



2015 THIRD ANNUAL CIVIL SOCIETY REPORT CARD

AUSTRALIA'S NATIONAL ACTION PLAN ON



WOMEN, PEACE & SECURITY



AUSTRALIAN
COUNCIL
FOR
INTERNATIONAL
DEVELOPMENT



NATIONAL COMMITTEE
AUSTRALIA



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ACKNOWLEDGMENTS

The production of the Third Annual Civil Society Report Card on Women, Peace and Security is once again the result of twelve months of dedicated work from the Steering Committee of the Annual Civil Society Dialogue: Laura Howieson and Beth Sargent (Australian Council for International Development), Grace Hill (UN Women National Committee Australia), Fiona Jenkins (Australian National University Gender Institute) and Barbara O’Dwyer (Women’s International League for Peace and Freedom).

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We are extremely grateful for the time and dedicated contributions of senior leaders from the Australian Government and civil society who presented at this year’s Dialogue. The Government’s ongoing commitment to this process, and to productive conversations with civil society is demonstrative of its overall commitment to implementation of the National Action Plan. We also thank the Dialogue facilitators and participants whose expertise and experience contributed to productive discussions, and whose contributions to the online submission process provide the basis of this Report Card.

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This Report Card is dedicated to the memory of our dear friend and colleague, Jacky Sutton. Jacky was a member of the Annual Civil Society Dialogue’s Steering Committee and a tireless and passionate campaigner for women’s rights worldwide. We thank you Jacky, and we miss you.

Photo: Steering Committee: LtoR Beth Sargent, Laura Howieson, Deb Mak, Grace Hill, Susan Hutchinson, Fiona Jenkins, Barbara O’Dwyer, Katrina Lee-Koo

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EXECUTIVE SUMMARY

2015 has been an important year for the Women, Peace and Security (WPS) agenda in terms of both developments and challenges. The release of the [Global Study on the Implementation of UNSCR 1325](#) and the adoption of [UNSCR 2242](#) offer renewed emphasis on the importance of women's participation in conflict prevention and resolution, while ongoing conflicts in Syria and around the world provide daily reminders of the imperative of WPS implementation.

These events underlie Australia's momentum in its global leadership on WPS. In Australia, 2015 has additional importance as it marks the mid-point of our National Action Plan (NAP), providing Government and civil society with an opportunity to reflect upon implementation successes, opportunities, and areas in need of reform. This assessment will be undertaken in the Government's **Interim Review**. However it is also the purpose of this independent Annual Civil Society Report Card. Members of civil society who engaged with this year's Annual Civil Society Dialogue and Report Card process endorsed the ongoing relevance of [previous recommendations](#) but also highlight the need for action in the following **new areas**:

Implementing the findings of the 2015 Global Study is a priority area for Australia. The *Global Study* (p. 408) highlights: a) leadership and coordination; b) inclusion and collaboration with civil society; c) costing and financing; d) monitoring and evaluation; and e) flexibility and adaptability of plans as the crucial areas for implementation. Engaging this agenda will ensure that Australia leads the way in WPS implementation and best practice.

Second, civil society recommends ensuring Australia's WPS work **aligns with recent global developments and includes changes in Australia's domestic arrangements**. As noted throughout this Report, growing global threats (such as violent extremism) and advances (such as the Sustainable Development Goals), together with localised concerns (such as women from conflict zones seeking asylum in Australia) means that the NAP – as a living document – must align with these changes.

Finally, civil society recommends **promoting the WPS agenda to Australia's general public**. This requires integrating a gender perspective into all public peace and security related announcements, and demonstrating the relevance of WPS values to many women currently living in Australia.

A full list of **consolidated recommendations appears on the following page**. In presenting these recommendations to Government, this Report Card draws upon civil society's extensive experience in the WPS field. Primarily, it does so through analysis of three focus areas: **Engagement** between Government and civil society (including communication, consultation, and collaboration); **NAP implementation** over the past twelve-month period; and **Monitoring and evaluation**. The final section reviews the NAP's **Overall impact**. Civil society views on these themes were gathered at two sites: 40 online civil society submissions; and data gathered from worksheets completed at the Dialogue.

This Report Card finds that the foundations for a strong and co-operative relationship between Government and civil society, based on communication and mutual respect, have become firmer. The recommendations in this Report Card are presented as part of that ongoing dialogue.

CONSOLIDATED RECOMMENDATIONS

OVERALL RECOMMENDATIONS

1. **Implement the findings of the 2015 Global Study on the Implementation of UNSCR 1325.**
2. **Update NAP strategies** to align with global and domestic developments, issues and arrangements.
3. **Continue to build consistency within and across Government departments** for WPS implementation.

FOCUS AREA ONE – ENGAGEMENT

4. Create or fund a central **online information hub** for all of the Government's WPS publications.
5. **Promote the WPS agenda to Australia's general public**. This requires integrating a gender perspective into all public peace and security related announcements, promoting the value of a WPS analysis of peace and security issues confronting Australia, and demonstrating the relevance of WPS values to many women in Australia.
6. Provide ongoing support to the **WPS Coalition**.

FOCUS AREA TWO – IMPLEMENTATION

7. Design a **consistent approach** within and across departments to integrating WPS values.
8. Build a community of **WPS entrepreneurs** and a culture of **WPS leadership** within Government.
9. Ensure WPS leaders operate *in addition* to **sustainable departmental structures for WPS integration**.
10. Increase **emphasis on conflict prevention and women's participation** strategies as part of NAP implementation.
11. Invest in **civil society programs and research** relevant to the WPS agenda.
12. Demonstrate an awareness of the relationship between women and **gender and sexual minorities** as part of WPS planning and implementation.
13. Ensure **women seeking asylum in Australia** from conflict-affected communities are afforded recognition under the WPS agenda.

FOCUS AREA THREE – MONITORING AND EVALUATION (M&E)

14. Engage with civil society in **robust dialogue on the findings of the Interim Review**.
15. Create and make publicly available **budgets and resource allocations** to support NAP implementation.
16. Design targets, timelines, and qualitative accountability measures to support the current M&E framework.
17. Consider country-driven M&E frameworks as part of the NAP's M&E process.

UN photo:
Albert Gonzalez Farran





UPDATE ON THE WOMEN, PEACE AND SECURITY AGENDA

“ We must, as a global community, do more to deliver on these promises for women around the world.”

– Australian UN Ambassador Gillian Bird, Statement to the UN Security Council, 14 October 2015

2015 marks the **fifteenth anniversary of United Nations Security Council Resolution 1325** (2000). This landmark resolution calls for the protection of women and girls in all situations of armed conflict, along with the participation of women and the inclusion of a gender perspective in all decisions regarding peace, conflict and security. Following on from UNSCR 1325 are seven further resolutions: UNSCR1820 (2008), UNSCR1888 (2009), UNSCR1889 (2009), UNSCR1960 (2010), UNSCR2106 (2013), UNSCR2122 (2013) and UNSCR2242 (2015), which expand upon different elements of the WPS agenda.

There were two global developments on the WPS agenda in 2015. In October **UNSCR2242** was unanimously adopted. Addressing the issue of terrorism and violent extremism, it highlights the importance of women’s rights, participation, and leadership in devising strategies to counter this global concern. Second, the **UN’s Global Study** on the implementation of UNSCR1325 was released,

providing a timely reminder that the founding vision of UNSCR1325 is conflict prevention, human rights, and gender justice.

Relevant to the WPS agenda are also several other global developments:

- Release of the [Sustainable Development Goals](#), especially Goals 5 (gender equality) and 16 (peace, justice, and strong institutions).
- The [20-year review of the Beijing Declaration](#) and Platform for Action.
- The findings of the [High-Level Independent Panel on UN Peace Operations](#).
- The [2015 Review of the UN Peacebuilding Architecture](#).
- The ongoing preparations for the inaugural [2016 World Humanitarian Summit](#).

These global developments must align with the WPS agenda to ensure a consistent WPS perspective is mainstreamed into all efforts to build global peace and security.

REPORT ON RECOMMENDATIONS FROM THE SECOND ANNUAL REPORT CARD

At the domestic level, the Australian Government has made several advances in implementation of the NAP. This section provides a **brief snapshot** of Government progress against the recommendations made in the [2014 Second Annual Civil Society Report Card](#). Overall, civil society acknowledges the Government’s efforts at implementing last year’s recommendations, and endorses the continued relevance of those efforts to NAP implementation.

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

2014 RECOMMENDATIONS

- 1.1 Appoint a senior-level operational focal point for implementation of the NAP within each department.
- 1.2 Develop publicly available departmental implementation plans to ensure responsibilities to the NAP are met in an accountable and transparent manner.
- 1.3 Ensure all decision making and strategic policy development processes include senior women.
- 1.4 Ensure all strategic policies and outcomes mainstream WPS considerations.

