005; From Local to Global: Making Peace Work For Women; NGO Working Group on Women, Peace and Security; New York.

<sup>56</sup> Rehn, Elizabeth and Johnson Sirleaf, Ellen; 2002; Women, War and Peace: The independent Experts Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace Building; United Nations Development Fund for Women (UNIFEM)

statements and critical analysis outside of this process if necessary. Space to speak out from a neutral position is needed. A parallel process to develop a submission or statement to the content of the draft NAP has been used in instances such as the UK and has been a good way of contributing to the process. CSOs have learned that it is best to be prepared and to block off time for involvement in this process.

### **STRUCTURED PROCESSES WORK BEST**

In the Netherlands the civil society '1325 Working Group' met with government on an ongoing basis to discuss various drafts of the NAP; as was the case in Finland and Norway. Each process has differed. Most important has been the creation of a structured way to include the insights, expertise and contributions of all stakeholders in the development of the National Action Plan.

### **THE GOVERNMENT OF DENMARK PUBLISHED THEIR NAP ON UNSCR 1325 IN 2005.**

The process was completed quite quickly in the context of their membership of the UN Security Council. A mid-way review was planned for in order to address some of the gaps in the original expedited process, such as the lack of civil society participation. The Danish Government contracted consultants in 2007 to undertake the review. They undertook consultations and met bi-laterally with stakeholders such as CSOs to incorporate their perspectives. The Government felt that this process worked well as CSOs could readily offer their views to consultants who were considered independent of the process. The Government also held four meetings with CSOs, academic institutions and other interested groups to consult on revised drafts and maintained an inter-Ministerial working group, established under the original process, to work on the new draft. The Ministry of Defence also undertook an internal review of its implementation of the NAP.

In order to ensure the inclusion of inputs by all stakeholders, the Government also placed the new draft of the NAP on their website for three weeks for public inputs and written submissions. The process has resulted in a strengthened NAP that now extends from 2008 to 2013. The process also raised awareness of UNSCR 1325 with groups who were working in conflict-affected situations but were unaware of the existence of the resolution. It also allowed the Ministry of Foreign Affairs to hold its partners to account on the implementation of UNSCR 1325.

**(c) One platform through which Government can engage with civil society has worked best** as it provides an easy entry point for collaboration:

- In countries such as the Netherlands, UK, Norway and Finland, NGOs and other stakeholders came together under an umbrella structure in order to advance their shared objective of supporting the development of a NAP. For example, NGOs in Finland formed "The 1325 Network"; in Netherlands "The 1325 working group"

and in the UK an existing network Gender Action for Peace and Security (GAPS) served as a means to collaborate collectively with government. Most actors noted that it is unrealistic to expect government to consult with large numbers of stakeholders on an ongoing basis.

- The establishment of such networks has also served to further sharing and learning between NGOs who otherwise had not worked together on common concerns. The process has also fostered learning and trust between government and NGOs and has been useful for lobbying and education purposes around these issues.

### **A PROGRESSIVE AND INCLUSIVE PROCESS:**

With the aim of breathing new life into actions to achieve the Millennium Development Goals, the Dutch government signed a number of 'social accords' with CSOs and corporate enterprises. One of these accords is aimed at the implementation of UNSCR1325. This accord gave momentum to a shared interest in developing a NAP on UNSCR1325. When CSOs learned that government had begun drafting a NAP they were able to use the accord to legitimize their involvement and stake in the process.

The CSOs formed a Working Group on 1325 and together gave their inputs to the plan and provided an initial inventory of their activities related to UNSCR 1325. The document, later titled 'the pink notes', was welcomed by government as a source of consolidated advice to the process. They were invited by the government to meet with them on a regular basis to provide ongoing inputs to drafts of the NAP.

The NAP itself includes the 'social accord' and sets out up front that the NAP is a result of a unique collaborative process owned by all the organisations involved and even includes the logos of those involved in the published NAP. The NAP is presented as a work which has broad based ownership and is in line with the spirit of UNSCR 1325 itself.

However, a year after the signing of the accords the biggest challenge that remains is the implementation of the action plan, which is very ambitious. It is proving difficult to coordinate many different actors in civil society, to streamline processes within different ministries to act in line with the intentions of the plan and to monitor progress due to the lack of clear indicators within the plan itself. Despite these fundamental challenges to the implementation of the plan, commitment remains high both in civil society and in the Ministry of Foreign Affairs. Nonetheless, the commitment shown in the drafting of the NAP 1325, should be seen only as a first step in a process that requires the necessary perseverance to deliver. <sup>57</sup>

A similar model could be followed by the Irish Government where a collaborative process involving a range of stakeholders could be employed to develop a strong Irish NAP with broad-based ownership.

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<sup>57</sup> Zairah Khan , Coordinator WO=MEN, Dutch Gender Platform, initiator of the CSO working group 1325.

**(d) Consultations with women who have experienced conflict has been a gap so far:**

- CSOs in the Netherlands have noted that there was no involvement of southern partners in the development of the Dutch NAP and in hindsight recommend the involvement of communities affected by conflict.
- Following completion of the NAP, NGOs in the Netherlands also realised that organisations working in the Netherlands with refugees and Diaspora from countries affected by conflict had also not been included within the process. Groups such as these are often marginalised from mainstream processes and efforts should be made, in the spirit of UNSCR1325, to ensure their participation.

## 6.2 THE CONTENT:

The content included in existing NAPs varies greatly. Most NAPs are organised around thematic areas and the actions are set out according to national level initiatives, such as actions to be taken by a country's peacekeeping forces, as well as actions at an international level as part of international and development cooperation initiatives. The following is an overview of pertinent points relating to the contents of existing NAPs:

**(a) The principles of gender equality, women's rights and women's empowerment, which are the central tenets of UNSCR1325, must be the key elements of the NAP** but have not always been presented as the basis for the development of NAPs on UNSCR 1325. These issues must be included in the broader analysis of national and international security, development and human rights which informs the majority of NAPs i.e. utilising a gender analysis. For example, the Dutch NAP includes a narrative on issues affecting women in armed conflict and how these issues link to related foreign policy objectives. This narrative is used as the basis for the elaboration of their NAP.

**(b) NAPs have not always reflected the priorities and needs of women affected by armed conflict.** Many governments' development cooperation programmes partner with civil society organisations working in situations of conflict to advance women's voices and views. These NGOs could provide an easy entry point for consultations with women, making for more informed NAPs which support the expressed priorities of women affected by situations of armed conflict. Undertaking a process such as this also demonstrates a Government's commitments to the principles of UNSCR 1325.

**(c) NAPs which contain a time frame for implementation and include a commitment to regular review, evaluation and re-design are** most likely to be fully implemented.

**(d) Those NAPs which designate responsibility for areas of action to different ministries/actors, thus providing a framework for accountability,** are also most likely to succeed. It is difficult to hold different stakeholders to account without the inclusion of clear lines of responsibility within the action plans themselves. The Dutch NAP was designed on this basis and clearly designates responsibility to different actors within and outside government.

**(e) NAPs need to be ambitious and intensify national efforts to address issues of women, peace and security and not simply a list of what is already being done.** They need to go beyond some of the limitations of UNSCR 1325. For example, the Resolution does not include recommended actions for women's economic empowerment. CSOs have pointed out that if women are not economically empowered they cannot freely participate in peace building. Measures are needed to address women's economic needs and enable them to freely participate in decision-making forums.

### 6.3 IMPLEMENTATION:

Many organisations consulted for this research highlighted that lack of planning for the implementation stages of the NAP have been the greatest gaps. This has meant that once again accountability mechanisms are lacking and are inhibiting the full implementation of the NAPs. Experiences so far highlight the following:

**(a) The Working Group established to develop the NAP needs to be flexible and able to evolve** from its original goal of contributing to the drafting of a NAP into a body which can also support the implementation, monitoring and evaluation of the NAP.

- The Working Groups that were established in the Netherlands and Finland have had to re-assess their purpose and goal following the completion of drafting. Actors have been faced with the question 'what now?' following the launch of their NAPs. As implementation of the NAP is the most important aspect of the process, stakeholders have realised that planning for implementation, monitoring and evaluation of the NAP needs to be agreed and planned for from the outset. The Austrian NAP has as its first priority the establishment of a working group to implement and monitor the Action Plan.

