

# Women, Peace and Security: Women's Rights and Gender Equality

Developing and Applying  
Women, Peace and Security  
Practice in Northern  
Ireland/Ireland



Strategic Guide and Toolkit  
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June 2014





## Acknowledgements

This Strategic Guide and Toolkit to *Developing and Applying Women, Peace and Security Practice in Northern Ireland/Ireland* was commissioned by the Community Foundation for Northern Ireland (CFNI). It is the culmination of the *Women and Peacebuilding: Sharing the Learning* project funded by the Special EU Programmes Body responsible for Peace III funding in Northern Ireland/Ireland.

The authors would like to thank those who contributed to the learning project: the women who shared their views and experiences over the two years of the project and the public sector officials who were interviewed. Several officials also submitted examples of practice.

We are grateful to the senior departmental officials, Commissioners and Chief Executives of non-departmental public bodies (NDPBs) who took part in the Reference Groups in Northern Ireland and Ireland and attended several meetings to advise on the Guide. We thank the CFNI Expert Panel of gender experts who accompanied the project and reviewed this Guide.

Ministers, officials and NDPBs in Northern Ireland, Ireland and the UK are encouraged to consider how best to proceed with the recommendations as outlined in this Guide. The enthusiasm and generosity we met in the course of our work augers well for this.

**Bronagh Hinds and Debbie Donnelly**



## List of Abbreviations and Terms

|        |  |
|--------|--|
| BIPB   | British Irish Parliamentary Body   |
| BPA    | Beijing Platform for Action  |
| CEDAW  | Convention on the Elimination of All Forms of Discrimination Against Women |
| CPA    | Commissioner for Public Appointments                                       |
| CSW    | UN Commission on the Status of Women                                       |
| DFAT   | Department of Foreign Affairs and Trade (Ireland)                          |
| DHSSPS | Department of Health and Social Services and Public Safety (NI)            |
| DOJ    | Department of Justice (NI)   |
| ECNI   | Equality Commission for Northern Ireland                                   |
| NDPBs  | Non-departmental public bodies   |
| NI     | Northern Ireland   |
| NIHRC  | Northern Ireland Human Rights Commission                                   |
| NIWEP  | Northern Ireland Women's European Platform                                 |
| North  | Northern Ireland   |
| NWCI   | National Women's Council of Ireland  |
| OFMdfM | Office of the First Minister and Deputy First Minister                     |
| South  | Ireland  |
| s75    | Section 75 equality obligations of the Northern Ireland (1998) Act         |
| UNSCR  | United Nations Security Council Resolution                                 |
| UNSG   | United Nations Secretary General   |
| WINI   | Women's Information Northern Ireland                                       |
| WPS    | Women, Peace and Security  |
| WRDA   | Women's Resource and Development Agency                                    |



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## EXECUTIVE SUMMARY

### BACKGROUND TO THE WOMEN, PEACE AND SECURITY GUIDE

This Strategic Guide and Toolkit to *Developing and Applying Women Peace and Security Practice Ireland/Northern Ireland* (Guide) is the culmination of the *Women and Peacebuilding: Sharing the Learning* project which was funded under the European Union's (EU) PEACE III Programme during 2013 and 2014. It was developed as a cross border (Northern Ireland and the border counties of Ireland) and multi-dimensional initiative by the Community Foundation for Northern Ireland (CFNI) in partnership with the Women's Resource and Development Agency (WRDA), the National Women's Council for Ireland (NWCI) and the Foundations for Peace Network. The content of the Guide was informed by the views of the approximately 800 women who participated in the project as well as by the various outputs of the project. A thematic summary of the women's perspectives alongside an analysis of those of the public sector officials is contained in Appendix 1.

### PURPOSE OF THE GUIDE

The purpose of this Guide is to assist those working in the public sectors in Northern Ireland and Ireland to enhance the protection of women's rights and advance gender equality. It aims to help women's realisation of the peace commitments and benefits of the Belfast/Good Friday Agreement through the effective application of the principles of the United Nations Security Council Resolution (UNSCR) 1325 and the domestic incorporation of obligations such as the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW). The Guide is modelled on the themes within the UN women, peace and security monitoring framework which makes this thematic approach unique since it shows how the UN frameworks can be applied in a wholly domestic situation.

### INTRODUCTION TO THE GUIDE

Four chapters, supplemented by a number of appendices, make up this Strategic Guide and Toolkit. Chapter 1 introduces the Guide and outlines its background and scope. It sets out the methodology (1.3) and summarises the *Women and Peacebuilding: Sharing the Learning* project along with its outputs (1.4-1.8).

### INTERNATIONAL AND NATIONAL CONTEXTS

Information on the international context and the relevance to Northern Ireland/Ireland of the women, peace and security obligations and principles are provided in Chapter 2 where UNSCR 1325 (2.2) and CEDAW (2.3) are more fully explained. The monitoring themes for Northern Ireland/Ireland established in this Guide are mapped against the UN monitoring themes in the Women, Peace and Security Thematic Mapping table (2.2). Chapter 2 considers the UK's and Ireland's UNSCR 1325 mechanisms and implementation arrangements (2.5 and 2.6); the domestic gender equality strategies and their relationship to UNSCR 1325 principles and application (2.6), including between the Section 75 equality



duty, CEDAW and UNSCR 1325 (2.7). The business benefits of women's inclusion on boards and in senior decision making roles are also outlined in this section (2.9).

## KEY CONCEPTS AND TERMS

Chapter 3 sets out a summary of the key concepts, terms and approaches important to the achievement of gender equality. The descriptions include gender (3.2), gender equality (3.3), gender analysis (3.4), gender perspective (3.5), gender mainstreaming (3.6) and gender responsive budgeting (3.7). Appendices 2-6 provide guiding tools in support of these concepts and readers should find these particularly useful.

## STRATEGIC THEMATIC FRAMEWORK

Chapter 4 outlines a Strategic Thematic Framework for Women, Peace and Security for Northern Ireland/Ireland based on the principles and themes in the UN resolutions and UN and EU monitoring frameworks. A number of outcomes and supporting recommendations under each of the five themes are presented to support political leaders and policy makers in delivering peace commitments and benefits to women. These are as follows: Prevention, Framework of Security and Rights; Participation and Representation; Protection, Realisation of Rights, Economic and Social Justice; Relief, Recovery, Reconstruction, Legacy; and Promotion and Advocacy.

Informed by the full range of outputs from the *Women and Peacebuilding: Sharing the Learning* project, the outcomes and recommendations are for the consideration of the UK and Irish governments, the Northern Ireland Executive, local government, public agencies and arms length bodies. Where relevant, particular organisations have been identified. Appendix 7 provides a suite of illustrative indicators which have been drawn from UN and EU frameworks.

## OUTCOMES AND RECOMMENDATIONS

The following paragraphs summarise the outcomes and the recommendations that are set out in Chapter 4 and refer to views expressed in the Concluding Remarks (Chapter 5).

**Prevention** of conflict through gender sensitive strategies and support for rights highlight the imperative of clear leadership on women and their contribution to peace and security issues, the need to raise awareness of rights and UNSCR1325 matters including the right for women to feel safe and able to have their voices heard, and the importance on ongoing engagement with women on women, peace and security issues.

The *Gender Equality Strategy* in Northern Ireland and the Ireland's National Action Plan for Implementation of UNSCR 1325 can be the key drivers to show political and administrative commitment to embedding women peace and security issues and gender perspectives in the appropriate range of government policies and strategies.



Through ensuring that a fuller range of views is available, decision making, business performance and governance benefit from visibly increased **participation and representation** by women in politics and public life. Similarly, peacebuilding approaches benefit from the inclusion of women in all aspects of programmes and initiatives. For example, local government reform in Northern Ireland, particularly the introduction of community planning, provides opportunities for greater involvement of women in decisions about their local areas.

**Protection** of women was a key thread throughout the *Women and Peacebuilding: Sharing the Learning* project. In moving forward in building peace women should be confident in their own safety and that of their children; attaining this fundamental right benefits the whole of society. The outcomes and recommendations address women's physical and mental health, domestic and sexual abuse, economic wellbeing and responsibility towards women who have fled conflict-afflicted communities, regions and states.

**Reconstruction** and dealing with legacy issues post conflict are significant challenges but should include the issues that women have raised through this project. They focus on the centrality of ensuring women's experiences of the conflict are heard and provide input to debates about the future. In pointing to the future the Guide addresses the importance of increasing women's economic independence and participation, a reinvigorated policy analysis process that includes gender analysis and gender responsive budgeting, and the inclusion of women as beneficiaries of future EU and Peace funding.

Women's experience in peacebuilding, within their communities and strategically, can benefit governments and other organisations as they seek to build and secure the peace. There are many lessons to be shared across communities and governments that can help deliver the commitments set out in the Belfast/Good Friday Agreement.

It is critical to all the above themes that women's rights and equality are **promoted and championed** and this is addressed in the final set of outcomes and recommendations. These focus on the incorporation of international frameworks and obligations into domestic policy and strategy, including the Programme for Government in Northern Ireland, and the sharing of good practice on gender equality across organisations. Governments and other bodies are encouraged to make use in domestic and international arenas of the expertise that women in the north and south of Ireland have developed in peace building.



## CHAPTER 1

### THE WOMEN PEACE AND SECURITY GUIDE AND WOMEN AND PEACEBUILDING PROJECT

#### 1.1 Introduction

This chapter outlines the background to the Strategic Guide and Toolkit (Guide) to *Developing and Applying Women, Peace and Security Practice in Northern Ireland/Ireland*. It sets out the main purpose of the Guide, the approach taken and the key influences in its development.

This Strategic Guide and Toolkit is a product of *Women and Peacebuilding: Sharing the Learning*, an initiative funded by the Special EU Programmes Body in Northern Ireland/Ireland under the EU's PEACE III Programme. The Community Foundation for Northern Ireland (CFNI) commissioned independent consultants to prepare this Guide within the United Nations (UN) women, peace and security framework addressing issues under the UN Security Council Resolution (UNSCR) 1325 and supporting resolutions. The Guide is a culmination of, and has been informed by, all the work undertaken during the project, the various parts of which are explained below (1.4-1.8).

This Guide has specific relevance for Northern Ireland but there are also elements that apply to Ireland and some have a cross-border significance. The Guide offers a practical example of where local experience can benefit from the implementation of UN standards, and where UN understanding of women, peace and security can be augmented by detailed local experience.

#### 1.2 Purpose of the Guide and Toolkit

The purpose of this Guide is to assist the public sector in Northern Ireland and Ireland to enhance protection of women's human rights and advance gender equality as central to building sustainable peace and development. It aims to assist the realisation of the peace commitments and benefits of the Belfast Good Friday Agreement by women, and society generally, through effective application of the spirit and principles of UNSCR 1325 on women, peace and security and domestic incorporation of States' international human rights obligations, such as the UN *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW). As such, the Guide raises issues for the consideration of the Northern Ireland Executive and the governments of Ireland and the UK. Achievement of a sustainable peace, made more lasting by the increased participation of women benefits all, not just women.

As the key objective of this Guide is to seek to influence policy, institutional thinking and change concerning women in the context of peace and security it is directed at public policy makers in Northern Ireland and Ireland. It is applicable to and can be adopted and adapted by the full range of public sector actors, such as government departments, local government, non-departmental public bodies, policing and security bodies and publicly appointed local or neighbourhood committees. It is also useful to political parties, trade



unions, the women's sector, the youth sector and the community and voluntary sector for self-application and for holding public policy to account; and to the many victims and survivors, as well as citizens generally. The Guide is unique in that it is the first such work to translate the international women, peace and security framework into a wholly domestic application aimed solely at domestic rather than international actors.

The Guide can inform the Northern Ireland *Gender Equality Strategy* and departmental action plans, as well as other strategies and policies, and show how these might take account of women, peace and security. It can equally inform future iterations of *Ireland's National Action Plan for Implementation of UNSCR 1324*, which includes actions and indicators in relation to the conflict on the island of Ireland.

“Sustainable and durable peace requires the participation of women and girls, as well as the integration of gender perspectives in all reconstruction processes. Reconstruction efforts which are based on human rights principles, including non-discrimination, can avoid perpetuating situations of inequality and discrimination and lead to the creation of more equitable and sustainable societies.”

UN Secretary General<sup>1</sup>

### 1.3 Development and Scope of the Women, Peace and Security Guide and Toolkit

This Strategic Guide is modelled on the main themes of the monitoring framework for the UNSCR 1325 on Women, Peace and Security.<sup>2</sup> It has been informed by the full range of outputs from the *Women and Peacebuilding: Sharing the Learning* project including a Baseline Study, engagement with women and consultations with the public sector in Northern Ireland and Ireland.

This Guide was developed using the following methodology:

- (i) Desk research on international and domestic materials, including UN and EU documents, 1325 National Action Plans, national and international indicators, women's rights and gender equality literature, the project's baseline report, reports of women's engagement seminars and public sector stakeholder consultations.
- (ii) Review and analysis of information from the desk research to identify priority areas for inclusion and strategies and approaches that could be considered for adoption.
- (iii) Data gathering and collection of practice examples from stakeholders.
- (iv) Public sector stakeholder engagement throughout as a touch stone on relevance and applicability to the Northern Ireland/Ireland contexts.

<sup>1</sup> *Women, Peace and Security, Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000)*, p111, United Nations, 2002, <http://www.un.org/womenwatch/daw/public/eWPS.pdf>,

<sup>2</sup> S/Res/1325 (2000), <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>



- (v) Following analysis of all of the above, development of the Strategic Guide and Toolkit containing explanations of the international context and obligations on women, peace and security rights and equality, explanation of key concepts, and a framework of desired outcomes and recommendations for consideration.

This Strategic Guide and Toolkit covers the international and national context for women, peace and security, perceptions of women affected by the Northern Ireland conflict, analysis of stakeholders' views as well as tools to improve gender awareness and application in policy making and programmes. It is accompanied by examples of practice submitted by the public sector. The Guide includes sets of localised outcomes and recommendations on the five UN women, peace and security themes, around which government departments, agencies, local government and others can build objectives and specific actions. Illustrative indicators are included, along with examples of governance and monitoring arrangements.

#### 1.4 Women and Peacebuilding Project

*Women and Peacebuilding: Sharing the Learning* was a cross-border multi-dimensional initiative that ran over the years 2012-2014 collecting data, experiences and views. Working with community-based women across Northern Ireland and the border counties of Ireland, the project:

- empowered women with the confidence to appreciate their capacity for resilience and their contribution to peacebuilding and conflict transformation;
- offered networking opportunities with women from other conflict zones and expanded awareness of peacebuilding approaches and strategies;
- examined the impact of marginalisation on Roma and refugee/asylum seeking women;
- developed the issues identified by women into Policy Briefs to inform institutional thinking.

#### 1.5 Consultation with women

The project gathered learning from women who lived through conflict and civil unrest in Northern Ireland and Ireland and the subsequent periods of the peace process. Fourteen local seminars were held in different locations along with two regional conferences over the two-year period and an end-of-project conference. These events engaged approximately 800 women who reflected on their experiences of the conflict and identified matters of interest and concern to them. The rich experiences of these women were written up and used to inform this Guide.<sup>3</sup>

#### 1.6 Consultation with statutory departments, agencies and institutions

Twenty-four interviews were carried out with government departments and agencies in Northern Ireland to inform a public sector stakeholder report.<sup>4</sup> A corresponding exercise

<sup>3</sup> WRDA Women and Peacebuilding Project, <http://www.wrda.net/Women-and-Peace-Building.aspx>

<sup>4</sup> B Hinds, D Donnelly, *Women and Peacebuilding: Sharing the Learning Project, Consultation with Statutory Sector Stakeholder, Community Foundation for Northern Ireland*, December 2013



was conducted in Ireland.<sup>5</sup> As part of the process of development of this Guide, a Public Sector Reference Group comprising a number of senior civil servants, commissioners, and chief executives of key non-departmental public bodies in Northern Ireland met to discuss its direction to ensure relevance and applicability. This was mirrored by a similar process in Ireland that saw officials from the Department of Foreign Affairs and the Chair of the 1325 Monitoring Committee in Ireland participating.

### 1.7 Expert Panel

The *Women and Peacebuilding: Sharing the Learning* project was aided throughout by an Expert Panel. This comprised of gender experts who are academics and practitioners from domestic and international non-governmental organisations and was chaired by Professor Monica McWilliams.

### 1.8 Baseline Study

The project partners conducted a Baseline Study to inform the project.<sup>6</sup> The Baseline Study reviewed information relevant to the principles of UNSCR 1325 and the UK and Ireland National Action Plans on 1325. It reviewed the policies of the main institutions active on 1325 and analysed current initiatives. It identified gaps and opportunities in an implementation process in Northern Ireland and assessed models from elsewhere that would be of benefit to this process. The Baseline Study informed the development of this Strategic Guide and Toolkit for *Developing and Applying Women, Peace and Security Practice in Northern Ireland and Ireland*.

<sup>5</sup> S Lynch, *Inputs from Statutory Organisations and CSOs in the South of Ireland for the Gender and Peacebuilding Toolkit for UNSCR 1325 for Peace III Project*, Community Foundation for Northern Ireland, February 2014

<sup>6</sup> K McMinn, C O'Rourke, *Baseline Study on UNSCR 1325, Women and Peacebuilding: Sharing the Learning*, Community Foundation for Northern Ireland, December 2012



## CHAPTER 2

### NORTHERN IRELAND/IRELAND: RELEVANCE AND ROLE OF UNSCR 1325

#### 2.1 Introduction

This chapter provides information on the international context and obligations for women's human rights and gender equality in relation to women, peace and security. It refers to the EU and Member State implementation of international standards and outlines UK and Ireland UNSCR1325 mechanisms for the implementation of the international resolution. It analyses the relevant Northern Ireland and Ireland domestic strategies and obligations and the relationship of these to UNSCR 1325 principles and the application of women, peace and security frameworks.

#### 2.2 UNSCR 1325

UNSCR 1325 recognises that women's and girls' experiences of armed conflict are different from men's and boys'. The impact of conflict on women and girls is different because of their gender and societal context which makes their security concerns different. So too are women's responses to the conflict, peacebuilding and reconstruction process. Importantly, UNSCR 1325 recognises that women and girls have critical roles to play as active agents in conflict prevention and resolution, peace negotiations, peacebuilding and post-conflict reconstruction.

The Resolution calls for States (and the UN itself) to:

- increase the number of women in decision making and their participation in conflict resolution and peacebuilding;
- protect women and girls in conflict and post-conflict situations, especially from gender-based violence; and
- adopt a gender perspective on peace making, peace keeping and peacebuilding.

UNSCR 1325 is the first of a number of reinforcing resolutions that guide work to promote and protect women in conflict and post-conflict situations.<sup>7</sup> The Security Council adopted these to address its concern about "*persistent obstacles to women's full involvement in the prevention and resolution of conflicts and their participation in post-conflict public life. It acknowledged that the marginalisation of women can delay or undermine the achievement of sustainable peace, security and reconciliation*".<sup>8</sup>

Whilst the UNSCR1325 resolution was adopted in 2000, it gained new focus in 2010 when the UN Secretary General (UNSG) set out global indicators to track implementation and to serve as a common reporting base by UN entities, international and regional organisations

7 UN Security Council resolutions 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013). Resolution 2122 is described as a roadmap for a more systematic approach to the implementation of commitments on women, peace and security: UN Women, Press Release, *UN Security Council adopts new resolution, urges women's full inclusion in peace talks and transitional justice*, <http://www.unwomen.org/en/news/stories/2013/10/press-release-on-adoption-of-wps-resolution>

8 S/2010/173. <http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20S2010%20173.pdf>



and Member States.<sup>9</sup> The UNSG has proposed a high level review on women, peace and security during 2015. The Security Council commitment includes an Action Plan and monitoring framework, based on the following themes:

- (a) **Prevention:** mainstream a gender perspective into all conflict prevention activities and strategies, develop effective gender sensitive early warning mechanisms and institutions, and strengthen efforts to prevent violence against women, including various forms of gender-based violence.
- (b) **Participation:** promote and support women's active and meaningful participation in all peace processes as well as their representation in formal and informal decision-making at all levels; improve partnership and networking with local and international women's rights groups and organisations; recruit and appoint women to senior positions.
- (c) **Protection:** strengthen and amplify efforts to secure the safety, physical or mental health, well-being, economic security and/or dignity of women and girls; promote and safeguard human rights of women and mainstream a gender perspective into the legal and institutional reforms.
- (d) **Relief and recovery:** promote women's equal access to aid distribution mechanisms and services, including those dealing with the specific needs of women and girls in all relief recovery efforts.

