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AUGUST 2013
ANNUAL CIVIL-SOCIETY
REPORT CARD ON:



**AUSTRALIA'S NATIONAL
ACTION PLAN ON**



**WOMEN,
PEACE & SECURITY**



AUSTRALIAN
COUNCIL
FOR
INTERNATIONAL
DEVELOPMENT



NATIONAL COMMITTEE
AUSTRALIA



Australian
National
University

GENDER INSTITUTE





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*Front Cover Photo: UN
Photo/Martine Perret
Local Western
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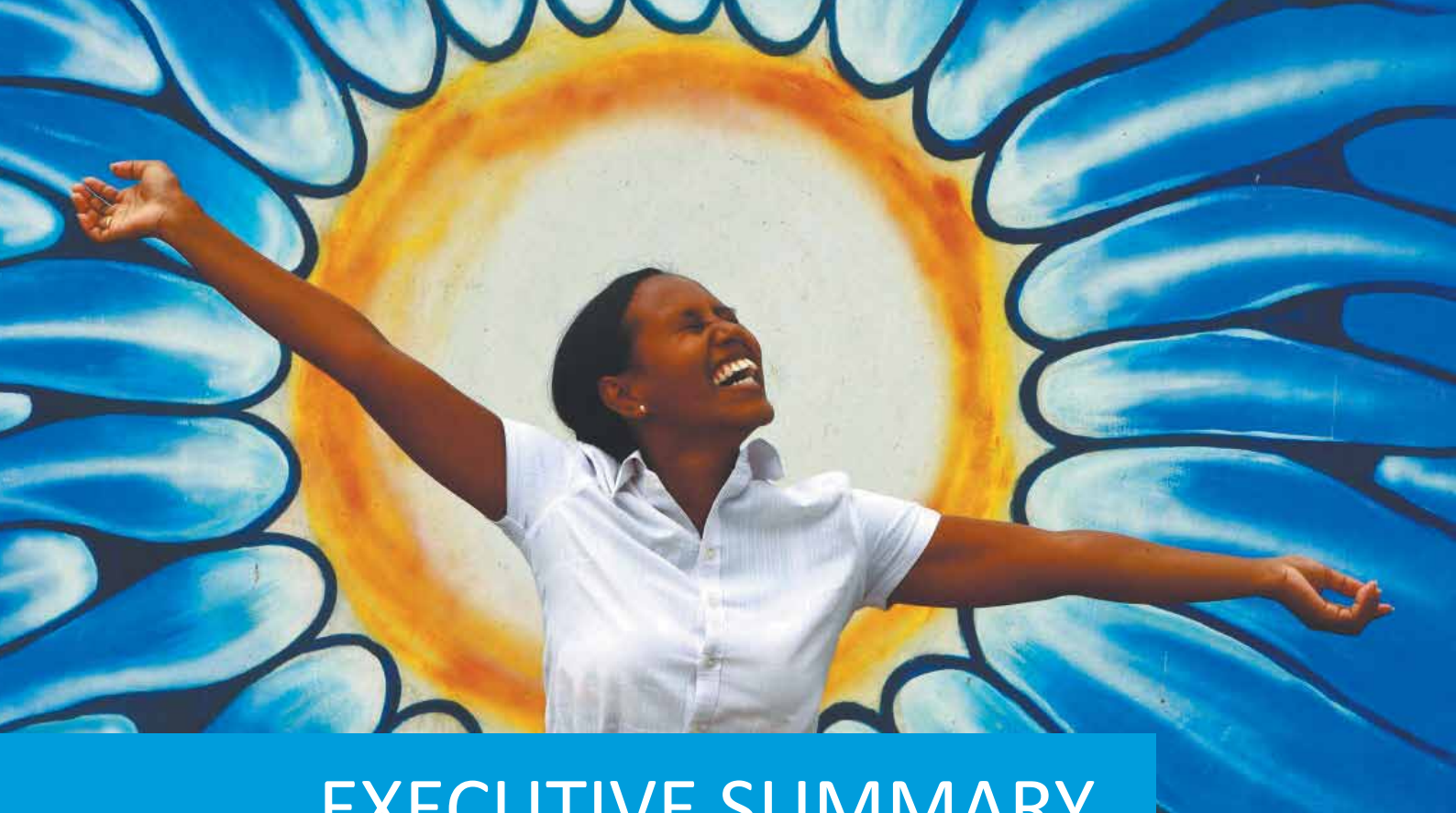
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EXECUTIVE SUMMARY

Australia's National Action Plan on Women, Peace and Security (hereafter called the NAP), is an essential document for implementing United Nation Security Council Resolution 1325 and related resolutions on women, peace and security. Released in 2012, it aims to bring together actors across the Australian Government and civil society to ensure that both domestically and when we act overseas, Australia listens to and includes the voices of women in defence, peace and security initiatives.

In April 2013, Australian civil society came together with government to hold the inaugural Annual Civil-Society Dialogue on Women, Peace and Security. The Dialogue brought together key agencies engaged in the implementation of the NAP to outline their actions and reflect, one year on from the Australian government's adoption of this plan. The aim of the Dialogue was to monitor progress against each of the NAP's strategies and to ensure implementation of the NAP remains both accountable to civil society and informed by its input and deliberations. A workshop following the day of presentations, with invited civil society participants, allowed for more detailed discussion of the NAP's progress. This Civil Society Report Card on Australia's NAP is the result of that process.

A range of important initiatives have been undertaken in the first year of the NAP. These have included plans to develop Whole-of-Government Guidelines on the Protection of Civilians; Australia championing the Women, Peace and Security (WPS) agenda on the UN Security Council; and an increase in the number of female military and police personnel deployed on operations. These initiatives deserve applause. The Dialogue itself has been effective in revitalizing commitment, discussion and energy around Australia's NAP. However, we also wish to highlight a range of areas which need further attention. Civil society would like to see a concerted increase in actions taken under the NAP for it be effectively implemented by the 2018 target. Many of the presentations at the Dialogue didn't provide detailed information against the specific actions and measures outlined in the NAP. It is unclear whether this was because there were no such actions to report, because such action is not being coordinated, or because information on what is being done is being poorly conveyed to civil-society. Civil Society is keen to continue to work with the implementing agencies of the NAP in order to ensure positive outcomes.