## **ENSURING EFFECTIVE FOLLOW-UP AND IMPLEMENTATION – EXAMPLE OF THE UK NAP**

The Associate Parliamentary Group on Women, Peace and Security has been established to oversee the implementation of the UK NAP. It is the parliamentary forum in the UK for the discussion and critical analysis of issues relating to Security Council Resolution 1325 on women, peace and security. The group is a tri-partite arrangement between government, parliament and CSOs and is led by the Gender Action for Peace and Security network. The group provides a unique opportunity for Parliamentarians, civil servants and civil society to come together in one forum to debate and encourage dialogue on the basis of expert information and opinion from across the political spectrum and civil society, on issues relating to gender and peace-building. It particularly focuses on how to promote UN Security Council Resolution 1325 throughout government. The Associate Parliamentary Group on Women Peace and Security was officially registered in July 2006.<sup>58</sup> The involvement of Parliament strengthens the impact of the NAP and broadens accountability and would be a good model for the Irish process to follow. The Terms of Reference are included as Annex 6<sup>59</sup> to this report.

**(b) The NAP itself, as well as the purpose of the structures mentioned above, will not be fulfilled if an adequate budget is not assigned to the plan itself:**

- Budgetary allocations specific to each area of action must be visible within the NAP so that real progress can be made towards implementation. CSOs in many countries pointed out the need for clear budget allocations to the NAP, otherwise the actions would not be fulfilled under existing shared budgets.
- Lessons have also been learned from the development and implementation of Gender Action Plans within government and non-government organisations. These action plans have largely failed because no funding was allocated to them.<sup>60</sup>
- NAPs have worked well where budgets have been assigned and managed by the individual government departments responsible for areas of action within the action plan. These budget allocations have been included in the action plan itself and reported on by individual ministries.

**(c) NAPs must be given high-level status within Government** otherwise they will not receive adequate funding or high-level commitment for implementation or accountability. One example cited in consultations is the Gender Equality Action Plan developed by the UK Government's overseas aid programme, DFID. The action plan is given a high level status within government and because it was developed through the involvement of all departments within DFID it is tailored to each departments'

<sup>58</sup> Taken from Terms of Reference: Associate Parliamentary Group on Women, Peace and Security (UNSCR 1325); 2006; Terms of Reference; Gender Action for Peace and Security (GAPS).

<sup>59</sup> The Terms of Reference were updated in 2008 and the revised version was unavailable to the public at the time of publication of this report but is forthcoming.

<sup>60</sup> For more see: UNISTRRAW; 2006; Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325); UNINSTRRAW; Dominican Republic.



needs and in this way receives greater attention and ownership. However, CSOs in the UK indicated that the UNSCR1325 NAP is considered to have less attention directed to it and as such it is unclear where accountability for its implementation lies, particularly when it does not contain indicators for monitoring and evaluation, allocations of budget etc.

**(d) The National Action Plan and its process must be dynamic and evolve over time**

on the basis of audits, reviews and substantive inputs from multi-disciplinary sources:

- A gender audit of what is already happening within government is useful to ensure that the actions incorporated within the NAP are based on assessed needs and gaps. A long list of what is already happening in government departments has been a common approach but needs to be expanded to include actions that move beyond the status quo. Through its process, Sweden identified the actions already taking place in government, but in consultation with CSOs also developed more ambitious targets to go beyond what they are currently doing and intensify their efforts to fully implement UNSCR 1325.
- The NAP needs to be dynamic i.e. set out over a specified time frame, evaluated and revised on an ongoing basis, updated and its implementation re-invigorated. This includes a revision and adjustment of allocated budgets. For example, the UK NAP is reviewed through meetings of the Associate Party Working Group every 6 months (see text box), while the Norwegian and Icelandic NAP includes a review on an annual basis. The Swedish NAP is implemented under a three-year time frame (2006-2008) which also sets out a clear time for evaluation and re-design of action points, focus etc, where necessary, at that point.

**KEEPING THE NAP ALIVE – SPANISH AND SWISS GOOD PRACTICE**

The Spanish and Swiss governments have included an open-door policy when it comes to their NAPS so that stakeholders can submit amendments and additions to the NAP. The Swiss inter-departmental working group established to oversee the implementation of the NAP assesses the inputs received and appropriate actions and responses are then taken. This kind of approach ensures that the NAP is a living document and that it is reviewed rather than just reported on annually, making for a very dynamic process.

The **NORWAY NAP (MARCH 2006)** was developed over a four month period and focuses on: 1) International efforts and peace operations; 2) Conflict prevention, mediation, peace building; 3) Protection and human rights; 4) Follow-up, revision and cooperation. The NAP was drawn up by the Ministry of Foreign Affairs in cooperation with the Ministry of Defence, the Ministry of Justice and Police, and the Ministry of Children and Equality. Civil Society organisations were actively involved in the drafting of the NAP. Mechanisms for monitoring and evaluation are written into the plan, including a consultative body of inter-ministerial working group, NGOs and research institutions. The NAP includes an annual evaluation on the anniversary of UNSCR 1325.

### **THE INVOLVEMENT OF MEN IS KEY TO THE FULL IMPLEMENTATION OF UNSCR1325.**

GAPS based in the UK published a report in 2007 which highlights that, as with wider efforts to achieve gender equality, men's involvement is pivotal to the successful implementation of UNSCR 1325.<sup>61</sup> UNSCR1325 is not just about women, but about bringing positive change that will benefit men, women, boys and girls. Male advocates on these issues within national governments, CSOs and international institutions who are advocates of this resolution, particularly those who are already in positions of power and influence, could act as 'champions' within their organisations. It would also be useful to identify key male supporters of UNSCR 1325 in countries affected by armed conflict to assist with its implementation at country level.

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<sup>61</sup> Gender Action for Peace and Security (GAPS); 2007; Report on Involving Men in the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security; GAPS, <http://www.eplo.org/documents/gaps%20report.pdf>; accessed April 18th, 2008



## 7. UTILISING IRISH OPPORTUNITIES AND STRENGTHS TO DEVELOP A NATIONAL ACTION PLAN FOR THE IMPLEMENTATION OF UNSCR 1325:

There is no perfect model of an action plan. Each context is different and each country has its own set of priorities. Ireland must thus develop a NAP that reflects the Irish-specific context, strengths and national and foreign policy objectives that aim to advance gender equality, human rights, human security and development for all. Ideally, this NAP would also take into account the voices of the women affected by armed conflict that the NAP is aimed toward. As per the Swedish NAP,<sup>62</sup> the Irish NAP must be seen as a goal in itself to deliver on UNSCR 1325 as well as a means through which to deliver on policy objectives around gender equality, human rights and human security and development for all.

Ireland has some specific advantages and opportunities that can be drawn upon to ensure the NAP is representative of its national strengths. The following highlights key stakeholders and policies which underline the potential synergies between the goals of UNSCR 1325 and Irish policy priorities and which should be drawn upon to inform a distinctly Irish-flavoured NAP:

### **(a) The National Women's Strategy (2007-2016):**

Launched by the Department of Justice, Equality and Law Reform in 2007, the National Women's Strategy includes actions related to UNSCR 1325 as part of

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<sup>62</sup> See page 2 of the English translation of the Swedish NAP.

the Irish Government's development cooperation programme. It outlines five areas of action for the promotion of UNSCR1325 to which Ireland is committed for the lifetime of the strategy. The strategy provides a sound basis for the development of a broader NAP on UNSCR 1325.

**(b) The Irish Government's Conflict Resolution Unit:**

Newly established in the Department of Foreign Affairs, CRU is an innovative initiative rooted in Ireland's experiences of peacemaking and peace-building in the Northern Ireland context. Mandated through the White Paper on Irish Aid,<sup>63</sup> the CRU aims to *"support conflict resolution, primarily in the developing world, based on our commitment to the ideals of peace and justice and our dedication to the principles of the Charter of the United Nations."*<sup>64</sup> The CRU has taken UNSCR 1325 as a guiding principle of its work and as such is in a prime position to lead on Ireland's commitment on issues of women, peace and security. The CRU's appointment of a female 'Peace Envoy' to Timor Leste is a demonstration of this commitment. Experiences from Northern Ireland and Timor Leste, and other situations as its work programme expands, will inform a quality NAP based on real experiences.

**(c) The Irish Aid Programme**

The Irish Aid Gender Equality Policy sets out its commitments to a two-track gender mainstreaming approach, synonymous with the objectives set out in UNSCR 1325, and the White Paper on Irish Aid outlines Ireland's commitment to the implementation of UNSCR 1325.<sup>65</sup> Irish Aid provides substantial funding to partners addressing GBV in situations of conflict and to broader initiatives to promote gender equality, women's rights and women's empowerment. Its Emergency and Recovery Section specifically supports wider humanitarian and peace-building efforts in situations of conflict through a range of partners. Irish Aid also has programming experience in four post-conflict states – Mozambique, Timor Leste, Sierra Leone and Liberia.