In addition, promotion and advocacy to champion and promote women rights and inclusion is a cross-cutting action in the UN resolutions, the EU process and national actions plans, to provide leadership and attention to the implementation of the 1325 principles and approach in all arenas, strategies and policies.

The UNSCR 1325 themes are mapped for Northern Ireland/Ireland below. This mapping appears at the top of each theme in Chapter 4 where they are linked to outcomes and recommendations. The Northern Ireland/Ireland descriptors for the themes are also used in Appendix 1 to situate women's and public sector perspectives on the themes.

9 S/2010/498. <http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20S%202010%20498.pdf>



## Women, Peace and Security Thematic Mapping

| THEME  | UN   | NORTHERN IRELAND/IRELAND  |
|--|--|---|
| <b>1. Prevention, Framework of Security and Rights</b>                   | Mainstream a gender perspective into all conflict prevention activities and strategies; develop effective gender-sensitive early warning mechanisms and institutions; strengthen efforts to prevent violence against women, including various forms of gender-based violence.  | Mainstream a gender perspective into all conflict prevention activities and strategies; provide a secure environment that prevents violence against women; protect and advance women's human rights and gender equality in government strategies.   |
| <b>2. Participation and Representation</b>                               | Promote and support women's active and meaningful participation in all peace processes as well as their representation in formal and informal decision-making at all levels; improve partnership and networking with local and international women's rights groups and organisations; recruit and appoint women to senior positions. | Promote and support women's active and meaningful participation in all post-conflict processes; advance women in formal and informal decision-making; ensure gender balanced political representation; appoint women to senior positions; improve partnership and networking with women's rights organisations. |
| <b>3. Protection, Realisation of Rights, Economic and Social Justice</b> | Strengthen and amplify efforts to secure the safety, physical or mental health, well-being, economic security and/ or dignity of women and girls; promote and safeguard human rights of women and mainstream a gender perspective into the legal and institutional reforms.  | Provide safety and security for women, and address gender-based violence; provide physical and mental well-being, economic opportunity and social justice for women; drive cultural and institutional change to protect and advance women's human rights in practice.   |



| THEME  | UN  | NORTHERN IRELAND/IRELAND  |
|--|---|---|
| <b>4. Relief, Recovery, Reconstruction, Legacy</b> | Promote women's equal access to aid distribution mechanisms and services, including those dealing with the specific needs of women and girls in all relief recovery efforts.  | Ensure gender balance in all mechanisms and arrangements in dealing with the past; apply gendered perspectives when addressing legacies of the past and social and economic reconstruction; include women equally with men in budget and funding considerations as they relate to women, peace and security principles. |
| <b>5. Promotion and Advocacy</b>                   | Champion and promote women's rights and inclusion as a cross-cutting action in the UN resolutions, the EU process and national actions plans, to provide leadership and attention to the implementation of the 1325 principles and approach in all arenas, strategies and policies. | Promote UNSCR 1325 principles and international obligations and standards on women's rights. Champion women rights, inclusion and gender perspectives as a cross-cutting action to give leadership in attending to the implementation of the 1325 principles and approach in all arenas, strategies and policies.       |

### 2.3 Convention on the Elimination of All Forms of Discrimination Against Women

Women, Peace and Security resolutions are part of the broader international legal and policy framework addressing women and girls, including in conflict contexts. These include the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW), under which UN Member States are periodically examined on their progress on women's rights and gender equality by a committee of independent experts. The CEDAW reporting process includes reporting on progress on implementing UNSCR 1325;<sup>10</sup> the *Beijing Platform for Action* (BPfA) which has persuasive force in recommending that States base their policies on "twelve critical areas of concern";<sup>11</sup> and the agreed conclusions of the annual meetings of the UN Commission on the Status of Women (CSW) which in 2013 (CSW57) comprehensively addressed violence against women including in situations of conflict.<sup>12</sup>

The 2014 CSW session (CSW58) on the Millennium Development Goals for women and girls<sup>13</sup> called for gender equality as a stand-alone goal in the post-2015 development

10 CEDAW Convention <http://www.ohchr.org/Documents/ProfessionalInterest/cedaw.pdf>; CEDAW Process <http://www.ohchr.org/EN/HRBodies/CEDAW/Pages/CEDAWIndex.aspx>

11 World Conferences of Women and the Beijing Platform for Women <http://www.unwomen.org/en/how-we-work/intergovernmental-support/world-conferences-on-women>

12 UN Women <http://www.unwomen.org>; UN Commission on the Status of Women <http://www.unwomen.org/en/csw> CSW58 2014 Agreed Conclusions [http://www.un.org/ga/search/view\\_doc.asp?symbol=E/CN.6/2014/L.7](http://www.un.org/ga/search/view_doc.asp?symbol=E/CN.6/2014/L.7)

13 E/CN.6/2014/L.7, *Challenges and achievements in the implementation of the Millennium Development Goals for women and girls, Agreed Conclusions*, 25 March 2014, [http://www.un.org/ga/search/view\\_doc.asp?symbol=E/CN.6/2014/L.7&referer=http://www.unwomen.org/co/csw/csw58-2014&Lang=E](http://www.un.org/ga/search/view_doc.asp?symbol=E/CN.6/2014/L.7&referer=http://www.unwomen.org/co/csw/csw58-2014&Lang=E)



agenda, designing development for peace by integrating women, peace and security in the sustainable development goals and strengthening women's participation in peace processes for sustainable peace and development.<sup>14</sup>

The CEDAW Committee passed a significant recommendation in 2013 covering women in post-conflict contexts<sup>15</sup> reiterating *“the need for a concerted and integrated approach that places the implementation of the Security Council agenda on women, peace and security into the broader framework of the implementation of the Convention and its Optional Protocol”*. The recommendation referred to the Convention's reporting procedure, under article 18, by which States parties *“are required to report on measures that they have adopted to implement the provisions of the Convention, including in conflict prevention, conflict and post-conflict situations .... to consolidate the Convention and the agenda of the Council and therefore broaden, strengthen and operationalise gender equality”*.<sup>16</sup>

The CEDAW Committee recommends that plans and strategies to implement women, peace and security are compliant with the Convention; adequate budgets are allocated for implementation; and implementation reflects substantive equality (i.e. equality outcomes). It also recommends that these take account of the impact of conflict and post-conflict contexts on all the Convention rights; and Governments enhance collaboration with civil society working on women, peace and security.

The Committee recommends that *“States parties should report on the legal framework, policies and programmes that they have implemented to ensure the human rights of women in conflict prevention, conflict and post-conflict situations. States parties should collect, analyse and make available sex-disaggregated statistics, in addition to trends over time, concerning women, peace and security. States parties' reports should address actions inside and outside their territory in areas under their jurisdiction .... insofar as they concern women and conflict prevention, conflict and post-conflict situations”*.<sup>17</sup>

## 2.4 EU Implementation - Women, Peace and Security

Building on European Union's (EU) gender equality instruments and policies, the Council of the EU adopted the *Comprehensive Approach to EU Implementation on women, peace and security*,<sup>18</sup> followed by indicators agreed in 2010.<sup>19</sup> EU attention is increasingly focused on effective implementation, monitoring and evaluation.

The Comprehensive Approach recognises that the equal participation of men and women *“is both an essential goal and means to help prevent and resolve conflicts and promote*

14 S Neuman, Report on the 58th Session of the Commission on the Status of Women, March 10-21 2014, Peacewomen, [http://www.peacewomen.org/assets/file/csw58report\\_final\\_april25.pdf](http://www.peacewomen.org/assets/file/csw58report_final_april25.pdf)

15 CEDAW/C/GC/30, General Recommendation No.30 on women in conflict prevention, conflict and post-conflict situations, CEDAW Committee, 1 November 2013, <http://www.ohchr.org/Documents/HRBodies/CEDAW/GComments/CEDAW.C.CG.30.pdf>

16 CEDAW/C/GC/30, General Recommendation No.30, III Application of the Convention to conflict prevention, conflict and post-conflict situations, D Convention and Security Council agenda on women, peace and security, paras 26 & 27, p7.

17 CEDAW/C/GC/30, General Recommendation No.30, V Conclusion A Monitoring and Reporting, para 83, pp23-24.

18 Council of the European Union 15671/1/08, Comprehensive Approach to EU Implementation of UNSCR 1325 and 1820 on women, peace and security, 1 December 2008, [http://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/hr/news187.pdf](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/hr/news187.pdf)

19 Council of the European Union 11948/10, 14 July 2010, [https://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/hr/news272.pdf](https://www.consilium.europa.eu/ueDocs/cms_Data/docs/hr/news272.pdf)



*a culture of inclusive and sustainable peace.” It acknowledges “[t]here is a close link between the prevention of sexual and gender-based violence and the opportunities made available to women to participate politically, to achieve a sustainable livelihood and to feel secure in their communities during and after conflict.” It stresses the importance of women’s equal and full participation as **active agents** in conflict resolution, peacebuilding and post-conflict reconstruction.<sup>20</sup>*

“The EU considers peace processes as opportunities to promote women’s empowerment, gender equality, gender mainstreaming and respect for women’s rights within resulting peace agreements and in its interventions will seek to ensure that these issues are integrated and prioritised in the subsequent peace building and post conflict reconstruction phase.”

European Council<sup>21</sup>

The Comprehensive Approach established a Women, Peace and Security Task Force to promote a coherent approach on gender equality and security across relevant Council Secretariat and Commission services and EU Member States. An open exchange between Member States on national implementation is organised annually to share best practices and identify joint interests taking into account difficulties encountered and lessons identified for the future.<sup>22</sup>

## 2.5 National Implementation - Women, Peace and Security

National implementation of UNSCR 1325 is through 1325 National Actions Plans (NAPs).<sup>23</sup> In the main, NAPs are a new and still evolving process, “living documents” that are reviewed and adjusted over time with the engagement of multiple stakeholders. Minimum standards are: clearly defined outputs and impact, an allocated budget, clear lines of responsibility, timelines, coordinating or oversight bodies, transparent reporting and monitoring mechanisms and substantive civil society involvement.<sup>24</sup>

## 2.6 UK/Northern Ireland/Ireland

There is an Associate Parliamentary Group on Women, Peace and Security in Westminster, an All Party Group on UNSCR 1325 in the Northern Ireland Assembly and a UNSCR 1325 National Action Plan Monitoring Committee in Ireland. The UK and Ireland have 1325 National Action Plans, and the Belfast Good Friday Agreement enshrined

20 Council of the European Union 15671/1/08 Rev 1, pp2-3 paras1 & 2.

21 Council of the European Union 15671/1/08, p13 para 25.

22 Council of the European Union 15671/1/08, p15 para 28.

23 Europe leads the world’s regions in adopting NAPs with 24 European countries having NAPs, among them the UK and Ireland.

24 S Dharmapuri, A Survey of UN 1325 National Action Plan Mechanisms for Implementation, Monitoring, Reporting and Evaluation, Carr Centre for Human Rights Policy, Harvard Kennedy School of Government, November 2011; E Danielsson, Ranking the Nordic National Action Plans for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security, undated; EPLO, UNSCR 1325 in Europe: 21 case studies of implementation, 2010; JM Fritz, S Doering, F Belgin Gumru, Women, Peace, Security and National Action Plans, Journal of Applied Social Science, Spring 2011.



specific commitments to women on political and public life, in addition to the range of rights, safeguards and opportunities.<sup>25</sup>

“The parties affirm their commitment to the mutual respect, the civil rights and the religious liberties of everyone in the community. Against the background of the recent history of communal conflict, the parties affirm in particular:

- the right to equal opportunity in all social and economic activity, regardless of class, creed, disability, gender or ethnicity;
- the right of women to full and equal political participation.”

**Belfast/Good Friday Agreement Human Rights Commitments<sup>26</sup>**

*Ireland's National Action Plan for Implementation of UNSCR 1325*, reviewed in 2013, includes a domestic/island application with actions related to refugees/asylum seekers from areas affected by conflict living in Ireland and to Northern Ireland.<sup>27</sup> The *UK Government National Action Plan on UNSCR 1325 Women, Peace and Security*, also reviewed in 2013, focuses on international work in specific jurisdictions and does not have a domestic application element.<sup>28</sup>

The UK's Seventh Periodic Report on CEDAW<sup>29</sup> acknowledged *‘there are no plans to integrate provisions relating to the implementation of UNSCR 1325 in Northern Ireland into the UK's National Action Plan. Nevertheless, some aspects of UNSCR 1325, such as women's participation in peace building and political processes, are relevant to all states. Also, the UK Government will continue to work towards increasing the representation of women in Northern Ireland in public and political life.’*<sup>30</sup>

The CEDAW Committee concluded that it remained *‘concerned at the low representation of women in the post-conflict processes in Northern Ireland and the failure to fully implement Security Council Resolution 1325 (2000).’*<sup>31</sup> It urged the UK Government to

25 The Agreement, 10 April 1998. The Agreement also addressed decommissioning, security, policing and justice, prisoners and victims. <https://www.gov.uk/government/publications/the-belfast-agreement>

26 The Agreement, Rights Safeguards and Equality of Opportunity, Human Rights, Para 1, 1998.

27 B Hinds, K McMinn, Mid-Term Progress Report, Implementation of Ireland's National Action Plan for UNSCR 13225, 2001-2014, Department of Foreign Affairs, May 2013, <https://www.dfa.ie/media/dfa/alldfawebsitesmedia/ourrolesandpolicies/int-priorities/Progress-Report-UNSCR-1325.pdf>

28 UK National Action Plan on Women, Peace & Security, Final Annual Review, Foreign and Commonwealth Office, October 2013, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/259411/NAP\\_Review\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/259411/NAP_Review_2013.pdf)

29 United Nations CEDAW, United Kingdoms' Seventh Periodic Report, Submitted June 2011. [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/85456/7th-cedaw-report.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/85456/7th-cedaw-report.pdf)

30 UK Seventh Periodic Report, p61, para 301.

31 CEDAW/C/GBR/CO/7, UK Concluding Observations, 26 July 2013, para 42. <http://www.wrda.net/Documents/CEDAW%20Committee's%20examination%20of%20the%20UK%20government%202013.pdf>

32 CEDAW/C/GBR/CO/7 26 July 2013, para 43.



*'ensure the participation of women in the post-conflict process in Northern Ireland, in line with Security Council Resolution 1325 (2000).'*<sup>32</sup>

Concluding observations in 2013 to the UK, including Northern Ireland, covered temporary special measures to address under-representation of women in decision-making positions, participation in political and public life, violence against women, economic empowerment, health, women in prison, socio-economic disadvantage and multiple discrimination. The Committee expressed concern that Northern Ireland does not have the same remit of equality protections as in Britain.<sup>33</sup>

## 2.6 Domestic gender strategies and UNSCR 1325

In Ireland the *National Women's Strategy 2007–2016* links with the twelve “critical areas of concern” included in the Beijing Platform for Action 1995. Domestic, overseas and international objectives are brought together demonstrating Ireland's consistent approach to applying policies to advance women and gender equality at home and abroad. A key learning in developing the *National Women's Strategy* is that the achievement of the objectives “requires an increased awareness of gender mainstreaming within public policy formulation”, understanding that this encompasses not just the role of women but “the impact of all policy from the perspective of both the male and the female population of Ireland”. The strategy outlines multiple actions to combat violence against women in Ireland, to address trafficking of women and children, and to increase the number of women in decision-making positions in Ireland.<sup>34</sup>

Ireland's *National Strategy on Domestic, Sexual and Gender-based Violence 2010–2014* sets the framework for tackling violence against women, including people living in Ireland who may have encountered sexual violence as a weapon of conflict or other forms of gender-based violence in other countries.<sup>35</sup>

The Northern Ireland *Gender Equality Strategy 2006-2016* is the Northern Ireland Executive's primary mechanism to tackle gender inequality and mainstream gender equality.<sup>36</sup> Supported by departmental action plans, with separate plans for women and men, the strategy recognises that “treating men and women the same - that is being ‘gender neutral’ - is not the solution to eradicating gender inequality.” The strategy identifies peacebuilding as an area for action and it directly relates this to the “critical areas of concern” identified as part of the Beijing Platform for Action (BPA) including: violence against women, effects of armed conflict or other kinds of conflict on women, and promotion and protection of the human rights of women. The strategy also acknowledges the relationship of UNSCR 1325 and the BPA. In doing so there is a recognition of the importance of women, peace and security principles in transition from conflict.

<sup>33</sup> The additional protection for women in Britain comes under the Single Equality Act 2010 which does not apply to Northern Ireland. The Committee also noted that the mandate of the national machinery for equality, the UK Government Equalities Office, does not extend to Northern Ireland, CEDAW/C/GBR/CO/7 26 July 2013, para 28.

<sup>34</sup> Department of Justice and Equality, *National Women's Strategy 2007- 2016*,

<sup>35</sup> Department of Justice and Equality, *National Strategy on Domestic, Sexual and Gender-based violence 2010-2014*

<sup>36</sup> The Gender Equality Strategy <http://www.ofmdfmi.gov.uk/index/equality-and-strategy/equality-human-rights-social-change/gender-equality/gender-equality-strategy-2006-2016.htm>



Among the strategy's peacebuilding objectives are the achievement of better data collection; gender balance in government appointments; active and equal participation of women and men in peacebuilding, civil society, economy and government; and economic equality. The strategy also seeks to eliminate gender-based violence.

Northern Ireland's domestic and sexual violence strategy, *Stopping Domestic and Sexual Violence and Abuse in Northern Ireland 2013-2020*, has five strands covering twenty-eight priority areas. The strands focus on driving change through leadership and partnership, prevention and early intervention, delivering change through responsive services, support to achieve equality of access and positive outcomes, and response and timely protection, and justice.

### 2.7 Statutory Equality Duties & UNSCR 1325

The *Northern Ireland (1998) Act* underpinning the Belfast/Good Friday Agreement created the Northern Ireland Human Rights Commission and the Equality Commission for Northern Ireland<sup>37</sup>. The legislation, implementing the Agreement's proposals, placed a statutory equality duty (Section 75) on public authorities which obliges them to pay due regard to the need to promote equality of opportunity across nine equality grounds. The 1998 Agreement also led to Ireland establishing a Human Rights Commission in addition to the existing Equality Authority and introducing the *Equal Status Act 2000* covering nine equality grounds. More recently these two organisations have merged to form the Irish Human Rights and Equality Commission.

“It is envisaged that there would be a joint committee of representatives of the two Human Rights Commissions, North and South, as a forum for consideration of human rights issues in the island of Ireland.”

#### Belfast/Good Friday Agreement Human Rights Commitments<sup>38</sup>

In guidance on the implementation of statutory s75 equality duties the Equality Commission for Northern Ireland (ECNI) aims to shift the focus of attention to equality of opportunity from process to outcomes. This is in line with international obligations under CEDAW whose Committee noted with concern the varying levels of understanding of the concept of substantive equality that resulted only in the promotion of equality of opportunity and equal treatment, and of gender neutrality in the interpretation of statutory equality duties in the UK. The CEDAW Committee advocates results-based and action-oriented equality schemes, mainstreaming gender equality into all policies and processes and awareness raising to broaden understanding of the content and meaning of substantive equality to achieve the practical realisation of equality between women and men as CEDAW requires. The Committee also recommends the development of mechanisms and

<sup>37</sup> The Northern Ireland Human Rights Commission was newly created under the legislation. The Equality Commission was created by merging four existing equality bodies into one.

<sup>38</sup> The Agreement, Rights Safeguards and Equality of Opportunity, Human Rights, Para 10, 1998.



capacity to monitor implementation, evaluate results and ensure accountability.<sup>39</sup> The ECNI suggests that areas that are most critical to equality and where the greatest inequality exists should be identified and public authorities should set outcomes to address these inequalities.<sup>40</sup> Within the area of peace building a number of inequalities affecting women in Northern Ireland have been identified and documented not least in the CEDAW monitoring and in the voices of women who participated in the *Women and Peacebuilding: Sharing the Learning* project. UNSCR 1325 and its strategic monitoring arrangements provide an opportunity to identify outcomes for women, and for the benefit of society in general, in Northern Ireland that cut across all s75 categories. Such an approach would mean that delivery on the peacebuilding outcomes would also deliver the respective s75 duties for women.

**Q: How does UNSCR 1325 relate to s75?**

**A: A focus on 1325 - women, peace and security - will help delivery of s75 duties for women and meet international obligations.**

## 2.8 Domestic Monitoring Arrangements

A Monitoring Group was formed to oversee the implementation of *Ireland's National Action Plan for the implementation of UNSCR 1325 (NAP)*.<sup>41</sup> The Monitoring Group comprises representatives from a range of government departments and agencies including the Defence Forces and An Garda Síochána, civil society groups and academia. Membership is split 50/50 between government and non-government representatives. The aim is to have the group comprise of individuals with experience and expertise on issues relevant to UNSCR 1325.