EXAMPLES OF PROGRESS IN 2015

- ✓ Appointment of Sen. The Hon. Marise Payne to the portfolio of Defence Minister.
- ✓ Mainstreaming of WPS into Exercise Talisman Sabre 15.
- ✓ Incorporation of WPS into Operations Slipper, Accordion, Manitou and Okra.
- ✓ Inclusion of funds dedicated to redressing gender and sexual-based violence (GSBV) in the funding package to address the Syrian conflict.
- ✓ Recommendation to adopt the *Second Civil Society Report Card’s* recommendations in the *Human Rights of Women/ Girls in the Asia-Pacific* published by the Joint Standing Committee on Foreign Affairs, Trade and Defence.

ONGOING RELEVANCE

The appointment of Sen. The Hon. Marise Payne to the portfolio of Defence Minister this year demonstrates a commitment to **increasing the number of women in senior peace and security roles**. In addition to The Hon. Julie Bishop’s position as Foreign Minister, Natasha Stott-Despoja’s role as the Global Ambassador for Women and Girls, and Sen. The Hon. Michaelia Cash’s position as Minister for Women, Australia now has women leading the inter-connecting areas of women, peace and security. This ensures the inclusion of women in all high-level decision-making and senior strategic policy development processes. It is important to ensure this leadership team demonstrates an ongoing commitment to WPS.

However, **integrating a consistent, inter- and intra- agency WPS perspective** requires ongoing attention. For this reason, it is retained as an overall recommendation to Government (see Focus Area Two). Civil society notes that while some Government departments have made strides here, several still do not have clearly communicated contact points for WPS, nor do they have publicly available implementation plans. Implementation plans encourage consistent, proactive and intentional approaches to ensuring that activities are aligned with WPS goals. In order to achieve progress under Strategy 1 of the NAP, the creation of these implementation plans are critical.

UN Photo:
Martine Perret

Relevant to these points, it is important to note that while there is decisive representation of women in the relevant Australian Government ministries, **there is a lack of women in senior leadership roles in the public service departments responsible for implementing the NAP**. None of these departments have a woman head, and women are a minority presence in Deputy Secretary or equivalent roles. The inclusion of women in these leadership roles is vital, particularly in influencing areas of personnel, departmental culture, and priorities.

**STRATEGY 2:
EMBED THE WPS AGENDA IN THE AUSTRALIAN GOVERNMENT’S APPROACH TO
HUMAN RESOURCE MANAGEMENT OF DEFENCE, AUSTRALIAN FEDERAL POLICE AND
DEPLOYED PERSONNEL**

2014 RECOMMENDATIONS

- 2.1 Set targets for the promotion of women into senior leadership roles.
- 2.2 Continue to expand training on WPS to include men and women in all relevant areas, focusing upon consistent and cohesive training packages across departments.
- 2.3 Establish a qualitative review process to measure the effectiveness of training and incorporate this into the NAP review process.

EXAMPLES OF PROGRESS IN 2015

- ✓ Department of Defence has made excellent progress in expanding training within and across the ADF, and has involved several other Government departments and civil society.
- ✓ Inclusion of WPS training in Operation Talisman Sabre 15, and qualitative assessments of implementation in post-operation analysis.

ONGOING RELEVANCE

The incorporation of WPS issues in training programs continues to increase across Government. This is particularly evident in reporting by the Department of Defence, the Australian Federal Police and through the work of the Australian Civil Military Centre. The number of training programs as well as participants in these programs has continued to grow throughout 2015. Whilst this is good progress, the next step is **providing a qualitative assessment of the impact of these training initiatives**, both in terms of workplace perceptions of WPS, and impact upon the lives of women and girls in areas in which Australia is operating overseas.

**STRATEGY 3:
SUPPORT CIVIL SOCIETY ORGANISATIONS TO PROMOTE EQUALITY AND INCREASE
WOMEN’S PARTICIPATION IN CONFLICT PREVENTION, PEACEBUILDING, CONFLICT
RESOLUTION, AND RELIEF AND RECOVERY**

2014 RECOMMENDATIONS

- 3.1 In partnership with civil society, design a program for regular and structured consultation between Government and civil society.
- 3.2 Identify opportunities for engagement between civil society and the Government in the areas of NAP implementation and review, training, and community engagement.
- 3.3 Ensure continued resourcing for civil society operating in conflict-affected areas.
- 3.4 Work with civil society to maximise resources in pursuit of WPS outcomes.

EXAMPLES OF PROGRESS IN 2015

- ✓ Inclusion of civil society representation on the Interim Review of the NAP.
- ✓ Canvassing of civil society views as part of the Interim Review’s analysis and recommendations.
- ✓ Government engagement with the WPS Civil Society Coalition.
- ✓ Supporting scholarly research on gender and countering violent extremism.
- ✓ Inclusion of a WPS Coalition member in the IDWG.

ONGOING RELEVANCE

Designing a clear program for structured and regular consultation between Government and civil society remains a priority. The establishment of the **WPS Civil Society Coalition and steering committee** provides Government with a contact point to seek civil society input on WPS-related matters and will serve as a channel of communication. Throughout 2015 Government approached the WPS Coalition to nominate two representatives to participate in the 2015 Interim Review process, and to provide representation at the annual IDWG meeting – these steps have demonstrated a concerted effort to increase communication and engagement. Civil society is also pleased to note that the 2015 Dialogue had the highest number of Government participants, from a wide variety of departments, since its inception in 2013.

**STRATEGY 4:
PROMOTE WPS IMPLEMENTATION INTERNATIONALLY**

2014 RECOMMENDATIONS

- 4.1 Mainstream WPS considerations into all of Australia’s relevant bilateral and international discussions, agreements, and actions.
- 4.2 Support the development and implementation of NAPs across the Indo-Pacific region.
- 4.3 Assist the review of the Pacific Regional Action Plan, including actions to ensure Pacific civil society is part of Reference Group meetings.
- 4.4 Prioritise WPS implementation at the UN and in other global fora, including supporting New Zealand’s term on the UNSC.
- 4.5 Take actions to enable women’s meaningful participation in peace and reconciliation processes.

EXAMPLES OF PROGRESS IN 2015

- ✓ Adoption of UNSCR2242.
- ✓ Provision of funding to the Global Acceleration Instrument on Women, Peace and Security and Humanitarian Action.
- ✓ Provision of research funding to Monash University’s Gender, Peace and Security research hub on the role of women in countering violent extremism in the Asia-Pacific region.
- ✓ Dedicated \$7 million in funding to address GSBV in the Syrian crisis.

ONGOING RELEVANCE

Civil society welcomes the adoption of National Action Plans by several states in the Asia-Pacific region. In 2015 Afghanistan, Japan and New Zealand adopted NAPs. However, it remains unclear whether there will be a second iteration of the Pacific Regional Action Plan, which ran from 2012–2015. Given these developments, it is important that Australia remains engaged in WPS in the region, taking the lead on **supporting regional partners in their efforts to implement the WPS agenda**.

In terms of Recommendation 4.5, a major ongoing challenge is the need to **work with regional and global partners to ensure the inclusion of women in the Syrian peace process and in the ongoing Myanmar peace process**, both of which have systematically excluded women’s voices and experiences.

**STRATEGY 5:
TAKE A COORDINATED AND HOLISTIC APPROACH DOMESTICALLY AND
INTERNATIONALLY TO WPS**

2014 RECOMMENDATIONS

- 5.1 Operationalise and integrate the major global advances in WPS into relevant Australian policy, doctrine, and standard operating procedures.
- 5.2 Mainstream WPS obligations into high-level peace and security inter-departmental committees.
- 5.3 Position the WPS IDWG at the forefront of a consistent and coordinated strategy across departments to share WPS information.

EXAMPLES OF PROGRESS IN 2015

- ✓ Announcement of the provision of an **ADF** technical expert for WPS to UN Women for five years, beginning in 2016.
- ✓ Coordinated Australian submission to the 2015 *Global Study*.
- ✓ Inclusion of WPS considerations into Operation Talisman Sabre 15.

ONGOING RELEVANCE

Civil society acknowledges the steady improvement in collaborative work within and between Government departments on WPS implementation. This is evident in some training packages that operate across agencies, and in outputs such as the Interim Review report process and submission to the *Global Study*. However, it is important to note that neither of these documents have yet been made public, despite both processes drawing upon the insight and expertise of civil society.

Civil society again has noted its limited engagement with the **Attorney-General’s Department** on WPS issues. The Department has responsibility for implementing three of the twenty-four actions in the NAP, and has the opportunity to embed WPS values in its international governance, law and justice work. Therefore civil society **would again welcome the opportunity to work with the Attorney-General’s Department** on the implementation of relevant NAP action points and encourages its engagement with the WPS agenda.

Photo:
Erin-Claire Barrow,
WILPF at the Third
Annual Civil Society
Dialogue



REPORT ON CIVIL SOCIETY ACTIVITIES

Australian civil society remains similarly dynamic in its advocacy for WPS implementation. In early 2015 the [2014 Second Annual Civil Society Report Card](#) was published, based upon the Second Civil Society Dialogue. In fact, Australian civil society’s Report Card are highlighted in the *Global Study* (p. 248) as an example of direct civil society participation in NAP shadow reporting. Following the Second Annual Civil Society Dialogue,

- ✓ Members of civil society discussed the findings and recommendations with the **Inter-departmental Working Group (IDWG)**.
- ✓ Several Australian-based civil society organisations made individual submissions to the **High Level Review**.
- ✓ Two civil society representatives selected by the WPS Coalition provided feedback to the Australian Government’s **Interim Review** of the NAP process.
- ✓ The **Third Annual Civil Society Dialogue on WPS** was held on 22 October at the Australian National University, Canberra.
- ✓ The **WPS Coalition** established a Steering Committee and Secretariat that will meet regularly and provide a central contact point for Government.