**(d) The Irish Defence Forces:**

The Irish Defence Forces have a long history of involvement in UN and EU peacekeeping missions and have experiences and strategies which support actions towards the implementation of UNSCR 1325:

- An Equality Officer is in place to support implementation of policies to promote diversity and equal opportunity for men and women throughout the Defence Forces. Female members have increased in the last decade amounting to 5.3% of the overall forces.
- Pre-deployment training for Irish and international military involved in peace-keeping missions is provided by Irish training officers through the Irish

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<sup>63</sup> Department of Foreign Affairs; 2006; White Paper on Irish Aid; Government of Ireland, Dublin. [www.irishaid.gov.ie](http://www.irishaid.gov.ie); accessed 28th April, 2008

<sup>64</sup> Department of Foreign Affairs Conflict Resolution Unit; 2008; Statement of Themes - Department of Foreign Affairs Scholarships in Conflict Resolution, Dublin.

<sup>65</sup> Pg. 65 Department of Foreign Affairs; 2006; White Paper on Irish Aid; Government of Ireland,

Defence Forces United Nations Training School Ireland (UNTSI). The training includes modules on international humanitarian law, human rights, cultural awareness, protection issues, gender equality and GBV. Training on UNSCR 1325 is given to all Irish Defence Forces being deployed overseas.

- 'Code of Conduct' cards provide strict guidance to all personnel serving overseas in relation to upholding standards of behaviour, respecting local environments etc. Booklets on HIV and AIDS, Child Protection, Gender and Irish Peace Keepers, Gender Rights, and GBV have also been developed. All personnel receive training to accompany these booklets upon deployment.
- The appointment of a Gender Adviser at European HQ to support the EU Forces in Chad was initiated under the direction of Irish Lt.Gen. Pat Nash who is Operational Commander of EUFOR Chad/CAR. The terms of reference for this position makes explicit reference to the need for implementation of UNSCR 1325 within the mission.<sup>66</sup>
- Inputs to policies and operational guidelines, including around gender and diversity issues, are provided by Irish Officers positioned at the HQs of UNDPKO, European Union Military Staff (EUMS), and Operation for Security and Cooperation in Europe (OSCE)

#### **(e) The Joint Consortium on Gender Based Violence**

The Consortium is a dynamic and unique gathering of Irish civil society organisations, the Irish Defence Forces and Irish Aid and many members have experience of working in conflict and post-conflict situations. The Consortium provides a single entry point to a wide range of expertise and experience. The Consortium is ready to be involved in and support the development of a NAP.

#### **(f) Irish-based Civil Society**

A wide range of Irish civil society organisations work on issues related to the principles of UNSCR 1325. The National Women's Council of Ireland (NWC) represents 165 women's groups and promotes women's interests at a national and international level and across the North/South border with a wealth of experience to share. Organisations such as Banúlacht link women's organisations in Ireland with those in the developing world, promoting cross-learning. These organisations are concerned with the fulfilment of women's rights, promoting coherence between Ireland's commitment to upholding women's rights and actions at an international level, and translation of these commitments into actions.

A particular resource is the presence of refugee and diaspora women from countries affected by armed conflict living in Ireland. AKIDWA (African and Migrant Women's Network) responds to and addresses the existing and changing needs of African women living in Ireland. Its membership is broad and inputs from AKIDWA would enhance the substance of actions which aim to improve outcomes for women who

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<sup>66</sup> European Union 2006; Terms of Reference Gender Adviser Function; European Union.

arrive in Ireland as a result of conflict and displacement.

**(g) Irish Academic Institutions:**

There are a wide range of Irish academic institutions, North and South of the border, with expertise on issues of international peace and security, development and international law. The academic thinking and learning on these issues would contribute greatly to the actions which Ireland aspires to achieve under the NAP and academic institutions already involved in the CRU's work should be considered as key stakeholders in the process.

**(h) Drawing on the situation in Northern Ireland:**

The Irish Government and the people of Northern Ireland have current experience of developing and implementing a wide-ranging peace process. Women's interests have been addressed to various degrees throughout this process and women's groups in Northern Ireland have actively used UNSCR 1325 as a tool to try and re-dress the current limited representation of women's concerns under the new political structures. An organisation such as the Northern Ireland Women's European Platform (NIWEP) represents about forty organisations, encompassing extensive expertise and experience which would greatly enrich a NAP developed by the Irish Government.

**WOMEN IN NORTHERN IRELAND MAKING A DIFFERENCE**

In Northern Ireland, peace women were able to cross dangerous divides between communities. Women successfully formed a political party in order to provide input into the multi-party talks that led to the Good Friday Agreement. The Northern Ireland Women's Coalition (NIWC) united women from both the Unionist and Nationalist communities and paid particular attention to including previously marginalized sections of the communities in the talks on Northern Ireland's future. The NIWC campaigned for issues that would make or break a sustainable peace, including improvements in health and social services; recognition of the rights and needs of victims of violence; the establishment of a Ministry for Children and Families that would promote direct access by young people to decision makers; and fair employment policies. Former US Senator George Mitchell, chair of the multi-party talks, noted the vital contributions the NIWC made to the peace process. The NIWC's most important contribution, according to one member, was its development of a "politics of listening".<sup>67</sup>

<sup>67</sup> Taken from Dutch 'Pink Notes', originally sourced from WPP/IFOR. The 'Pink Notes' were developed by Dutch CSOs to collate their work on UNSCR1325 as a submission to the Dutch Government to inform the development of the Dutch NAP which was led by WO=MEN ( <http://www.wo-men.nl/> )



## **8. SPECIFIC RECOMMENDATIONS FOR THE DEVELOPMENT OF AN IRISH NATIONAL ACTION PLAN**

Inputs from a sample of civil society organisations within Ireland,<sup>68</sup> combined with consultations with groups in Northern Ireland and lessons learned shared by organisations across Europe have been used to inform these recommendations. It should be noted that these consultations and the recommendations set out below do not take the place of a full consultative process which the Consortium recommends is undertaken by the Irish Government.

The recommendations are derived from the research and lessons learned outlined above. Each recommendation should be implemented as part of a sequence of steps towards the development of a NAP and the establishment of political and administrative structures to advance its implementation.

### **8.1 RECOMMENDATIONS FOR THE PROCESS OF DEVELOPMENT OF AN IRISH NATIONAL ACTION PLAN**

What is most important is ensuring that NAPs serve their intended purpose. The processes employed to develop, implement, monitor and evaluate are thus of utmost importance:

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<sup>68</sup> In particular, appreciation is noted to the valuable inputs received from Banulacht, NWCI, AKIDWA and NIWEP.

**(a) Ensure the necessary leadership is in place:**

- **Leadership by the Department of Foreign Affairs is needed to take this initiative forward.** The Conflict Resolution Unit is perfectly placed to house the NAP and to instigate the process given its mandate to enhance Ireland's role in addressing conflict and the centrality of UNSCR 1325 to its work.
  - Responsibility for the NAP must be placed at a high-level with Senior Management.
  - A public 'champion' of the NAP could be appointed to generate public interest, give the process clout and ensure political backing to the process.
- **Involvement of and leadership by a wide range of government departments will ensure a meaningful and comprehensive NAP.**
  - The Departments of Foreign Affairs (and the divisions on Development Cooperation, Human Rights, Anglo-Irish and Conflict Resolution within), the Department of Justice, Equality and Law Reform (particularly Policing and Gender Equality); the Department of Defence; the Department of Finance and the Department of Health and Children are all relevant and will ensure a multi-sectoral whole of government approach to the NAP is taken.

**(b) Lay the foundations for a constructive process:**

- **A Working Group to oversee the process should be established from the outset and be in place before drafting within Government begins.**
  - The Working Group will ideally consist of a senior management representative from all participating government departments, plus members of civil society organisations (as below) and academia.
  - The purpose of the Working Group should be to provide inputs and comment on drafts of the NAP as the process is being planned and the drafts developed.
  - The Working Group should create the space for debate and discussion and enable all stakeholders to have their views considered.
- **Adequate time must be allocated to the process.** It is important to ensure involvement by all relevant stakeholders rather than rushing ahead to achieve an end product. A consideration of inputs by all stakeholders must be balanced with ensuring the process is not stalled by external factors, such as staff changeover. A one-year process, encompassing a clear schedule of benchmarks, seems to be an ideal time-frame to achieve meaningful consultations and ensure momentum is maintained.
- **A gender audit** of what is already happening within government is useful to ensure that the actions incorporated within the NAP are based on assessed and real needs and gaps. The audit could be commissioned by the working group, led by the Ministry of Foreign Affairs and should be used to:
  - Reveal the actions that are already being taken and can be incorporated into a NAP; where capacities lie; how much resources there are for this work; where the gaps are and what can be done to include action points which will



address these gaps and intensify actions.