Photo:
UN Photo/Martine
Perret

A woman poses in front of a graffiti representing the sun on the occasion of the observance of the World Mental Health Day.

This Report Card outlines the perceptions and opinions of civil-society members, based on the presentations and reports of those government departments attending the Dialogue. The Report Card outlines how civil society perceives progress of the NAP against its stated indicators, as we await government reporting. It identifies some areas for improvement including:

- (a) How progress is to be measured against the key criterion of meaningful improvements for local women affected by conflict
- (b) How accountable the government is to civil-society
- (c) How inclusive are consultations with key stakeholders critical to effectively implementing the WPS agenda, including women affected by conflict, civil-society, academics, faith-based groups, diaspora groups, and other governments
- (d) How well the WPS agenda is being mainstreamed into government policy, action and budgets, and
- (e) How conflict is transformed from insecurity to sustainable, lasting peace for all.

The intent of this Report Card is to recognise progress against the measures in the NAP, identify any shortcomings and offer recommendations for enhancing the implementation of the NAP into the future. A recommendation has been provided for each strategy in the NAP, with corresponding suggested actions to implement this recommendation. Some of the key recommendations and actions are highlighted below.

KEY RECOMMENDATIONS

- Ensure that WPS is promoted, implemented and mainstreamed into Australia's international policy, providing a stronger focus on the effectiveness and measurement of meaningful impact for local women who need to feel the positive effect of the WPS agenda.
- Enhance access and communication between government departments and civil society under the NAP. There should be open channels of communication between civil society and government departments under the NAP, as we work together to enhance and deliver the NAP's strategies and actions.
- Improve whole-of-government coordination around the NAP, with all departments and agencies delivering similar transparent reporting on the NAP on an annual basis.

KEY ACTIONS

EACH GOVERNMENT DEPARTMENT SHOULD:

- Identify a senior level focal point for the NAP who will be responsible for reporting, accountability and liaison with other departments and civil-society.
- Develop departmental implementation plans to ensure accountabilities under the NAP are met. These should be incorporated into departmental operational plans and budgets and have measurable targets (quantitative, qualitative and temporal) against the NAP indicators and measures. These implementation plans should be made publicly available.
- Mainstream WPS by highlighting it in: staff messages, annual reports, human resources and promotion, implementation of Defence's "Pathways to Change," and contracting requirements.

ABBREVIATIONS

ACC	Australian Civilian Corps
ACFID	Australian Council for International Development
ACMC	Australian Civil Military Centre
ADAF	Australian Defence Force Academy
ADF	Australian Defence Force
ADG	Attorney General's Department
AFP	Australian Federal Police
ANCUNW	Australian National Committee for UN Women
ANU	Australian National University
AusAID	Australian Agency for International Development
DFAT	Department of Foreign Affairs and Trade
DPA	Department of Political Affairs
FaHCSIA	Department of Family, Housing, Community Services and Indigenous Affairs
IDC	Inter-Departmental Committee
ISAF	International Security Assistance Force
NAP	National Action Plan
NATO	North Atlantic Treaty Organisation
OfW	Office for Women (within FaHCSIA)
RedR	Registered Engineers for Disaster Relief
SGBV	Sexual and Gender Based Violence
SRSG	Special Representative of the Secretary General
UN DPKO	United Nations Department of Peacekeeping Operations
UNHCR	United Nations High Commissioner for Refugees
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
WILPF	Women's International League for Peace and Freedom
WoG	Whole of Government
WPS	Women, Peace and Security



BACKGROUND TO AUSTRALIA'S NATIONAL ACTION PLAN

In 2003, the United Nations (UN) Secretary General called on member States to develop national action plans (NAP) to implement United Nations Security Council Resolution (UNSCR) 1325¹ on women and conflict. The first country to develop such a plan was Denmark in 2005. There are now 41 countries that have national action plans and there are also seven regional action plans.²

Globally, civil-society has had a wide range of engagement in the development, consultation, implementation and monitoring and evaluation of NAPs. On one end of the spectrum the Dutch NAP includes civil-society as a co-signatory, being jointly responsible for the design, implementation and monitoring and evaluation of the plan. Similarly, the Pacific Regional Action Plan includes civil-society organisations as implementing agencies. In most other NAPs, civil-society plays a role in holding governments to account during the implementation process. This is the approach to which Australian civil-society has been confined to date.

In the intervening years there have been major advances that include the appointment of a UN Special Representative of the Secretary-General (SRSG) on Sexual Violence in Conflict in 2010; and the establishment of the UN system-wide entity on women's equality and empowerment, UN Women, in 2011. The Stop Rape Now campaign, uniting the work of thirteen UN agencies to end sexual violence in conflict, has also been a significant development. While the holistic WPS agenda is considered to bring a focus on prevention, participation and protection, the majority of efforts so far have been within the protection area giving less focus to women as agents of change through participation in peace processes and prevention of conflict.

In Australia, civil-society has very much driven the momentum in implementing UNSCR 1325 and in 2008 the Women's International League for Peace and Freedom (WILPF) and UNIFEM Australia (now the Australian National Committee for UN Women) proposed the development of a NAP to the Australian Government.³ This proposal was then supported by research and consultations facilitated by WILPF in 2009 in every capital city. Following this process the Australian Government Office for Women (OfW) established an Inter-Departmental Working Group to conduct further consultations on the draft NAP, launching the final NAP on International Women's Day, 8th May, in 2012.

Photo: Lauren Black
Defence Digital Media
Staff Cadet Karina
Harvey from Casino,
NSW at the Royal
Military College,
Duntroon.

1. http://www.un.org/events/res_1325e.pdf accessed 1 August 2013

2. <http://www.peacewomen.org/naps/> accessed 27 May 2013

3. http://www.fahcsia.gov.au/sites/default/files/documents/05_2012/finalreportjuly2009.pdf accessed 29 May 2013

SUMMARY REPORT CARD AGAINST NATIONAL ACTION PLAN STRATEGIES

CRITERIA FOR GRADING:

- Extensive action – All agencies demonstrated and communicated activities, indicating this action will be fully implemented by 2018
- Some action – Some, not necessarily all agencies, demonstrated and communicated activities that support the implementation of this action by 2018
- No action – Insufficient action is being undertaken by agencies to implement this action by 2018
- Insufficient information – insufficient information has been communicated with civil-society to ascertain if this action may be implemented.