It is chaired by an independent appointee from outside government and meets twice yearly to consider three main issues: review the progress of the NAP; keep up-to-date with emerging issues and policies related to UNSCR1325; and make recommendations for new objectives based on lessons learned. The Department of Foreign Affairs and Trade has the responsibility for monitoring issues identified through the NAP process.

Whilst there is not a matching arrangement in Northern Ireland to oversee gender equality, there are examples elsewhere within Northern Ireland Departments, such as the Department of Justice and the Department of Health and Social Services and Public Safety governance arrangements for the domestic and sexual violence strategy.

39 CEDAW/C/UK/CO/6, UK Concluding Observations, pp4-5, paras 264-265, 10 July 2008, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N09/555/92/PDF/N0955592.pdf?OpenElement>

40 Realising outcomes from the Section 75 Equality Duties: Advice to Public Authorities, Equality Commission for Northern Ireland, March 2011, <http://www.equalityni.org/ECNI/media/ECNI/Publications/Employers%20and%20Service%20Providers/RealisingOutcomesfromS75AdvicetoPAs2011.pdf?ext=.pdf>

41 Ireland's National Action Plan for the Implementation of UNSCR 1325, 1011-2014: <https://www.dfa.ie/media/dfa/alldfawebstemedial/ourrolesandpolicies/int-priorities/National-Action-Plan-UNSCR-1325.pdf>



## 2.9 Business Benefits - Women's Inclusion

*The under-representation of women in senior roles and at board level impacts the performance, governance and reputation of companies, as they fail to attract and retain the widest possible range of talent.*

Women on Boards Davies Review Annual Report 2014

There is a clear focus within the senior management of the Northern Ireland Civil Service (NICS) on the benefits of gender balance both within the senior ranks of the Civil Service and on public boards. Whilst the achievement of diverse workplaces and boards is a desirable goal, a primary focus is to improve business by ensuring that a range of perspectives is included in decision-making.

This view is supported by a growing body of international research which recognises that gender balance makes good business sense. Such evidence, whilst dealing mainly with private sector business performance, may also be applicable to the performance of public sector bodies and community based organisations. The issues are similar: maximise the effectiveness of decision-making and business performance through the full use of the talent pool available.

Studies have demonstrated that having a range of different perspectives results in better business performance;<sup>42</sup> with the studies showing that there is a relationship between women's representation on boards and improved performance in a range of areas including financial, environmental, social and governance. These studies also show that companies with a "critical mass" of female executives perform better than those with no women in top management positions.<sup>43</sup> To illustrate this point one particular study<sup>44</sup> was able to show that profit margins are significantly larger in companies that have at least three women directors, and that both male and female directors were more active when at least three women directors were in attendance. Similarly, another study demonstrated that on average, for every £1 invested in a business, those with all-male boards have a loss of 2% on their investment and those with two or more women make a return of 6% on their investment.<sup>45</sup>

One explanation of the improved performance comes from studies on the leadership behaviours of women and men. The study<sup>46</sup> analysed leadership behaviours used more by women, those used more by men, and those used equally by women and men. They

42 Women Matter, McKinsey & Company, 2007

43 Alice H. Eagly, Johannesen-Schmidt, and Van Engen, Transformational, Transactional, and Laissez-Faire Leadership Styles, 2003; McKinsey analysis

44 Does the Gender of Directors Matter?, Miriam Schwartz-Ziv January 8, 2013

45 Mining for talent 2014: A review of women on boards in the mining industry

46 Alice H. Eagly, Johannesen-Schmidt, and Van Engen, Transformational, Transactional, and Laissez-Faire Leadership Styles, 2003



found that, typically, the behaviours women use include: people development, expectations and rewards, role model, inspiration and participative decision-making. The authors argue that these can be translated into elements of successful business performance such as direction, accountability, capacity development, team leadership, productive working environment and values. The elements of a successful business that men's leadership behaviours typically affect are co-ordination and control, and external orientation.

Such studies and analyses reinforce the importance of increasing women's participation in public and private business, yet women are still outnumbered and are increasingly so as they rise through the hierarchy of organisations. A challenge for all involved is not only to address glass ceilings, but the leak at each key point in the pipeline that supplies those that occupy the top positions.

### 2.10 Women's and Public Sector Perspectives

A summary of the concerns and perspectives of the almost 800 women who participated in the *Women and Peacebuilding: Sharing the Learning* project are summarised in **Appendix 1**. A summary of the analysis of the consultation with the public sectors is also included in this appendix. These have been presented within the themes set out in accordance with the Northern Ireland/Ireland Women, Peace and Security Thematic Mapping table in section 2.2.



## CHAPTER 3

### GENDER PERSPECTIVES: KEY CONCEPTS AND TERMS

#### 3.1 Introduction

This chapter sets out to increase understanding of the key terms and approaches that are used to embed gender equality and greater realisation of women's human rights. The descriptions include gender, gender equality, gender analysis, gender perspective, gender mainstreaming and gender budgeting.<sup>47</sup> These are further explained by a number of tools in the appendices which also show how these work in practice. The chapter responds directly to the need identified by some policy makers to develop more awareness and accuracy on the difference between these concepts which should also enable them to apply and mainstream gender equality more effectively.

Women's participation is just the starting point. Designing policy that takes account of gender analysis, gender perspectives and gender impacts, and that evidences delivery of positive benefits for women and men equally is more than participation.

#### 3.2 Gender

Often gender is taken to mean male and female, and gender analysis often refers to the difference between men and women. However the issue of gender and gender perspectives is more than the difference between the sexes.

Gender refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures, and the expectations held about the characteristics, aptitudes and likely behaviours of women and men (femininity and masculinity). Gender roles and expectations are learned. They can change over time and they vary within and between cultures. *"The socially constructed roles as ascribed to women and men, as opposed to biological and physical characteristics. Gender roles vary according to socio-economic, political and cultural contexts, and are affected by other factors, including age, race, class and ethnicity. Gender roles are learned and are changeable."*<sup>48</sup>

The concept of gender needs to be understood clearly as a cross-cutting socio-cultural variable. It is an overarching variable in the sense that gender can also be applied to all other cross-cutting variables such as race, class, age, ethnic group, etc. In using a gender approach the focus is not on individual women and men but on the system which determines gender roles and responsibilities, access to and control over resources, and decision-making potentials.<sup>49</sup>

47 In addition to the references sources, this work also drew on Source: <http://peacewomen.org/pages/about-1325/key-gender-terms>,

48 United Nations, Women, Peace and Security, Study submitted by the Secretary-General pursuant to Security Council Resolution 1325 (2000), p4, 2002, <http://www.un.org/womenwatch/daw/public/eWPS.pdf>

49 UN Factsheet, Important concepts underlying gender mainstreaming, <http://www.un.org/womenwatch/osagi/pdf/factsheet2.pdf>



### 3.3 Gender Equality

Gender equality “*Is a goal to ensure equal rights, responsibilities and opportunities of women and men, and girls and boys, which has been accepted by Governments and is enshrined in international agreements and commitments.*”<sup>50</sup> Progress is made through according equal consideration to the interests, needs and priorities of women and men - this does not imply non-differentiation between the sexes, but rather the elimination of adverse discrimination based on sex, dismantling of barriers to availing of opportunities and promotion of measures to redress gender disadvantage.<sup>51</sup>

Equality between women and men has both quantitative and qualitative aspects. The quantitative aspect refers to the desire to achieve equitable representation of women – increasing balance and parity, while the qualitative aspect refers to achieving equitable influence on establishing priorities and outcomes for women and men.<sup>52</sup> **Appendix 2** outlines eight principles as the starting point for effective work towards gender parity.<sup>53</sup>

### 3.4 Gender Analysis

Whilst analysis and collection of data based on sex is critically important to policy development and review processes, gender analysis should not only focus on the differences between the sexes, but also on the relevant societal context, including the multi-dimensional nature of the differences. A focus on gender not only reveals information about women’s and men’s different experiences, it also sheds light on ingrained assumptions and stereotypes about men and women, the values and qualities associated with each, and the ways in which power relationships can change.

Gender analysis is the first critical step in gender-responsive planning, budgeting and programming. It

- Involves the collection and analysis of sex-disaggregated information:
- Examines the differences and commonalities and interactions between women and men.
- Examines women’s and men’s specific activities, conditions, needs, access to and control over resources, and access to development benefits and decision-making.
- Studies the linkages of these and other factors in the larger social, economic, political and environmental context.

50 UN, WPS Sec-Gen Study, p4 quoting UN Office of the Special Advisor on Gender Issues and Advancement of Women, *Gender Mainstreaming: An overview*, (New York, United Nations, 2001), p1.

51 Definition used by United Nations Population Fund, UNFPA

52 UN Factsheet, *Important concepts underlying gender mainstreaming*, <http://www.un.org/womenwatch/osagi/pdf/factsheet2.pdf>

53 Based on the eight guiding principles in UNESCO’s Gender Mainstreaming Implementation Framework (GMIF) for 2002-2007, p9, <http://unesdoc.unesco.org/images/0013/001318/131854e.pdf>



Gender analysis explores women's and men's differences (e.g. experiences, knowledge, talents and needs) so that policies, programmes and projects can identify and meet their different needs.<sup>54</sup> To conduct a gender analysis the core issues to be addressed include: (i) women's and men's roles; (ii) factors that shape gender roles and the gender division of work; (iii) access to and control over resources and opportunities and their system of distribution; (iv) access to and participation in decision-making processes; (v) men's and women's practical and strategic needs and interests.<sup>55</sup> **Appendix 3** provides a short guide on steps to consider in undertaking a gender analysis.

In considering peacebuilding and emergence from conflict, it is recognised that societies need to understand the differing experiences of women and men as part of the conflict and their needs post conflict.

### 3.5 Gender Perspective

Gender perspective means considering the analysis of the impact of gender on people's opportunities, social roles and interactions. Existing gender disparities in aspects of life such as employment, poverty, education, conflict prevention, safety and security, public life and decision-making must be considered to understand the immediate needs, as well as the long-term interests, of women and men. A gender sensitive understanding of policy, programme or process will expose gender-based differences in status, power and benefits. **Appendix 4** provides a short summary of what gender perspective is and is not.

An approach that has been used in an attempt to address issues of stereotyping is the concept of gender neutrality. In some instances this has developed to positively open up potential career options, for example terms such as fire fighter. However, there are risks if this concept is carried over to public policy where decisions and actions have to be gender aware – where differences of impacts upon men and women need to be recognised and acted upon. For example, the pitfalls of 'gender neutrality' can be seen concretely in gender-based violence. An increasing number of men's groups and commentators argue that violence in intimate relationships should be treated as gender neutral, the underlying assumption being that women's violence against men is pervasive and equivalent to men's violence against women. On the contrary, the structural inequalities of power between women and men in economic, social and cultural spheres form the broader context in which violence against women needs to be understood. The weight of evidence globally is that men are the perpetrators of violence in intimate relations over 90% of the time. It is essential that organisations and individuals working on violence in intimate relationships address the gender-based inequalities of power which underpin violence.

54 Drawn from UNESCO's Gender Mainstreaming Implementation Framework (GMIF) for 2002-2007, p10, <http://unesdoc.unesco.org/images/0013/001318/131854e.pdf>

55 Drawn from UNESCO's Gender Mainstreaming Implementation Framework (GMIF) for 2002-2007, pp10-11, <http://unesdoc.unesco.org/images/0013/001318/131854e.pdf>



### 3.6 Gender Mainstreaming

Mainstreaming is a process, rather than a goal. It consists of bringing what can be seen as marginal into the core and main policy development and decision-making process.<sup>56</sup>

Gender mainstreaming is not achieved by adding a women's or gender equality component to an existing activity, or by simply increasing women's participation. It entails bringing women's as well as men's perceptions, experience, knowledge and interests to bear on policy-making, planning and decision-making including on the financial allocations that deliver on decisions.

Gender mainstreaming is *“the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”*<sup>57</sup>

The *Beijing Platform for Action* (1995) established the mandate for mainstreaming as the main global strategy for promoting gender equality in all the critical areas of concern, including in relation to women affected by conflict. Mainstreaming involves seeing gender equality perspectives as relevant in analysis, data collection and other activities to ensure that all processes take into account the contributions, priorities and needs of the entire stakeholder group, women as well as men. Gender needs to be mainstreamed into research, analysis, policy development as well as operational activities and in all areas of peace support operations.<sup>58</sup>

**Appendix 5** identifies what could be considered and addressed for effective gender mainstreaming.

### 3.7 Gender Budgeting

There are a number of tools that have been used successfully in other jurisdictions to mainstream gender into policy frameworks. Gender responsive budgeting is one such tool and is defined by the Council of Europe as *“Gender responsive budgeting is an application of equality mainstreaming in the budgetary process. It means a gender based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.”*<sup>59</sup>

56 Based on UNESCO's Gender Mainstreaming Implementation Framework (GMIF) for 2002-2007, p5, <http://unesdoc.unesco.org/images/0013/001318/131854e.pdf>

57 Agreed Conclusions 1997/2, 33rd Meeting of the UN Economic and Social Council, 18th July 1997. Report to the General Assembly of the Economic and Social Council 1997 A/52/3, 18 September 1997, <http://www.un.org/documents/ga/docs/52/plenary/a52-3.htm>; Chapter 4 Extract on Gender Mainstreaming <http://www.un.org/womenwatch/daw/csw/GMS.PDF>

58 Factsheet on *The Development of the Gender Mainstreaming Strategy*, <http://www.un.org/womenwatch/osagi/pdf/factsheet3.pdf>

59 [http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/EG-S-GB\(2004\)RAPFIN\\_en.pdf](http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/EG-S-GB(2004)RAPFIN_en.pdf)



Gender responsive budgeting involves all stages of the budgetary and policy process and seeks to raise awareness of the impact of governmental decisions on women by identifying the implications of public finance decisions which are often presented as gender neutral. Gender-based budgeting presupposes a robust gender analysis and assessment of budgets and policies and thus seeks to make the impact of budgets and policies on women more visible and transparent. Gender responsive budgeting is an integral element in gender mainstreaming. A short guide to gender budgeting tools can be found in **Appendix 6**.

### 3.8 Practice Examples

**Appendix 8** provides a range of illustrative practice examples from the public sector in Northern Ireland. These demonstrate the work underway and offer guidance to government departments and organisations on the application of gender perspectives, gender responsive budgeting, encouraging participation and addressing women's security and safety issues.



## CHAPTER 4

### WOMEN PEACE AND SECURITY STRATEGIC THEMATIC FRAMEWORK: OUTCOMES AND RECOMMENDATIONS

#### 4.1 Introduction

This chapter outlines a Strategic Thematic Framework for Women, Peace and Security incorporating outcomes and recommendations that are in line with 1325 principles and themes in the Security Council resolutions and the UN and EU monitoring frameworks. This Women, Peace and Security Strategic Thematic Framework situates the principles and themes in the context of the Northern Ireland conflict to arrive at relevant localised outcomes and recommendations. The outcomes and recommendations are informed by previous chapters, and particularly by the women and public sector stakeholders' perspectives in **Appendix 1**.

This Guide can inform the Northern Ireland *Gender Equality Strategy* and its departmental action plans, as well as other strategies and policies, on how these might take account of women, peace and security. It can equally inform future iterations of *Ireland's National Action Plan for Implementation of UNSCR 1325*, which includes actions and indicators in relation to the conflict on the island of Ireland. This Strategic Thematic Framework will allow the UK Government and the Northern Ireland Executive to meet their obligations on women, peace and security under CEDAW.

The purpose is to assist political leaders and policy makers in delivering to women, and therefore communities generally, on the peace commitments and benefits resulting from the Belfast/Good Friday Agreement, its outworkings and post-conflict developments. The outcomes and recommendations can be adapted to fit particular bodies and circumstances, and can be used by the range of public actors: government departments, local government, non-departmental public bodies, policing and security bodies and local neighbourhood committees. They are also useful to political leaders. **Appendix 7** provides an illustrative list of potential indicators which have been drawn from the UN and EU monitoring frameworks.

The following are outcomes and recommendations according to the five women, peace and security themes for the consideration of the UK and Irish governments, the NI Executive, local government, public agencies and arms length bodies. Where relevant, particular organisations have been identified.



## 4.2 Prevention, Framework of Security and Rights

| THEME  | UN  | NORTHERN IRELAND/IRELAND  |
|--|---|---|
| <b>1. Prevention, Framework of Security and Rights</b> | Mainstream a gender perspective into all conflict prevention activities and strategies; develop effective gender-sensitive early warning mechanisms and institutions; strengthen efforts to prevent violence against women, including various forms of gender-based violence. | Mainstream a gender perspective into all conflict prevention activities and strategies; provide a secure environment that prevents violence against women; protect and advance women's human rights and gender equality in government strategies. |

**Goal 1: Prevention of conflict through gender sensitive strategies and support for women's and girls' human rights.**

### OUTCOMES

1. **Clear and visible leadership on women, and their essential contribution to peace and security issues.**
2. **All available governmental and inter-governmental mechanisms, across all sectors, used to deliver effective gender sensitive programmes to build and sustain peace.**
3. **Raised awareness of relationship between national and international equality and human rights obligations and UNSCR1325 by senior civil servants and senior executives in NDPBs.**
4. **Improved human rights protections for women.**
5. **All impediments are removed to provide for an environment where women feel safe in their communities and feel able to have their voices heard.**
6. **Effective models of women's engagement in strategy development and governance are replicated across the public sector.**

### RECOMMENDATIONS

1. The office of the First Minister and deputy First Minister should make a statement of commitment to address the needs and interests of women during transition from



and post conflict. The *Gender Equality Strategy* should incorporate the principles and thematic framework that address prevention, participation, protection, reconstruction and legacy, and advocacy in support of women, peace and security. It should be supported by robust departmental Gender Action Plans with identifiable budgets, targets with timetables and monitoring arrangements with an annual reporting mechanism to the Executive.

2. Gender perspectives should be included in, and inform, all peace building strategies, institutions and arrangements. A clear commitment to women's inclusion in all conflict resolution and transition/post-conflict transformation arrangements should be evident. Furthermore, the role and contribution of women to peacebuilding throughout the 'troubles' and into the post-conflict period should be recorded, recognised and built upon.
3. The Northern Ireland Executive, the office of the First Minister and deputy First Minister, the Northern Ireland Human Rights Commission and the Equality Commission for Northern Ireland should put in place effective mechanisms to raise awareness on women's human rights and gender equality in peace and security matters. As public authorities move to a more outcome focused approach to the implementation of s75, gender should be treated as an issue that cuts across all other dimensions of equality.
4. Comprehensive training should be provided for senior governmental and non-departmental executives on the international gender equality and human rights obligations, including the principles of UNSCR 1325 and the reinforcing resolutions.
5. The North South Ministerial Council should progress the commitments and spirit of the Belfast/Good Friday Agreement on women's participation and gender perspectives. Where appropriate, the Northern Ireland Executive and the Irish Government should seek to develop a synergy between the respective women/gender equality strategies so that both governments can clearly demonstrate delivery of peace benefits for women.
6. A future Bill of Rights for Northern Ireland, proposed in the Belfast/Good Friday Agreement and the St Andrews Agreement, should offer increased protection and promotion of women's human rights including participation in political and public life and freedom from gender-based violence and abuse.
7. Provision should be made by government representatives and officials at all levels to empower women and increase their capacity and advocacy to promote women's human rights and directly assist in the development of gender perspectives in policy making and strategic planning. Political representatives and government/local government officials should make provision for women to be included in local/



community decision-making and ensure they hold meetings with local women/ women's groups and organisations when visiting local communities.

8. Those involved in community safety and peacebuilding programmes should address the fears of women at community level on issues such as the continuing influence of paramilitaries, anti-social activities, and drugs. Officials and public representatives should work with local women to establish an environment free from paramilitary influence and to provide a secure environment in which women feel safe to live and take on active roles and leadership.
9. Gender specific data should be improved across government departments and arms length bodies, and gender disaggregated data and analysis should be available for the development and monitoring of any new strategy. Gender responsive budgeting and analysis should be developed and made available to assist in the delivery of policy outcomes and plans.
10. Public representatives and officials should encourage greater collaboration between community/voluntary organisations, researchers and the public sector by developing a framework using the five substantive themes (prevention, participation, protection, reconstruction, and advocacy) to monitor the extent to which women's participation, mainstreaming of gender perspectives, and gender responsive analysis and budgeting are included within their area of work.