- However, a NAP should not just encompass a list of what is already happening but go beyond the status quo in a realistic and achievable manner.
- Efforts should be made to ensure that the NAP is not seen as ‘extra’ work but simply a way of working and of bringing together and strengthening activities to implement UNSCR 1325.

**(c) Undertake consultations outside of government departments:**

- **Stakeholders with an interest and expertise in issues of gender equality, and women, peace and security, will ensure broad based support and ownership of the NAP,** as well as enhance the quality of its content and focus.
  - The Joint Consortium on GBV provides an ideal entry point to a wide range of Irish human rights, humanitarian and development focused organisations;
  - Irish-based civil society groups such as the National Women’s Council, and organisations which represent Diaspora/Refugees are all important stakeholders.
  - Academic institutions will also bring relevant expertise and knowledge to the process.
  - Irish women and men who have participated in peacekeeping missions would also bring added value to the process.
- **The experiences of governments who have already developed NAPs can be tapped into.** Governments consulted for this research are interested in a potential Irish process and are willing to consult. There are already ten NAPs in place, and Ireland’s membership of the EU provides ample opportunity to promote cross-learning and sharing between Member States.

**(d) Base the NAP on the experience and expertise of women affected by armed conflict.**

- **The inclusion of women’s voices and inputs will ensure that the NAP is meaningful.**
  - Ireland could be the first country to undertake a consultation process of this kind and could lead the way in promoting inclusive processes developed in the spirit of UNSCR 1325.
  - There are numerous possibilities for taking forward this idea. For example, women’s groups in Northern Ireland have extensive experience of utilising UNSCR1325 and lessons learned from their own experiences are readily available through consultation with them.
  - Another possibility is consulting with women from developing countries where the Conflict Resolution Unit and/or Irish Aid focus their work. Particular attention should be given to ensuring that grass roots women’s organisations and advocacy organisations in the South are facilitated to participate in a meaningful way in such consultation.

- **Ireland (and other donor governments) should consider ‘Twinning’ the development of their NAPs with those of countries experiencing conflict.** This approach would promote and facilitate cross-learning between donor and conflict-affected countries who are drafting NAPs. This process would serve two purposes: 1) to enable donor and partner governments to jointly benefit from the expertise and experiences of women affected by conflict to inform the development of the NAPs and 2) to enable partner governments to benefit from technical and financial support to develop their own plans.

## 8.2 Recommendations for the Structure and Content of a National Action Plan

The content of the NAP will reflect the process employed in its development. The recommendations included here are not meant to be exhaustive or to outline all essential action points, but to provide an overview of the kinds of elements expected within a NAP:

### (a) The essentials for a solid structure and basis for the NAP

The NAP should reflect Ireland’s status and role internationally and be embedded in policy priorities in relation to a) domestic policy, b) overseas development objectives; c) as an international leader:

- **Sound analysis:** Ideally, the development of a NAP will be based on a strong analysis and understanding of women, peace and security issues in the global context and an assessment of Ireland’s position on these at a national and international level. This analysis will ‘make the case’ for addressing UNSCR 1325 through an Irish National Action Plan. The Dutch NAP is a good example of using such analysis as a basis for their NAP.
- **Mission Statement for the NAP and Ireland’s policy priorities relating to women, peace and security:** This should establish the principles of gender equality, women’s rights and women’s empowerment as the pillars of the NAP. Aligning Ireland’s foreign policy on peace and security, human development and conflict resolution with these principles will ensure that its focus is in line with the principles and objectives of UNSCR 1325.
- **Purpose and Strategy:** The NAP must be clear in its focus and purpose and should centre around the following points:
  - To provide a framework for a collective and systematic approach to supporting the role, needs, capacities and interests of women in conflict and post-conflict situations by Irish governmental and non-governmental institutions.
  - To advance Ireland’s commitment to gender mainstreaming in all aspects of policies and programmes as stated in the White Paper on Irish Aid and to promote the same within the Programme for Government and the development of the work of the Conflict Resolution Unit.

- The NAP should entail an ambitious strategy which outlines Ireland's role as a key leader in developing good practice to address issues of women, peace and security.
- The inclusion of realistic and achievable objectives in the medium and longer term will ensure that the strategy can be realised.
- **Time-frame: A fixed time period for implementation of the NAP should be set out clearly.** The time-frame will be aligned with commitments and specific responsibilities for the full implementation of the NAP and the resources needed to do so.
- **Monitoring and Evaluation Framework:** Indicators and benchmarks towards progress are essential components of the NAP and will ensure effective follow-up is undertaken.
- A commitment to establishing a monitoring body should also be included (more below) as per the example set by the Austrian NAP.
- An annual report on progress towards implementation will be a key element of the NAP. This should include details related to spending of the budgets allocated to the NAP and future funding allocated to the NAP, gender disaggregated data and details of the involvement of various stakeholders in the working group established to oversee implementation of the plan.
- **Budget:** Funding allocations clearly aligned to individual actions must be included within the NAP itself.
- Each department which contributes to the action plan should be encouraged to delineate its budget allocation against their areas of responsibility.
- Human and other resources across government appointed to support the implementation of the NAP and promote gender mainstreaming can also be included.
- Funding earmarked for supporting the goals of UNSCR1325 should also be included, for example support to women's groups to mobilise and participate in peace negotiations and specific programmes to address GBV.

#### **(b) Specific Actions - What should the content of an Irish NAP entail?**

The action plan should draw on the framework provided by the key areas and provisions outlined in UNSCR 1325 itself. While not exhaustive, the list below gives a flavour of what an Irish NAP should broadly address:

- The inclusion of women in all levels of decision-making for prevention, management and resolution of conflict.
- For example, increased support, including through concrete actions and funding, for the involvement of women in peace negotiations in situations of conflict around the world.
- Participation of women in peacekeeping operations and missions.<sup>69</sup>
- For example, detailed strategies on how Ireland will create conditions to enable

<sup>69</sup> See the outcomes of the Wilton Park Conference on Women Targeted or Affected by Armed Conflict: What Role for Military Peacekeepers? May 27 – 29 2008 which highlighted the need to support women's participation in peace-keeping: <http://www.peacewomen.org/news/1325News/Issue102.html#peacekeeping>; accessed June 30th, 2008

an increase in the numbers of women within Irish Peacekeeping contingents and international missions and promote the same at an international level. This will include strategies which go beyond the 'add women and stir' approach but tackle the constraints presented by patriarchal structures and processes which inhibit women's meaningful participation.

- Integration of gender perspectives in peacekeeping missions.
- For example, actions for Ireland to promote gender mainstreaming within its own programmes and through international inter-governmental bodies including support for strengthened entities at UN level to support gender equality.
- Training on gender equality for all personnel involved in peacekeeping, peace building, conflict resolution and development cooperation.
- Adoption of gender perspectives within peace negotiations, agreements and DDR processes.
- For example, a commitment by the Conflict Resolution Unit that as a basic principle it will consult with local women's groups in all initiatives undertaken to support peace processes.
- Protection of women from human rights abuses, particularly GBV.
- For example, inclusion of actions for Ireland to bring specific attention to the protection needs of women in conflict at an international level, as well as support to partner organisations to respond to these issues.
- Promotion of international law applicable to the rights and protection of women and girls.
- For example, actions for Ireland at an international level to promote an end to impunity for crimes committed in times of war, particularly GBV.
- Ensure that the newly established National Standing Committee on International Humanitarian Law places the principles of UNSCR 1325 as central to its work.
- Links to issues of asylum must also be made.
- Activities within the NAP should cover both national level, such as training on UNSCR 1325 for Irish troops, as well as activities to meet Ireland's obligations at international level. The Working Group established to oversee the drafting of the NAP (more below) can provide concrete recommendations on how all of these areas could be met.

**(c) Don't forget Gender Mainstreaming!**

The NAP should also include commitments to integrate UNSCR 1325 into wider programmes and policies within the Irish Government.

- Develop guidelines to assist relevant staff across government to integrate UNSCR 1325 into their existing work, and into government policies and frameworks.
- In relation to Irish Aid Country Strategy Papers for example these guidelines should be directly applicable to programme design, implementation, monitoring and appraisal.
- Support action-based research on issues relating to women, peace and security.
- Document programme experience for shared lesson learning with the conflict resolution, peacekeeping and development cooperation programmes. For

example, research and document what types of approaches and strategies work best in supporting women to participate effectively in peace negotiations.