Photo:
UN Photo/Christopher Herwig

	INSUFFICIENT INFORMATION	NO ACTION	SOME ACTION	EXTENSIVE ACTION
STRATEGY 1: Integrate a gender perspective into Australia's policies on peace and security				
1.1 Policy frameworks of relevant Government departments are consistent with the objectives and intent of UNSCR 1325.				
1.2 Develop guidelines for the protection of civilians, including women and girls.				
STRATEGY 2: Embed the Women, Peace and Security agenda in the Australian Government's approach to human resource management of Defence, Australian Federal Police and deployed personnel				
2.1 Assess and further build on training programs for Australian defence, police and civilian personnel to enhance staff competence and understanding of Women, Peace and Security.				
2.2 Ensure women have opportunities to participate in the AFP, Defence and ADF and in deployments overseas, including in decision-making positions.				

	INSUFFICIENT INFORMATION	NO ACTION	SOME ACTION	EXTENSIVE ACTION
2.3 Ensure formalized complaints mechanisms for the safe reporting of allegations of gender-based violence and harassment in Australian peace and security institutions are established and supported.				
2.4 Investigate all reports and allegations of gender-based violence involving Australian defence, police, civilian or contracted personnel.				
STRATEGY 3: Support civil-society organisations to promote equality and increase women's participation in conflict prevention, peace-building, conflict resolution and relief and recovery				
3.1 Support domestic NGOs such as the National Women's Alliances, and International civil-society organisations, to engage in peace and security initiatives, including by raising awareness of UNSCR 1325.				
3.2 Support Australian and International civil-society organisations to promote the roles and address the needs of women in the prevention, management and resolution of conflict.				
3.3 Invite Australian non-government organisations to nominate a selection of representatives to meet with the Women, Peace and Security Inter-departmental Working Group once a year.				
3.4 Encourage an understanding of Women Peace and Security amongst the Australian public				
STRATEGY 4: Promote Women, Peace and Security implementation internationally				
4.1 Support capacity building for women in fragile, conflict and/or post-conflict settings through promoting opportunities for women's leadership and participation in decision-making at a country level.				
4.2 Ensure that Australia's humanitarian assistance and recovery programs in conflict and post conflict situations respect applicable international human rights and refugee law in regards to women and girls, and can be accessed by and benefit diverse groups of vulnerable women and girls.				
4.3 Support humanitarian action that responds to gender-based violence in crisis situations, with particular regard to health.				
4.4 Consider the use of specific strategies to promote the participation and protection of women and girls in fragile, conflict and/or post-conflict settings, for example ADF Female Engagement Teams and the use of gender advisers.				
4.5 Ensure peace processes in which Australia plays a prominent role promote the meaningful participation of women, and consider local women's needs, rights and capacity.				

	INSUFFICIENT INFORMATION	NO ACTION	SOME ACTION	EXTENSIVE ACTION
4.6 Promote women's involvement in the development of institutions, including national judiciary, security and governance structures in fragile, conflict and/or post-conflict settings so that women can access and benefit from these structures.				
4.7 Encourage the promotion of women's involvement and leadership in the prevention, management and resolution of conflicts through engagement with the UN and other multilateral fora, including in the development of best practice guidance.				
4.8 Support women experts, special envoys, commanders and high-ranking officials to promote a high level consideration of gender issues in fragile, conflict and /or post-conflict settings.				
4.9 Promote the global advancement of gender equality through international engagement, including through the UN and other multilateral fora.				
4.10 Incorporate the protection of the rights of women and girls in bilateral and multilateral discussions on the protection of civilians in conflict and post-conflict situations, particularly with regard to gender-based violence.				
4.11 Promote formalised complaints mechanisms for the safe reporting of allegations of gender-based violence and harassment in fragile, conflict and post-conflict settings.				
4.12 Support efforts by local or international authorities to prosecute perpetrators of gender based violence during conflict and/or in post-conflict settings.				
STRATEGY 5: Take a co-ordinated and holistic approach domestically and internationally to Women, Peace and Security				
5.1 Foster ongoing civil-military cooperation and information sharing in operations, to protect women and girls.				
5.2 Continue to promote information sharing on UNSCR 1325 and women's participation within and between Australian Government agencies.				

DISCUSSION AND RECOMMENDATIONS

STRATEGY 1: INTEGRATE A GENDER PERSPECTIVE INTO AUSTRALIA'S POLICIES ON PEACE AND SECURITY

EXAMPLES OF PROGRESS:

Since the adoption of UNSCR 1325 the Australian government has developed policies that align with the WPS agenda. AusAID has developed more than 11 policies that incorporate WPS including a gender thematic strategy released in 2011, a framework for working in fragile and conflict-affected states and a framework on protection in humanitarian action.⁴ Additionally, AusAID has increased expertise in gender and sexual and gender based violence (SGBV) within the Australian Civilian Corps (ACC) for deployment to post-conflict environments. The Australian Civil Military Centre (ACMC) is the only agency to have taken the important step of developing its own agency implementation plan for the NAP and is leading the work developing the Whole of Government (WoG) guidelines on the Protection of Civilians.

CONSIDERATIONS:

The establishment of the NAP is a critical step towards fulfilling Australia's commitment to the WPS agenda and provides opportunities for Australia to demonstrate leadership on this issue both domestically (through effective implementation of the NAP) and internationally (by example).

Australia has the opportunity to transform the way the WPS agenda is considered, included, and mainstreamed into government policy, action and budgets. Such transformation will have the benefit of demonstrating Australia's long-term commitment to WPS. However there is concern that the policy framework, program structure and inter-agency expertise for the NAP is not adequately developed and implemented across government.