UN Photo:
Marco Dormino

SUMMARY REPORT CARD AGAINST NATIONAL ACTION PLAN STRATEGIES

The summary report card is a mapping exercise undertaken each year at the Dialogue. In each of the 12 working groups, Government and civil society members were asked to work together using their own knowledge and expertise, workplace experiences, the materials available on the table (provided by Government), and the panel sessions to provide their joint assessment of the Government’s progress in implementing the NAP. See Annex 1 for full methodology.

CRITERIA FOR GRADING:

- Insufficient information** – insufficient information has been communicated with civil society to ascertain if this action is being implemented
- No action** – insufficient action is being undertaken to implement this action by 2018
- Some action** – some, not necessarily all agencies, demonstrated and communicated activities that support the implementation of this action by 2018
- Extensive action** – all responsible agencies demonstrated and communicated activities that support the implementation of this by 2018



UN Photo: Sylvain Liechti

	RESPONSIBLE AGENCIES	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.	AFP, AGD Defence, DFAT, PM&C	2013		2014 2015	
1.2 Develop guidelines for the protection of civilians, including women and girls	ACMC, AFP, Defence			2013 2014 2015	
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.	ACMC, AFP, Defence, DFAT			2013	2014 2015

	RESPONSIBLE AGENCIES	INSUFFICIENT INFORMATION	NO ACTION	SOME ACTION	EXTENSIVE ACTION
2.2 Ensure women have opportunities to participate in the AFP, Defence and ADF and in deployments overseas, including in decision-making positions	AFP, Defence, DFAT,			2013 2015	2014
2.3 Ensure formalised complaints mechanisms for the safe reporting of allegations of gender-based violence and harassment in Australian peace and security institutions are established and supported.	AFP, Defence, DFAT,	2013		2014 2015	
2.4 Investigate all reports and allegations of gender-based violence involving Australian defence, police, civilian or contracted personnel.	AFP, Defence, DFAT	2013		2014 2015	
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 non-government organisations, 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.	DFAT, PM&C			2013 2014 2015	
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.	DFAT, PM&C			2013 2014 2015	
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.	PM&C, ACMC, AFP, AGD, Defence, DFAT,				2013 2014 2015
3.4 Encourage an understanding of Women, Peace and Security amongst the Australian public.	PM&C			2013 2014 2015	
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.	AFP, Defence, DFAT			2013 2014 2015	
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.	DFAT	2013		2014 2015	
4.3 Support humanitarian action that responds to gender-based violence in crisis situations, with particular regard to health.	DFAT			2013	2014 2015
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.	AFP, Defence	2013		2014 2015	

	RESPONSIBLE AGENCIES	INSUFFICIENT INFORMATION	NO ACTION	SOME ACTION	EXTENSIVE ACTION
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.	DFAT	2013	2015	2014	
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.	AFP, Defence, DFAT			2013 2014 2015	
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.	Defence, DFAT, PM&C			2013 2014 2015	
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.	AFP, Defence, DFAT			2013 2014 2015	
4.9 Promote the global advancement of gender equality through international engagement, including through the UN and other multi-lateral fora.	DFAT, PM&C			2013 2014	2015
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	ACMC, Defence, DFAT			2013 2014 2015	
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.	AFP, Defence, DFAT,	2013		2014 2015	
4.12 Support efforts by local or international authorities to prosecute perpetrators of gender based violence during conflict and/or in post-conflict settings.	AFP, Defence, DFAT	2013		2014 2015	
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.	ACMC, AFP, Defence, DFAT	2013		2014 2015	
5.2 Continue to promote information sharing on UNSCR 1325 and women's participation within and between Australian Government agencies.	ACMC, AFP, AGD, DFAT, Defence, PM&C			2013 2014 2015	



SUMMARY REPORT CARD ANALYSIS

This mapping exercise demonstrates that civil society and Government participants at the Dialogue have identified **strong progress in the Government's implementation of the NAP between 2013 and 2015**. The 2015 exercise shows significant improvement from the initial report in 2013, where civil society frequently stated that it had 'insufficient information' to assess Government implementation. Analysis of this trend suggests improving communication between Government and civil society, and/or more progress on NAP implementation.

In terms of progress, **Strategy 4.9** on the global advancement of gender equality at the UN and other multi-lateral fora moved into the 'extensive action' category. According to the qualitative feedback provided from this exercise, this was in recognition of participants' awareness of Australia's ongoing engagement with the UN (through, for example, its support for Security Council Resolution 2242), and its global leadership on WPS-related issues including through fora such as the Commission on the Status of Women.

The implementation of two strategies received a lower score than previous years. **Strategy 2.2** on women's participation in the **AFP, Defence** and **ADF** dropped from 'extensive action' (in 2014) to 'some action' this year (matching its original 2013 ranking). Dialogue participants exhibited frustration at the slow implementation of this strategy, noting that there are still 'lots of barriers' to women's participation and 'lots of rhetoric and activity [that is] not necessarily effective.' In essence, there was concern that the public messaging and internal rhetoric associated with this strategy has not matched outcomes.

Strategy 4.5 on mainstreaming WPS values into peace processes where Australia plays a prominent role has regressed this year. Over the past three years assessment on this strategy has moved from 'insufficient information' (2013) to 'some action' (2014) to 'no action' in 2015. In the comments on this strategy, some participants noted that they believed the Government had provided insufficient information for them to make a clear assessment. However, other respondents suggested dissatisfaction with Australia's progress. It was noted that Australia is the second largest bilateral donor to peace processes in Myanmar, but those processes have showed a remarkable lack of women's participation and have not included gendered issues such as conflict-related sexual violence. The Syrian process has similarly lacked women's voices and experiences. While Australia does not play a 'prominent role' in this process, civil society recognises Australia's capacity, as a WPS global leader, to provide advocacy on this issue.

Strategy 3.3 on the annual meeting between civil society and the IDWG received several comments. One table responded that although the meeting had taken place, they had 'insufficient information' on the outcomes of the meeting. This demonstrates the need for civil society to similarly ensure open communication among itself. Another table noted that 'substantive participation remains elusive' and suggested that the meeting had 'limited effectiveness.' This feedback suggests that whilst the inclusion of civil society in these meetings is a good first step, there needs to be further action to ensure that their participation is meaningful.

Photo: Alice Ridge (ACFID) and Del Gaudry (Australian Defence Force) at the Third Annual Civil Society Dialogue



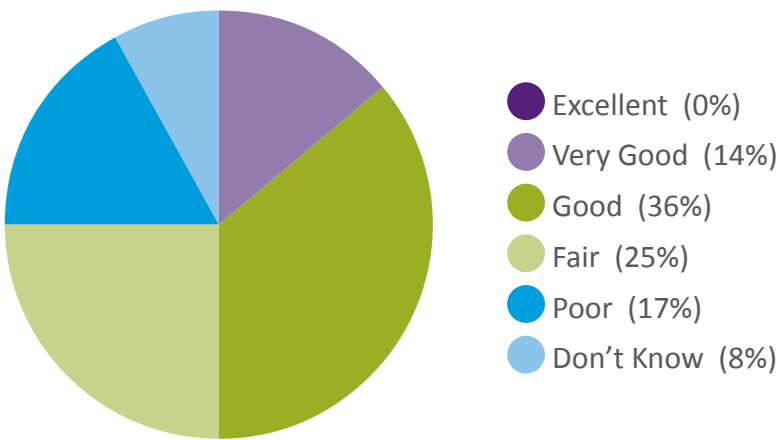
FOCUS AREA ANALYSIS

ENGAGEMENT

“... the original champions of women’s rights in conflict – women’s civil society organizations – continue to mobilize around women’s peace and security issues, driving the agenda forward in local, national and international settings. The normative advances in the framework for women, peace and security ... are owed chiefly to their diligent, creative and strategic advocacy and activism.’

– 2015 *Global Study*, p. 32.

Q: OVERALL, HOW WOULD YOU RATE THE AUSTRALIAN GOVERNMENT’S ENGAGEMENT WITH CIVIL SOCIETY ON THE WPS AGENDA?