- Promote integration of the same as good practice within foreign policy.
- Develop institutional capacity to address gender equality and UNSCR 1325 through training and awareness-raising.
- Link with national and international women's and human rights organisations to develop effective ways of implementing UNSCR 1325 in a collaborative manner.

Further recommendations for how to go about drafting the format and structure of a NAP on UNSCR 1325 are outlined in the 2006 UNINSTRAW report *Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325)* and so are not repeated here.

### 8.3 RECOMMENDATIONS FOR THE IMPLEMENTATION OF A NATIONAL ACTION PLAN

The processes employed to implement, monitor and evaluate the NAP are of utmost importance:

- **Longer-term planning for monitoring, review and evaluation must be included from the outset.** The working group established to develop the NAP should plan from the outset to adapt to a monitoring and evaluation function following the completion of the NAP. The Associate Party Group established by the UK Government provides a good model i.e. a tri-partite set-up including government representatives, CSOs and members of Parliament which oversees progress towards implementation of the action plan.
- **Annual reporting on progress towards implementation of the NAP is essential for effective accountability.** The reports should be reviewed by the Working Group and recommendations made for further actions. Each Ministry should also include reporting on UNSCR 1325 within its own systems and ideally the Minister for Foreign Affairs should report on the NAP in his annual report also.
- **The NAP should be firmly situated within the work plans of government** to mitigate against the possibility of the NAP losing priority status in staff changeover or government change. This could entail the inclusion of responsibilities towards the NAP in performance appraisals of government staff involved in the process of development, implementation and evaluation of the NAP.



## 9. BROADER RECOMMENDATIONS FOR THE FULL IMPLEMENTATION OF UNSCR1325

### 9.1 TO THE IRISH GOVERNMENT

**(a) Place priority on the development of an ambitious National Action Plan which intensifies Ireland's efforts to support the full implementation of UNSCR1325.** The Consortium encourages that the development of an ambitious action plan that fulfils Ireland's commitment to the promotion of gender equality and women's rights. The process to develop the action plan should also be used as an opportunity to educate and bring awareness to the Irish public, political actors and the media on issues of women, peace and security.

**(b) Make available adequate and appropriate human and financial resources** to the Conflict Resolution Unit of the Department of Foreign Affairs to lead the development of the NAP and ensure its successful implementation. Ensure also to utilise the resources available in civil society and academia which will enhance this work.

**(c) Initiate innovation in the development of quality and informed NAPs by being the first government to develop a NAP that is informed by the voices and experiences of women affected by armed conflict.** Ireland, through its Irish Aid programme and the CRU, has many bi-lateral links with countries affected by conflict. As per recommendation 9.2 (b) Ireland should engage with partner governments in a mutually reinforcing relationship to support the development of each country's NAP.

**(d) Include actions towards the full implementation of the Irish National Action Plan on UNSCR 1325 in the next Programme for Government** and ensure public reporting and accountability on its implementation to the Irish public.

**(e) Ensure that a gender perspective informs the Irish Government's actions in conflict resolution and peace building.**

- In line with UNSCR 1325 and as a basic principle of

engagement, the CRU's missions to countries affected by conflict should always include consultation with local women's groups.

- Ireland should ensure that a gender adviser is in place in the HQ of the Irish Defence Forces and that gender advisers are deployed as part of Irish peacekeeping missions abroad.

**(f) Provide leadership on issues of women, peace and security through strong support at international level to promote the need for the full implementation of UNSCR 1325.**

- The Irish Permanent Mission in New York can play an active role by becoming members of the 'Group of Friends on UNSCR1325' and encouraging wider advocacy on UNSCR1325 at international level.
- Take a rigorous stance in relation to crimes of GBV in conflict by implementing Ireland's commitment to "end any perception among those responsible for human rights violations that these crimes will go unpunished".<sup>70</sup>
- Become a firm advocate for the full implementation of the newly passed Security Council Resolution 1820 on Sexual Violence in Conflict.

**(g) Call for and support the development of an action plan on UNSCR1325 by the European Commission.**

As a member of the EU Ireland has a role to ensure that the EU is also fulfilling its commitments to upholding women's rights in times of insecurity. The establishment of an Irish NAP, in line with the EU Council Conclusions on May 2007, will place Ireland in a credible position to call on the EU and its Member States to follow suit.

## **9.2 TO THE IRISH AND INTERNATIONAL GOVERNMENTS TO LEAD ON ACTIONS TO IMPLEMENT UNSCR 1325**

(a) Promote standards of excellence for the development of NAPs. Each country which has developed NAPs has employed different ways of undertaking the process, and also produced different structures and content. Research into what difference NAPs make and why they should be developed and used will reinvigorate attention to the process and generate political will to replicate these actions. Ireland could include this action in its NAP.

(b) Support the development of NAPs in countries affected by conflict. Support can be provided through bilateral aid and development cooperation programmes (e.g through the Irish Aid programme).

- Donors are encouraged to place UNSCR 1325 to the centre of their work in conflict affected countries and set the example by establishing their own NAPs.

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<sup>70</sup> Pg. 60: Department of Foreign Affairs; 2006; White Paper on Irish Aid; Government of Ireland, Dublin.

- Promote cross-country learning. While flexibility and space is needed to ensure that NAPs suit individual contexts, more formal ways of learning from those who have already undertaken and reflected on these processes is recommended.
- Ideally, those donor governments who have not yet developed a NAP can 'twin' their process with a partner country. These processes should be inclusive of women and women's groups as per the recommendations above. This will ensure that both NAPs make use of local expertise; that donor government NAPs are informed by the reality of women's lives in countries affected by conflict while also supporting the process to take place in developing countries. Doing this will also facilitate a deeper knowledge among (Irish) Government personnel about the countries they work in, increase their ability to tailor programme work and priorities to fit local needs/priorities, and will ensure the systematic inclusion of women's voices in this work and in work at the international level.
- Donors should also support the translation of NAPs and the resolution itself into local languages where needed.

**(c) Support the development of monitoring and evaluation frameworks specific to the implementation of NAPs on UNSCR 1325.** CSOs have pointed out the need for adequate mechanisms to measure the effectiveness of NAPs and support is needed to develop such mechanisms. Funding support to this work is needed.<sup>71</sup>

**(d) Institutionalise the deployment of Gender Equality Advisers in all peacekeeping and peace negotiation missions.**

- Gender Advisers should be placed at a high-level within the mission at HQ as well as at field levels and Governments should insist that funding for the same is part of core budgets.
- Troop contributing governments, including Ireland, should insist that UNSCR1325 is central to all peacekeeping missions.
- The UN assesses national troops pre-deployment to ensure they meet the requirements and standards of a UN peacekeeping mission. This testing should include an assessment of whether each country has adequately trained their troops on UNSCR 1325 and integrated its principles through their planned deployment.

**(e) Reinvigorate accountability towards UNSCR 1325 at the United Nations.**

- Calls for stronger accountability mechanisms have been repeatedly made by the UNSG in his annual reports on women, peace and security, by UN entities and by CSOs. A move is needed to establish systems that effectively monitor and report on implementation so that the normative aspirations of the resolution are translated into actions on the ground.
- The annual debate on UNSCR1325 at the United Nations also needs reinvigoration, including stronger statements and actions by the Security Council

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<sup>71</sup> Based on semi-structured interview with international CSOs.



to address the thematic areas included within the resolution.

**(f) Increase funding for the implementation of the goals of UNSCR 1325.**

- Earmarked funding to support initiatives such as technical and political support to women's participation in peace negotiations needs to be scaled up and disbursed so that grass-roots women's organisations can access funding.

### **9.3 To IRISH CIVIL SOCIETY ORGANISATIONS**

**Support the development of an Irish National Action Plan on UNSCR 1325.** This report is only the beginning of what should be a thorough and fruitful process towards the realisation of Irish commitments to the full implementation of UNSCR1325.

- CSOs should be prepared to sit on a working group with government over the longer term to oversee the development, implementation, monitoring and evaluation of the NAP. This will require time and resources, human and financial, and needs to be included in annual action plans over the longer term.
- CSOs can also be a source of technical and political support to the CRU as they undertake the process. This could include technical inputs on government efforts to raise awareness within and outside government on issues of women, peace and security and GBV.
- Publicly support the work undertaken by the CRU to advance UNSCR 1325, for example through media opportunities and in doing so promote awareness of issues affecting women in conflict within the Irish public and the need for Ireland to act on these issues through the development of a NAP.
- CSOs can re-asses their existing mandates and policies to ascertain where UNSCR 1325 can be integrated into their work and where specific actions to promote the implementation of UNSCR 1325 can be supported.