Commentary on strategy 1 highlights general concerns regarding the transparency and accountability of the NAP, and the apparent lack of focus from responsible departments on their obligations to deliver against action in the NAP. It is felt that each responsible department should define how that would be done and appoint a focal point responsible for oversight of WPS integration. Some agencies may lack subject matter expertise in the area of WPS. This should be developed by provision of training and support. The development of baseline data, e.g.: via a gender activity audit, on actions taken and their effectiveness across government would allow for improved impact and accountability measures to be put in place.

RECOMMENDATION:

Consider the transformative potential of the WPS agenda to affect policy and practice for the prevention and mitigation of conflict across all government departments with a focus on education and training in WPS issues.

ACTIONS:

- Develop departmental implementation plans to ensure accountabilities under the NAP are met. These should be incorporated into departmental operational plans and budgets and have measurable targets (quantitative, qualitative and temporal) against the NAP indicators and measures. These implementation plans should be made publicly available.
- Identify a senior level focal point for the NAP within each department who will be responsible for reporting, accountability and liaison with other departments and civil-society.
- Expand training in WPS across whole of government to build capacity and encourage inclusion of WPS principles in core business.

4. <http://www.ausaid.gov.au/makediff/humanitarian/Documents/framework-protection-humanitarian-action.pdf> accessed 1 August 2013



Photo:
Susan Hutchinson
*Two sisters greet
each other in the
fields on the way to
the village market in
Nyakasenyi, Uganda.*

STRATEGY 2: EMBED THE WOMEN, PEACE AND SECURITY AGENDA IN THE AUSTRALIAN GOVERNMENT'S APPROACH TO HUMAN RESOURCE MANAGEMENT OF DEFENCE, AUSTRALIAN FEDERAL POLICE AND DEPLOYED PERSONNEL

EXAMPLES OF PROGRESS:

In addition to highlighting the level of training that peacekeepers must undertake, DFAT has been involved in advocating for an increase in the numbers of deployed female peacekeepers and police internationally. Australian Federal Police (AFP) has prioritised training on awareness of sexual and gender based violence in conflict environments as well exploring ways to work with local women in developing justice programs. The APMC is currently developing peer reviewed research papers on gender mainstreaming in civil-military environments and sexual violence in conflict situations.

CONSIDERATIONS:

Although the numbers and seniority of female ADF members being deployed on operations has increased, there are still significant challenges in reforming the culture of the ADF and the role of women within it. There are several reviews underway to address some of

these challenges, including examining the treatment of women at the Australian Defence Force Academy (ADFA), pathways for women into ADF leadership, sexual abuse within the ADF and a comprehensive review of ADFA and ADF culture. The establishment of any formalised mechanisms for complaints against Australian personnel were not shared during the dialogue. If such mechanisms are developed as a result of these 'culture reviews', it is important they consider complaints that may be made by locals in a country to which Australian personnel are deployed.

Gender inclusion is a central component of stabilisation and peace operations. Although there are more women in operational command positions than ever before, the effect that this is having must be measured beyond simple numbers, but in terms of operational impact, perhaps in the form of in-country case studies.

RECOMMENDATION:

Focus on the need for enhanced understanding and skills regarding the WPS agenda throughout Defence and AFP with an emphasis on training, reporting, accountability at country level.

ACTIONS:

- Strengthen training in the WPS agenda through government departments and graduate programmes. Consider the role of CSOs in the provision of WPS training.
- Engage senior men and women in promoting training and understanding of the WPS agenda.
- Ensure strong reporting mechanisms for allegations of misconduct and include reporting back to country level.
- Mainstream WPS by highlighting it at all levels including: staff messages, annual reports, human resources and promotion, Pathways to Change and processes for selecting civilian contractors.

STRATEGY 3:

SUPPORT CIVIL-SOCIETY ORGANISATIONS TO PROMOTE EQUALITY AND INCREASE WOMEN'S PARTICIPATION IN CONFLICT PREVENTION, PEACE-BUILDING, CONFLICT RESOLUTION AND RELIEF AND RECOVERY

EXAMPLES OF PROGRESS:

The work of Penny Williams as the Global Ambassador for Women and Girls has enhanced linkages with DFAT and civil-society, as has DFAT's civil-society engagement and consultations on the work of the UN Security Council. AusAID has supported a number of initiatives such as the Mindanao Commission on Women for many years but most of these actions predate the NAP.

The ACMC is commended for the degree to which it has supported this strategy, including actions for which other agencies are responsible. This support includes funding a civil-society organisation to run a series of workshops on WPS for the AFP, ADF and the broader community. They also produced a documentary Side by Side: Women, Peace & Security with an accompanying educational tool kit.

CONSIDERATIONS:

Coordination and implementation of the NAP has not involved wide participation and collaboration, but rather government departments working largely in isolation. With the notable exception of the ACMC, the NAP has not been funded.

Involvement of civil-society is key to Strategy 3, however, to date the participation and coordination with civil-society has been limited. Civil-society has not been recognised as an asset and a resource available to contribute to the effective implementation of the NAP. Collaboration in training is an example of where civil society can provide valuable expertise.

There is scope to embrace the enthusiasm and commitment of the WPS community - both civil-society and government - to work better together towards the effective implementation of UNSCR 1325. It is necessary to extend and enhance the civil-society engagement with government, particularly allowing for greater engagement with diaspora groups who come from conflict-affected countries.

Lessons can be learned from abroad. In the UK three focus groups were formed all including government, civil-society organisations and academics. These focus groups were tasked with reviewing elements of the NAP and reporting back.⁵ In this way a broad range of WPS stakeholders are invested in the process to improve implementation and effectiveness of the NAP in the United Kingdom.

RECOMMENDATION:

Enhance access and communication between government departments and civil-society under the NAP. There should be open channels of communication between Civil Society and Government Departments under the NAP, as we work together to enhance and deliver the NAP's strategies and actions.