UN Photo:
Albert González Farran

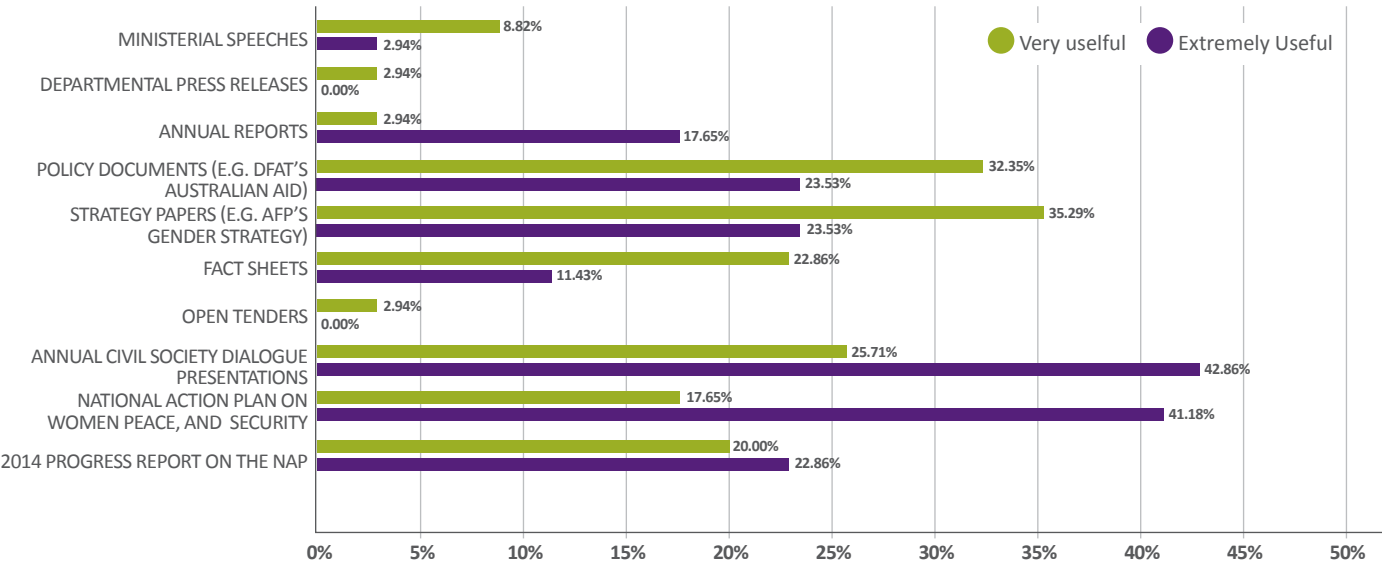
Collaboration between Government and civil society is vital for effective implementation of the WPS agenda by individual countries. This point is highlighted in the 2015 *Global Study* (p. 250), which recommends collaboration with civil society across a wide range of NAP activities from design to evaluation. The Australian NAP also acknowledges this, noting that ‘non-governmental and civil society organisations have a wealth of expertise to offer in the implementation of UNSCR1325 and related resolutions’ (NAP, p. 16). However, this is a relationship that requires constant maintenance and attention. Ongoing communication, collaboration and consultation are necessary to ensure the continuation of strong Government engagement with civil society.

Importantly, there is evidence of **open lines of communication** between Government and civil society on WPS issues. 43% of all civil society members who provided an online submission to this Report (hereafter referred to as respondents) directly communicate their WPS work to the Government. This communication comes in many forms, including submissions (e.g. to the Defence White Paper consultation process), letters to

relevant Government personnel, contributions to collaborative civil society communications (e.g. open letters from the Women, Peace and Security Academic Collective), informal and formal meetings with relevant departmental staff and parliamentarians, and through email and social media platforms such as Twitter and Facebook.

In terms of Government communication to civil society, the **Civil Society Dialogue** was reported to be the most useful source of Government information on WPS issues. **Government publications on the WPS agenda** were also identified as an important source of information for civil society actors. The NAP itself was ranked as the most useful document for civil society working on WPS issues, with the *2014 Progress Report*, policy documents, and strategy papers also considered useful documents. Respondents reported that they were familiar with the *2014 Progress Report* (68%), *DFAT’s Australian Aid: Promoting Prosperity, Reducing Poverty, Enhancing Stability* (68%) and *DFAT’s Implementation of UNSCR 1325* booklet (65%) while a further 38% reported familiarity with the *AFP’s Gender Strategy*.

Q: WHAT GOVERNMENT SOURCES OF INFORMATION ON WPS DO YOU FIND MOST USEFUL IN YOUR WORK?



There was also evidence of **extensive formal and informal consultation** between Government and civil society over the implementation of the NAP. One-third of respondents (33%) reported formal consultations with Government on WPS issues, while a greater percentage of respondents (47%) reported informal consultations. In terms of informal consultations, civil society reported strong relationships with *DFAT* through meetings with the Global Ambassador for Women and Girls, discussions with Departmental staff in the Gender

Equality Branch, the disarmament section, with the graduate training teams, and with country focused staff. Several respondents noted working on WPS issues with the *Office for Women* around the Commission on the Status of Women, the Report Card recommendations and through the NAP Interim Review processes. Many respondents also reported meetings and dialogue with the *Department of Defence* on the several WPS related issues including the Defence Implementation Plan, and particularly noted a strong communicative

relationship with the Department’s NAP Director. This data suggests that there are strong, professional and individual relationships between Government staff and civil society which have led to open consultation on WPS issues.

In terms of collaboration, 40% of civil society respondents have **directly collaborated with the Government** on a project relevant to the WPS agenda. These collaborations occurred in the areas of in-country program delivery, academic research, producing Government publications, cross-country partnerships, and advice on WPS implementation. Of those members of civil society that reported direct collaboration with Government on WPS issues, 93% reported that the NAP was identified in the scoping of the project, and 86% reported that the project achieved good WPS results. These are very strong responses, suggesting that where Government engagement with civil society is taking place, the results are seen by civil society to be overwhelmingly achieving solid WPS outcomes.

Overall, half of respondents rate engagement with Government on WPS issues as ‘good’ (36%) or ‘very good’ (14%). A further 43% found it to be ‘fair’. The comments above provide strong support for these findings. However, there remain opportunities for development of the relationship. This is evidenced in the fact that **97% of respondents believed that there should be greater engagement** between Government and civil society.

Civil society respondents indicated that greater engagement should be pursued in three areas. First, respondents agreed that **an online information hub for public WPS documents** would significantly enhance communication. A central online repository for Government publications relevant to the WPS agenda would promote a whole-of-government approach to information sharing and

ready access for WPS stakeholders. This hub might be hosted, or funded, by Government and could be expanded to include civil society reports, academic papers, and UN documents.

Second, respondents recommend **greater public education on WPS issues**. A consistent message from civil society was their belief that while Government and civil society are well acquainted with WPS issues, the general public have not been sufficiently exposed to the agenda. In particular, civil society reported that they do not believe it is clear to the general public what the WPS agenda is, and how WPS issues apply to both Australian domestic and foreign policies. In particular, 63% of respondents described the Government’s efforts to promote awareness of the WPS agenda to the Australian public as ‘poor’. Several responses noted, for instance, that WPS considerations have not been mainstreamed into foreign policy announcements and their reporting, including regarding Australia’s military operations against ISIS. Other respondents recommended a greater engagement with the general public through popular media (television, radio and magazine) outlets. In a campaign similar to that underway to raise awareness of family violence, civil society members recommended profiles on the issue should be undertaken by Government Ministers, representatives and Government-supported civil society actors in news and magazine interviews.

Third, **permanent civil society membership of the inter-departmental working group (IDWG)** was identified as central to clear and ongoing communication between Government and civil society. Civil society noted that an annual meeting between itself and the IDWG does not constitute substantive and effective engagement. Permanent membership would enable better information sharing and deliberative approaches to NAP implementation. Since analysing these findings, the IDWG has extended this invitation to the WPS Coalition.

KEY RECOMMENDATIONS

- 1. Create or fund a central **online information hub** for all of the Government’s WPS publications.
- 2. **Promote the WPS agenda to Australia’s general public**. This requires integrating a gender perspective into all public peace and security related announcements, promoting the value of a WPS analysis of peace and security issues confronting Australia, and demonstrating the relevance of WPS values to many women in Australia.
- 3. Provide ongoing support to the **WPS Coalition**.



ADVANCING THE PROTECTION PILLAR:
THE AUSTRALIAN FEDERAL POLICE RESPONSE TO FAMILY VIOLENCE IN
THE SOLOMON ISLANDS*

The Solomon Islands has one of [the highest documented rates of domestic violence](#) against women in the world. Until recently, investigations and prosecutions were rare. Many in civil society see this problem as related to the exclusion of women and gender concerns in the post-conflict stabilisation and security processes that were supported by RAMSI. RAMSI’s focus upon formal state-building, it was argued, weakened the role of customary practice and in so doing negatively impacted women’s capacities to engage in violence prevention, conflict mediation, community organising, and access to justice.

In recent years, the Australian Federal Police (AFP) has demonstrated a strong commitment to assisting the Solomon Islands to address this endemic problem. Its approach, consistent with obligations under the [International Deployment Group’s 2014 Gender Strategy](#), provides funding and the assistance of AFP personnel to promote a gender perspective, access to, and equality for women in police services. The AFP have been involved in:

- ✓ Supporting the Royal Solomon Islands Police Force (RSIPF) to prepare for implementation, from April 2016, of the Family Protection Act. This includes training police on their roles and responsibilities under the Act and targeting police attitudes towards violence against women, violence in the home and women’s roles in society.
- ✓ The AFP also supports RSIPF’s participation in SAFENET and ‘Sief Pleis’ (Safe Place) projects, which establish referral systems and refuge centres respectively for women. This supports an integrated community-wide approach to addressing family violence.
- ✓ Consistent with the targets set in the *Gender Strategy*, the AFP has supported the recruitment and promotion of women in the RSIPF. In the last two recruitment programs 25% of the intake were women (well above the 17% target) and women hold one-third of the senior executive positions.