# ANNEX 1



**United Nations S/RES/1325 (2000)**

**Security Council Distr.: General**

31 October 2000

00-72018 (E)

## **RESOLUTION 1325 (2000)** **Adopted by the security council at its** **4213th meeting, on 31 October 2000**

*The Security Council,*

*Recalling* its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and recalling also the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816),

*Recalling also* the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

*Bearing in mind* the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

*Expressing* concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

*Reaffirming* the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict

prevention and resolution,

*Reaffirming also* the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

*Emphasizing* the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls, Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

*Recognizing also* the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

*Recognizing* that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

*Noting* the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decisionmaking levels in conflict resolution and peace processes;
3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as

well as on the importance of involving women in all peacekeeping and peacebuilding measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;
8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:
  - (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;
  - (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;
  - (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard stresses the need to exclude these crimes, where feasible from amnesty provisions;
12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its

resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;

13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;
18. *Decides* to remain actively seized of the matter.

## ANNEX 2

# QUESTIONNAIRE TO IRISH CIVIL SOCIETY ORGANISATIONS

### **Joint Consortium on Gender Based Violence**

The Irish Joint Consortium on Gender Based Violence (GBV) is a group of Irish human rights, humanitarian and development agencies, and two Irish government departments, who have joined together to promote the adoption of a coherent and coordinated response to GBV ([www.gbv.ie](http://www.gbv.ie)).

Given the Consortium's focus on international relief/development, human rights and gender based violence, we feel an input to a National Action Plan on UNSCR 1325 is very relevant to our work.

The Consortium is therefore developing a submission to the Department of Foreign Affairs Conflict Resolution Unit to provide recommendations on:

1. The need for an Irish National Action Plan on UNSCR 1325.
2. The ideal content and focus of an Irish National Action Plan on UNSCR 1325.
3. Good practice for an inclusive process of developing and implementing an Irish National Action Plan on UNSCR 1325.

The Consortium would greatly appreciate if you could please complete the questionnaire below. The results of the questionnaire will be used in two ways:

- To inform the content of the submission and ensure your organisations perspectives are included, and
- To demonstrate the need to ensure that all relevant stakeholders have an input to the process of the development of an Irish National Action Plan on UNSCR 1325.

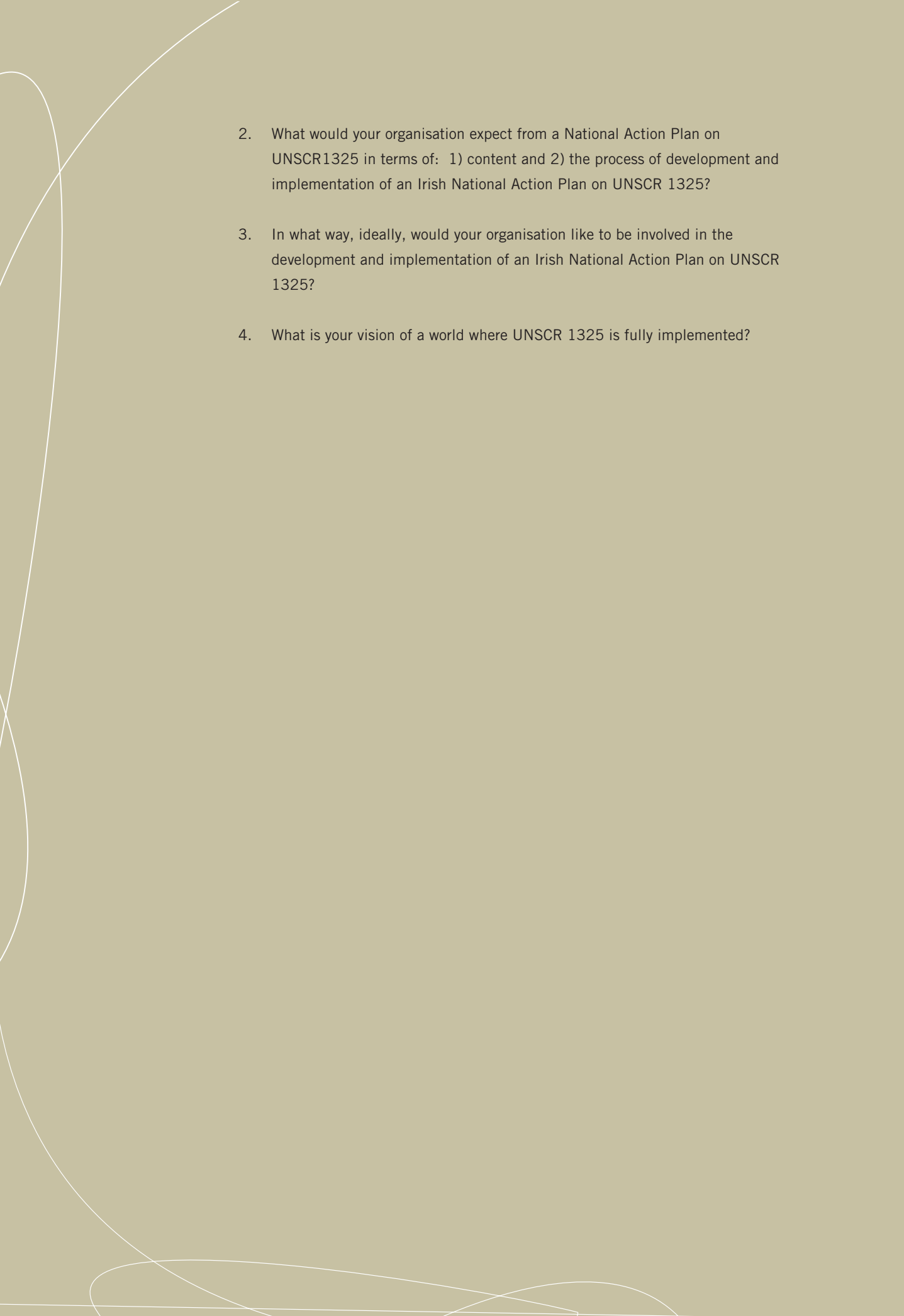
**Please send completed questionnaires to: [aisling.swaine@gmail.com](mailto:aisling.swaine@gmail.com)**

**Name of your Organisation** \_\_\_\_\_

**Name of person completing questionnaire** \_\_\_\_\_

### **Questions:**

1. Why do you think that Ireland should have a National Action Plan for the implementation of UNSCR 1325? In what way will it be relevant to your work?

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2. What would your organisation expect from a National Action Plan on UNSCR1325 in terms of: 1) content and 2) the process of development and implementation of an Irish National Action Plan on UNSCR 1325?
  3. In what way, ideally, would your organisation like to be involved in the development and implementation of an Irish National Action Plan on UNSCR 1325?
  4. What is your vision of a world where UNSCR 1325 is fully implemented?

# ANNEX 3

## ORGANISATIONS CONSULTED FOR PURPOSES OF RESEARCH

### Academic Institutions:

- Dublin City University; Centre for International Studies.
- National University of Ireland, Galway; Irish Centre for Human Rights.
- Trinity College Dublin; Gender and Women's Studies Centre and Irish School of Ecumenics.
- University College Cork; Centre for Criminal Justice and Human Rights.
- University College Dublin Women's Studies at the UCD School of Social Justice.
- University of Limerick; College of Humanities.
- A number of Phd students focusing on related areas were also individually consulted.