ACTIONS:

- Review government department budgets and funding for both international and domestic implementation and promotion
- Shift depiction of civil-society organisations in the NAP from beneficiary to participant and partner
- Draw on the skills and expertise from a range of groups to assist in NAP implementation, eg. utilising civil-society for training
- Enhance access and communication between the Inter-Departmental Committee (IDC) and civil-society
- Resource and undertake a stakeholder mapping exercise for both Government and civil-society

5. http://www.peacewomen.org/assets/file/NationalActionPlans/unitedkingdom_nationalactionplan_feb2012revised.pdf accessed 18 June 2013

STRATEGY 4: PROMOTE WOMEN, PEACE AND SECURITY IMPLEMENTATION INTERNATIONALLY

EXAMPLES OF PROGRESS:

Australia has indicated that WPS will be a priority during the UN Security Council presidency in September 2013. Australia is using its seat on the Security Council to continue advocating for well-designed mission mandates that promote the WPS agenda. Australia is also currently on the UN Women Executive Board and has an opportunity to influence.

AusAID has been promoting women's leadership and the prevention of violence against women through the Pacific Women Shaping Pacific Development initiative, a \$320 million program over ten years that aims to provide support to improve the political, economic and social opportunities of Pacific women. However, the project does not specifically identify the role of women in conflict affected situations and there is no indication of how much of the \$320 million will contribute to women's participation in peace processes. AusAID has also funded SGBV prevention programs with UNHCR, protection officers through RedR, supported sexual and reproductive health services in emergencies, in addition to funding the UN Department of Political Affairs (DPA), UN Department of Peace Keeping Operations (DPKO) and UN Women for scenario based training for prevention and protection against SGBV.

The AFP is continuing to train women police officers in the Solomon Islands. The ADF has a gender advisor embedded in NATO/ISAF joint command to ensure that gender awareness is mainstreamed through the planning process.

CONSIDERATIONS:

Australia has the opportunity to ensure that the WPS agenda is at the forefront of the UNSC agenda both during Australia's Presidency and in all relevant deliberations throughout the period of Australia's seat on the Security Council. This is extremely important in the context of action 4.10. In this way Australia can extend its leadership and make progress towards ensuring that WPS is embedded in the work of the UNSC for the long term. It is important that this focus includes women's agency and participation, not just issues of protection and violence. Australia should also consider expanding its influence on WPS issues throughout the broader international community.

Although the numbers and seniority of female ADF members being deployed on operations has increased, in 2013 11% of the deployed forces were women, it is the impact of these changes that need to be evaluated, rather than just the outputs. For example, how is this affecting local women's access to an internationally deployed military contingent in their community?

Demonstrating leadership on WPS requires enhanced knowledge, experience, and accountability ensuring that Australian representatives regionally and internationally are appropriately conversant on key WPS concerns and issues. Supporting the Pacific Regional Action Plan has synergy with the implementation of the NAP, especially in terms of action 4.1 about strengthening relationships with communities affected by conflict.

Many considerations concerning this strategy relate to the effectiveness and measurement of meaningful impact for local women and ensuring the WPS agenda is implemented in a way that brings about real and positive change in local conditions. Some of the actions in this strategy may be better implemented if they were incorporated into the Rule of Law work undertaken by the Attorney General's Department (ADGs).

Photo: <http://knowledge.africa-devnet.org/group/women-peace-and-security>

Senegalese women signing peace pledges in advance of the second round of the 2012 presidential elections.



RECOMMENDATION:

Ensure that WPS is promoted, implemented and mainstreamed into Australia's international policy, providing a stronger focus on the effectiveness and measurement of meaningful impact for local women who need to feel the positive effect of the WPS agenda.

ACTIONS:

- Commit Australian funding and diplomatic efforts to promoting meaningful participation in peace and reconciliation
- Support the implementation of the Pacific Regional Action Plan through political, diplomatic and official channels, including by providing a suitably experienced WPS Australian representative to the Pacific Island Forum Regional Security Committee
- Support the Gender Advisor to the Pacific Island Forum - Political Governance and Security Program to provide gender analysis and coordination
- Use women's agency and leadership as the theme of Australia's presidency of the Security Council
- Continue to promote WPS as a core element of UNSC work.
- Increase training for Australians in significant positions overseas to ensure adequate representation of WPS issues and concerns in international fora.

STRATEGY 5: TAKE A COORDINATED AND HOLISTIC APPROACH DOMESTICALLY AND INTERNATIONALLY TO WOMEN, PEACE AND SECURITY

EXAMPLES OF PROGRESS:

The APMC's educational documentary *Side by Side: Women, Peace and Security* aims to highlight what the WPS agenda means at the country level, explain the different challenges and engage the wide range of actors who are both involved in and responsible for implementing the agenda.

consistency in participation also inhibits the effectiveness of this committee. Theoretically the system of having a more junior working group that sits under the IDC is a good idea. However, without high level focal points within each department the NAP risks being under-implemented.

CONSIDERATIONS:

While there is an inter-departmental committee (IDC) on the NAP, it seems several departments are still not sending appropriate and/or senior enough staff. Lack of

Furthermore, the measures and indicators in the NAP provide little scope for holistic monitoring and evaluation, with few accountability mechanisms. The links between and impact on domestic implementation and international operations are not clear.

RECOMMENDATION:

Improve whole-of-government coordination around the NAP, with all departments and agencies delivering similar transparent reporting on the NAP.

ACTIONS (IN ADDITION TO ALL THE ACTIONS AGAINST STRATEGY 1):

- In the mid-term review (2014) provide a case study to review NAP action impacts in a specific country in order to explore whether the NAP has meaningful impact for local women – i.e. Afghanistan
- Strengthen the IDC to ensure the implementation of the NAP in each department and that efforts are coordinated across government, including elevating the seniority of the members on the IDC.



MOVING FORWARD: STRENGTHENING IMPLEMENTATION

NAP implementation provides a platform for partnership between government and civil-society to share expertise in order to ensure women have opportunities to participate fully in building peace and security. Thus far, this opportunity has been lost. Recognising and utilising the transformative potential of the WPS agenda can enhance this partnership, focusing momentum towards the prevention of conflict and participation of civil-society, and involving women in peace processes and in political decision-making around security issues more generally.

Although implementation of the Australian NAP faces many of the same challenges reported in reviews of NAPs around the world,⁶ weaknesses in the monitoring and evaluation of impact are compounded by the shortcomings of the Australian NAP itself. The strong perception held by civil-society is that accountability measures in the NAP are insufficient. This is reflected by the fact that of the 84 recommendations that arose from the civil-society workshop on day 2, nearly 40% of them related to accountability in some form. Obtaining information about the progress of the government departments' NAP implementation is notoriously difficult. Strategic engagement with civil-society both in Australia and in conflict-affect contexts can assist in many of the identified areas of improvement, and there is much good will from civil-society to do so.