The success of these strategies is evidenced in the increasing rates of reports of family violence. Prior to the awareness raising campaign the RSIPF reportedly received 60 such reports. In 2014 that number reached 800, and by October 2015 there were already 700 reports. This suggests a growing public confidence in the capacity and willingness of the RSIPF to address family violence.

Challenges remain. Ensuring reports end in justice for women will be a major test. Providing immediate relief and assistance for women experiencing violence is still necessary. Coordinating medical, policing, and social/ socio-economic support for women survivors must continue, and addressing societal attitudes towards violence against women remains a long-term project.

* This section draws from the Solomon Islands panel at the Dialogue. See Annex 3 for speakers. The podcast is available here: <http://wpscoalition.org/category/2015/2015-dialogue/>

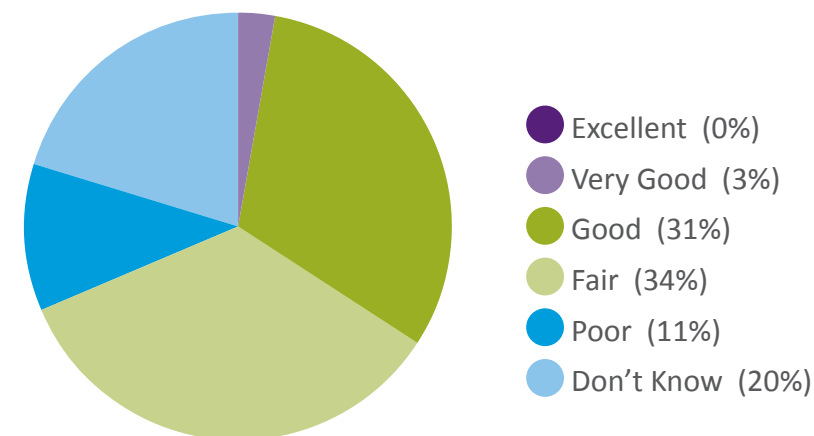
UN Photo: Jeremy Miller
Solomon Islands

IMPLEMENTATION

“The failure to allocate sufficient resources and funds has been perhaps the most serious and unrelenting obstacle to implementation of women, peace and security commitments over the past 15 years.’

– 2015 *Global Study*, p. 16.

Q: OVERALL, HOW WOULD YOU RATE THE AUSTRALIAN GOVERNMENT’S PROGRESS ON NAP IMPLEMENTATION IN THE PAST TWELVE MONTHS?



WPS implementation has been identified as a global problem. The *Global Study* notes that successes towards implementation are still celebrated as ‘firsts’ rather than standard practice. This is true in all of the WPS pillar areas: there are still very few prosecutions for sexual violence in conflict at the state level, the participation of women in peace processes remains elusive, and the constraints placed on women by emerging violent extremism and counter-terrorism policies are inhibiting women’s abilities to work towards the prevention of political violence (see *Global Study*, p. 13-17).

In terms of the work of UN Member States, the *Global Study* notes that 55 countries – just 28% of the UN – have national action plans. Of those that do have plans ‘many... are focused on process, with neither mechanisms for accountability nor budgets available for real implementation’ (p. 14). This in part relates to the under-funding of WPS programs by states. In fact, the *Global Study* describes funding arrangements for WPS programs and procedures as ‘abysmally low across all areas of the agenda’ (p. 14). Addressing the global problems of implementation begins with the positive efforts of individual states.

The past twelve months have seen several successful examples in Australia’s domestic and foreign policy of NAP implementation. These cases have been the result of the work of individual departments, as well as cross-agency approaches. As a snapshot of these successes, the appointment of Australia’s **first female Defence Minister** drew commendation from civil society. She was described as a ‘role model’ that has the ‘potential to influence defence culture’, with one respondent noting that ‘female leadership does make a difference.’ Similarly, the **Australian Civil Military Centre’s** ongoing work towards WPS implementation across Government was noted, with one respondent stating that it has ‘maintained its role as a leader in this space.’ In Australia’s engagements overseas, civil society respondents noted the ‘positive outcomes’ that had been generated by the implementation of the **Australian Federal Police’s Gender Strategy** in Kiribati and the Solomon Islands, and in several **Department of Foreign Affairs and Trade** programs including those to support women in post-cyclone Vanuatu, to address gender and sexual based violence in the Syrian conflict, and in ongoing programs in the Philippines, Afghanistan and the Solomon Islands.



OPERATIONALIZING THE GENDER PERSPECTIVE: EXERCISE TALISMAN SABRE 15*

Participants to this year’s Dialogue highlighted the mainstreaming of UNSCR1325 into the Australian Defence Force’s planning for Exercise Talisman Sabre 2015 as a significant WPS success story. This was the first time that UNSCR1325 has been fully integrated into such an exercise for both military and interagency participants. As such, it marks a significant step forward in operationalizing WPS into military operations.

Talisman-Sabre is an Australian-United States biennial military exercise designed to improve readiness and inter-operability across conflict operations. In 2015 it involved over 30,000 Australian and US defence personnel, as well as civilians from Australian and US government agencies, UN agencies, and humanitarian organisations.

UNSCR1325 was integrated into the planning and execution of the exercise in a number of ways: it was referenced in the training objectives; gender-based issues (such as the need for the protection of women and their participation in peace processes) were written into the exercise scenarios; twelve gender advisors provided advice on the exercise design and participated in the exercise itself (representing the largest deployment in an Australian exercise or operation); WPS training was provided to personnel; and staff were directed to integrate WPS into their planning throughout the exercise.

In the aftermath of the exercise, participants produced publications and manuals on the implementation of UNSCR1325 into military exercises. These include a *Commander’s Guide to Implementing UNSCR1325 in Military Operations and Planning*, and the Australian Civil-Military Centre’s guidance document on implementing UNSCR1325 into exercise planning.

Dialogue participants highlighted the significant outcomes of this exercise: it demonstrated the strength of and commitment to women’s leadership in military operations, the importance of gender advisors in military operations, the Australian capacity to engage partners on the WPS agenda, the beginnings of the development of a WPS implementation doctrine, and the expansion of WPS training.

* This section draws from comments made by Dialogue participants, information provided to Dialogue participants by the Department of Defence, and information available from the [Australian Civil Military Centre](#).

Photo: US 7th Fleet Public Affairs
Preparations for Gender Advisers Steering Group, TS15.
Courtesy of ACMC

In terms of strengthening Australia’s implementation of its NAP, civil society respondents made five clear recommendations. First, respondents identify the need for **greater consistency in mainstreaming WPS values** throughout Australia’s peace and security activities. 59% of respondents noted that the Australian Government is integrating a gender perspective into its peace and security activities, but not consistently. Only 6% of respondents feel that this integration is consistent. For instance, areas within the **Department of Defence** and the **Department of Foreign Affairs and Trade** were highlighted for strong efforts in integrating gender considerations. However, these departments were also noted for their inconsistency. One respondent noted:

‘there is strong WPS rhetoric and commitment from different parts of **DFAT**, however, [it is] primarily still [seen] as a women’s issue and sitting with the Gender Section. To be considered a core peace and security issue, it has to be led by the peace and conflict area and the humanitarian recovery and stabilisation branch.’

Similarly, while civil society frequently highlighted the everyday successes of the **Department of Defence** they also noted the high profile failures to mainstream WPS including in the planning of military operations, especially in regards to Syria and Iraq.

Several respondents noted the need to identify and support **WPS entrepreneurs** in driving WPS integration in Government departments. This