#### 4.3 Participation and Representation

| THEME                                      | UN   | NORTHERN IRELAND/IRELAND  |
|--|--|---|
| <b>2. Participation and Representation</b> | Promote and support women's active and meaningful participation in all peace processes as well as their representation in formal and informal decision-making at all levels; improve partnership and networking with local and international women's rights groups and organisations; recruit and appoint women to senior positions. | Promote and support women's active and meaningful participation in all post-conflict processes; advance women in formal and informal decision-making; ensure gender balanced political representation; appoint women to senior positions; improve partnership and networking with women's rights organisations. |



**Goal 2: Women participate equally with men; and gender equality is promoted in decision-making processes.**

### OUTCOMES

1. **Within five years a significant increase in women's representation in political and public life.**
2. **Women fully and equally participating in politics, decision-making, leadership, management, peacebuilding strategies, programmes and activities, public sector reform, peacebuilding negotiations, governance and implementation of locally negotiated cross community/peace agreements.**
3. **A substantial increase in the participation of women in the new local government arrangements including community planning.**
4. **The reestablishment of the Civic Forum in Northern Ireland and the establishment of the North South Consultative Forum, both with gender balanced representation.**

### RECOMMENDATIONS

1. A commitment to increase the number of women in decision-making positions should be stated in Programmes for Government and complemented by a range of measurable actions. Actions by the governments, political parties and local authorities in Northern Ireland and Ireland should tackle the under-representation of women in policy making and elected chambers, and build women's leadership and visibility to enrich democracy, policy debate and decision-making.
2. The Diversity Initiative promoted by the Office of the Commissioner for Public Appointments in Northern Ireland should be formally adopted by political and administrative leaders and implemented in a cross-cutting and integrated manner.
3. Consider the adoption of quotas/targets to increase the number of women in public appointments and as election candidates. Strategies to increase women's representation should include steps to reach women from culturally diverse backgrounds and disadvantaged communities.
4. Political parties and governments should commit to implementing the commitments on women in the Belfast/Good Friday Agreement.
5. The model of gender action planning developed by the Women in Local Councils (WILC) initiative should be considered by political parties and central and local government as a mechanism to address the under-representation of women in



politics nationally, regionally and locally. (This initiative is explained in Appendix 8 as an illustrative practice example).

6. There should be greater North/South lesson-sharing and collaboration on tackling the underrepresentation of women, such as on quotas and affirmative action measures in Ireland, the Women in Local Councils initiative in Northern Ireland and strategies for the participation of women and women's organisations in community planning in both jurisdictions.
7. Women's groups and organisations should be adequately resourced to ensure that women within local communities are included in community planning arrangements and developments. Increased information on local government developments should be provided to these groups so that women become more aware of the opportunities for their participation in Ireland and Northern Ireland.
8. The Judicial Appointments Commission should set targets to achieve greater gender equality in appointments.
9. The UK Government, working with the Northern Ireland Executive and the Northern Ireland Office, should put in place an Action Plan to address all the CEDAW Committee's recommendations including on women's low representation in post-conflict processes in Northern Ireland. CEDAW recommended the UK government to *"Ensure the participation of women in the post conflict process in Northern Ireland in line with the Security Council Resolution 1325 (2000)"*.<sup>60</sup>
10. The Civic Forum as provided for in the Belfast/ Good Friday Agreement should be reestablished by the Northern Ireland Executive and helped to engender the interest of an increased number of women in civic issues of public interest. The North South Consultative Forum should be established with similar aims in relation to increased women's participation in public life.

60 CEDAW/C/GBR/CO/7 26 July 2013, para 43, <http://www.wrda.net/Documents/CEDAW%20Committee's%20examination%20of%20the%20UK%20government%202013.pdf>



#### 4.4 Protection, Realisation of Rights, Economic and Social Justice

| THEME  | UN   | NORTHERN IRELAND/IRELAND  |
|--|--|---|
| <b>3. Protection, Realisation of Rights, Economic and Social Justice</b> | Strengthen and amplify efforts to secure the safety, physical or mental health, well-being, economic security and/or dignity of women and girls; promote and safeguard human rights of women and mainstream a gender perspective into the legal and institutional reforms. | Provide safety and security for women, and address gender-based violence; provide physical and mental well-being, economic opportunity and social justice for women; drive cultural and institutional change to protect and advance women's human rights in practice. |

**Goal 3: Women's and girls' safety, health and economic well-being are protected.**

##### OUTCOMES

1. **(a) Increased reporting of domestic and sexual abuse, and (b) improved case outcomes, including a reduction in the time taken for cases to be heard in the courts.**
2. **Women feel safe in their communities.**
3. **Recognition that women's mental health suffered disproportionately as a direct result of conflict and civil unrest. Improved women's well being and mental health, including from the impact of Post Traumatic Stress Disorder.**
4. **Recognition of a duty of care towards those women who have fled conflict affected communities, regions and states.**

##### RECOMMENDATIONS

1. The Government of Ireland should sign and ratify the Council of Europe *Convention on Preventing and Combating Violence Against Women*. The UK Government should ratify the Convention.
2. Ensure that the *Domestic and Sexual Violence Strategy* helps to put in place a clear legal framework that provides women with protection from, and redress for, gender specific harm.
3. Advance the work on the introduction of specialist Domestic Violence Courts in Northern Ireland.



4. Ensure that there is a specific focus on domestic violence and sexual abuse and the impacts of anti-social behaviour and drugs within the criminal justice system and Policing and Community Safety Partnerships.
5. The criminal code in Ireland should be reviewed to enable it to define, and deal specifically, with issues of domestic violence.
6. The Northern Ireland Executive and the Government of Ireland should work with civil society organisations to ensure that the appropriate polices and resources are in place to better protect and provide for female asylum seekers, refugees, women immigrants and those with insecure visa status who are victims of domestic and sexual violence, abuse and trafficking. Greater cross-border collaboration by government representatives and officials on this issue should be made a priority.
7. Provide support and opportunities to women's networks and organisations to enable confidence, resilience and solidarity to be built amongst local women to counteract paramilitary influence affecting their communities. Work to establish an environment free from paramilitary influence as a matter of priority to guarantee safety for women to speak out on matters affecting their communities.
8. Greater support, including financial support, should be available for women, women's groups and networks to manage the mental health challenges resulting from the conflict and civil unrest and the continuing challenges of paramilitarism and gender-based violence, abuse and threat.

#### 4.5 Relief, Recovery, Reconstruction and Legacy

| THEME  | UN   | NORTHERN IRELAND/IRELAND   |
|--|--|--|
| <b>4. Relief, Recovery, Reconstruction, Legacy</b> | Promote women's equal access to aid distribution mechanisms and services, including those dealing with the specific needs of women and girls in all relief recovery efforts. | Ensure gender balance in all mechanisms and arrangements in dealing with the past; apply gendered perspectives when addressing legacies of the past and social and economic reconstruction; include women equally with men in budget and funding considerations. |

**Goal 4: Women's and girls' specific reconstruction and legacy needs are met; and women's capacities to act as agents in reconstruction and recovery are reinforced.**



## OUTCOMES

1. **Greater understanding of women's experiences of conflict and needs in terms of recovery and and reconstruction. Women's voices more prominent in debates about the future and on the legacy of the past.**
2. **Key peacebuilding and reconstruction strategies informed by women's perspectives.**
3. **Increased economic independence and participation of women in the economy through the reduction in economic inactivity, the pay gap, and accessible and affordable childcare.**
4. **Gender analysis and gender responsive budgeting applied to the Programme for Government and specific government initiatives and programmes for reconstruction and development with evidenced outcomes for women.**
5. **Women extensively and visibly included as beneficiaries in European funding, including peace funding.**

## RECOMMENDATIONS

1. Undertake conflict mapping to demonstrate the experiences of women affected by the conflict in Northern Ireland and Ireland and address direct and indirect gender harms and abuses that resulted from the conflict.
2. Gender perspectives should inform all strategies and measures for victims/survivors of the conflict to ensure that the needs and rights of women receive due consideration; with additional measures focused on particular needs of women when identified.
3. Explicitly reference women and incorporate gender perspectives into key peacebuilding strategies such as *Delivering Social Change, Together: Building a United Community*, and other peace building and post-conflict reconstruction strategies such as the economic strategy.
4. Develop a gender perspective to inform reconstruction work in interface areas within a broader context of peacebuilding and community development.
5. The voices and views of women should be actively facilitated in initiatives designed to address the legacy of the conflict and the remaining challenges to conflict resolution. Provide an environment in which women can safely and confidently speak about their experiences and trauma. Mechanisms and arrangements that are established to tackle these issues should be gender balanced.



6. Within five years have policies and procedures in place to actively address the economic disadvantage of women in terms of employment and income, including an affordable childcare supply to meet the needs of working women in urban and rural areas.
7. Systematically adopt gender analysis and gender responsive budgeting across Government strategies and programmes and monitor the impacts for women.
8. Include specific references to women as beneficiaries in future European, including peace, funding. Where funding is focused on young people, young women should be specifically mentioned.

#### 4.6 Promotion and Advocacy

| THEME                            | UN   | NORTHERN IRELAND/IRELAND  |
|----------------------------------|--|---|
| <b>5. Promotion and Advocacy</b> | Champion women rights, inclusion and gender perspectives as a cross-cutting action in the UN resolutions, the EU process and national actions plans, to provide leadership and attention to the implementation of the 1325 principles and approach in all arenas, strategies and policies. | Promote UNSCR 1325 principles and international obligations and standards on women's rights. Champion women rights, inclusion and gender perspectives as a cross-cutting action to give leadership in attending to the implementation of the 1325 principles and approach in all arenas, strategies and policies. |

**Goal 5: Women's rights and inclusion is championed and gender sensitive policy-making is routinely done.**

#### OUTCOMES

1. **Inclusion of international obligations and frameworks on gender equality into policy and strategy, including Programmes for Government and inter-governmental arrangements.**
2. **Lessons on women's empowerment and gender equality are shared across government and agencies North and South.**
3. **Women's experience and expertise in conflict and peacebuilding included within the domestic and international arenas.**



## RECOMMENDATIONS

1. Incorporate a focus on women, peace and security (UNSCR 1325) into the current work of institutions and bodies set up through the Belfast/Good Friday agreement such as the North South Ministerial Council, the British-Irish Council and the British-Irish Parliamentary Assembly. Such a focus should also be incorporated into the work of the Joint Committee on the Implementation of the Good Friday Agreement.
2. Develop a trilateral approach between the British and Irish Governments and the Northern Ireland Executive to build cooperation in implementing the spirit and principles of UNSCR 1325, addressing the impact of the conflict on women in both jurisdictions and demonstrating delivery of peace commitments and benefits for women.
3. Establish a Gender Equality Monitoring Committee, under an independent chair with access to government, comprising 50/50 government and non-government sectors whose remit includes monitoring progress on women, peace and security.
4. Share the lessons on Change Champions in the Women in Local Councils initiative across government and agencies North and South.
5. Central and local government and public bodies in Northern Ireland and Ireland should encourage and support advocacy by the women's sector North and South on governmental strategy, policy and programme development.
6. Strategic women's organisations (such as, but not exclusively, National Women's Council of Ireland, NI Women's European Platform, Women's Resource and Development Agency and Women's Information NI) should work to increase their individual and collective capacity for advocacy and to build influence through sharing their skills and expertise on women's rights and gender equality with the public sector. They should enhance their strategic collaboration by identifying a number of specific opportunities annually for clear and consistent advocacy on a cross-border basis on behalf of women.
7. Deploy women's experience, skills and expertise in conflict and peacebuilding gained in Northern Ireland/Ireland within the international arena. Include skilled women in commissions, missions and delegations and promote their expertise where appropriate to international organisations.



## CHAPTER 5

### CONCLUDING REMARKS

This Strategic Guide and Toolkit draws on the evidence contained in the outputs from the *Women and Peacebuilding: Sharing the Learning* project, including the material gathered in workshops and conferences from the large number of women (800) who participated. The authors placed this evidence in the context of UNSCR 1325 and its supporting resolutions, along with the monitoring frameworks developed by the UN and the EU in relation to the issues of women, peace and security matters. The content of the Guide has been informed in discussion with the project's Expert Panel and the reference groups of senior officials in Northern Ireland and Ireland.

The overall aim of the Guide is to inform public policy on women, peace and security issues so as to benefit women and through them society more generally. The Guide seeks to provide a clear pathway to achieve the realisation of commitments and benefits resulting from the Belfast/Good Friday Agreement and international women, peace and security obligations and frameworks such as CEDAW and UNSCR 1325. The Guide presents the issues thematically throughout based on the UNSCR 1325 monitoring framework and has been sensitised specifically for application in the Northern Ireland and Ireland domestic contexts. The Guide reflects the information and views of women and public sector stakeholders who participated in the project, and the framework of outcomes and supporting recommendations are based on the material gathered throughout the project.

Delivering the outcomes and addressing the recommendations will require an increased awareness of women, peace and security commitments and frameworks within the public sector. In keeping with the thematic approach the concluding remarks are situated within the five themes: in short, Prevention, Participation, Protection, Reconstruction, Promotion and Advocacy.

#### **Prevention and Framework of Security and Rights**

Political leadership was identified by women as a key success factor in translating their women, peace and security issues into peacebuilding policies and supporting programmes. A clear statement from the Office and the First Minister and deputy First Minister, which incorporates the vision and principles contained in this thematic framework to address the needs, concerns and aspirations of women in building and sustaining the peace would be an important cornerstone on which to build confidence in government commitment to women.

The *Gender Equality Strategy* in Northern Ireland and the *National Women's Strategy* and *1325 National Action Plan* in Ireland can provide the mechanisms to establish the inclusion of the women, peace and security principles in domestic public policy and provide action plans and the relevant monitoring arrangements to deliver the vision.



Through the inclusion of gendered perspectives in all peace keeping and peacebuilding strategies, programmes and funding arrangements, governments, individually and collaboratively through the North/South and East/West arrangements between the governments in these islands, have an opportunity not only to deliver on commitments to women, but by extension benefit society as a whole.

Many women spoke of their fears in relation to what they perceived to be increasing levels of domestic and sexual violence throughout the project engagement. They also made reference to the restrictions placed on them by paramilitaries and other power brokers within their own communities in Northern Ireland. These real fears reinforce the need to ensure that not only governments but also local politicians include women's voices in the work that they do, and that women's rights are protected and promoted.

A robust gendered evidence base should be further developed to support the monitoring of peacebuilding strategies, programmes and funding. All evaluations and assessments should be published. There would be value in the public sectors collaborating with the strategic women's organisations and gender experts to develop a monitoring framework which addresses the women, peace and security themes as outlined in this Guide.

### **Participation and Representation**

There is a significant underrepresentation of women in senior decision-making positions in politics and public life. This underrepresentation prevents the public sectors from benefiting from the inclusion of women on boards and in senior executive positions. Equal participation of women in senior roles is not about diversity alone, it should be viewed as a business imperative. A growing body of research has documented the benefits of including women, and in the private sector there has been demonstrable business benefits. There should be a clear commitment in Programmes for Government to significantly increase women's participation within the next five years, with a view to equalisation in the future.

Whilst the inclusion of women in senior positions is a critical success factor for society, involvement of women in local community peacebuilding and actions is similarly important. Women should have equal representation in all new community planning arrangements and developments as more effective policies and programmes have been developed where there has been constructive engagement with women and the women's sector. Sharing good practice on meaningful engagement and creating a space for women's voices as part of a wider civil society policy forum could be beneficial for government. The Belfast/Good Friday Agreement promised a Civic Forum and a North/South Consultative Forum.

Political parties may find it helpful to consider the Women in Local Councils (WLC) initiative which provided a model for gender action planning to address underrepresentation at local government level.



### **Protection, Realisation of Rights, Economic and Social Justice**

A key strand of all women, peace and security resolutions and frameworks is the need to protect women's physical and mental wellbeing. The increase in incidents of domestic and sexual violence, much still unreported, is of considerable concern for many women. Domestically, the imperative is to ensure that women feel safe and that, when they are victims, they are treated with dignity and care, including through reducing the time taken for cases to be heard at court.

Women's mental health has suffered disproportionately as a direct consequence of 'the troubles'; this appears to be especially so for Post Traumatic Stress Disorder (PTSD), which has yet to be officially recognised or addressed. In moving forward, society depends on women's well-being improving, including in relation to mental health where dealing with the impact will require appropriate resources. Government could form a cost effective partnership with women's organisations to address the mental health challenges which have resulted from the conflict.

### **Relief, Recovery, Reconstruction and Legacy**

Equality of inclusion for women in efforts to build a sustainable peace is a critical element of reconstruction and dealing with the legacy of the conflict in Northern Ireland. Such an indicator is used in many of the women, peace and security monitoring frameworks such as UNSCR 1325 and its supporting resolutions, the OECD and the World Bank.

Whilst the UN specifically refers to relief and recovery, the authors view that reconstruction and dealing with the conflict legacy are an important extension for governments to consider. The reconstruction of Northern Ireland and addressing legacy issues is central to the *Delivering Social Change* agenda and the *Together: Building a United Community* strategy. It is clear that many women have much to offer to these based directly on their experiences within communities during and post 'the troubles'. Women's role and contribution to peacebuilding should be recognised and built upon to benefit the implementation of peacebuilding strategies.

Economic growth and development, as part of peacebuilding and reconstruction, can only be maximised through the increased participation of women, from all sections of society, in the labour market and in growing businesses. A concerted focus over the next few years on arrangements, including child care, to reduce women's economic inactivity, increase economic participation and encourage entrepreneurship is an important element for a permanent transition from conflict. Similarly, the mentoring of young women through educational and youth policies to encourage their aspirations is critical to future social and economic success.

Introduction of gender responsive budgeting that sits alongside other policy development tools, such as gender analysis, can provide additional relevant sensitised information on the impact or potential impact of policies and programmes.



### Promotion and Advocacy

Unless the principles of women, peace and security are promoted and championed not much will change for women, or broader society. Governments have a central role in this. Inclusion of women, peace and security principles, international obligations and frameworks in domestic policy and strategy, including Programmes for Government, and inter-governmental arrangements would provide clear statements of intent to women and to society generally.

Governments can benefit from the advice and advocacy offered by strategic women's organisations such as the National Council of Women in Ireland (NCWI), the Women's Resource and Development Agency (WRDA), the Northern Ireland Women's European Platform (NIWEP) and Women's Information Northern Ireland (WINI). Such organisations need support and funding to sustain and enhance their partnerships and collaborative work.

It is envisaged that national and international peacebuilding efforts could benefit from the experience women in Northern Ireland/Ireland gained during and after 'the troubles', and the governments of Ireland, Northern Ireland and the UK might consider utilising this asset in their international engagements on peace and development. Similarly, the administrations North and South could learn from each other and draw on international lessons to deliver the women, peace and security benefits of UNSCR 1325 to women in Northern Ireland/Ireland in the spirit of the Belfast/Good Friday Agreement.



## Appendix 1

### WOMEN, PEACE AND SECURITY THEMES: WOMEN'S AND PUBLIC SECTOR PERSPECTIVES

#### 1. Introduction

This appendix addresses the five themes central to the delivery of UNSCR 1325 principles and women, peace and security in Northern Ireland/Ireland. It sensitises the UN 1325 principles and themes to the context of the Northern Ireland conflict. Women's perspectives from the extensive two-year consultation in the *Women and Peacebuilding: Sharing the Learning* project illuminate the themes. The appendix also draws on the analysis of the public sector stakeholder consultations.

#### 2. Prevention and Framework of Security and Rights

| THEME  | UN  | NORTHERN IRELAND/IRELAND  |
|--|---|---|
| <b>1. Prevention, Framework of Security and Rights</b> | Mainstream a gender perspective into all conflict prevention activities and strategies; develop effective gender-sensitive early warning mechanisms and institutions; strengthen efforts to prevent violence against women, including various forms of gender-based violence. | Mainstream a gender perspective into all conflict prevention activities and strategies; provide a secure environment that prevents violence against women; protect and advance women's human rights and gender equality in government strategies. |

#### Women's Perspectives

While it is acknowledged that political leadership is seen internationally as better than it was fifteen years ago, since the signing of the Belfast/Good Friday Agreement, women consistently spoke about the lack of leadership and delays in or absence of decisions. Instances of leadership failure were viewed as indicative of the fragility of the peace process, and this was a cause of considerable concern for individuals and within communities. Positively, women said that politicians should lead on issues and try not to appeal to the lowest common denominator.

Women feel disempowered within communities, that their voices are not heard and there is little interest in their views. They referred to the difficulty of circumnavigating the community 'gate-keepers' who prevent them from getting access to influencing decisions. This raises the imperative to challenge approaches that keep community gatekeepers in place.