The Australian NAP needs policy development and an effective link between policy commitment and practical application to ensure integration of WPS

into Australian government programs overseas. The central concern is the need for the NAP to be meaningful in progressing the WPS agenda, and ensuring the NAP ultimately contributes to improved conditions and enhanced outcomes for local women. Australian government action in relevant contexts such as Afghanistan, Solomon Islands or Timor Leste needs evaluation against the NAP. Such an approach was taken after the first year of implementation of the Dutch NAP, where the evaluation focused on the actions of the Dutch in Afghanistan, Burundi and the Democratic Republic of the Congo (DRC).⁷ The benefit of this process is that it emphasises the actual impact of the plan rather than its procedural outcomes (on which there is greater focus in the Australian NAP). However, WPS as a priority must also transcend these parameters to have a truly transformative effect so this approach must be complemented with a view that goes beyond contexts where Australian forces are deployed.

In essence, whilst measuring meaningful progress, transparency and accountability are critical to ensure implementation of the NAP. Unless the actions in the NAP are improved, monitoring and evaluation can have little impact. An investment must be made in the coordination, evaluation of impact, resourcing and accountability of the implementation of Australia's NAP, alongside robust and intentional engagement with civil-society. If this shift is not made then there are real risks of Australia not meeting its objectives under the NAP and its obligations under UNSCR 1325.

Photo: UN Photo/
Martine Perret

6. http://www.eplo.org/assets/files/2.%20Activities/Working%20Groups/GPS/Civil_Society_Support_to_M&E_Online_Dialogue_Report.pdf accessed 18 June 2013

7. <http://www.un.org/womenwatch/ianwge/taskforces/wps/nap/DutchNAP-EvalReportDec2008.pdf> accessed 5th June 2013



ANNEX 1

METHODOLOGY

In April 2013 the Australian Council for International Development (ACFID), the Women's International League for Peace and Freedom (WILPF), the Australian National Committee for UN Women and the Australian National University (ANU) Gender Institute convened two key events in order to develop a civil-society report card on the Australian Government's progress implementing the Women Peace and Security National Action Plan (NAP). These events were the inaugural Annual Civil-society Dialogue on Women Peace and Security on day one (Dialogue), and the Civil-society Report Card Workshop on the NAP on day two (Workshop).

The Dialogue provided a forum to discuss progress against each of the five thematic areas included in the NAP: Prevention, Participation (both domestic and international), Protection, Relief and Recovery, and Normative. Speakers included senior representatives of Government departments responsible for the implementation of the NAP as well as civil-society leaders who presented on their organisation's contribution to WPS.⁸ At the end of each session table discussions were held. Recommendations and outcomes from these discussions were collected by the conference organisers and were incorporated into the Workshop.⁹

The Workshop was an intensive session during which civil-society representatives¹⁰ were asked to address each of the strategies outlined in the NAP and review the actions and measures required by responsible government departments. Participants were asked to acknowledge progress to date, identify any additional related actions that had been undertaken but which had not been included as a measure in the NAP, suggest any omissions (areas that had not been addressed or actions that had not been undertaken), and make recommendations for future implementation of the NAP. Participants were also asked to identify actions, or areas that may be essential to the successful implementation of SC Resolution 1325 but are not currently included in the NAP with a view to including them for consideration during the NAP mid-term review.

The content of the report is based on the experience of Dialogue and Workshop participants, and the information shared over the two days. The report provides a basis for understanding the complexities of implementing the NAP, and of reporting against that implementation. The Dialogue gave a broad overview of Government and civil-society activities and engagement in WPS, but did not provide sufficient information for complete shadow reporting against the NAP. This indicates the need for greater transparency and accountability in the future. Significant impetus has been mobilised towards implementation of the NAP by conducting this Dialogue and it is expected that the present report will provide a framework for developing a more complete shadow report in 2014.

Photo: ABIS
Jo Dilozenzo

Captain Lauren Brooke visits Malalai Girl's School during a Female Engagement Patrol in Tarin Kot, Afghanistan.

⁸. See Annex 2 – Dialogue Program

⁹. See Annex 3 – Outcomes from table discussions

¹⁰. See Annex 4 – List of civil-society representatives

ANNEX 2

DIALOGUE PROGRAM

ANNUAL CIVIL-SOCIETY DIALOGUE ON WOMEN PEACE AND SECURITY – 15 APRIL 2013 PROGRAM

CURATOR OF IDEAS: DR SUE HARRIS-RIMMER, DIRECTOR OF STUDIES,
ASIA-PACIFIC COLLEGE OF DIPLOMACY, ANU

8:30am	Welcome - Marc Purcell, Executive Director, Australian Council for International Development (ACFID) (5 minutes) Welcome to Country – Mrs Ruth Bell, Senior Ngunawal Elder Introduction to Senator the Hon Kate Lundy– Barbara O’Dwyer, President, Women’s International League for Peace and Freedom (5 Mins) Opening Address –Senator the Hon Kate Lundy (ACT), Minister Assisting for Industry and Innovation, Minister for Sport, Minister for Multicultural Affairs (15 mins)	Great Hall, University House
9:00am	Panel Session 1: Prevention <i>“Prevention – incorporating a gender perspective in conflict prevention activities and strategies and recognising the role of women in preventing conflict.” (NAP, pg.17)</i> Chair: Julie McKay, Executive Director, National Committee for UNWomen Australia Panellists: • Paul Robilliard, Head of UNSC task force, DFAT • Catherine Walker, First Assistant Director General, Humanitarian and Stabilisation Division, AusAID • Alistair Gee, Executive Director, Act for Peace • Caroline Lambert, Executive Director, YWCA	Great Hall, University House
10:10am	Morning Tea	University House
10:40am	Panel Session 2A: Participation - The Domestic Conversation <i>“Participation – recognising the important role women already play in all aspects of peace and security, and enhancing women’s meaningful participation, both domestically and overseas, through:</i> • striving for more equal representation of women and men in Australian peace and security institutions” (NAP, pg. 17) Chair: The Hon. Dr Meredith Burgmann, President, ACFID Panellists: • Carmel McGregor, Deputy Secretary, Defence People, Department of Defence • Sharon Bhagwan Rolls, Executive Director, femLINKPACIFIC • Bianca Pilla, Afghan Australian Development Organisation • Denise Cauchi, Director, Humanitarian Crisis Hub	Common Room, University House

