

# A Good Practice Guide for the monitoring and evaluation of national action plans on United Nations security council resolution 1325 on women, peace and security

Irish Joint Consortium on Gender Based Violence

**'It is now more dangerous to be a woman than to be a soldier in modern conflict'**

(Maj. General Patrick Cammaert, former UN Peacekeeping Operation Commander in DRC).

## Introduction

United Nations Security Council Resolution 1325 (UNSCR 1325) which focuses on Women, Peace and Security (WPS) was adopted after the Security Council heard the experiences and perspectives of women from conflict zones. This ground breaking resolution is the first time the UN SC has officially endorsed the inclusion and active participation of civil society groups, in particular women's organisations, in peace processes and peace talks, and calls for an end to impunity for conflict-related violence against women.

This Good Practice Guide provides an overview of the key components of UNSCR 1325, indicates the importance of developing National Actions Plans (NAPs) to implement the resolution, outlines the roles of key stakeholders in monitoring and evaluating implementation of the plan and provides examples of the roles that different stakeholders have played in these processes.

Through the adoption of UNSCR 1325 all nation-states, whether they are conflict affected, donor or other, are legally obliged to take responsibility in four key areas in relation to women peace and security:

1. The protection of women and girls during conflict.
2. The participation of women in decision-making in relation to prevention, management and resolution of conflict.
3. The inclusion of gender perspectives in conflict analysis and training of military and civilian personnel in peacekeeping.
4. Gender mainstreaming in UN implementation, and reporting on progress towards the implementation of UNSCR1325 and related resolutions 1820, 1888, and 1889.

In 2004, the United Nations Secretary General called for the development of National Action Plans on UNSCR 1325 by all member states.

As a member of the UN, Ireland is committed to the maintenance of international peace and security and recognises essential interconnections between security, development, and human rights. For example, Irish ODA for 2010 is estimated at €671.4 million<sup>1</sup> and gender is one of the four policy priority issues that inform all aspects of the development work of Irish Aid<sup>2</sup>. The Permanent Defence Forces, which have a long history of involvement in UN and European Union (EU) peacekeeping missions, contributed 1,888 peacekeepers to the 124,000 UN peacekeepers serving in 16 countries in 2009. Irish Civil Society Organisations too have a long tradition of being active in humanitarian crises and supporting post-conflict reconstruction and rehabilitation. It is important therefore to identify Ireland's key strengths in relation to UNSCR 1325 by examining existing policies and legislation, best practice, unique opportunities, and

<sup>1</sup> [www.irishaid.gov.ie/about.asp](http://www.irishaid.gov.ie/about.asp)

<sup>2</sup> <http://www.dfa.ie/home/index.aspx?id=83091>

using these as the foundation for an effective Irish NAP and its ongoing **monitoring and evaluation (M&E)**.

The NAP should strengthen Ireland's programmes relating to WPS in conflict regions including those being implemented by Irish Aid and Civil Society Organisations (CSOs), and the implementation of peacekeeping operations in post-conflict countries.

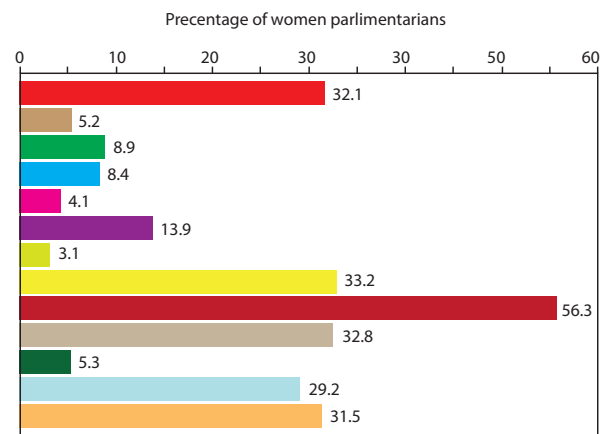
**Protection:** In contemporary conflicts, as much as 90% of casualties are among civilians, most of whom are women and children<sup>3</sup>. During war, violence towards women is often sexualised. After war crime rates and violence against women and girls soar as returning combatants project their trauma and frustration onto them. Women and girls have a different experience of war to that of men and boys and are often exposed to unimaginable levels of inhumane treatment including forms of **gender based violence (GBV)** such as rape, mutilation, sterilisation, forced pregnancy and forced prostitution.