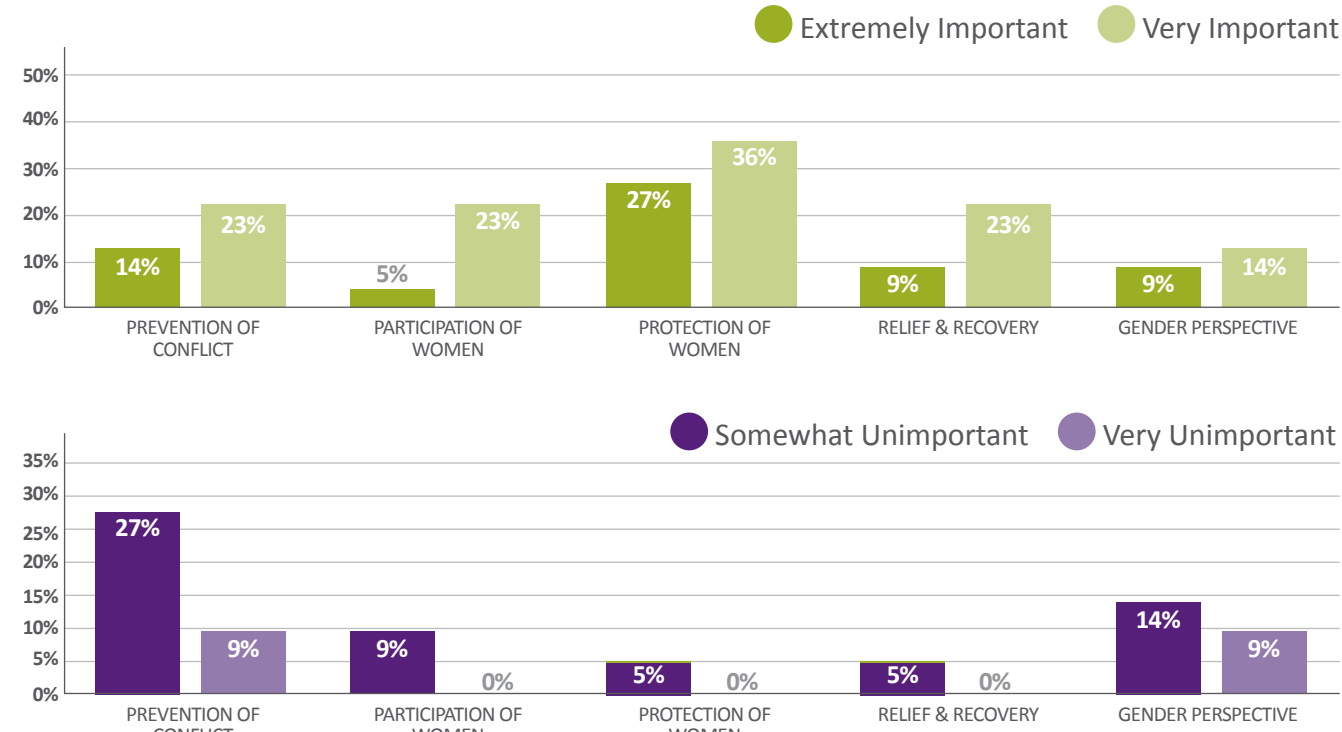
entrepreneurship comes in the form of dedicated roles – such as the Director for the NAP in the **Department of Defence** – as well as individual men and women leaders who have championed the WPS agenda. In this second category, several respondents noted the significance of having female Defence and Foreign Ministers that openly support the WPS agenda. Others pointed to the important leadership that has been shown by senior men, particularly in the **Australian Civil-Military Centre**, the **Australian Defence Force**, and the **Australian Federal Police**. For instance, the 2015 Australian of the Year, former Army Chief David Morrison has demonstrated strong leadership on WPS values for several years. While this was commended by civil society, there was also concern that this **does not in itself constitute a stable and sustainable infrastructure for WPS integration**. Individual leadership is important, but it is not sufficient: it must be underpinned by an ‘everyday culture’ of WPS. Without this, as one respondent noted, ‘the entire process could disappear’.

Third, as noted in the tables on the next page, civil society identify **a lack of consistency in the value Government places on the WPS pillars**. Overwhelmingly, civil society views Government’s implementation policies as being skewed towards the protection of women, with 54% of respondents describing the value placed by Government on this agenda to be either ‘extremely important’ or ‘very important’. This is in comparison to the prevention of conflict pillar. Here, 42% of respondents described the Government’s value of this pillar as ‘somewhat unimportant’ or ‘very unimportant’.



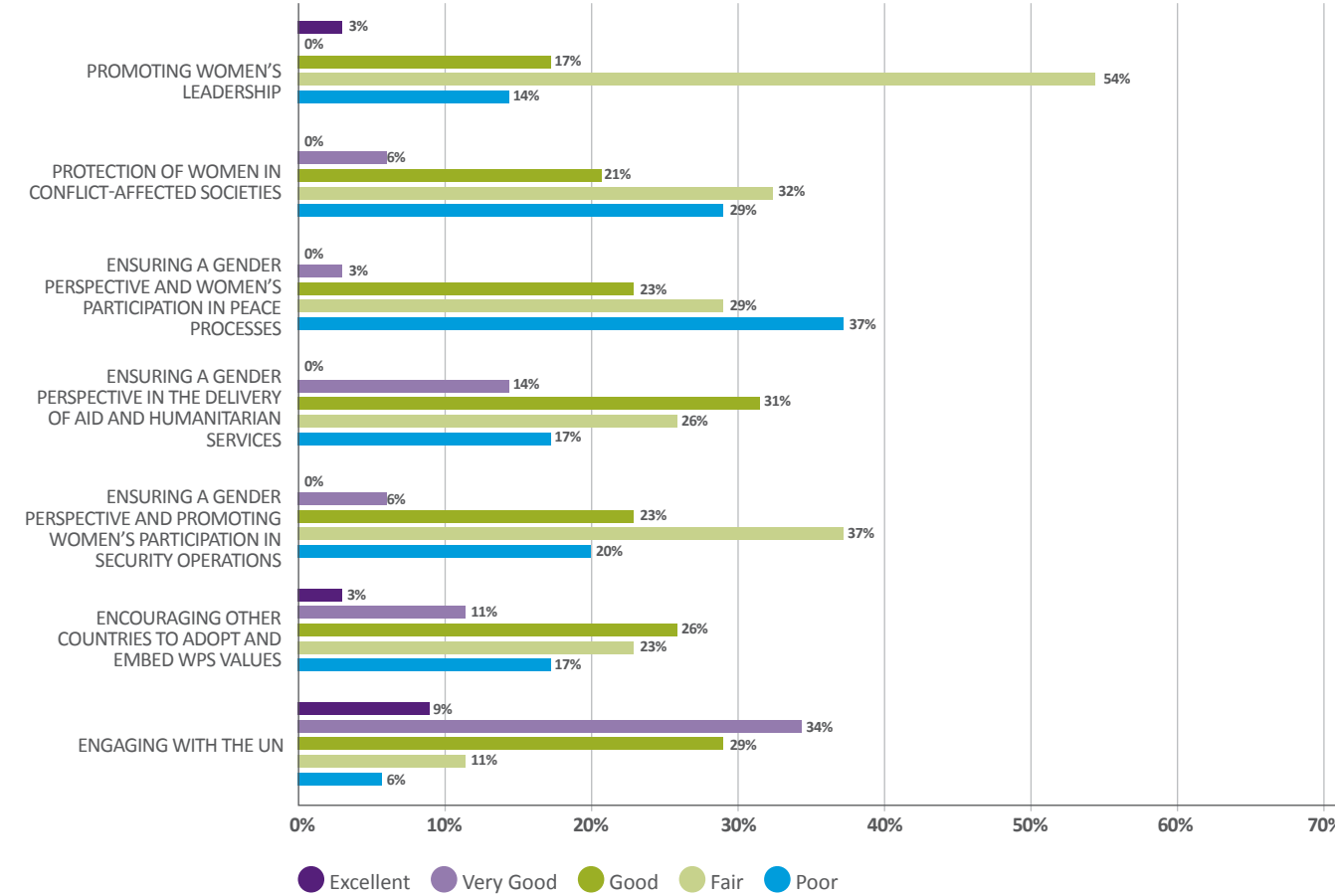
Photo: UN Women
Dianne Hambrook
Vanuatu

Q: PLEASE INDICATE YOUR VIEW ON THE VALUE PLACED BY GOVERNMENT ON EACH OF THE WPS PILLARS



In terms of the implementation of the individual WPS values, civil society offered mixed responses towards the Government’s successes as evidenced in the table below:

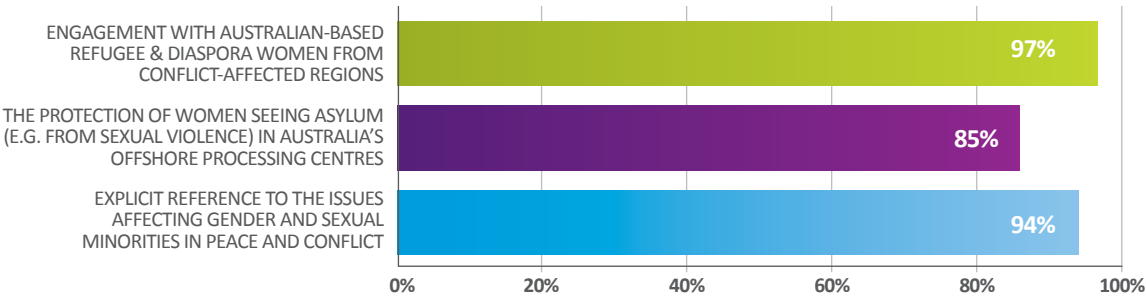
Q: HOW WOULD YOU RATE AUSTRALIA’S SUCCESS IN IMPLEMENTING THE NAP WORLDWIDE?



Fourth, **funding and resource allocation** continues to be a stumbling block to successful WPS implementation worldwide. The High Level Review acknowledges this point and several recommendations are made in the *Global Study*. Australia is no different in this regard. Civil society respondents demonstrated a universal unwillingness to describe the Government’s funding allocation for NAP activities as either ‘excellent’ or ‘very good’. In particular, one respondent noted: ‘There needs to be much more significant resourcing towards the NAP implementation for civil society to work with women in [conflict] situations.’ There was also a strong call for the Government to provide **greater transparency around funding allocations** for WPS implementation. Civil society identified an overwhelming need for Government to improve funding in the following areas:

- Funding for **WPS civil society projects**.
- Scholarly and industry-based **research** on WPS issues.
- Supporting **peace programs** through diplomacy and on-the-ground activities.