10:40am	Panel Session 2B: Participation - International Operations <i>“Participation- recognising the important role women already play in all aspects of peace and security, and enhancing women’s meaningful participation, both domestically and overseas, through: ...</i> – working with international partners to empower local women to be involved in formal peace and security processes in fragile, conflict and post-conflict settings in which Australia is operating.” (NAP, pg.17) Chair: Andrew Hughes APM, former Police Adviser to the United Nations and Head of Police Peacekeeping and current Inspector of Transport. Panellists: • Air Marshal Mark Binskin, Vice Chief of the Defence Force • Archie Law, CEO, ActionAID • Dr Julia Newton-Howes, CEO, CARE Australia	Great Hall, University House
11:50pm	Panel Session 3: Protection <i>“Protection – protecting the human rights of women and girls by working with international partners to ensure safety, physical and mental wellbeing, economic security and equality, with special consideration for protecting women and girls from gender based violence”. (NAP, pg.17)</i> Chair: Brigadier Alison Creagh CSC, Director General Australian Defence Force Theatre Project, Australian Defence Force Panellists: • Dr Helen Szoke, Chief Executive, Oxfam Australia • Commander Charmaine Quade, Deputy Chief Police Officer- Response, Australian Federal Police • Tim Costello AO, CEO, World Vision Australia • Dr Helen Durham, Australian Red Cross	Great Hall, University House
1:00pm	Lunch	University House
2:00pm	Panel Session 4: Relief and Recovery <i>“Relief and Recovery – ensuring a gender perspective is incorporated in all relief and recovery efforts in order to support the specific needs and recognise the capacity of women and girls” (NAP, pg. 17)</i> Chair: Dr Katrina Lee-Koo, Senior Lecturer of International Relations, ANU Panellists: • Alan March, Assistant Director General Humanitarian Preparedness & Response, AusAID • Liz Sime, Regional Director Pacific Asia, Marie Stopes International Australia • Helen Horn, Director, Humanitarian Partnership Agreement	Great Hall, University House
3:10pm	Afternoon tea	University House
3:40pm	Panel Session 5: Normative <i>“Normative – raising awareness about and developing policy frameworks to progress the Women, Peace and Security agenda, and integrating a gender perspective across government policies on peace and security.” (NAP, pg. 17)</i> Chair: Mairi Steele, Manager Women’s Branch, Office for Women Panellists: • Penny Williams, Global Ambassador for Women and Girls • Dr Alan Ryan, Executive Director, Australian Civil Military Centre • Joanna Hayter, Executive Director, International Women’s Development Agency	Great Hall, University House
4:50pm	Conclusion	



ANNEX 3 OUTCOMES FROM TABLE DISCUSSIONS DURING THE DIALOGUE

ADMINISTRATION OF THE NAP

- Need focal point for each Government department
- More funding/resources needed for WPS (2)
- Country priorities (2)
- Holist and comprehensive induction of all levels of relevant Government agencies/ Practical guidance to staff on implementing the NAP and relevant policies (7)
- Needs agency ownership – appropriate location of the NAP should it be in OfW/ PM&C/DFAT/AusAID? (3)
- Specialist gender trainers to country posts/tailored to WPS (3)

MONITORING AND EVALUATION/REPORTING

- Stronger Monitoring & Evaluation for the NAP (6)
- Need implementation plans for each Government department (2)
- Accessible evidence from all Government agencies/structure and accountability/ Annual report idea/mandated reporting (6)
- Better baseline data (3)
- Include NAP specific monitoring measure for AusAID programs in-country

CIVIL-SOCIETY INVOLVEMENT

- Civil-society (and other actors) being accountability to the NAP and work collaboratively with Government (3)
- Broaden civil-society engagement/include civil-society in the NAP (3)
- Incorporate Diaspora voice (2)
- Engage with women of all ages
- Sensitizing the private sector (2)
- Use/increase the civil-society positions on the WOG/IDC group strategically (4)
- Improved coordination of civil-society actors

LARGER QUESTIONS:

1. How to engage men in the dialogue (2)
2. National versus the human security debate (2)

Photo: UN Photo/
Martine Perret

*A voter displays proof
of having expressed
her voice at the ballot
box in Timore-Leste's
parliamentary
elections*



Photo: UN Photo/
Martine Perret

*A woman from Pune,
Timor-Leste, collects
water for her home.*

ANNEX 4 WORKSHOP PARTICIPANTS

ORGANISATION

NAME

ACFID Secretariat	Susan Hutchinson
ACFID Secretariat	Jo Lindner
Australian National Committee for UN Women	Rebecca Bromhead
Australian National Committee for UN Women	Julie McKay
WILPF	Barbara O'Dwyer
WILPF	Sarah Boyd
WILPF	Jan Goldsworthy
Gender Institute ANU	Fiona Jenkins
Gender Institute ANU	Sue Harris-Rimmer
Gender Institute ANU	Katrina Lee-Koo
WPSAC	Laura Shepherd/Jaqui True
YWCA	Cara Gleeson
FemLINKPACIFIC	Sharon Bhagwan Rolls
Amnesty International Australia	Ming Yu
MSF	Kelly Nicholls
ActionAid Australia	Jon Edwards
Care Australia	Isadora Quay
Humanitarian Crisis Hub	Denise Cauchi
Humanitarian Partnership Agreement	Helen Horn
International Women's Development Agency	Joanna Crawford
Oxfam Australia	Steph Cousins
Red Cross Australia	Anna Griffin
World Vision Australia	Amra Lee
Observer - Australian National Committee for UN Women	Alex Kershaw
Observer - ACFID	Kat Sciglitano