### Women and Gender Based Violence in the Congo

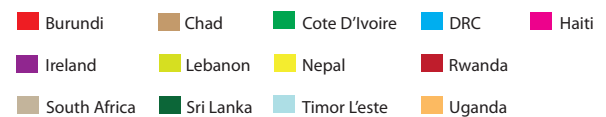
In the Democratic Republic of Congo (DRC) it is estimated that more than 200,000 women have been raped since the beginning of the war. The levels of GBV, including rape and genital mutilation, have been widely reported by the media and international community. However, real and effective action to tackle this abuse has been weak. Human rights groups have reported sexual violence being used as a weapon of war for intimidation, humiliation, displacement and control in the DRC.<sup>3</sup> After a recent visit to DRC Margot Wallström, UN Special Representative on Sexual Violence in Conflict, said 'You have to address the problem of impunity if you have a zero tolerance policy with zero consequences then the rapes will continue. You have to see it as a tactic of war, and treat it as a phenomenon that can be addressed. You do that by sending a very clear signal that this is not acceptable, that you will be punished if you do these things. Also for the women it is important to see that justice is being done'

**Participation:** Women are actively involved in conflicts as combatants or by providing essential support to combatants. They are also actively involved in peace building and sustaining and rebuilding local economies and communities during and after conflicts. Yet women are typically excluded from formalised peace processes. Only one in 40 peace negotiations has a woman present and only 2.5% of signatories to peace agreements have been women<sup>4</sup>. Women's voices in governance continue to be absent due to their unequal representation in government positions, civil society, and business.

### Women and Governance



Source: www.ipu.org



**Prevention:** Conflict resolution and sustainable peace can only take place through social transformation that includes gender awareness and equity, and the strengthening of democratic and civil institutions. As part of this process, training of all armed groups, state militaries and peacekeeping troops on gender perspectives and GBV is paramount. As is the enforcement and regular updating of Codes of Conduct. The UN has called on nations to increase the numbers of women in Peace Support Operations (PSOs). Women make up 5.7% of the personnel in the Irish Permanent Defence Forces<sup>5</sup>, and worldwide there are approximately 2.5% women peacekeepers serving in conflict regions<sup>6</sup>. Civilian women have

<sup>3</sup> [www.unifem.org/genderissues/women\\_war\\_peace](http://www.unifem.org/genderissues/women_war_peace), 2010

<sup>4</sup> [www.unifem.org/genderissues/women\\_war\\_peace/facts\\_figures.php](http://www.unifem.org/genderissues/women_war_peace/facts_figures.php)

<sup>5</sup> <http://www.military.ie/dfhq/pubrel/publications/annualreport/AnnualReport2009English.pdf>

<sup>6</sup> [www.un.org/en/peacekeeping/contributors/gender.shtml](http://www.un.org/en/peacekeeping/contributors/gender.shtml)

stated that if it was not for the presence of women in the military, police and civilian units of PSOs they would not have been likely to highlight GBV. This comes from the belief that another woman will be more sensitive to the issue. In addition cultural norms in many conflict regions forbid communication between women with men from outside of their community<sup>7</sup>.

**Recovery and Rehabilitation:** The specific needs of women/girls and men/boys should be considered by employing gender sensitive policies and strategies to ensure equal access to services and programmes after conflict. Disarmament, demobilisation and reintegration (DDR) programmes need to equally consult with women and men and ensure consideration of their different needs and those of their dependents, for example, when they take part in mine clearance and mine awareness programmes<sup>8</sup>.

## Monitoring and Evaluating Ireland's NAP on UNSCR1325

The Department of Foreign Affairs is leading on the development of Ireland's NAP. A **Consultative Group** (CG) has been established to ensure consultation with key stakeholders and the **Irish Joint Consortium on Gender Based Violence** is a member of this group. Over the past year there has been a considerable amount of work carried out by the CG to ensure that the NAP is as inclusive and progressive as possible and the plan is expected to be completed by March 2011.

National Action Plans on UNSCR 1325 have been drafted by 21 countries to date. While some are notable for having clear indicators and M&E frameworks (such as, Liberia, Austria, Norway) many NAPs are weak with little or no concrete provisions to enable rigorous M&E. With the adoption of UNSCR 1889, which calls for concrete action to accelerate the implementation of UNSCR 1325, there is recognition of the need for greater accountability and systematic M&E through the development of global indicators. The UNSC requested UNIFEM to develop indicators and expressed its intention to take action on the indicators on the 10th anniversary of UNSCR 1325<sup>9</sup>. These indicators were subsequently endorsed by the Security Council on Oct 26<sup>th</sup> 2010. States are now also being held to account by the Civil Society Advisory Group

(CSAG) chaired by Mary Robinson, reporting on countries progress in this area. With increasing international emphasis being placed on accountability and effectiveness, it is of utmost importance that Ireland demonstrates its commitment to the resolution by developing an inclusive NAP, with robust M&E provisions, that becomes a model of best practice.