### Civil Society Organisations Ireland:

- AKIDWA (African Women's Network )  
(<http://web.mac.com/greville1/AkiDwA/Home.html>)
- Banulacht (<http://www.banulacht.ie>)
- Domestic Violence Observatory Service ([www.womenlobby.org](http://www.womenlobby.org))
- Dublin Rape Crisis Centre (<http://www.drcc.ie>)
- National Women's Council of Ireland (<http://www.nwci.ie/> )
- National Network of Women's Refuges and Support Services (<http://www.nnrss.ie/>); Contact Details: [admin@nnwrss.com](mailto:admin@nnwrss.com)
- Rape Crisis Network Ireland (<http://www.rcni.ie/>)
- Ruhama Women's Project (<http://www.ruhama.ie/>)
- Women's Aid (<http://www.womensaid.ie/>)

### Civil Society Organisations in Northern Ireland:

- Border Action ([www.borderaction.ie](http://www.borderaction.ie))
- Northern Ireland's Women's European Platform (NIWEP)  
(<http://www.niwep.org.uk/>)
- Women Into Politics (<http://www.womenintopolitics.org> )
- Training for Women Network (<http://www.twnonline.com/>)

### International Organisations:

- Amnesty International, Finland  
(<http://www.amnesty.fi/mita-teemme/tietoa-amnestysta/in-english> )
- Amnesty International, Norway (<http://www.amnesty.no/web.nsf/pages/english> )
- Amnesty International Office to the United Nations
- Care Austria (<http://www.care.at/> )



- European Peace Liaison Office (EPLO) (<http://www.eplo.org/index.php?id=249> )
- Gender Action for Peace and Security (GAPS)
- International Alert  
([http://www.international-alert.org/our\\_work/themes/gender.php](http://www.international-alert.org/our_work/themes/gender.php))
- International Rescue Committee, Brussels ([http://www.theirc.org/where/g\\_belgium/international\\_rescue\\_committee\\_belgium.html](http://www.theirc.org/where/g_belgium/international_rescue_committee_belgium.html))
- Kvinnatillkvinna (Swedish NGO working on women, peace and security issues  
<http://www.kvinnatillkvinna.se/article/2001>)
- Realizing Rights (<http://www.realizingrights.org/>)
- United Nations Department of Peace Keeping Operations  
(<http://www.un.org/Depts/dpko/dpko/>)
- WO=MEN, Dutch Gender Platform (<http://www.wo-men.nl/>)

**Government Institutions:**

- Government of Denmark, Ministry of Foreign Affairs
- Government of the Netherlands, Ministry of Foreign Affairs
- Government of Switzerland, Ministry of Foreign Affairs

## ANNEX 4

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General on Women, Peace and Security to the UN Security Council; United Nations Security Council; S/2004/814

- United Nations Secretary General; October 2002; Report of the Secretary General on Women, Peace and Security to the UN Security Council; United Nations Security Council; S/2002/1154
- UNIFEM; 2008; Wilton Park Conference Summary Report; May 27-29 2008, UK. [http://www.peacewomen.org/resources/Peacekeeping/PDF/WiltonPark\\_Summary.pdf](http://www.peacewomen.org/resources/Peacekeeping/PDF/WiltonPark_Summary.pdf)
- WomenWatch; 2005; Facts and Figures on Women, Peace and Security; United Nations; [www.un.org/womenwatch/feature/5years1325](http://www.un.org/womenwatch/feature/5years1325)

#### **Websites**

- Department of Foreign Affairs Conflict Resolution Unit, Government of Ireland: <http://foreignaffairs.gov.ie/home/index.aspx?id=40362>
- European Peace Liaison Office (EPLO) website which contains copies of all National Action Plans on UNSCR1325: <http://www.eplo.org/index.php?id=249>
- Joint Consortium on Gender Based Violence: [www.gbv.ie](http://www.gbv.ie)
- Women Watch – UN website with information and resources on Gender Equality and Women’s Empowerment: <http://www.un.org/womenwatch/feature/wps/>
- NGO Working Group on Women, Peace and Security (NGOWG) – a working group which advocates for and monitors the implementation of UNSCR 1325: [http://www.womenpeacesecurity.org /](http://www.womenpeacesecurity.org/)
- Northern Ireland Women’s European Platform (NIWEP) <http://www.niwep.org.uk>

## ANNEX 5

# SUMMARY OF EXISTING NATIONAL ACTION PLANS FOR THE IMPLEMENTATION OF UNSCR1325

The following is a summary of existing NAPs as an accompaniment to the main report. For a more comprehensive overview of NAPs see UNINSTRAW; 2006; *Securing Equality and Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325); UNINSTRAW.*

1. Denmark was the first state to develop a NAP in September 2005. The NAP distinguishes between operational and policy levels and focuses on 1) gender balance in recruitment of personnel to Danish defence forces; 2) protection of women and girls rights; and 3) increased participation and representation of women in peace building and reconstruction processes. The 13 page plan (English version) does not contain a time-table for implementation or a monitoring and evaluation framework. Drafting of the NAP was led by the Ministry of Foreign Affairs in conjunction with an inter-ministerial working group, including the Ministry of Defence. Civil Society involvement was minimal during drafting but a revision of the NAP is underway to address such gaps.
2. Canada began the process of developing a NAP in October 2005. The Canadian Committee on Women, Peace and Security was consulted and has made recommendations around the need for resources to effectively implement a NAP; the need for political will and buy-in and a coherent approach across Government.
3. The UK developed a NAP in March 2006. It is considered to be an internal working document and has not been officially released to the public. A two-page document of 12 high-level action points has instead been made public which are organised around 5 areas: 1) UK support to the UN; 2) Training and Policy; 3) Gender Justice including GBV; 4) DDR; and 5) Working with NGOs. The plan was developed by an internal-governmental working group consisting of the Foreign and Commonwealth Office, the Ministry of Defence and Department For International Development. The NGO Working Group on Women, Peace and Security gave substantial input to the draft.
4. The Norway NAP (March 2006) was developed over a four month period and focuses on: 1) International efforts and peace operations; 2) Conflict Prevention, Mediation, Peace building; 3) Protection and Human Rights; and 4) Follow-up, revision and cooperation. The NAP was drawn up by the Ministry of Foreign Affairs in cooperation with the Ministry of Defence, the Ministry of Justice and the Police, and the Ministry of Children and Equality. Civil Society organisations

were consulted during the process. Mechanisms for monitoring and evaluation are written into the plan, including a consultative body of inter-ministerial working group, NGOs and research institutions. The NAP will be evaluated annually on the anniversary of UNSCR 1325.

5. The Sweden NAP (2006-2008) was developed over an 18 month period and was based on a study commissioned to inform the development of the plan and on consultations with civil society. The NAP takes the view that implementation of 1325 is a goal in itself as well as a way of reaching the objectives of security, development, defence and gender equality. The process was led by the Ministry of Foreign Affairs with an inter-ministerial group. The 17-page plan covers three major areas: 1) Women in conflict prevention; 2) Protection of women and girls; and 3) International peace and security building efforts. A mechanism for monitoring its implementation, including a mid-way review has been established.
6. The Spanish NAP is organised around six thematic areas: 1) Participation of women in peace missions; 2) The promotion of gender perspectives in peace-building activities; 3) Training on UNSCR1325 to personnel participating in peace missions; 4) Protection of the human rights of women; 5) Promotion of gender equality within DDR processes and 6) Support for Spanish civil society organisations work on UNSCR1325. Notably, the plan includes provision for inputs by CSOs, including the necessity for inclusion of amendments to the plan once it is executed.
7. Following a nineteen month process, Switzerland launched its NAP in February 2007 (2007-2009). A Working Group consisting of the Federal Department of Defence, Civil Protection and Sports and the Federal Department of Foreign Affairs prepared the plan. Civil society commented on a draft of the plan and can submit requests for revisions. The eight page plan covers three areas: 1) Greater involvement/participation of women in peace-building; 2) Prevention of GBV and protection of rights and needs of women and girls during and after conflicts; and 3) A gender-sensitive approach to all peace-building projects and programmes. The plan does not outline where responsibility for actions lie.
8. The Austrian NAP was launched in August 2007 and was developed by a wide range of Government departments following consultation with civil society. The eleven page plan covers three major areas: 1) Activities in Austria; 2) Austrian Lobbying Activities; and 3) Thematic Areas of International Cooperation.
9. The Dutch NAP was launched December 2007 (period of 2008-2011). The process of development of the plan was led by the Ministry of Foreign Affairs, with the Ministry of Defence and the Ministry of the Interior and Kingdom Relations. The Schokland Agreement was finalised in June 2007 between Government and Dutch civil society to formalise a way of working together to reach the MDGs. The agreement included the development of a NAP on UNSCR 1325 and is perhaps the most progressive in its engagement with civil society. It covers five categories of actions: 1) The International Legal Framework; 2)

Conflict Prevention, Mediation and Reconstruction; 3) International Cooperation; Peace Missions; and 5) Harmonisation and Coordination. The plan is 16 pages long with a broad conceptual introductory narrative and clearly highlights the ownership and responsibility for the plan by all stakeholders. For example, the logos of all partners are included in the plan.