During the 'troubles' there was a high level of inter-community fear; now the fear is experienced most strongly within communities. The fear is of personal harm and harm to children in some communities if women speak out. A constant concern for the women participating in this project is the apparent lack of willingness (at political, policy and security levels) to deal with paramilitarism and the constraints this places on communities' ability move forward.

Women fear that the level of underlying community tension, sectarianism, symbols and emblems could easily spark an upsurge in fresh inter-community conflict.

### Public Sector Consultation Analysis

There was a general sense that no-one bothers about an international framework until it is localised. Positively, there was solid support for localising international good practice in Northern Ireland, and many thought it good practice to abide by UNSCR 1325 principles. Promotion and training were identified as needed, with OFMDFM and the ECNI seen as having the primary leadership roles.

An overriding issue was the sense that focus on gender issues was no longer relevant or a priority for many areas of public policy - a sense that 'gender' was sorted. Where this exists, it leads inevitably to a practice, often unconsciously and unintentionally, of screening out consideration and reference to potential gender effects and inputs; it excludes potential possibilities. At the other end of the scale, it was stated that representation only establishes the 'base camp' from which to begin to challenge underlying assumptions, paradigms and working practices.

Confusion between the S75 duties and UNSCR 1325 was widespread. The consultation discussions were greeted positively for raising awareness of UNSCR 1325, with some officials willing to consider the principles of UNSCR 1325 as a helpful additional tool in policy development. Most public sector organisations offered examples of practice they considered to be relevant.

Clear articulation of the value of women's perspectives and inclusion in policy development and review was requested as an aid to advocacy. Further clarity in the Gender Equality Strategy on the potential for gender budgeting tools to improve gender mainstreaming would be helpful. Inclusion of a gender based budget analysis in the Northern Ireland Executive budget and Programme for Government would be a useful step in the Executive delivering outcomes that matter to people.



### 3. Participation and Representation

| THEME                                      | UN   | NORTHERN IRELAND/IRELAND  |
|--|--|---|
| <b>2. Participation and Representation</b> | Promote and support women's active and meaningful participation in all peace processes as well as their representation in formal and informal decision-making at all levels; improve partnership and networking with local and international women's rights groups and organisations; recruit and appoint women to senior positions. | Promote and support women's active and meaningful participation in all post-conflict processes; advance women in formal and informal decision-making; ensure gender balanced political representation; appoint women to senior positions; improve partnership and networking with women's rights organisations. |

#### Women's Perspectives

There was consensus across all groups and sessions on the urgency of increasing women's representation and visibility, especially in politics and public life. Policing and the judiciary were also highlighted. A balanced representation between women and men was called for. There was a distinct sense that women were becoming more invisible and that public boards were becoming more male, particularly those which are remunerated.

Women leaders should be recognised in whatever sphere they operate - business, public life and community development. The absence of women's voices and role models across the range is problematic, and more female role models would help women across society, by inspiring confidence and aspiration. Women have not reached close to a critical mass in politics or public life to make a difference. There was recognition of the need to build this critical mass in different spheres to enable transformative change.

It was felt that decision making is more effective when women are involved, so women should be involved in all decision making realms, their views should be actively sought, and they should be supported to participate. Women are not a homogenous group, the prism of differences reflect those in wider society, so policy-makers should not expect women to 'speak with one voice'.

Greater focus is needed on increasing women's engagement, participation and representation both numerically and in effective influence. Support can take many forms: strengthening existing networks; mentoring younger women; empowering women through appropriate skills to build confidence to actively engage, develop policy and lobby; guidance for women's groups; and more sustainable funding. Policy-makers and funders



are urged to seek gender parity within projects, consultations, community structures, and engagements.

Women felt that a mechanism in which they could contribute meaningfully to public life would be useful. Something akin to a redeveloped civic forum was identified as a potential conduit for women's voices and an enabler for building confidence in the peace process.

### Public Sector Consultation Analysis

When considering the involvement of women in decision making, there was a tendency to refer to the civil service central policy development guidance and s75 obligations. Often this can mean that women are viewed as one group amongst many others.

Since the signing of the Belfast/Good Friday Agreement there has been an increase in women's representation and participation in decision making (from a low base) in some notable areas - in the senior civil service and the PSNI, in the number of women officers and those in senior ranks, with women holding posts across all PSNI responsibilities. The number of women appointed through regulated and unregulated public appointments systems has remained at best static, while the number appointed and holding posts as chair has decreased on the position 5 years previously.

Advances towards gender balance has sometimes been as a direct consequence of political and managerial leadership. For example, the Police (Northern Ireland) Act 2000 assisted the rise in the number of women police officers. The Department of Agriculture's target of 50% women board members is led from the top. Such a specific target, while ambitious, contrasts with goals which simply seek an increase in the number of women - where an additional woman on one board could be viewed as success.

Under-representation of women in local government is a concern, not only for women but also for policy makers. Local politics does not appear to be an effective access route for women into politics. It may mean also that there are fewer councillors attuned to women's perspectives or who will naturally seek to engage with women and women's groups on community planning.

There seems to be confidence about positive action as it relates to protecting political/religious balance but distinct discomfort about positive action on gender. This suggests a hierarchy of equality, where political/religious identity is primary and gender comes at best second to this. It is difficult to see how the difference in approach can be defended on the basis of merit and competence.

Few women were invited to the 'Cardiff' talks on protests and flags, although women have expertise in building and sustaining peace within communities. Nor were women adequately represented in the Haass/O'Sullivan Panel of Parties or reflected in the final proposals. UNSCR 1325 was framed precisely to elevate attention to women in conflict



and post-conflict situations, such as where Northern Ireland finds itself as it strives to transition from conflict to stable peace.

#### 4. Protection, Realisation of Rights, Economic and Social Justice

| THEME  | UN   | NORTHERN IRELAND/IRELAND  |
|--|--|---|
| <b>3. Protection, Realisation of Rights, Economic and Social Justice</b> | Strengthen and amplify efforts to secure the safety, physical or mental health, well-being, economic security and/or dignity of women and girls; promote and safeguard human rights of women and mainstream a gender perspective into the legal and institutional reforms. | Provide safety and security for women, and address gender-based violence; provide physical and mental well-being, economic opportunity and social justice for women; drive cultural and institutional change to protect and advance women's human rights in practice. |

#### Women's Perspectives

A sense of palpable fear that overshadowed women's everyday lives was expressed in many of the workshops across a range of issues. Anti-social behaviour and drug dealing is a considerable worry in many communities. Women are afraid their children will become involved in such activities if paramilitary influence continues unabated. Many women sought community facilities to divert young people from violence.

Some women lamented that there appeared to be no consequences for young people perpetrating anti-social behaviour. Often the police did not respond - "*the police don't trust the community and the community don't trust the police*" was a view expressed.<sup>61</sup>

Domestic and sexual violence is not decreasing, rather there remains significant under-reporting. Women called for zero tolerance of any gender-based violence. Victims should be treated with respect. Often they felt they were used, individually or as a group, for political purposes either in opposition to a particular view or as arbiters between differing views. There was some concern that little exists for victims and survivors particularly in rural and border areas.

The criminal justice system must treat victims fairly and tackle delays in hearings for victims of domestic and sexual abuse.<sup>62</sup> As one woman said, 'Victimhood takes over your life and prolongs the conflict and the pain'.

61 Dealing with the Past Report: [www.wrda.net/Documents/Belfast](http://www.wrda.net/Documents/Belfast)

62 Dealing with the Past Report: [www.wrda.net/documents/Belfast](http://www.wrda.net/documents/Belfast)



### Public Sector Consultation Analysis

The engagement approaches taken to the *Domestic and Sexual Violence Strategy* and the *Victims and Witnesses Strategy* in Northern Ireland are models of good practice: engage with relevant organisations at the earliest opportunity, genuinely consider what is said and involve groups in policy development and monitoring. Identified challenges are data collection and research and it was acknowledged these need to be built into the implementation of the strategy.

The test of success is whether women victims of crime have confidence that the criminal justice system will listen and take them seriously. Cases of serious crime against women should be dealt with in a timely manner through the courts.

Data is available on the use of prescription drugs and mental health in disadvantaged areas that should evidence the impact of the conflict on women's health. Whilst it can be difficult to clearly separate out a 'conflict' effect, there is clearly room for more focused monitoring. The monitoring could be undertaken as a pilot, analysed and assessed.

In *Together: Building a United Community*, all of TBUC's four pillars (children and young people, shared community, safe community, and cultural expression) are important for women and children. With its cross departmental and multi-agency responsibilities, the *Community Safety Strategy* provides an opportunity for women to engage with local government under its new community planning responsibilities on issues of violence and safety. The approach to engagement taken by the Department of Justice (DOJ) and the Department of Health and Social Services and Public Safety (DHSSPS) could be used as a model of good practice.

## 5. Relief, Recovery, Reconstruction and Legacy

| THEME  | UN   | NORTHERN IRELAND/IRELAND   |
|--|--|--|
| <b>4. Relief, Recovery, Reconstruction, Legacy</b> | Promote women's equal access to aid distribution mechanisms and services, including those dealing with the specific needs of women and girls in all relief recovery efforts. | Ensure gender balance in all mechanisms and arrangements in dealing with the past; apply gendered perspectives when addressing legacies of the past and social and economic reconstruction; include women equally with men in budget and funding considerations. |

### Women's Perspectives

There was repeated discussion about the need to tackle poverty and deal directly with the impact of poor educational attainment and changes in welfare benefits on the economy, the economic autonomy of women, and the job prospects for young people and women. Financial autonomy enables women to be less fearful about their future and, if necessary, to escape from abusive partners.



Many women fit their working lives around caring. The absence of accessible and affordable childcare was cited as a major barrier to women's effective participation in employment and in community life.

Policies, strategies and resources to tackle poverty and inequality were viewed as crucial to enhancing community safety and feelings of human security. Concerns were expressed that welfare policies introduced since the economic recession were increasing the vulnerability of people in deprived communities to poverty.

Conditions of dereliction in some communities made people feel threatened and unsafe, including empty houses left unsecured; the increase in theft and burglary; drug dealing; car crime; no street lighting; rubbish being burned; and strangers being seen as potentially threatening.

Trauma remains a significant issue in Northern Ireland which has not been supported by the provision of appropriate services; there are not enough therapeutic services available. Post Traumatic Stress Disorder (PTSD) is a major trauma affecting victims, many of whom have waited decades for a diagnosis. Resources need to be available to deal with this legacy of the troubles.<sup>63</sup>

There was strong support for "*collective responsibility to find mechanisms to sustain the peace and overcome the wounds of the past*".<sup>64</sup> Women expressed distress, and some anger, at the lack of consultation with women in local communities during the Haass/O'Sullivan Talks on the contentious issues that remain unresolved: parades, protests and flags and emblems.

### Public Sector Consultation Analysis

The absence of a coherent plan to implement UNSCR 1325 in Northern Ireland, coupled with lack of awareness of the 1325 suite of resolutions has resulted in a lack of attention to women, peace and security. Gender perspectives are absent or weak in key strategies, sometimes with a single reference to women, or women's inclusion standing as proxy for mainstreaming women's perspectives.

There is a concern that the women's sector will be adversely affected when responsibility for its support and funding shifts to the new local government councils in Northern Ireland; and further concern that government departments will lose the tangible contact and valued views and analysis they gain from the women's sector as, whilst much work is undertaken at community level, there are strategic issues that the women's sector addresses. It was suggested that this strategic work may suffer and as a direct consequence the voice of women will be further diminished at governmental and Executive level.

<sup>63</sup> <http://www.wrda.net/Documents/HaassOSullivanWorkshopReport.pdf>

<sup>64</sup> <http://www.wrda.net/Documents/HaassOSullivanWorkshopReport.pdf>



## 6. Promotion and Advocacy

| THEME                            | UN   | NORTHERN IRELAND/IRELAND  |
|----------------------------------|--|---|
| <b>5. Promotion and Advocacy</b> | Champion women rights, inclusion and gender perspectives as a cross-cutting action in the UN resolutions, the EU process and national actions plans, to provide leadership and attention to the implementation of the 1325 principles and approach in all arenas, strategies and policies. | Promote UNSCR 1325 principles and international obligations and standards on women's rights. Champion women rights, inclusion and gender perspectives as a cross-cutting action to give leadership in attending to the implementation of the 1325 principles and approach in all arenas, strategies and policies. |

### Women's Perspectives

Sensationalised media reporting of crime and violence was seen as augmenting the sense of personal insecurity. Education was viewed as important in terms of changing attitudes in how girls and women are seen, and also for raising awareness about issues such as domestic violence and sexual abuse.

Lobbying for a criminal justice system that ensures the needs of victims are properly acknowledged and responded to in a positive fashion at all levels of the judicial process is a priority.

During a discussion on the Haass/O'Sullivan proposals it was clear that many women within communities were not aware of the detail. There was a consensus that the Haass/O'Sullivan process and proposals should be viewed as the start of a more inclusive process of meaningful engagement with women on peacebuilding issues.<sup>65</sup>

### Public Sector Consultation Analysis

The Commissioner for Public Appointments has raised concerns and advocated strongly about the representation of women in public appointments in his annual report<sup>66</sup> and his specific report on underrepresentation and diversity in public appointment.<sup>67</sup> He has undertaken a range of outreach work with civil society groups and with senior civil servants to address the matter.

<sup>65</sup> <http://www.wrda.net/Documents/HaassOSullivanWorkshopReport.pdf>

<sup>66</sup> The Public Bodies and Public Appointments Annual Report 2011/12, <http://www.ofmdfmi.gov.uk/index/making-government-work/public-appointments/public-appointments-annual-reports.htm>

<sup>67</sup> Under Representation and Lack of Diversity in Public Appointments in NI January 2014 <http://www.publicappointmentsni.org/index/publications.htm>



The Northern Ireland Policing Board has, through its appointments to the Policing and Community Safety Partnerships and its engagement with women, recognised the important difference women can make to public and civic life. The Women in Local Councils initiative with its gender champions, and the Department of Justice engagement strategy are examples of proactive promotion and engagement.

In general there was a lack of understanding about what gender perspectives meant and the value of including them. There was a general view that “gender was done” and, with some notable exceptions, gender was treated as one of the nine s75 categories and often as difference in sex rather than gender. Gender was not understood to be an all encompassing category within which other s75 groupings can then be viewed which would aid greater awareness of the multi-dimensional nature of equality. This illustrates one of the main differences between s75 duties and the UNSCR 1325 framework which does speak to the importance of gender perspectives in peacebuilding. The approach in the UNSCR 1325 framework also seeks the achievement of outcomes, which is akin to what the Equality Commission for Northern Ireland wishes to deliver.

A clear articulation is needed of the value of women's perspectives and inclusion in policy development and review. How women represent themselves is an issue with a sense that the women's sector could be more coordinated on major strategic issues.

Building in engagement with women on a range of social, economic and cultural issues at the earliest stage of policy development is a key way forward in not only building in gender perspectives but ultimately developing good policy. Whilst such a policy process may take a little longer to complete, the outcomes are likely to be more robust and incorporate the experience of the experts i.e. women working in communities and on strategic issues. Departments who operate in this way are clear that this is their experience. Such approaches need to be led by both Ministers and Permanent Secretaries; when their commitment is visible other officials are ready to participate.

The 1325 Monitoring Committee in Ireland, comprised of 50/50 government and non-government representatives, is an example of a mechanism focusing on monitoring outcomes to ensure that women's rights and opportunities are championed and promoted.



## Appendix 2

### PRINCIPLES<sup>68</sup>

The acceptance of the following eight principles is the starting point for effective work towards gender parity.

#### PRINCIPLES

- 1. Recognition:** Gender issues permeate all aspects of systems, cultures, working methods and issues from policy planning, programming and implementation to evaluation. Acknowledging this is necessary to tackle the systemic barriers to gender equality.
- 2. Diversity and intersection:** Policies, programmes and projects affect women and men differently but not all women and men experience the same form of gender-based discrimination and marginalisation. Sub-groups of each may experience specific gender inequalities.
- 3. Equality:** Gender equality requires the protection and promotion of human rights for all women and men, girls and boys; and ensuring equal opportunities.
- 4. Equity:** Specific measures that favour the most disadvantaged sex must be designed to eliminate disparities between the sexes, sexist stereotypes and discrimination. Equity compensates for unequal opportunities, guarantees fairness and leads to equality.
- 5. Empowerment and agency:** Individual and collective empowerment are central.
- 6. Participation and parity:** Equal participation as agents of change in economic, social and political processes is essential to achieving gender equality.
- 7. Partnership between women and men:** Empowering women does not mean excluding men. It is about establishing partnerships that empower both sexes where men and women have an equally pivotal role in creating more equal societies.
- 8. Social justice:** Poverty reduction efforts and actions in other policy/programme areas must be coupled with actions to eliminate gender inequality to be truly effective.

<sup>68</sup> Based on UNESCO's Gender Mainstreaming Implementation Framework (GMIF) for 2002-2007, p5, <http://unesdoc.unesco.org/images/0013/001318/131854e.pdf>



## Appendix 3

### KEY GENDER ANALYSIS STEPS<sup>69</sup>

| KEY GENDER ANALYSIS STEPS |   |
|---------------------------|---|
| Step 1                    | Collect <b>sex disaggregated household, workplace and community data/information</b> relevant to the programme/project for each area below.   |
| Step 2                    | Assess how the <b>gender division of labour and patterns of decision-making</b> affects the policy/programme/project, and how the policy/programme/project affects the gender division of labour and decision making. |
| Step 3                    | Assess who has <b>access to and control over resources, assets and benefits</b> , including policy/programme/project benefits.  |
| Step 4                    | Understand the different <b>needs, priorities and strengths</b> of women/girls and men/boys.  |
| Step 5                    | Understand the <b>complexity of gender relations in the context of societal relations</b> , and how this constrains or provides opportunities for addressing gender inequality.                                       |
| Step 6                    | Assess the <b>barriers and constraints</b> to women and men participating and benefiting equally from the policy/programme/project.   |
| Step 7                    | Develop <b>strategies to address barriers and constraints</b> , include these strategies in policy/programme/project design and implementation, and ensure that they are adequately resourced.                        |
| Step 8                    | Assess <b>counterpart/partner capacity</b> for gender sensitive planning, implementation and monitoring, and develop strategies to strengthen capacity.   |
| Step 9                    | Assess the potential of the policy/programme/project to <b>empower women, address strategic gender interests and transform gender relations</b> .   |
| Step 10                   | Develop <b>gender-sensitive indicators</b> to monitor participation, benefits, the effectiveness of gender equality strategies, and changes in gender relations.  |
| Step 11                   | Apply the above information and analysis throughout the policy/programme/project cycle.   |

69 J Hunt, *Introduction to gender analysis concepts and steps*, Development Bulletin, no.64, pp100-106.



## Appendix 4

### GENDER PERSPECTIVE FRAMEWORK<sup>70</sup>

| A Gender Perspective does NOT mean  | DOES involve   |
|---|--|
| Focusing only on women  | Looking at the inequalities between men and women  |
| Treating women only as a vulnerable group   | Recognizing that both men and women are actors in any process  |
| Treating women and men exactly the same   | Designing strategies that take the inequalities and differences of men and women into account  |
| Striving solely or mainly for numerically equal participation between men and women | Moving beyond only counting the number of male and female participants to focus on the substance of their involvement as well as the impact of policies, programmes and actions on men and women |
| Assuming that all women (or all men) have the same interests, views or priorities   | Recognising the differences between different groups of men and women (based on age, ethnicity, socio-economic status, etc.)   |
| Focusing only on employment equity issues within organizations                      | Recognising that equal opportunity in employment for women within organisations is only one aspect of gender equality  |
| Assuming who does what work, and who holds what responsibilities                    | Understanding the specific situation and documenting the actual conditions and priorities  |

<sup>70</sup> Based on Inclusive and Sustainable Urban Planning: A Guide for Municipalities, in: UNON Publishing Service Section, volume 1, 2007, 26. Retrieved from: <http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2662>; [http://securipedia.eu/mediawiki/index.php/Gender\\_perspective](http://securipedia.eu/mediawiki/index.php/Gender_perspective)



## Appendix 5

### MAINSTREAMING GENDER PERSPECTIVES<sup>71</sup>

#### MAINSTREAMING GENDER PERSPECTIVES

- Issues across all areas of activity should be defined in such a manner that gender differences can be diagnosed - that is, an assumption of gender neutrality should not be made.
- Responsibility for translating gender mainstreaming into practice should be system wide and rest at the highest levels. Accountability for outcomes needs to be monitored constantly.
- Gender mainstreaming requires that every effort be made to broaden women's participation at all levels of decision-making.
- Gender mainstreaming must be institutionalized through concrete steps, mechanisms and processes in all parts of the system.
- Gender mainstreaming does not replace the need for targeted, women specific policies and programmes or positive legislation, nor does it substitute for gender units/ focal points.
- Clear political will and the allocation of adequate and, if need be, additional human and financial resources for gender mainstreaming from all available funding sources are important for the successful translation of the concept into practice.