Research has shown that a first class NAP will incorporate an M&E process that focuses on the **impact** of the **actions** in the NAP. This would require concrete objectives, timelines, budgets, as well as SMART indicators (specific, measurable, attainable, relevant and time-bound) attached to activities and outputs, as well as official annual reporting and review mechanisms. The plan should also indicate which units and departments are responsible for each aspect of the plan, including the M&E process.

### Examples of questions posed through impact assessment processes could include:

- Are members of civil society having regular formal meetings with Government to outline progress?
- Have we increased the numbers of women recruited to the Permanent Defence Forces and An Garda Siochana?
- Are more women being deployed on Peace Support Operations overseas, in senior policing, military and civilian roles?
- How many 'gender champions' have been appointed to Peace Support Operations to ensure effective gender training to support the planning/implementation of activities affecting local populations?
- How does the NAP reinforce existing commitments such as those contained in the National Women's Strategy?

<sup>7</sup> Women with a blue helmet: the integration of women and gender issues in UN Peacekeeping Missions, by Francesco Bertolazzi, UN INSTRAW, 2010.

<sup>8</sup> UNSCR 1325 on Women, Peace and Security: Towards an Effective and Inclusive Irish National Action Plan, June 2010.

<sup>9</sup> <http://www.unifem.org/campaigns/1325plus10/> October 2010

## Who are the stakeholders?

In line with international best practice, the **impact** of Ireland's NAP can only be accurately assessed if all the stakeholders are consulted on a regular basis. The stakeholders for UNSCR1325 include Government Departments (Department of Foreign Affairs/Irish Aid, Department of Defence (and Defence Forces), Department of Justice); members of civil society (NGOs, academics and women's organisations in Ireland, north and south); survivors of conflict (including migrant women, and women in direct provision and women in the north of Ireland); and survivors of GBV in Ireland and in countries where Ireland is involved in Peace Support Operations and/or providing development and humanitarian assistance.

The **Government** has a key role in the M&E of Ireland's NAP by providing leadership and resources; by ensuring that a gender perspective informs the Irish Government's actions in conflict resolution and peace building; and by promoting the need for full implementation of UNSCR 1325 internationally.

**Civil society** has an important role in supporting the M&E of the NAP by promoting awareness of issues affecting women in conflict; by analysing policies and programmes to ensure that they reflect the goals, objectives and SMART indicators contained within the NAP; by sharing learning with the government in relation to WPS and CSO's analysis on progress and challenges in relation to the implementation of the NAP.

As decision-makers on policies, governmental plans and budgets, **parliamentarians** are also stakeholders in relation to UNSCR 1325 and can play a key role in the systematic monitoring of the Irish NAP. This can be done by seeking briefings, and remaining appraised and actively engaged on issues relating to WPS and promoting the allocation of human and financial resources to the implementation of the NAP.

While each stakeholder has a distinct and important role to play, the overall effectiveness of the M&E depends on collaboration between each group. By committing support to creating an effective M&E framework for the Irish NAP, stakeholders will be helping to promote women's peace and security and their participation in conflict resolution and peace building in conflict regions.

## How Governments have engaged in developing M&E systems for NAPs on UNSCR 1325

The most effective NAPs have a high level of personal commitment, by government leaders and relevant public servants, to its implementation. An example of this is the M&E process set up by the UK civil society group Gender Action for Peace and Security (GAPS) who, with the UK Government, created the Associate Parliamentary Group which is a tri partite group of parliamentarians, civil servants and civil society that meets regularly to discuss and monitor the impact of the UK NAP on UNSCR1325. As part of this process they have produced the Global Monitoring Checklist on Women, Peace and Security assessing country specific achievements and challenges for Afghanistan, DRC, Nepal, N. Ireland, Sri Lanka.<sup>1</sup>

In Finland, the Ministry for Foreign Affairs has commissioned an independent evaluation study on how well the implementation of UNSCR 1325 is carried out in its official foreign aid policies. The Finnish government will also report on the implementation of its NAP in its periodic CEDAW report; the government's annual development cooperation report to Parliament; and to the Advisory Board on Human Rights.

In Norway, the Ministry for Foreign Affairs (MFA) has provided important support for CSO activities around the UNSCR 1325 NAP. For instance, the MFA funded an international conference in November 2008 which looked at the processes and achievements related to the UNSCR 1325. It also funded a conference in November 2009 on indicators for monitoring the implementation of NAPs which was organised by the Forum for Women and Development (FOKUS) and International Research and Training Institute for the Advancement of Women (INSTRAW).<sup>1</sup>

## How Parliamentarians have become engaged in recovery and rehabilitation after conflict:

The UK All Party Parliamentary Group (APPG) on the Great Lakes region of Africa is a UK group of parliamentarians working on conflict issues in the DRC. The group recently published an in-depth report on tackling impunity of GBV in eastern DRC. The group forms part of the UK-DRC Friendship Group, an association of around 23 Congolese parliamentarians engaging on conflict issues, with a particular focus on GBV prevention. The legislative and oversight functions of parliaments provide them with an important institutional role in guaranteeing that gender is duly considered in the post-conflict and peace-building process. Parliamentarians can work to ensure that the respective needs of female and male combatants are acknowledged from the outset and that the disarming process itself is gender-sensitive.