Q: DO YOU THINK THAT THE NAP SHOULD EXPLICITLY COVER ANY OF THE FOLLOWING ISSUES? (TICK AS MANY AS NECESSARY).



The final area noted by civil society was the need to **update the NAP and WPS implementation strategies** to include the developments in Australia’s peace and security arrangements. Some respondents recommended that the **Department of Immigration and Border Protection** and in particular its newly established agency, the **Australian Border Force (ABF)**, need to be an implementing agency for the National

- Ensuring WPS integration into **humanitarian assistance** and **development programs**.
- The provision of dedicated and quality-controlled **WPS training**.

Fifth, civil society has noted the absence in the Australian NAP of references to the impact conflict has upon gender and sexual minorities. 94% of respondents have agreed that the NAP should make explicit references to these groups. This has become a particularly prominent issue in light of growing awareness of the targeted violence experienced by LGBTQI individuals at the hands of ISIS. While WPS has a particular focus upon women, women’s experiences cannot be separated from social constructions of gender, or gendered power relationships. Correspondingly, the Australian Government and civil society should give consideration to the relationship between the WPS agenda and **the impact of armed conflict upon gender and sexual minorities** in the development of WPS strategies and their implementation.

Action Plan, and be engaged with the WPS agenda. Created in July 2015, the **ABF** has been tasked with responsibility ‘to detect and deter unlawful movement of goods and people across the border.’ As such, this agency, and the Department more broadly, directly engages with asylum and refugee women and girls fleeing conflict zones. Therefore, their work comes in direct contact with the WPS agenda.

KEY RECOMMENDATIONS

1. Design a **consistent approach** within and across departments to integrating WPS values.
2. Build a community of **WPS entrepreneurs** and a culture of **WPS leadership** within Government.
3. Ensure WPS leaders operate *in addition* to **sustainable departmental structures for WPS integration**.
4. Increase **emphasis on conflict protection and women’s participation** strategies as part of NAP implementation.
5. Invest in **civil society programs and research** relevant to the WPS agenda.
6. Demonstrate an awareness of the relationship between women and **gender and sexual minorities** as part of WPS planning and implementation.
7. Ensure **women seeking asylum in Australia** from conflict-affected communities are afforded recognition under the WPS agenda.



**ADVANCING PARTICIPATION:
WOMEN’S INVOLVEMENT IN PEACE-BUILDING IN MYANMAR***

The decades long internal conflict in Myanmar has created enormous challenges for women and women’s rights. Among these is the total absence of women from meaningful formal roles in peace negotiations. Myanmar has a strong women’s rights civil society, however, they continue to be excluded from peace processes. Their exclusion is predominately due to the inter-related problems of negative attitudes towards women’s leadership, failure to understand the central role of gender in building sustainable peace, and physical and structural barriers to women’s participation. In order to address this, participants at the Dialogue highlighted the following ways in which Australian-based actors could promote and facilitate the inclusion of Myanmar women in their peace processes:

- ✓ Support the Myanmar Peace Centre to ensure that women’s participation is embedded in their framework for working with both Government and ceasefire groups.
- ✓ Strengthen women’s civil society groups at the community and the national level through training, resources and networks.
- ✓ Ensure all information resources are translated into local languages.
- ✓ Build an understanding of UNSCR1325 among peace actors and negotiators.
- ✓ Support women’s capacity to participate in peace processes through training and addressing the issues (family/work responsibilities, physical security) that might inhibit their participation.
- ✓ Address community-based negative attitudes towards women’s leadership and gender equality by supporting civil society to conduct awareness-raising programs.
- ✓ Translate statements and cease fire agreements into ethnic languages and make sure that they are known and understood by women and men at the grassroots level.
- ✓ Advocate for accountability for human rights violations against women during the conflict.

* This section draws from the Myanmar panel at the Dialogue. See Annex 3 for speakers. The podcast is available here: <http://wpscoalition.org/category/2015/2015-dialogue/>

Photo: UNICEF
Myo Thame
Myanmar



MONITORING AND EVALUATION

“For NAPs to show concrete results in the lives of women, girls and their communities, their actual impact should be systematically monitored and regularly assessed. An effective monitoring and evaluation system can help improve policies and programmes, strengthen commitment and partnerships, encourage accountability, and build a foundation for sustainable investments.”

– 2015 *Global Study*, p. 248.

Q: OVERALL, HOW WOULD YOU RATE THE AUSTRALIAN NAP’S MONITORING AND EVALUATION FRAMEWORK?

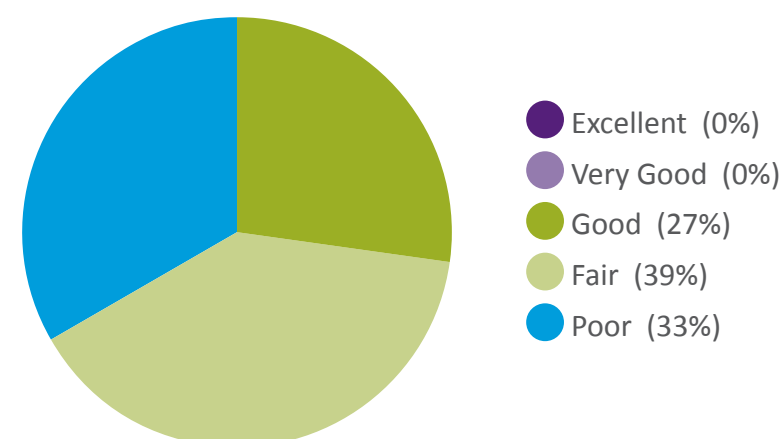


Photo: APMC
Collaboration between
the AFP and Royal PNG
Constabulary.
Courtesy of APMC

The *Global Study* found that best practice around NAP monitoring and evaluation (M&E) frameworks include the development of indicators, benchmarks and targets that help measure progress on NAP implementation. It also notes that making progress reports on implementation public is emerging as best practice (p. 248).

In line with these suggestions, civil society **calls for significant improvement** in the Australian NAP’s formal monitoring and evaluation framework. No respondents describe it as ‘excellent’ or ‘very good’ while 33% of respondents describe the NAP’s M&E framework as ‘poor’. One respondent noted:

‘Whether it [the NAP] produces positive outcomes in the lives of women and girls affected by conflict, that is actually too

hard to know – as the way the document is written, and its M&E framework, does not allow for that to be measured and monitored.’

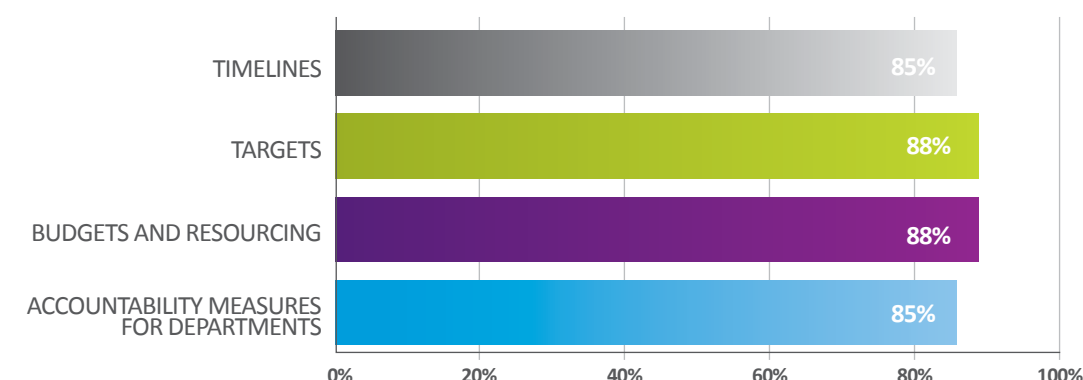
This data provides a very clear message to Government that the NAP’s M&E framework requires significant modification.

In particular, civil society respondents overwhelmingly reported that the M&E framework should include:

- Targets;
- Budgeting and resourcing allocations;
- Timelines;
- Accountability measures for departments.

Some respondents also suggested that the M&E framework should include staff quotas for women, and performance management frameworks.

Q: DO YOU THINK THAT THE AUSTRALIAN NAP SHOULD INCLUDE ANY OF THE FOLLOWING? (TICK AS MANY AS NECESSARY).



Several respondents spoke of the need for the M&E framework to include a responsibility towards **qualitative data collection** and **qualitative performance measures**. Some respondents provided further feedback that **civil society should be given a formalised role** in the monitoring and evaluation framework. Some members of civil society also noted that

Australia’s WPS activities in individual countries should be measured against the NAP’s strategy. Such a measure would provide an overall assessment of the whole-of-Government’s WPS impact in particular geographic areas. This would generate specific data on the NAP’s impact on the lives of women and girls affected by conflict.