<sup>71</sup> These are based on the UN Principles, See Report to the General Assembly of the Economic and Social Council 1997 A/52/3, 18 September 1997, <http://www.un.org/documents/ga/docs/52/plenary/a52-3.htm>; Chapter 4 Extract on Gender Mainstreaming <http://www.un.org/womenwatch/daw/csw/GMS.PDF>



## Appendix 6

### GENDER BUDGETING TOOLS<sup>72</sup>

| GENDER BUDGETING TOOLS  |  |
|---|--|
| Gender-aware policy appraisal   | To analyse policies and programmes from a gender perspective and identify the ways in which policies and resources are likely to reduce or increase gender inequalities.   |
| Gender-disaggregated beneficiary assessment                           | To evaluate the extent to which programmes or services are meeting the needs of actual or potential beneficiaries.   |
| Gender-disaggregated public expenditure benefit incidence analysis    | To evaluate the distribution of resources among women and men, girls and boys.   |
| Gender-disaggregated analysis of the impact of the budget on time use | To establish a link between budget, services and the way different household members spend their time.   |
| Gender-aware economic policy framework                                | To incorporate a gender perspective into the frameworks of policy development, planning and budgetary allocations, such as disaggregating variables by gender and highlighting gender-blind assumptions about how the economy works. |
| Gender-aware budget statement   | Reports generated by government agencies on the implications of their expenditure on gender equality objectives.   |
| Gender disaggregated tax-incidence analysis                           | To assess the differential impacts of taxation on women and men as well as evaluate the level of expenditure raised in relation to the needs and demands for public expenditure.   |

<sup>72</sup> Information support for gender budget analysis, Extract from Bridge Gender and Budgets Cutting Edge Pack (section 4), July 2003 quoting also Budlender D, Sharp R and Allen K, How to do a Gender-Sensitive Budget Analysis: Contemporary Research and Practice, Commonwealth Secretariat, London, 1998



## Appendix 7

### ILLUSTRATIVE INDICATORS

### TO TRACK IMPLEMENTATION OF WOMEN, PEACE AND SECURITY

(Based on the UN Indicators)

| Goal 1 | Prevention of conflict through gender sensitive strategies and support for women's and girls' human rights  |
|--------|---|
|        | Extent to which the government engages with and addresses specific issues affecting women and girls in terms of reference, strategies, programmes and reports.  |
|        | Extent to which measures to support women's and girls' human rights are included in governmental and inter-governmental mechanisms and guidance across all sectors.   |
|        | Extent to which measures to protect women's and girls human rights are included in policing, security, health and economic frameworks.  |
|        | Proportion of senior officials in the civil service North and South, the Northern Ireland Office, and non-departmental public bodies North and South who are aware fo the relationship between national and international human rights obligations.       |
|        | Proportion of senior officials in the civil service North and South, the Northern Ireland Office, and NDPBs North and South who are aware of UNSCR 1325 and its relationship to domestic equality duties in Northern Ireland and the Republic of Ireland. |
|        | Extent to which women's and girl's human rights are reported, referred and investigated by human rights and equality bodies.  |
|        | Number and nature of gender issues reflected in policing plans.   |
|        | Evidence which demonstrates that women's security, health and economic status has been improved through implementation of key strategies e.g GES, DSVS, Victims and Witnesses, community safety, economic, etc.   |
| Goal 2 | Women participate equally with men; and gender equality is promoted in decision-making processes  |
|        | Proportion of women (i) appointed to public sector boards; (ii) holding leadership positions in the civil service, rest of the public sector, the private sector; (iii) holding board positions in the private sector.                                    |
|        | Number of departments and agencies with senior gender champions and using gender experts to develop strategies and policies.  |
|        | Number and proportion of women in governance bodies of human rights and equality bodies.  |
|        | Proportion of of women in the justice system, including as prosecutors and judges.  |
|        | Proportion of women (i) among PSNI officers; (ii) in senior PSNI positions; (iii) on NI Policing Board; (iv) on PCSPs.  |



| Goal 2 | Women participate equally with men; and gender equality is promoted in decision-making processes  |
|--------|---|
|        | Proportion of women mediators, negotiators and technical experts in ongoing and sporadic peacebuilding: (i) strategies; (ii) mechanisms; (iii) governance; (iv) implementation arrangements.                                    |
|        | Number and proportion of women in neighbourhood and special committees for advancing community reconstruction, economic regeneration and social development.  |
|        | Proportion of women in Parliament, the Dail, the Northern Ireland Assembly, ministerial positions, councillors and mayoral positions.   |
|        | Proportion of women as political candidates, in party executives and as constituency chairs.  |
|        | Evidence of use of existing positive action legislation to advance women's political representation.  |
| Goal 3 | Women's and girls' safety, health and economic well-being are protected   |
|        | Prevalence and patterns of gender-based violence and abuse.   |
|        | Increased reporting on gender-based violence and abuse (i) to PSNI; (ii) in PSNI regular reports and analysis.  |
|        | Percentage of cases of gender-based violence against women and girls that are reported, investigated, prosecuted and sentenced.   |
|        | Proportion of women who (i) feel safe in their communities; and (ii) feel able to express their views freely within their communities.  |
|        | Hours of training per head of (i) decision-making/senior personnel; and (ii) all personnel in security and justice institutions on gender-based violence and women's human rights.  |
|        | Extent to which national/NI laws to protect women's and girls' human rights are in line with international standards (e.g. through the NIHRC annual monitoring report to the NI Assembly).                                      |
|        | Incidence of PTSD amongst women.  |
|        | Mental health issues: (i) incidence of PTSD amongst women; (ii) evidence of the recognition of the effects of the 'troubles' on women's mental health; (iii) extent of provision of treatment for women's mental health issues. |
|        | Proportion of women employed full-time and part-time.   |
|        | Extent to which women's enterprises benefit from economic development initiatives.  |
|        | Proportion of women involved in trade missions.   |



| Goal 4 | Women's and girls' specific reconstruction and legacy needs are met; and women's capacities to act as agents in reconstruction and recovery are reinforced   |
|--------|--|
|        | Proportion of publicly funded programmes/ projects in which there is a requirement of gender equality and gender indicators are evident.   |
|        | Proportion/ number of programmes/ projects which apply Gender Responsive Budgeting.  |
|        | Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks.   |
|        | Proportion of budgets related to targets that address gender equality issues in strategic planning.  |
|        | Proportion of total disbursed funding (i) to civil society organisations that is allocated to address gender equality; (ii) to support gender equality that is allocated to civil society organisations.         |
|        | Extent to which truth recovery and legacy of the past processes include provisions to address the participation, rights, interests and concerns of women and girls.  |
|        | Extent to which peace building strategies include provisions to address the participation, rights, interests and concerns of women and girls   |
|        | Extent to which community reconstruction, social and economic development initiatives, strategic governance and local committees include women and address the rights, interests and concerns of women and girls |
|        | Proportion of women involved in local government arrangements for community planning.  |

| Goal 5 | Women's rights and inclusion is championed; and gender sensitive policy-making is routinely done  |
|--------|---|
|        | Inclusion of objective on gender equality in the Programme for Government and in inter-governmental arrangements.   |
|        | Inclusion of international obligations and frameworks in the Gender Equality Strategy.  |
|        | The revised Gender Equality Strategy includes the thematic framework based on five internationally recognised themes.   |
|        | The revised Gender Equality Strategy advocates the equal representation and inclusion of women.   |
|        | Evidence that the Gender Equality Strategy has affected the implementation of key strategies for peacebuilding, reconstruction and recovery (e.g. TBUC, economic strategy, Delivering Social Change, legacy, etc). to deliver peace benefits for women. |
|        | Ireland's future 1325 National Action Plans extend and focuses activity in relation to women affected by the Northern Ireland conflict.   |



| Goal 5 | Women's rights and inclusion is championed; and gender sensitive policy-making is routinely done   |
|--------|--|
|        | Number of 'missions' sharing lessons from NI conflict and peacebuilding to international communities that include equal representation of women. |
|        | Proportion of women involved in trade missions.  |
|        | Evidence of inter-jurisdictional collaboration on delivering on the peace commitments and benefits for women.                                    |



## Appendix 8

### ILLUSTRATIVE PRACTICE EXAMPLES PROVIDED BY NORTHERN IRELAND EXECUTIVE DEPARTMENTS AND PUBLIC BODIES

This appendix contains a number of examples of practice provided by Northern Ireland Executive Departments and Non-Departmental Public Bodies (NDPBs) on gendering policies and programmes. They have been provided to the Women and Peacebuilding: Sharing the Learning project as illustrations of the range of work on gendering policies in respect of women, peace and security issues across government.

The information was provided by organisations against a pre-set template. The examples are illustrative and not intended to be exhaustive.

In keeping with the structure of the framework, the examples are provided under five themes:

1. **Prevention, Framework of Security & Rights**
2. **Participation & Representation**
3. **Protection, Realisation of Rights, Economic & Social Justice**
4. **Relief, Recovery, Reconstruction, Legacy**
5. **Promotion & Advocacy**

Each of these themes is explained at the beginning of the relevant section. Further explanation can be found in Chapter 2 of the Women Peace and Security: Guide to Developing and Applying Women, Peace and Security Practice In Northern Ireland/Ireland.



## 1. Prevention, Framework of Security & Rights

**Mainstream a gender perspective into all conflict prevention activities and strategies; provide a secure environment that prevents violence against women; protect and advance women's human rights and gender equality in government strategies.**

| Department/Agency   | Department of Justice |
|---|-----------------------|
| 1. Title of the Good Practice Experience/Initiative   |                       |
| Violence Against Women: Engaging with Stakeholders  |                       |
| 2. Brief summary of the Good Practice Experience/Initiative   |                       |
| <p>The Domestic and Sexual Violence Protection and Justice Sub-Group (“the Sub-Group”) considers how the justice system supports victims of domestic and sexual violence and abuse and how it deals with those who are accused and convicted of domestic and sexual violence offences. The Sub-Group seeks ways to improve both the criminal and civil justice response to all aspects of domestic and sexual violence and abuse.</p> <p>The Sub-Group puts forward proposals to the Regional Strategy Group with a view to securing effective criminal justice responses to domestic and sexual violence and abuse, and increased public confidence in the criminal justice process in Northern Ireland.</p> <p>There is wide membership on the Sub-Group from all relevant bodies in both the voluntary and statutory sector.</p>   |                       |
| 3. Rationale for the Initiative   |                       |
| <p><b>Functions:</b></p> <p>In discharging its role and responsibilities the Sub-Group in accordance with its terms of reference:</p> <ul style="list-style-type: none"> <li>• considers and, where appropriate, responds to relevant legislative and policy initiatives regarding domestic and sexual violence and abuse and advises and reports on those initiatives to the Regional Strategy Group;</li> <li>• encourages and reports on the progress of policy consideration of Northern Ireland domestic and sexual violence offences, taking account of changes in the law in other jurisdictions.</li> <li>• monitors best policy and practice, identifies any required continuous improvement actions for each agency and encourages the implementation of those actions, with a view to improving the response to victims and perpetrators in both the civil and criminal justice spheres.</li> <li>• identifies and supports the introduction of appropriate professional development and skills programmes relevant to the treatment of victims (and witnesses) of domestic and sexual violence within the criminal justice system.</li> </ul> |                       |



#### 4. Other Partners (including funding partners), and the type of cooperation

There is wide membership on the Sub-Group from all relevant bodies in both the voluntary and statutory sectors. Membership includes representatives from:

- Department of Justice;
- Police Service of Northern Ireland;
- Northern Ireland Prison Service;
- Probation Board for Northern Ireland;
- Public Prosecution Service
- Northern Ireland Courts and Tribunal Service;
- NI Legal Service Commission
- NI Law Commission
- NI Law Society
- Civil Law Reform Division of DFP
- Women's Aid
- Victim support NI
- NSPCC
- NEXUS
- Health and Social Care Trust
- National Treatment of Offenders

#### 5. Key Objectives & how they are reflected in the Experience/Initiative

As at 3 above

#### 6. Description of the Good Practice (e.g. phases, processes & activities)

There are regular meetings of the Sub Group and the wide ranging membership ensures that key stakeholder have the opportunity to discuss and influence actions to address the issues under consideration.

#### 7. Stakeholder engagement in development and evaluation

Relevant Statutory and Voluntary Sector Stakeholders participate in Sub-Group meetings and considerations of pertinent issues. The position of Chair is rotated and is currently held by the Director of the Women's Aid Federation Northern Ireland.

#### 8. Outcomes (attained or expected)

The Sub-Group seeks ways to improve both the criminal and civil justice response to all aspects of domestic and sexual violence and abuse

#### 9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

The opportunity to work in partnership with all key stakeholders in the development of plans to address these issues is particularly useful. The wide ranging group of stakeholders allows for full debate on the different elements of the work which can be challenging but extremely valuable.

#### 10. How widely deployed is the Good Practice?

The same ethos of including all relevant stakeholders in the area of domestic and sexual violence and abuse is replicated at the level of the Regional Strategy Group.



|   |                       |
|---|-----------------------|
| Department/Agency   | Department of Justice |
| 1. Title of the Good Practice Experience/Initiative   |                       |
| Oversight of the PSNI Equality, Diversity and Good Relations Strategy (which includes the Gender Action Plan and Disability Action Plan)  |                       |
| 2. Brief summary of the Good Practice Experience/Initiative   |                       |
| <p>The PSNI Strategic Diversity Steering Group (SDSG) monitors progress of the PSNI Equality, Diversity and Good Relations Strategy and evaluate the implementation of this Strategy. The NI Policing Board's Resources Committee receive regular reports and updates on the out-workings of the Strategy (which includes the Gender Action Plan and Disability Action Plan) and sit as an observer on this group. This allows Members to monitor the implementation of these actions and gain an insight as to how PSNI are addressing Equality, Diversity and Good Relation matters and allows the Committee to input from an independent viewpoint.</p>  |                       |
| 3. Rationale for the Initiative   |                       |
| <p>PSNI's Equality, Diversity &amp; Good Relations Strategy was approved by the Equality Commission in September 2012 and it evidences how they meet PSNI's legal obligations under:</p> <ul style="list-style-type: none"> <li>• Section 48 of 2000 Police Act;</li> <li>• Section 49 of the 2006 Disability Discrimination Order; and</li> <li>• Section 75 of the NI Act 1998.</li> </ul> <p>The objective is to have a workforce reflective of the society we serve</p>   |                       |
| 4. Other Partners (including funding partners), and the type of cooperation   |                       |
| <p>Different work streams feed into PSNI's Strategic Diversity Steering Group (SDSG) which monitors progress against the Equality, Diversity and Good Relations Strategy, these are:</p> <ul style="list-style-type: none"> <li>• Strategic Diversity Steering Group</li> <li>• Operational Diversity Group</li> <li>• Gender Implementation Group</li> <li>• Diversity Advocates</li> <li>• IAGs</li> <li>• Staff Associations</li> <li>• Equality &amp; Diversity Unit (3 Professional Members)</li> </ul> <p>The Gender Implementation Group is chaired by the Deputy Chief Constable and has representatives from Police Federation NI, Superintendents' Association, NIPSA, all Districts and Departments, as well as representatives from NI Policing Board. This group meets on a quarterly basis to review progress and address any emerging gender issues.</p> |                       |



### 5. Key Objectives & how they are reflected in the Experience/Initiative

The Action Plan from the Strategy has a total of 46 actions which sit under three themes, namely:

- Identifying, Addressing and Reducing Inequalities in Service Delivery & Employment Practice;
- Evidencing equality and diversity across the Police Service; and
- Improving the prevention and detection of Hate Crime and crimes which act as a “signal” to a community that they are at risk.

The Action Plan allows PSNI to manage, track and monitor the progress of recommendations, as well as providing a clear audit trail of work carried out by the Service in implementing the recommendations/programmes of work.

The objective is to have a workforce reflective of the society we serve and this is measured by PSNI preparing and submitting a draft plan to the NI Policing Board which identifies our workforce composition by grade/rank/location in terms of:

- Gender
- Ethnicity
- Disability
- Community Background

PSNI also need to ensure that they have in place the following:

- Have a retention strategy, specifically focused on officers and staff from underrepresented backgrounds within the Service and within specialist posts/locations;
- Ensure PSNI is a workplace which is inclusive, fair and welcoming;
- Develop a corporate prevention strategy for Hate and Signal Crime; and
- Develop and deliver an improved corporate investigation and detection strategy for Hate Crime and Signal crimes.

### 6. Description of the Good Practice (e.g. phases, processes & activities)

- PSNI is seen to be “fair” in delivering policing to all sections of society by having appropriate employment and working practices;
- PSNI is seen to have an engaged workforce reflective of the society it services at all grades, ranks, and in specialist posts/locations; and
- PSNI is seen as an organisation which contributes to a safer Northern Ireland by dealing effectively with Hate Crime and crime which acts as a signal to minority communities that they are vulnerable.

### 7. Stakeholder engagement in development and evaluation

PSNI are held to account by the NI Policing Board by having to report on a 6 monthly basis to the Board's Resources Committee on their progress.



#### 8. Outcomes (attained or expected)

There are many outcomes from the SDSG, some of which include:

**Flexible Working** - PSNI have an objective to maximize operational capability with regards to flexible working and the need for the changes to be built into the organisational culture whilst retaining the focus of business needs;

**Close Protection Unit (CPU)** - A temporary attachment opportunity for female officers to the CPU to assist with the G8 summit as a pilot scheme was organised as females can find it challenging to pass the physical assessments required to gain entry into the CPU. Under Section 75, the Physical Education Department are currently equality screening all physical assessments to identify any detriment to females (or other section 75 groupings) and the Committee will continue to monitor PSNI's endeavours in this area;

**The Cultural Audit Report 2011** - The purpose of the cultural audit is to assess the extent to which the culture of PSNI was fit for purpose in terms of service delivery envisaged by Patten to assess changes since the audit carried out in 2008. This is the third cultural audit the first of which was carried out in 2005. The NI Policing Board's Resources Committee has worked with PSNI to help them develop a variety of work streams as a result of the recommendations, such as an Engagement Strategy. The Committee's aim is to look at new methods and the use of other tools as well as the Cultural Audit to capture this information in future so it does not become stale by using the same tool.

#### 9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

There have been many positive outcomes from the out workings of the Strategic Diversity Steering Group.