10. Iceland launched its NAP in March 2008 following consultation with civil society, academic institutions and Nordic Partners. The five-page plan is based on Iceland's foreign policy around human rights, increased development cooperation and peaceful resolution of conflict. The plan highlights issues such as gender mainstreaming in all projects related to conflict; women in positions of responsibility in peace and security; gender in peace keeping missions; codes of conduct; and education and research. It will be revised and updated after three years.
11. Finland launched its National Action Plan in September 2008. The plan addresses women's role and participation in conflict prevention, peace negotiations and peacebuilding. It also covers crisis management training and the practical realization of operations and the themes of Resolution 1325 and their contribution to a better implementation of human rights. One or several ministries have been designated as the responsible actors in respect of each goal mentioned in the Action Plan, and they are in charge of ensuring that the goals are met through the specified measures. The Action Plan also underlines the importance of co-operation carried out with NGOs. A Follow-up Group will be appointed to systematically monitor the realization and implementation of the goals of the Action Plan. The Follow up Group will consist of representatives of different ministries, research institutions and NGOs. The implementation of the Action Plan and the preparation and evaluation of actions will be also carried out in co-operation with actors in conflict areas, especially with women and groups of women.



## ANNEX 6

# UK ASSOCIATE PARLIAMENTARY GROUP ON WOMEN, PEACE AND SECURITY (UNSCR1325)

### **Associated Parliamentary Group on Women, Peace and Security (UNSCR 1325)**

The **Associate Parliamentary group on Women, Peace and Security** is the parliamentary forum in the UK for the discussion and critical analysis of the issues relating to Security Council Resolution 1325 on women, peace and security.

The APG is a unique opportunity for Parliamentarians, civil servants and civil society to come together in one forum to debate; to encourage dialogue, on the basis of expert information and opinion from across the political spectrum and civil society, on issues relating to gender and peacebuilding. It particularly focuses on how to promote throughout government UN Security Council Resolution 1325, which highlights the vital role women play in peacebuilding and conflict resolution.

The Associate Parliamentary Group on Women Peace and Security was officially registered in July 2006 and is chaired by Baroness Uddin.

#### **Parliamentary Members include:**

David Drew MP  
Baroness Greengroos  
Lord Judd  
Anne Milton MP  
Emily Thornberry MP  
Baroness Tonge

**The APG on Women, Peace and Security is coordinated by GAPS (Gender Action for Peace and Security)**

#### **The APG on Women, Peace and Security works to:**

- Create dialogue and ideas
- Share of expertise and network.
- Highlight the success stories for parliamentarians, in particular championing when visiting various regions.
- Prioritise activities and issues by identifying particular problem areas, especially early warning.
- Monitor and hold to account the UK government's work on women, peace and security and the implementation of UNSCR 1325.
- Put pressure on government but also others who can help deliver this long term of implementing the UK national Action Plan.

### **APG Subgroups**

There are four APG subgroups. These are: Afghanistan, Gender training of troops, Iraq and Widowhood. The Subgroups work to push priorities on these specific areas. Subgroups are formed by full members of the APG.

### **Outline for subgroup members**

Subgroup members must:

1. Register as members of the APG with GAPS (gaps.uk@gmail.com).
2. Attend APG and Sub-group meetings, when not possible must send apologies.
3. Liaise with other civil society and civil service networks for information on relevant issues for the group.
4. Contribute to the development of PQs on urgent & relevant issues.

### **Outline for subgroups Chairs**

**Subgroups Chairs must:**

1. Liase with coordinator of the group over dates of meetings and agendas.
2. Attend, when possible, meetings of the sub-group (not essential).
3. Report to the full APG on the work of the sub-group.
4. Encourage other parliamentarians to be part of the APG.
5. Undertake parliamentary activity in regard to the aims of the sub-group e.g. put forward PQs.

### **Outline for subgroups Coordinators**

**subgroups Coordinators must**

1. Liase with subgroups (and where possible with the Chair) to organise dates and venues for meetings and finalise agendas.
2. Keep subgroup records updated including membership list.
3. Liase with Chair on actions that may be undertaken to advance the aims of the sub-group e.g. ask PQs and report to the full APG meeting on the subgroup.
4. Ensure Chair has information so that they can report to the APG on the work of the subgroup.
5. Keep GAPS Coordinator informed of subgroups membership, activities, meetings and priorities

## CAPTIONS AND CREDITS

**FRONT COVER, PAGE 9, 29**

**Munigi Village, Goma, Democratic Republic Of Congo, 2004**

Reflect Workshop - People participating in a training day. Reflect is a new approach to adult literacy which fuses the theory of Paulo Freire and the practice of participatory Rural Appraisal.

In Reflect there are no text books or literary primers, and each group develops its own learning tools based on what they find around them and through this construct maps, calendars and diagrams that reflect local reality. This in turn systemises the knowledge of participants and promotes a detailed analysis of local issues. The fact that participants construct their own materials in Reflect circles leads to a strong ownership of the issues that come up. This leads to a strong link between the literacy programme and other development activities like agriculture.

**Credit:** Kate Holt/Eyevine/ActionAid

**INSIDE FRONT COVER**

**Chad, 2008**

**Irish Peacekeeper**

**Credit:** Irish Defence Forces

**FOREWORD BY MARY ROBINSON**

**Mary Robinson 2008**

Special Advisor to the Joint Consortium and Chair of Realizing Rights, the Ethical Globalisation Initiative.

**Credit:** Realizing Rights

**PAGE 1**

**Beni, North-Kivu Province, 8 March 2005**

**International Womens' Day march**

This woman is carrying a model of an rocket propelled grenade in protest at the proliferation of arms as an important contributory factor in sexual violence in eastern DRC.

**Credit:** Amnesty International, all rights reserved

**PAGE 3**

**Lac Vert, Democratic Republic Of Congo, 2004**

**Kanyele Mirevu, a young pregnant woman and her two children**

*"I have three children - 2 girls and a boy and am about to have another. My husband is in Goma with his brother who is sick. We all came from Butembo because people were killing each other so we decided to run away and we went to live in Goma for four years but then the Volcano came and we lost our house so we went to live in a camp but then it was dismantled and we were all told to leave because the land belonged to someone and we were forced to come here to Lac Vert. But this land doesn't belong to use either - there are 71 families living here with us also without land. But we may have to be moved on again soon. I would rather stay here near Goma with my family because it is a long time ago now, 4 years, that we left Butembo and there is nothing for us there now. My boy is 6 years old, one girl is 3 and the other is 2 - I am 25 years old. We all came here together as a family but my mother died in childbirth in Butembo and my father was killed by the Mai Mai (one of the rebel groups). And the rest of my family have all been split up by the war. My son is due to start school this year but he can't because there is no money for him to do so - we haven't even asked if there may be a school near here - I don't think there is - but there is no money to buy pens, or anything even if it was free. We have*

*nothing. Sometimes we go and work in the fields or build things and we get food this way but I am scared because of the rainy season and the place we are living is going to get washed away."*

**Credit:** Kate Holt/Eyevine/ActionAid

**PAGE 4**

**Freetown, Sierra Leone, 17 October 1999**

**16-year-old Adamasy Bangura calmly describes the loss of her child**

*"We were living in a small village in Port Loko district when rebels attacked us. This was in February 1998. It was day-time and we tried to run away but I was unfotunate to be captured. They brought me to the village. I was holding my two-year-old baby boy. First they killed him with an axe. I cried 'Where is my baby, oh my baby,' so they hit me with a cutlass (machete) on my head."*

**Credit:** Jenny Matthews/ActionAid

**PAGE 6**

**Lac Vert, Democratic Republic Of Congo, 2004**

**Ana Kyanse - 9 years old**

*"I have been coming here since the school began. I had to stop my school before because my new father wouldn't pay my school fees anymore. And here the school is free."*

**Credit:** Kate Holt/Eyevine/ActionAid

**PAGE 15**

**Goma, Democratic Republic Of Congo, 2004**

**Bea**

*"I came here to Goma because all my family had been killed in the war in Massissi and I had nowhere else to go. I have been here for quite a few years now but don't know what else to do as all my family are now dead. I used to live in another settlement near Goma town, but then the volcano came and we had to move so we came here. I don't have much and I get worried that maybe I will have no food to eat but people are good to me and I never go hungry. I would like to go back to Massissi because that is my home but I have nobody there now. Things are lonely and I get scared that the war will also come here but if it does there is nothing that we could do."*

**Credit:** Kate Holt/Eyevine/ActionAid

**PAGE 25**

**Freetown, Sierra Leone, 23 October 1999**

**Fina Kamara**

In the amputee camp Fina Kamara is busy weeding her sweet potato patch, one of the few amputees who is determined to use her artificial hand. *"My hand was chopped off by rebels from the former Sierra Leonean army - the junta - in May 97 when they began cutting hands," she says. "I'm a farmer so I was working on the farm in the morning, planting groundnuts."*

**Credit:** Jenny Matthews/ActionAid

**PAGE 36**

**Dublin, Ireland, 2005**

Irish women taking part in a festival on International Women's Day, to campaign against gender based violence.

**Credit:** Amensty International Irish Section