ANNEX 5

WORKSHOP

RECOMMENDATIONS

STRATEGY	RECOMMENDATION
1	Conduct gender audit of policies and publish as baseline ASAP
1	Report in departmental annual reports
1	In looking at M&E and reporting draw on WPS AC as a resource to support eg. Conduct gender audits on policy and frameworks
1	Revise the time frames of reporting
1	Revise language in actions - in particular consistency in 1.1
1	How to ensure the full scope of 1325 is included in Government policies i.e. The transformative potential of the NAP and how it transforms conflict affected communities
1	How is preventative action being seen as the responsibility of all departments
1	How to ensure gender equality perspective means peace
1	Review of policies that reference 1325 and how the potential for being transformative
1	Civil-society be useful in the development of policy
1	Incorporate training on WPS which is broader than the NAP definition to build capacity of AusAID and DFAT to include WPS principles in their core business
1	Meaningful training policies for military/DFAT personnel in missions
1	Training on gender and Australia's Foreign policy
2	Strong reporting back to local country level
2	Reporting on allegations, accountability investigate prosecute
2	Challenging cultural norms re WPS agenda - cultural change, normative focus
2	Possible roles of CSOs to deliver training
2	Senior women to promote WPS to department women staff
2	CSOs to assist Government departments to embed WPS
2	Graduate programmes to include WPS agenda
2	Essential WPS skills developed and strengthened
2	Engage men in WPS training promotion
2	Essential WPS highlighted in training
2	Feature side by side
3	Recognising the hybrid nature of WPS i.e. international development and domestic
3	Broader dissemination of the NAP and side by side video (model UN youth parliament)
3	measures for civil-society to assess their own work - govt or non-govt funded
3	AusAID to include NAP measures in reporting requirements for AusAID funded org
3	3.2 Measures to include work of civil-society organisations, work with international CS orgs and ensure someone responsible for this including focal point for each agency
3	NAP definition of support to include increased funding, at least funding to be tracked, indicators to be tracked
3	Working group on WPS , NGO group on WPS model - Rep structure to feed into IDC, joint messaging and actions revolving secretariat
3	Continue using alliances for WPS and gender, look for international oriented opportunities'
3	Need a database according to expertise, e.g. Afghanistan/weapons trade
3	Stakeholder mapping exercise to find responsible CS agency use AusAID funding in terms of aid as a starting point to map
3	Wider interpretation of CS organisations including academia, faith based organisations and networks, international non-accredited organisations, WPS academic collective, diaspora groups, refugee groups
3	3.1 Nurture ie aboriginal voices, women with disabilities
3	3.1 Facilitating broader engagement of civil-society in funding terms
3	3.3 Broader number and range of CS reps, consider using CWS as a model
3	Gov to invite CS organisations outside IDC. CS needs to develop a platform first
4	Accountability measures to discover if actions are meaningful for local women

4	Measure impact rather than output
4	Explore what is 'meaningful' participation
4	Departmental implementation plans needed
4	Clarifying a reporting plan
4	Targets needed
4	Clarity needed on 4.1 - participation in what?
4	Funding programmes at post should focus on WPS
4	Further support for Ambassador for Women and Girls
4	Objective/targets for minimum numbers of female members of formal peace processes
4	Stakeholder mapping needs to be done before engagement – women's groups in conflict
4	Investing in GBV expertise in humanitarian response and programming (UK e.g.) ACC doing this
4	re 4.8 - Australians who are high level UN officials must have appropriate training and expertise
4	Govt Promotes meaningful participation in peace and reconciliation processes with both funding and diplomacy (AusAID should also be responsible for this as well as DFAT)
4	Support for PIF political Governance and Security Programme
4	Twinning relationship like Ireland and Nepal - to support each other on NAPS
4	Focus on measures for regional engagements e.g. Pacific Island forum
4	Re 4.11 - technical and financial support for national judiciaries
4	Australia to be a leader on domestic implementation of WPS
4	Systematically coordinate with other Governments on WPS
4	Australia to actively support/uphold responsibilities under Rome Statute and ICC
5	Senior Staff NAP focal point in each Government department – reporting, formal accountability and liaison with CS
5	Needs to be a mechanism to capture and aggregate CS measures, 1) against NAP and make visible, and 2) general CSO activities re WPS Strategy 5 actions need to be part of Participation also
5	Departmental implementation plans to clarify sharing on UNSCR 1325 Between Government agencies
5	New measure for government to report on info shared with CSOs
5	Stronger IDC with senior reps and commitment
5	Recognise that action 5.1 can undermine principles of GHD that Australia has signed
5	Re 5.1 reword or clarify what cooperation means, may at times mean non-engagement
5	IDC needs to document support and encourage NAP implementation plus WPS coordination, promote in shadow report, report card CSO work and contribution in this space
5	Development of parallel CSO structure for 1325 sharing and provide reps for IDC – question of using existing alliance structure
5	Australia playing advocacy roles with joint UN missions/ISAF/NATO etc
5	re 5.1 - reword to remove 'in operations' to reflect need for humanitarian independence
CROSS CUTTING	RECOMMENDATIONS/COMMENTS/CONCERNS/OMISSIONS
6	Each Department must have publicly available implementation plan
6	Funding domestic implementation and promotion
6	Description isn't a measure, weakness of report goes beyond description
6	PM&C - agency responsible?
6	2-3 years Description becomes more defined, specific measuring impact, descriptions in to measure transformational engagement
6	Hard gates - targets, quotas, funding , advocacy
6	AusAID clarity funding on CS funding on WPS
6	Build a block of CSOs - working group, secretariat, select reps to IDC,
6	Visibility of CSOs in the NAP - appropriateness of CSOs as duty bearers, supporting, funding, engaging empowering, CS emphasized in strategy 4.2/3 key players and stakeholders and actors
6	Diaspora groups - recognition of key stakeholders
6	Promote CS role
6	Forum regional security committee PIFS - political Governance and Security Programme - who are Australia's reps - need appointment of gender advisor, gender analysis and coordination regional meeting SC open debate
6	Australia on Executive Board of UN Women – use this opportunity
6	All UN CTs and Humanitarian CTs under strategies, must include WPS in country strategies

AUSTRALIA'S NATIONAL ACTION PLAN ON



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