#### 10. How widely deployed is the Good Practice?



## 2. PARTICIPATION and REPRESENTATION

**Promote and support women's active and meaningful participation in all post-conflict processes; advance women in formal and informal decision-making; ensure gender balanced political representation; appoint women to senior positions; improve partnership and networking with women's rights organisations.**

|   |  |
|---|--|
| Department/Agency   | Department of Agriculture and Rural Development (DARD) |
| 1. Title of the Good Practice Experience/Initiative   |  |
| Improving participation and representation levels by women  |  |
| 2. Brief summary of the Good Practice Experience/Initiative   |  |
| <p><b>Background</b></p> <p><b>A key recommendation from the Equality Commission's Review of Effectiveness of the Section 75 Duties( 2008) was that public authorities should undertake an audit of inequalities by examining their functions and how these relate to the promotion of equality and good relations.</b></p> <p>In 2011 DARD published its Audit of Inequalities and accompanying Action Plan (2011-2016)<sup>1</sup>. The Action Plan has two gender targets:</p> <ul style="list-style-type: none"> <li>By 2016 – To improve representation by women on DARD NDPBs and associated bodies to 50% by 2016.</li> <li>By 2016 – To improve representation by women on internal decision making teams / groups to achieve fair representation (50:50)</li> </ul> <p>In the Strategic Plan (2012-2020)<sup>2</sup> the Department sets out its significant work streams in coming years and reaffirms its commitment to equality and Section 75 obligations, and working towards the targets set out in its Audit of inequalities.</p> |  |
| 3. Rationale for the Initiative   |  |
| <p><b>DARD Public Appointments</b></p> <p>Whilst there has been some increase on the proportion of women on DARD boards over the past 10 years, there is still some work to do to meet the 50% target in the Action Plan.</p> <ul style="list-style-type: none"> <li>- In 2002 32% female on NI NDPB's - DARD had 56 males / 10 females (15.2%);</li> <li>- In 2007 32% female on NI NDPBs - DARD had 64 males / 15 females (19%);</li> <li>- In 2012 33% female on NI NDPB's - DARD had 35 males / 12 females (25.5%)</li> </ul> <p><b>2012/13</b> 38% of all new appointments to public bodies in NI were women (87 out of 227). In DARD the figure was 27.3% (3 out of 11 new appointments female). Although in <b>2011/12</b> 31% of all new appointments to public boards in NI were women (73 out of 234), DARD appointed 33.3% of women (4 out of 12 new appointments).</p>  |  |

1 The DARD Audit of Inequalities and Action Plan (2011-2016) can be assessed at <http://www.dardni.gov.uk/index/equality/audit-of-inequalities.htm>;

2 Strategic Plan: <http://www.dardni.gov.uk/dard-strategic-plan-2020-english-version.pdf>



|   |  |
|---|--|
| Department/Agency   | Local Government Staff Commission for Northern Ireland |
| 1. Title of the Good Practice Experience/Initiative   |  |
| Women in Local Councils-making a difference   |  |
| 2. Brief summary of the Good Practice Experience/Initiative   |  |
| <p>The Local Government Staff Commission (the Commission) is an Executive Non Departmental Public Body which has general oversight of matters connected with recruitment, training and terms and conditions of employment of officers in the 26 district councils and the Northern Ireland Housing Executive (NIHE) and with making recommendations to councils and the NIHE on such matters.</p> <p>Based in Belfast, the Commission has a team of 11 staff to ensure that a professional service is provided to the Commission's clients. The Commission has a Chairman and 14 Members appointed by the Department of the Environment.</p> <p>The Commission aims to be 'the strategic organisation for the development of human resource management and the promotion of excellence through people in the delivery of local government services in Northern Ireland'.</p> <p>The Commission's specific actions and target outcomes are reflected in seven key performance areas:</p> <ul style="list-style-type: none"> <li>• Local Government Reform</li> <li>• Recruitment and Selection</li> <li>• Equality and Diversity</li> <li>• Learning and Development</li> <li>• Employee Relations</li> <li>• Organisation Design and Development</li> <li>• Corporate Governance</li> </ul> <p>Commission officers provide ongoing services to councils and the NIHE by providing professional HR advice and assistance and supporting the sector by recommending best practice and facilitating wider public sector cooperation.</p> <p>The Commission leads a number of initiatives in the local government sector including 'Women in Local Councils – making a difference', which is designed to attract women into local government at all levels and 'Disability in Local Councils', which is aimed at encouraging people with disabilities to participate in public life through election or employment.</p> |  |



### 3. Rationale for the Initiative

The 'Women in Local Councils – making a difference' initiative is coordinated by the Local Government Staff Commission for Northern Ireland (the Commission).

For a number of years, the Commission had introduced initiatives to address the under representation of women in local government, particularly in senior grades. In 2005, the Commission undertook an analysis of the composition of the local government workforce which showed that:

- There were no women Chief Executives
- 16% of second tier posts were held by women
- 14 of the 26 councils had no women in senior posts
- Although women accounted for 44% in middle management grades and 40% in other grades, this masked under representation in various work categories, particularly in the non traditional sectors where only 7% of posts were held by women
- Women elected representatives currently hold 127 of the 582 council seats accounting for 22% of elected member representation.

In addition research projects into women's perceived barriers to advancement carried out over the period continued to reveal the same problems, ie women complained of a very male dominated culture, long working hours, including evening working; lack of flexible working to accommodate home responsibilities and the use of demeaning language, such as terms like 'wee girl'.

The Commission agreed to develop a more proactive strategy, based on the involvement of key stakeholders, to address the under representation of women. A stakeholder analysis was carried out and key partner organisations were identified and agreed to come together to form a Women's Development Steering Group to guide the change process.

The Steering Group concluded that these changes represented a cultural shift for local government and that although the Steering Group was representative of the local government system in Northern Ireland, it could not bring about this major change without ownership by the 26 district councils in Northern Ireland. Further, it was felt that cultural change in local government would not be sustained without ownership by elected representatives and the five main political parties, therefore the Steering Group saw the political dimension as critical to the success of the initiative.

'The Women in Local Councils – making a difference' initiative was launched in January 2006 and received widespread media coverage throughout Northern Ireland and the support of the five main political parties and all 26 district councils.



### Staff (Extracts from DARD Audit of Inequalities 2011)

According to NISRA statistics as at 1/1/2010, of a total of 2656 non-industrial DARD staff, 44.7% are female. This compares to 54.6% female across the rest of the NICS.<sup>3</sup> Female representation at AO level accounts for 73.3% of the total number, while this drops to 14.3% at Grade 5 level and above.

Women continue to be under-represented across DARD NDPBs, internal and external decision-making boards, committees and management teams. As representation on internal management teams and boards is often made up by individuals in specific management grades, this can often mean that women are excluded simply because they are not at the appropriate grades.

Action is needed to encourage female interest and participation in areas currently under-represented and to work to eliminate those barriers that may hinder or limit their involvement. While grade is likely to remain a key aspect at times, it is however, important to seek representation from those with the necessary skills and competences needed, rather than only those from specific grades of management.

#### 4. Other Partners (including funding partners), and the type of cooperation

#### 5. Key Objectives & how they are reflected in the Experience/Initiative

The DARD Audit of Inequalities Action Plan (2011-2016) has two gender targets –

By 2016 – To improve representation by women on DARD NDPBs and associated bodies to 50% by 2016.

By 2016 – To improve representation by women on internal decision making teams / groups to achieve fair representation (50:50)

#### 6. Description of the Good Practice (e.g. phases, processes & activities)

Setting targets for the proportion of women on public bodies, the Departmental board will monitor progress.

#### 7. Stakeholder engagement in development and evaluation

The Equality Unit has been encouraging a range of actions across business areas such as awareness raising sessions and workshops which the Permanent Secretary senior managers, policy makers and members of the Department's Equality Steering Group have participated in.

The sessions included input from invited external gender experts who have extensive experience in both delivering enhanced gender balance in difficult circumstances and in international research on gender issues. The Department has also engaged proactively with the Commissioner for Public Appointments in Northern Ireland, including on the recommendations made in his Diversity report (January 2014).

<sup>3</sup> NISRA, Equality profile of DARD at January 2010.



DARD was also represented on the Public Appointments Working Group which was tasked by the Permanent Secretaries Group to review existing processes, and identify ways to improve diversity generally, address inequalities and underrepresentation levels.

External engagement to encourage women's participation and highlight access to funding opportunities has happened through the Rural Development Programme (2007-2013), the Rural Network for NI, and NI Rural Women's Network (NIRWN). A good practice guide featuring some of the women who have received funding under the RDP and who have been involved in the Thematic Group activities throughout 2012 was published. This group also worked closely with the QUB research team with their work on gender mainstreaming the NIRDP and has fed into additional research on Gender Mainstreaming.

#### 8. Outcomes (attained or expected)

The Department has set out its clear commitment to equality and to working towards the gender targets in its Audit of Inequalities. It will continue to monitor its progress closely and hopes to see steady improvements being made to the number and proportion of women submitting applications and ultimately being successful in appointments to its sponsored NDPBs; and in working to improve representation by women on internal decision making teams and groups.

#### 9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

Availability of independent advice and guidance to the Department through the work of the Commissioner for Public appointments and from the expertise of the gender experts, local women's organisations and their engagement with management teams.

A visible commitment from the Permanent Secretary and the Departmental Board through the inclusion of equality and reference to the Audit of Inequalities targets in the Strategic Plan.

#### 10. How widely deployed is the Good Practice?

The practice has been shared amongst the rural community networks, members of the Public Appointments Working Group, and gender experts.



Key achievements include:

- A Declaration of Principles was endorsed by all district councils, committing them to the principles of equality and the promotion of a culture in which women feel able to participate fully in order to utilise their skills, knowledge **and experience**.
- A unique feature identified was the creation of a 'network of Gender Champions' which brought a local identity to the initiative and acted as the change agents.
- Each council agreed a Gender Action Plan which provided a framework to address any gender under representation and identify any barriers that might exist.
- The provision of a calendar of events and development programmes to support the major themes of cultural change, work life balance, local democracy, capacity building and personal development.
- A dedicated website designed to support the Women in Local Councils initiative at **[www.womeninlocalcouncils.org.uk](http://www.womeninlocalcouncils.org.uk)**
- The Women in Local Councils week in March 2010 which encouraged councils to hold events to coincide with International Women's Day and raise awareness of women in public life and decision making roles.

In January 2009 the Steering Group reviewed its membership and reflected on the achievements of the Women in Local Councils initiative and the lessons learnt to date. As a result Jane Morrice, Deputy Chair, Equality Commission NI was appointed as an independent Chair and representatives from OFMDFM, Opportunity Now and the women's sector were invited to join the Steering Group.

A further analysis of the composition of the local government workforce in 2009 highlighted that whilst women remained under represented, progress had been made:

- There were now 3 women Chief Executives
- 26% of second tier posts were held by women
- 19 councils now had women in senior posts

#### 4. Other Partners (including funding partners), and the type of cooperation

See attached diagram of partners

Major partners included representatives from trade unions, the Equality Commission for NI, Chief Executives, senior women officers, Northern Ireland Local Government Association (NILGA) and National Association of Councillors (NAC), Business in the Community and public/private NGOs

The Commission has committed significant resources to the Women in Local Councils initiative:



- The involvement of the Chief Executive and 3 officers on the Steering Group, as well as a member of staff to manage the initiative
- £25K funding per annum has been ring-fenced for the initiative since 2006
- A programme of events has been put in place to attract women into councils as employers of choice, to encourage those already employed to apply for higher grade posts and to raise the profile of women in local politics. These have included coaching, mentoring and personal development programmes for council officers and elected members, as well as events for school girls and community groups
- A programme of support for the Gender Champions, for example, mentoring, coaching, influencing skills and chairing meetings, as well as workshops enabling them to network, share knowledge and support one another

#### 5. Key Objectives & how they are reflected in the Experience/Initiative

The key objectives of the Women in Local Councils initiative were to:

- Identify, develop and promote initiatives to encourage the participation and advancement of women in local government and specifically at senior levels, non-traditional areas and elected representatives
- Achieve steps towards gender equality throughout local government now and in the new council arrangements.

#### 6. Description of the Good Practice (e.g. phases, processes & activities)

The initiative is lead and driven by a Steering Group comprising senior officers from the Commission and a range of partner organisations.

All 26 district councils adopted the Declaration of Principles, drafted by the Commission, which committed elected members and officers to work towards the goal of gender equality. The Principles were also adopted by NILGA, NAC and SOLACE, the Chief Executive's professional body.

A particular, unique feature of the Women in Local Councils initiative is the appointment of 'Change Champions' by the 26 district councils, by the five main political parties and by NILGA. These 37 champions are committed to maximising the profile of the initiative and participation in the programme of events within their respective areas. They also assist in identifying and sharing examples of best practice and act as the main point of contact with the Commission. Over half the councils nominated the Chief Executive to act as the council's Gender Champion with an officer providing support at an operational level.



The Commission developed a model Gender Action Plan and wrote to councils suggesting this be used as a template for embedding gender equality into all their policies and practices. The Action Plan includes sections for elected members and for officers respectively. A separate Action Plan for political parties has also been developed by the Commission. These action plans are used as an audit tool to set goals and targets and to assess progress in meeting these goals and targets. They are essential for identifying barriers and showing how to overcome them.

Each Gender Champion, supported by the Commission, developed a Gender Action Plan tailored to help address the key issues in the Declaration of Principles. Councils then established local steering groups, consisting of elected members, trade union representatives and officers from a wide range of council functions to oversee the plans.

The launch of the Women in Local Council initiative in 2006 was the beginning of a strategic and co-ordinated campaign to address the long term problem of under-representation of women in councils.

The Commission, in partnership with the Equality Commission, provided direct support to individual councils to assist them to benchmark their workforce composition, to have monitoring systems in place and to develop strategies to set objectives and measure success. This exercise showed great disparity between councils but enabled individual councils, through their Gender Champions and Steering Group to develop a focused Gender Action Plans.

In addition, for the first time, councils analysed data in relation to women elected members by, for example, gathering information on which committees they participated in, which outside bodies they were nominated to, what access they have to training and associated budget allocations.

The Women in Local Councils Award, presented by Business in the Community in 2008, was based on progress made by councils in developing and implementing their Gender Action Plans.

#### 7. Stakeholder engagement in development and evaluation

The Commission has engaged councils and other partners in this initiative primarily through the involvement of all the partner organisations on the Steering Group and the network of Gender Champions from individual councils and the political parties.

A variety of media, including newsletters, have been used to publicise the initiative to all officers and elected members in councils and the wider public sector. A number of high profile events have been held to increase the visibility of the initiative and to celebrate its successes.



The initiative has a dedicated website, and a short film was commissioned in 2009 which has been shown at national events and local conferences.

The Commission has sponsored Women in Local Councils Award categories in both Business and the Community and the Local Government Awards to recognise the progress made by councils.

The initiative has been highlighted as a case study in national publications such as the Equal Opportunities Review (EOR) and recognised in National Awards. The Commission has been recognised as an Exemplar Employer for its work on this initiative.

#### 8. Outcomes (attained or expected)

The benefit of this initiative for the Commission has been to demonstrate the success of this strategic, partnership approach to tackling the under-representation of women in councils. This model has now been replicated in the 'Disability in Local Councils' initiative which the Commission launched in September 2009. Councils have recently appointed an officer and elected member Disability Champion and the Commission has developed a programme of training and support to support them in this role.

The benefit of this initiative to councils can be demonstrated in the increased representation of women at all levels in councils, making councils more representative of the communities which they serve. This is demonstrated in the analysis of the workforce in 2009 which highlighted that progress had been made since the launch of the initiative in 2006:

- There were now 6 women Chief Executives
- 29% of second tier posts were held by women
- 21 councils had women in Chief Executive or Director posts

Evidence from recruitment exercises has shown more women applying, and being appointed to senior posts in councils. Issues such as work-life balance, stress and personal development, which have been addressed by this initiative, have resulted in an improved working environment for all council employees.

Individual women have benefited from the development opportunities which have been offered, including acting as Gender Champions, and this should ensure that women are not disadvantaged by the reorganisation of local government by enabling them to manage the change process positively, and having the confidence to take on new roles.

Through the Gender Champions, each council has developed its own initiatives or clusters of councils are working together, for example, to hold their own events, set up women's forum and establish women's awards to deliver real cultural change in their local area.



The findings of the 2002 Northern Ireland Life and Times Survey, revealed that 'women from all sectors believed that reaching a gender balanced council is essential to a comfortable working environment for senior female officers and staff, better relations with civic organisations representing women and better policy outcomes for society as a whole'. This initiative has sought to address this and to involve the local community in the work of the council through, for example, career days for school girls, local and international volunteering opportunities and events to celebrate the achievements of women from the local council areas.

9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

See above no 8

10. How widely deployed is the Good Practice?

The model of delivering change through 'Champions' is being replicated in the Disability in Local Councils initiative which was recently launched but could also be replicated in other organisations in the wider public and private sector.



## Protection, Realisation of Rights, Economic & Social Justice

**Provide safety and security for women, and address gender-based violence; provide physical and mental well-being, economic opportunity and social justice for women; drive cultural and institutional change to protect and advance women's human rights in practice.**

|   |                       |
|---|-----------------------|
| Department/Agency   | Department of Justice |
| 1. Title of the Good Practice Experience/Initiative   |                       |
| Violence Against Women: Engaging with Stakeholders  |                       |
| 2. Brief summary of the Good Practice Experience/Initiative   |                       |
| The development (following consultation with relevant key stakeholders), in partnership with DHSSPS, of a draft domestic and sexual violence and abuse strategy (2013- 2020) which is currently the subject of a public consultation.   |                       |
| 3. Rationale for the Initiative   |                       |
| This is a new integrated domestic and sexual violence and abuse strategy which builds on the previous successes of separate strategies Tackling Violence at Home (2005) and Tackling Sexual Violence and Abuse (2008).  |                       |
| 4. Other Partners (including funding partners), and the type of cooperation   |                       |
| The development of the new integrated domestic and sexual violence and abuse Strategy was overseen by the Regional Strategy Group for domestic and sexual violence and abuse which is composed of statutory and voluntary organisations with a remit in this area.  |                       |
| 5. Key Objectives & how they are reflected in the Experience/Initiative   |                       |
| The Aim of the Strategy is to work towards the development of a society in which domestic and sexual violence and abuse is unacceptable and will not be tolerated.  |                       |
| Through the production of the Strategy and associated action plans this group aspires to meet the needs of all victims of domestic and sexual violence and abuse through the development of better, more equitable, accessible and effective services while ensuring perpetrators are called to account.              |                       |
| 6. Description of the Good Practice (e.g. phases, processes & activities)   |                       |
| There have been many meetings with various key stakeholders who have the opportunity to discuss and influence the strategic content of the new integrated domestic and sexual violence and abuse strategy.  |                       |
| <b>Development stage of draft Strategy</b>  |                       |
| Officials from both the Department of Justice and the Department of Health, Social Services and Public Safety, have consulted widely with statutory, voluntary and community organisations through the Regional Strategy Group and related domestic and sexual violence and abuse sub-groups to develop the strategy. |                       |



During the development stage of the draft strategy, relevant key stakeholders from these sectors attended one of three workshops held across the province. Their views and comments on how domestic and sexual violence and abuse should be strategically addressed during the next seven years were obtained and used to formulate the draft strategy document.

### **Consultation on Draft Strategy**

An easy access document and questionnaire were developed to help promote full engagement with all stakeholders during a 12 week consultation period on the draft strategy document. During this period officials from both Departments proactively engaged with relevant stakeholders (voluntary and statutory), including Section 75 and other hard-to-reach groups, providing the rationale and thinking behind the content of the draft document in order to assist these stakeholders in providing a robust consultation response.

### **7. Stakeholder engagement in development and evaluation**

As for 6 Above in relation to development of Strategy

### **Evaluation of Strategy**

Relevant statutory and voluntary sector stakeholders participate in Sub-Group meetings and considerations of pertinent issues. The position of Chair for these sub-groups is rotated with voluntary sector members also involved in chairing roles.

The Regional Strategy Group and the various sub-groups will regularly monitor progress of the implementation of the agreed Strategy and associated action plans and reports on progress will be given to the Inter-Ministerial Group for Domestic and Sexual Violence

### **8. Outcomes (attained or expected)**

The implementation of the agreed new Strategy will improve and enhance how Government, in partnership with all relevant voluntary and community bodies, prevent and respond to all aspects of domestic and sexual violence and abuse.

### **9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)**

The opportunity to work in partnership with all key stakeholders in the development of plans to address these issues is particularly useful.

### **10. How widely deployed is the Good Practice?**

The Government is committed to the ethos of working in partnership and including all relevant stakeholders, both statutory and voluntary in addressing the area of domestic and sexual violence and abuse.



|   |  |
|---|--|
| Department/Agency   | Department of Justice – Human Trafficking Team |
| 1. Title of the Good Practice Experience/Initiative   |  |
| NGO Human Trafficking Engagement Group  |  |
| 2. Brief summary of the Good Practice Experience/Initiative   |  |
| <p>The Human Trafficking Engagement Group was established in December 2012 after a consultation on how the Department should best engage and work with civil society organisations on this issue. The Group has evolved, identifying Training, Awareness and Education as priorities and has established sub-groups to respond to these. The Group has been a key delivery partner as well as helping to inform the development of new policies on human trafficking and slavery.</p>   |  |
| 3. Rationale for the Initiative   |  |
| <p>To engage and work in partnership with civil society organisations to tackle human trafficking and modern day slavery.</p>   |  |
| 4. Other Partners (including funding partners), and the type of cooperation   |  |
| <p>Engagement Group members include:</p> <ul style="list-style-type: none"> <li>• Department of Justice</li> <li>• PSNI</li> <li>• Amnesty International</li> <li>• South Tyrone Empowment Project (STEP)</li> <li>• NI Strategic Migration Partnership (NISMP)</li> <li>• Law Centre NI</li> <li>• Belfast and Lisburn Women's Aid</li> <li>• Community Faiths' Forum</li> <li>• CARE NI</li> <li>• Migrant Help</li> <li>• Urban Angels</li> <li>• Invisible Traffik</li> <li>• Soroptomist International</li> <li>• Northern Ireland Council of Ethnic Minorities (NICEM)</li> <li>• Irish Congress of Trade Unions Northern Ireland Committee (ICTUNI)</li> <li>• Policing and Community Safety Partnerships (PCSPs)</li> <li>• Northern Ireland Commissioner for Children and Young People (NICCY)</li> <li>• Freedom Acts</li> <li>• No More Traffik</li> <li>• Health and Social Care Board</li> <li>• National Union of Students - Union of Students in Ireland</li> <li>• Barnardo's Safe Choices</li> </ul> |  |



### 5. Key Objectives & how they are reflected in the Experience/Initiative

To facilitate a partnership approach and joint working amongst Government Departments, statutory bodies, voluntary and community organisations and other agencies to help avoid duplication of effort and to encourage the sharing of resources and expertise by:

- clarifying the roles of statutory and non-statutory groups;
- providing an arena for exchange of information and ideas;
- identifying best practice and lessons learned from experience, including from other jurisdictions;
- identifying core information needs and any gaps in information and provision of services;
- identifying areas where more research is required;
- assisting Government and law enforcement agencies etc in their work in tackling human trafficking;
- informing development of human trafficking policy and programmes; and
- seeking to identify the groups involved in the issue of human trafficking in Northern Ireland;
- dissemination of information.