In Uganda, parliament assumed an active role in visiting demobilisation camps to investigate the conditions of female and male fighters and subsequently demanded action by the government.

In Latin America, Colombian legislators are taking an increased interest in demobilisation issues confronting their constituents. It is clear, therefore, that in order to assume a constructive role in the demobilisation of combatants, parliamentarians need to understand the complex role of women and men in war, as well as their gendered peace-time needs.

## Strengthening the monitoring role of civil society

In the Liberian NAP civil society are described as being creative and ingenious and as ‘the architects and implementers of new ideas and paradigms for success [...] that] must function as watchdogs for the use of national and international resources’. The Liberian NAP includes a key strategy for the promotion of the full involvement of civil society, including women’s groups, in the M&E process. This includes the creation of M&E forms; training on how to use these forms; and regular update meetings between CSOs and government departments.

Furthermore, the Liberian NAP states that civil society, especially women’s groups, will be appointed to a Civil Society Monitoring Observatory (CSMO) that will monitor the implementation process from the perspectives of civil society and women’s groups. The CSMO will prepare a Shadow Report at the end of the four-year implementation period that will parallel the official government report to the UNSC and the Office of the Special Adviser on Gender Issues to the UN Secretary-General (OSAGI), the UN Agency that is mandated to promote the development and implementation of NAPs on UNSCR 1325. As the Liberian NAP itself was launched less than two years ago, it remains in the early stages of implementation and therefore a review of the work of the CSMO has not yet taken place however this remains a useful example of the type of creative approaches that can be employed to ensure CSOs participation.

## Related Resolutions on Women, Peace and Security

**UNSCR 1820 (2008)** calls for an end to widespread conflict-related sexual violence and for accountability in order to end impunity.

**UNSCR 1888 (2009)** focuses on strengthening leadership, expertise and other institutional capacities within the United Nations and in member states to help put an end to conflict-related sexual violence.

**UNSCR 1889 (2009)** complements 1325 by calling for the establishment of global indicators to measure progress on its implementation

## Glossary of terms

**Gender based violence/GBV** is any act or threat of harm inflicted on a person because of their gender. It is rooted in gender inequality; therefore women are primarily affected. Gender based violence is any act that results in – or is likely to result in – physical, sexual and psychological harm or suffering, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life. Gender based violence encompasses sexual violence, domestic violence, sex trafficking, harmful practices (such as female genital mutilation/cutting), forced/early marriage, forced prostitution, sexual harassment and sexual exploitation, to name but a few.

**The Irish Joint Consortium on Gender Based Violence** comprises Irish human rights, humanitarian and development organisations, together with Irish Aid and the Defence Forces, all working together to tackle gender based violence. The Consortium came together in 2004, following reports of widespread and systematic abuse of women in the Darfur Conflict. The overall aim of the Consortium is to promote the adoption of a coherent and coordinated response to GBV. The members are: ActionAid Ireland, Amnesty International Ireland, ChildFund Ireland, Christian Aid Ireland, Concern Worldwide, The Defence Forces, Dtalk, Goal, Irish Aid, Irish Red Cross, KODE, Oxfam Ireland, Plan Ireland, Self Help Africa, Trócaire and World Vision Ireland.

**Consultative Group** In February 2010 a Consultative Group was set up by the Conflict Resolution Unit of the Department of Foreign Affairs consisting of statutory representatives (DFA, DoJ, DoD and DF), civil society organisation representatives from the National Women's Council of Ireland (NWC), the JCGBV members and academics working in the area of WPS, to consult in relation to the development of a NAP on UNSCR1325.

The members of the Irish Joint Consortium on Gender Based Violence are:

**actionaid**  
ireland

**AMNESTY**  
INTERNATIONAL

**ChildFund**  
of Ireland

**Christian Aid Ireland**  
We believe in life before death

**CONCERN**  
worldwide

**ÓGLAIGH NA HÉIREANN**

**Dtalk**  
Development Training and  
Learning Programme @ Kimmage

**GOAL**  
Humanitarian Organisation

**Irish Aid**  
Department of Foreign Affairs  
An Roinn Gnóthaí Eachtracha

**Irish Red Cross**  
Crois Dhearg na hÉireann

**kode**  
Kimmage Open &  
Distance Education

**Oxfam**  
Ireland

**Plan**  
Be a part of it.

**Self Help Africa**

**TRÓCAIRE**  
Working for a Just World

**World Vision**