### 6. Description of the Good Practice (e.g. phases, processes & activities)

Group members are consulted on membership of the group; on establishing priorities; and on the formulation of subgroups. The Group is consulted on Departmental policy development and The Group (and its constituent members) are key delivery partners on the Northern Ireland Human Trafficking Action Plan 2013-14. Group members were consulted on the content of the Action Plan and are involved in strategic planning. The Group comprises a wide range of organisations who bring different individual priorities, skills and focus. The DOJ is able to set a strategic direction (with input from Group members) however civil society organisations involved can add value with their extended reach and grass-roots links within the community.

### 7. Stakeholder engagement in development and evaluation

The role and terms of reference for the Group were informed by public consultation. Group members continue to be consulted on new policy and involved in strategic planning. Organisations represented on the Engagement Group have wider links with other interested NGOs and so are able both to represent the views of a wider stakeholder base as well as communicating and disseminating information outward.

### 8. Outcomes (attained or expected)

Better co-ordination of activities;  
 Dissemination of accurate information and consistent, agreed messaging;  
 Enhanced public awareness;  
 Targeted engagement on human trafficking and slavery issues;  
 Development of educational resource and other awareness materials  
 Intelligent dissemination of victim information  
 Joined up response to tackling human trafficking and slavery.



9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

The group exemplifies the value of working together, recognising and utilising the varying skills, strengths and interests of the constituent members to create a stronger, joined up and co-ordinated response

10. How widely deployed is the Good Practice?

The Engagement Group brings together Government with civil society organisations across Northern Ireland and acts as an umbrella for other, linked groups.



|   |                                    |
|---|------------------------------------|
| Department/Agency   | Police Service of Northern Ireland |
| 1. Title of the Good Practice Experience/Initiative   |                                    |
| Women of Influence - Pilot  |                                    |
| 2. Brief summary of the Good Practice Experience/Initiative   |                                    |
| The PSNI aim to measure the social impact of policing on victims of domestic abuse.   |                                    |
| 3. Rationale for the Initiative   |                                    |
| When victims of domestic abuse contact police their primary purpose is not to enter the justice system, rather to seek help to address the immediate crisis.  |                                    |
| 4. Other Partners (including funding partners), and the type of cooperation   |                                    |
| Women's Aid   |                                    |
| 5. Key Objectives & how they are reflected in the Experience/Initiative   |                                    |
| <p>To improve the service to victims of domestic abuse based on evidence.</p> <p>To help victims on the way to resolution of their abuse.</p> <p>To explore the methods for examining victims perception of their experience of policing.</p> <p>To be clear about the outcome that is to be achieved, for example, if successful outcomes for victims is assessed against arrest or conviction figures only then a target may be hit yet the point may be totally missed.</p> <p>To make recommendations, based on the evaluation of the pilot, for wider use across all PSNI Districts,</p> |                                    |
| 6. Description of the Good Practice (e.g. phases, processes & activities)   |                                    |
| <p>The Pilot aims to shift the focus from the perpetrator and offer alternative methods of measuring the impact of police and other interventions. The model that will be used is the Risk Assessment and Distance Travelled Model. It is anticipated that this assessment tool will provide a holistic framework for assessing risks in all areas of the victim's life. An action plan agreed with the victim will be implemented according to individual needs. It is hoped that this will help chart the journey travelled by the victim towards resolution of their abuse</p>             |                                    |
| 7. Stakeholder engagement in development and evaluation   |                                    |
| Northern Ireland Housing Executive and Department of Health and Social Services   |                                    |
| 8. Outcomes (attained or expected)  |                                    |
| To have victims feel safe through collaborative working which moves from a focus on outputs to informed decision making based on evidence.  |                                    |
| 9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)  |                                    |
| This is in pilot form at present  |                                    |
| 10. How widely deployed is the Good Practice?   |                                    |
| Once evaluated, and if the findings from the pilot are assessed as useful and helpful to victims, it could be rolled out across all policing districts.   |                                    |



## Relief, Recovery, Reconstruction, Legacy

**Ensure gender balance in all mechanisms and arrangements in dealing with the past; apply gendered perspectives when addressing legacies of the past and social and economic reconstruction; include women equally with men in budget and funding considerations.**

|  |  |
|--|--|
| Department/Agency  | Department for Employment and Learning (DEL) |
| 1. Title of the Good Practice Experience/Initiative  |  |
| STEM Strategy  |  |
| 2. Brief summary of the Good Practice Experience/Initiative  |  |
| To implement recommendation 4 to 2 “address gender bias” of the STEM Strategy (2011), ‘Success through STEM’,  |  |
| 3. Rationale for the Initiative  |  |
| <p>The ‘Success through STEM Strategy’ includes a recommendation to address the issue of gender bias, particularly the disparity between, on the one hand, the Physical Sciences and Engineering and on the other, Life Sciences. This is one of five recommendations that are Industry led and as such, the STEM Business group has carried out statistical research along with feedback from industry, culminating in a seminar with the Equality Commission, to engage further with businesses to look at the issue of gender bias, share best practice and identify additional steps that businesses can take to make careers in the STEM industries more attractive</p> <p>This challenge has been recognised by government and was highlighted in an Oral Statement to the Northern Ireland Assembly on 4th June by the Minister for Employment and Learning. DEL has funded a post through the interchange scheme, known as STEM Business coordinator. The coordinator has organized a STEM gender seminar and published a report called ‘Addressing Gender Balance – Reaping the Gender Dividend’, on behalf of the STEM Business sub group.</p> |  |
| 4. Other Partners (including funding partners), and the type of cooperation  |  |
| As part of the STEM strategy, DEL is working in collaboration with organisations such as e-skills UK, Improve and SEMTA, which actively promote STEM careers to females.   |  |
| 5. Key Objectives & how they are reflected in the Experience/Initiative  |  |
| <p>To encourage women into high level STEM areas, particularly computer science and engineering.</p> <p>Working with the Equality Commission for Northern Ireland, the Department has produced an “Addressing Gender Balance – A Good Practice Manual” containing the Charter, the good practice guidelines and the supporting case studies. It will also run a series of seminars supporting the implementation of good practice.</p>   |  |
|  |  |



#### 6. Description of the Good Practice (e.g. phases, processes & activities)

The **Addressing Gender Balance – Reaping the Gender Dividend** report contains a number of good practice guidelines aimed at addressing the STEM gender gap. These guidelines have been given to other organisations for comment: Equality Commission, Queen's University Belfast, WRDA, enei, WISE, the Equality Coalition and several STEM businesses.

##### *ROLE MODELS- PRIOR TO RECRUITMENT*

1. Encourage staff to become STEM Ambassadors, working with organisations such as W5, Sentinus, BiTC or School Employer Connections.
2. Participate in Careers talks and fairs.
3. Use welcoming statements in recruitment advertisements.
4. Use female role models in advertising and other brochures.

##### *SUPPORTIVE PERSONNEL POLICIES*

5. Refer to family friendly policies in recruitment literature.
6. Refer to flexible working practices in recruitment literature.
7. Refer to any home working policies in recruitment literature.
8. Consider using a female only undergraduate scholarship scheme.
9. Use of salary sacrifice schemes e.g. Employers for Childcare, to support working parents with childcare costs.
10. Consider partnering pregnant employees with a mentor or buddy, who has recently returned to work after maternity leave.

##### *NETWORKING*

11. Utilise existing networks for women which address work issues.
12. Establish a women's network, if none exists in your business or industry.

##### *CAREER DEVELOPMENT*

13. Enable all staff to articulate their career aspirations at regular intervals.
14. Recognise that career aspirations may change, as caring roles change over time.
15. Consider horizontal career moves to develop breadth of knowledge and respect across the business.
16. Ensure that all staff members are clear about career progression and promotion procedures.

##### *MENTORING*

17. Consider the use of mentoring within and outside the organisation.
18. Consider partnering a male mentor with a female mentee and the reverse.



#### *ROLE MODELS- POST RECRUITMENT*

- 19. Increase visibility by having female speakers at internal and external meetings.
- 20. Have female representation on internal/external committees.

#### *MONITORING PROGRESS*

- 21. Obtain feedback from staff about these issues and suggestions, particularly in exit interviews.
- 22. Take all opportunities to challenge unconscious bias.

#### 7. Stakeholder engagement in development and evaluation

DEL is working in collaboration with organisations such as e-skills UK, Improve and SEMTA, which actively promote STEM careers to females.

#### 8. Outcomes (attained or expected)

It is too early yet to be able to gauge the impact of the actions to date but the expected outcome will be an increase in the numbers of women in high level STEM areas, particularly computer science and engineering.

#### 9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

#### 10. How widely deployed is the Good Practice?

Many organisations in Northern Ireland display good practice. The **Addressing Gender Balance – Reaping the Gender Dividend** report contains 7 best practice case studies. The STEM Business Coordinator also provides assistance to employers who wanting to profile or benchmark their current practice.



|  |  |
|--|--|
| Department/Agency  | Equality Commission for Northern Ireland |
| 1. Title of the Good Practice Experience/Initiative  |  |
| Equality Responsive Budgeting - <a href="http://www.equalityni.org/ECNI/media/ECNI/Publications/Employers%20and%20Service%20Providers/Equalityresponsivebudgeting2013.pdf?ext=.pdf">http://www.equalityni.org/ECNI/media/ECNI/Publications/Employers%20and%20Service%20Providers/Equalityresponsivebudgeting2013.pdf?ext=.pdf</a>  |  |
| 2. Brief summary of the Good Practice Experience/Initiative  |  |
| The Equality Commission commissioned a paper to consider whether gender responsive budgeting could be adapted to the broader equality agenda for which public authorities in Northern Ireland have a statutory duty.   |  |
| 3. Rationale for the Initiative  |  |
| Traditionally the budget has been viewed as a technical instrument of public finance management, free from value and benefitting all members of the public equally without distinction. In fact, decisions about spending that promote equality outcomes can happen at all stages along the spending line. Recognising that the budgetary process is a key policy in working for equality of opportunity and good relations the Commission, in its wide ranging work on the budget, decided to explore how the approach exemplified by gender equality budgeting can assist public authorities in meeting the requirements of Section 75 of the Northern Ireland Act 1998 (Section 75). It was envisaged that this would build on the recognition that gender responsive budgeting has established and show how budget work can assist public authorities to deliver better public services and by extension public services that deliver equality outcomes. |  |
| 4. Other Partners (including funding partners), and the type of cooperation  |  |
| The research project had an advisory group that included, in a personal capacity, people chosen for their experience in OFMDFM, the Department of Finance and Personnel and in equality matters in NGOs as well as policy and advice staff from the Commission.  |  |
| 5. Key Objectives & how they are reflected in the Experience/Initiative  |  |
| The main objective of the paper was to propose a framework to set out how equality responsive budgeting can be used to assist public authorities promote equality of opportunity and good relations. The paper does this by establishing the link between the assessment process and outcomes focus seen in both gender responsive budgeting and the Equality Commission's revised guidance to public authorities on meeting the requirements of Section 75.   |  |
| 6. Description of the Good Practice (e.g. phases, processes & activities)  |  |
| The paper has confirmed that the focus on outcomes and results that is at the heart of delivery of public authorities' requirements under Section 75 is similar to the gender responsive budgeting process.  |  |
| 7. Stakeholder engagement in development and evaluation  |  |
| While only a small number of stakeholder advisors were involved in the development of the paper itself, the paper has been presented to and discussed by a wide range of stakeholders. This has allowed the Commission to gather views on the potential next steps in the initiative.  |  |



#### 8. Outcomes (attained or expected)

The paper recommends that there be further consultation with a number of key stakeholders and a high level seminar allowing international models to be shared and examined. This could lead to the identification of pilot projects to test the applicability of gender budgeting tools. There should also, the paper recommends, be raising of awareness of equality responsive budgeting across government and civil society.

#### 9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

Presentation of the paper and its general discussion has met with interest and enthusiasm about the possibilities as well as caution in regard to the task of changing the complex process that is the budget.

#### 10. How widely deployed is the Good Practice?

The Commission is considering the next steps in this initiative.



## 5. Promotion & Advocacy

**Promote UNSCR 1325 principles and international obligations and standards on women's rights. Champion women rights, inclusion and gender perspectives as a cross-cutting action to give leadership in attending to the implementation of the 1325 principles and approach in all arenas, strategies and policies.**

|   |                       |
|---|-----------------------|
| Department/Agency   | Department of Justice |
| 1. Title of the Good Practice Experience/Initiative   |                       |
| Violence Against Women: Engaging with and Supporting Stakeholders   |                       |
| 2. Brief summary of the Good Practice Experience/Initiative   |                       |
| <p>The provision of financial support by DOJ to enable two representatives from Northern Ireland Women's European Platform (NIWEP) to attend the 57th session of the Commission on the Status of Women (CSW). The session took place at the United Nations in New York from 4 to 15 March 2013 and focused on the elimination and prevention of all forms of violence against women and girls.</p>  |                       |
| 3. Rationale for the Initiative   |                       |
| <p>The Department of Justice (DOJ) and the Department of Health, Social Service and Public Safety (DHSSPS) had a significant interest in the outcomes of the session and are committed to the elimination and prevention of all forms of domestic and sexual violence and abuse.</p> <p>DOJ plan to use current thinking and best practice highlighted during the session to inform the new joint domestic and sexual violence and abuse strategy, The information and insight gained will also benefit the Community Safety Strategy which includes the key strand of addressing domestic and sexual violence and abuse. Other Departments and voluntary groups including NIWEP would be key stakeholders in efforts to tackle domestic and sexual violence and abuse. NIWEP has provided local women with a link and a voice in influencing European and International Policy making.</p> |                       |
| 4. Other Partners (including funding partners), and the type of cooperation   |                       |
| <p>The Department of Justice funded attendance at the 57th Session. However other NI Government Departments have funded attendance at previous sessions and may fund future sessions.</p> <p>The NIWEP was established in 1988 in response to the creation of the European Women's Lobby (EWL) and is one of four national organisations that make up the UK Joint Committee on Women. Membership is drawn from a diverse range of Groups across Northern Ireland who represent Women and Women's issues.</p>   |                       |
| 5. Key Objectives & how they are reflected in the Experience/Initiative   |                       |
| <ul style="list-style-type: none"> <li>• To gain insight into new European and International thinking on Domestic and Sexual Violence and abuse against women and girls;</li> <li>• To inform the new Joint Domestic and Sexual Violence and abuse Strategy.</li> </ul>   |                       |



#### 6. Description of the Good Practice (e.g. phases, processes & activities)

- Prior to attending conference officials from DOJ met with the two NIWEP attendees to discuss the session programme and mutually agree which caucuses were relevant to attend;
- DOJ Officials met with attendees following attendance to obtain initial feedback on event;
- Attendees completed a report on the event;
- Report was analysed by DOJ officials and will assist in the formulation of the new integrated draft joint domestic and sexual violence and abuse strategy.

#### 7. Stakeholder engagement in development and evaluation

As for 6 Above in relation to development

##### Evaluation

The themes which formed part of the discussions at the CSW 57th session, were in line with the current aims of the Domestic Violence and Sexual Violence and abuse Strategies – improving services and support for all victims and their families; developing and delivering a high quality, co-ordinated multi-agency response and improving responses for victims from the Criminal Justice System.

Learning from the discussions as documented in the final report was beneficial to the work of the Department as it allowed us to consider the latest international thinking in the development of the new domestic and sexual violence and abuse strategy.

#### 8. Outcomes (attained or expected)

The new draft joint domestic and sexual violence and abuse Strategy reflects current and developing thinking attained by attendance at the 57th session of the Commission on the Status of Women

#### 9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

The opportunity to work in partnership with these stakeholders in utilizing the knowledge conveyed at the conference in order to inform future strategy on tackling domestic and sexual violence and abuse.

#### 10. How widely deployed is the Good Practice?

The Government is committed to the ethos of working in partnership and including all relevant stakeholders, both statutory and voluntary in addressing the area of domestic and sexual violence and abuse.



|  |                                    |
|--|------------------------------------|
| Department/Agency  | Police Service of Northern Ireland |
| 1. Title of the Good Practice Experience/Initiative  |                                    |
| Women's Police Association (WPA)   |                                    |
| 2. Brief summary of the Good Practice Experience/Initiative  |                                    |
| <p>To effectively represent and demonstrate the positive value of women who work throughout the police service in Northern Ireland</p> <p>Vision:<br/>For women to be valued for their contribution free from discrimination and treated with respect and dignity. To contribute to policy, to the organisation and to the greater international workforce and society by being an example of excellence in securing a best practice workplace in NI</p>   |                                    |
| 3. Rationale for the Initiative  |                                    |
| <p>Since 2001 the numbers of women in policing have increased, particularly in the police officer roles. 27% of officers and 64% of police staff are female (numbers as of 1 May 2014). However many of these women are at the lower ranks and grades within the Service. The Association was established in 2007.</p>   |                                    |
| 4. Other Partners (including funding partners), and the type of cooperation  |                                    |
| The Association receives funding from the Equality and Diversity unit in PSNI  |                                    |
| 5. Key Objectives & how they are reflected in the Experience/Initiative  |                                    |
| <p>Ensuring that the achievements of women and their contributions to the organisation and to society are recognised internally and externally.</p> <p>Raising the profile of gender issues within the organisation</p> <p>Encouraging networking and peer support</p> <p>Capacity Building of staff</p> <p>Influencing Culture of the Organisation</p>  |                                    |
| 6. Description of the Good Practice (e.g. phases, processes & activities)  |                                    |
| <p>The association has delivered a number of programmes since its formation in 2007 such as capacity building training programmes, mentoring and coaching schemes and a conference.</p>  |                                    |
| 7. Stakeholder engagement in development and evaluation  |                                    |
| <p>There are approximately 500 members in the Association and there are events throughout the year where they have the opportunity to engage with the committee and other members directly. The WPA also has its own webpage and dedicated email account to facilitate information sharing and effective communication with members and the Service as a whole. Female officers and staff have somewhere to reach out to and contact for help and support. The WPA does not seek to duplicate or replace the role of the Police Federation</p> |                                    |



#### 8. Outcomes (attained or expected)

Capacity Building Training Programme for female officers and staff with particular focus on confidence building and empowering staff – Nov 2013-February 2014 – very positive feedback received

Mentoring Programme in place within PSNI managed by WPA

Links with Women in Business and Business in the Community established

Gender Focused Strategic Leadership Event with Senior Officers and Staff May 2014 with specific projects to be delivered in key business areas as a result.

WPA Chair sits on BAWP committee and PSNI members have had the opportunity to feed into national research that has assisted in the development of Gender Agenda 3 which is due for issue later in 2014.

#### 9. Results and lessons learned (Impact; Opportunities, Difficulties & Challenges; Key Lessons)

The Association is continually evolving. It has a change in committee every 3 years and this allows for a new and fresh approach to be looked at on a regular basis. The association was very well supported by the previous Deputy Chief Constable Judith Gillespie and WPA has a place on the Gender Implementation Group. The committee consists of both officers and staff from across the Service at various ranks and grades. Some of the challenges come from the fact that the committee do the work in addition to their daily jobs and the capacity to do that bit extra is not always there. It is due to the fact the members are committed and believe in the association and the role it has in supporting others that the work often gets done.

#### 10. How widely deployed is the Good Practice?

Members exist in all districts and most Departments. There are associations at National level (BAWP – British Association of Women in Policing) and at international level in respect of policing and each Service in GB has a local Women's network or association.



## Notes



Notes



## Notes



## Notes



## Notes





Commissioned by the Women and Peacebuilding Programme