KEY RECOMMENDATIONS

1. Engage with civil society in **robust dialogue on the findings of the Interim Review**.
2. Create and make publicly available **budgets and resource allocations** to support NAP implementation.
3. Design **targets, timelines, and qualitative accountability measures** to support the current M&E framework.
4. Consider **country-driven M&E frameworks** as part of the NAP’s M&E process.



ADVANCING THE GENDER PERSPECTIVE: THE ROLE OF MALE LEADERS*

This year’s Dialogue hosted a panel on male WPS leadership. The three male panellists (a Major-General from the Australian Army, a former senior diplomat and bureaucrat, and the Executive Director of a leading civil society organisation) have extensive leadership experience in Australia’s peace and security environment. This very open and honest discussion provided thought-provoking insights and debates on men’s role in advancing the WPS agenda in areas including the need for critical reflection, leadership, and cultural change.

All three panellists noted that implementing the WPS agenda requires **critical reflection**. One argued that in order to understand the gender dynamics of a culture or organisation you must first ‘understand yourself’. Implicit in this, he continued, is the need to understand your own biases, use of power, and motivations for behaviour. A second panellist acknowledged a sense of defensiveness when asked to consider his own record on WPS issues, pointing to the very real sensitivities in discussing gender-based politics in our society. Similarly, the third panellist suggested that reflecting on his own WPS work required ‘soul searching’, acknowledging that the issue was highly confronting.

As men continue to dominate **leadership** roles in Australia, the attitudes and behaviours of male leadership is central to the integration of WPS values. When asked whether the WPS agenda challenges the traditional relationship between leadership and masculinity, there were mixed and cautious responses. One panellist noted that good quality leadership has no gender, a point disputed by those who identified a tension between masculine modes of leadership, and a lack of traction for the WPS agenda. Others argued that gender does make a significant difference in leadership, with opportunities for men and women to use their gender to become WPS leaders, advocates, role models and representatives.

Leadership also plays a significant role in generating **cultural change**. Strong debate developed over how cultural change should be brought about. One panellist argued that ultimately cultural change needs to be forced by leadership: ‘to get true cultural change you have to enforce standards of behaviour that are consistent with the desired culture.’ Other panellists argued that it was instead necessary to build consensus from the ground up to ensure the sustainability of the change.

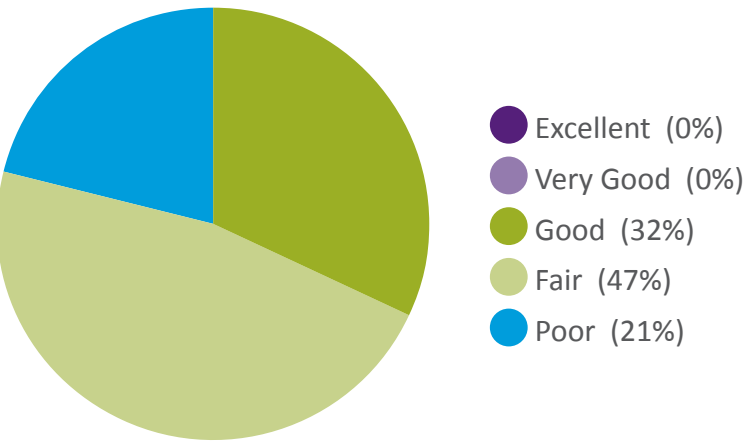
Rising from these debates was a clear point agreed upon by all participants: the WPS agenda will advance more rapidly if men and women, both as leaders and members of the community, recognise that gender equality – whether in the workplace or a conflict-affected community – lies at the heart of global peace and security. It is therefore beholden to all leaders to make this a reality.

* This section draws from the Male Leadership panel at the Dialogue. See Annex 3 for speakers. The podcast is available here: <http://wpscoalition.org/category/2015/2015-dialogue/>

Men’s Leadership panel at the Third Annual Civil Society Dialogue

OVERALL IMPACT

Q: BASED ON THE EVIDENCE YOU HAVE SEEN, HOW WOULD YOU RATE THE AUSTRALIAN NAP’S OVERALL IMPACT UPON THE LIVES OF WOMEN AND GIRLS AFFECTED BY ARMED CONFLICT IN THE AREAS WHERE AUSTRALIA OPERATES?



As noted in the above chart, 79% of civil society respondents identified the NAP as having a positive (‘good’ or ‘fair’) impact upon the lives of women and girls affected by armed conflict in the areas where Australia operates. However, it is important to note that these assessments can be difficult to make without an effective monitoring and evaluation framework for the NAP, and without strong baseline data. In this vein, several respondents noted that their response was limited to their own knowledge and experience. While there is opportunity to improve (noting that 0 respondents describe the overall impact of the NAP as either ‘excellent’ or ‘very good’), this data nonetheless evidences civil society’s clear belief that **the first three years of the NAP have provided a foundation for Australia to make an increasingly positive difference** in the lives of women and girls affected by conflict.

As the NAP has now passed its halfway point, there are opportunities for Government to **move its focus from implementation issues within Government departments, to implementation outcomes for conflict and disaster-affected communities**. Here, the Government can begin to evaluate and present the qualitative, medium-to-longer term impact of its NAP activities upon the lives of women and girls affected by conflict. This must be an ongoing process. While the impact of some programs (such as some forms of protection) is immediate, the impact of other programs (such as the prevention of conflict) is long-term. Indeed, a measure of the success of impact is also the sustainability of outcomes over the longer-term. This must also include a continual commitment to establishing and integrating ‘lessons learned’. This should be done in recognition that the NAP is a living document with the capacity to adapt to a changing and evolving environment.

In terms of its own work, respondents identified two ways in which **civil society uses the NAP as**

an advocacy tool to produce positive outcomes in the lives of women and girls affected by armed conflict. The first is the NAP’s capacity to ‘**generate legitimacy as a nation**’ for Australian-based organisations working on WPS issues. Several respondents noted that it can and is used as a reference point and as an example to encourage other states and sections of civil society to give consideration to the WPS agenda.

Second, civil society uses the NAP to **hold Government to account** for its WPS actions. One respondent noted:

‘It’s a way to monitor what is and importantly, what is NOT being done to further peace and security for women and increase women’s participation in decision-making on these matters.’

Similarly, another respondent stated that the NAP ‘allows us to call Australian interventions to account if they fail to implement provisions of the NAP in engagement with women in conflict settings, and in the way they operate in contexts undergoing conflict transition.’

One respondent suggested that it can also be an advocacy tool

‘for Government officials and departments trying to gain greater attention and focus on their own policy issues; and for civil society to point to agreed policy positions.’

Based upon these responses, civil society see the Australian NAP as a having a demonstrated capacity to positively impact the lives of women and girls affected by conflict. After three years, the opportunity now exists to consolidate the lessons learned so far, and build upon the groundwork to enhance that overall impact.



CONCLUSION

Cross-fertilisation of the WPS agenda was a major discussion point of civil society in 2015. In essence, this cross-fertilisation seeks to **expand and integrate the WPS agenda across overlapping communities**. These communities include domestic **Government departments and militarised agencies, civil society, the broader Australian public, the international community, and of course, disaster and conflict-affected communities**. From the global to the local, these communities overlap and have a role to play in implementing the WPS agenda.

The NAP remains the best tool that Australia has to bring together these communities in a cohesive way. However, in order for this to occur, there needs to be an ongoing commitment from all stakeholders to work together to advance the WPS agenda.

The lessons we draw from working together in forums such as the Annual Dialogues build Australia's collective knowledge and experience. These resources must be focused into ensuring the NAP remains a strong and relevant tool we can all use to face the tough global challenges ahead.



ANNEX 1 METHODOLOGY

In Memoriam: Jacky Sutton



In 2015 the global WPS community lost one of its fiercest advocates. Jacky Sutton was an international development worker, a journalist, a scholar, a teacher and a passionate human rights and animal welfare activist. During her time in Canberra she was a member of the Dialogue's Steering Committee, the ANU Gender Institute, and a staff member at UN Women National Committee Australia. She was a dear friend and colleague who brought energy, insight and experience to our group, and her death broke our hearts.

In [an interview given to the ABC](#) in September 2014, Jacky spoke passionately about the conflict-affected areas she had worked in where she saw first-hand the role that women play as agents of peace, advocates for their rights, and leaders of their communities. She noted that 'if Australia ... wants to deepen its engagement [in conflict-affected areas such as Afghanistan, Iraq and Syria] it simply has to start talking to all of the communities affected' by the violence. Jacky's message: 'Don't forget the women!' remains the common goal of all those working to advance the WPS agenda.

Above: UN Photo:
Martine Perret

Beside LtoR: Susan
Hutchison, Katrina
Lee-Koo, Jacky Sutton,
Barbara O'Dwyer,
launching the Second
Annual Civil Society
Report Card at the
WILPF Centenary
Conference in
Canberra, May 2015

Civil society remains committed to productively monitoring and strengthening Government implementation of the NAP. Our overall aim is to provide ongoing advocacy for, and feedback on, NAP implementation. This Report Card represents one platform from which civil society can continue this dialogue with Government. The purpose of this Report Card is to bring together, in a coherent format, the diverse range of civil society views on the Australian NAP. These views have been collected in three ways.

First, **qualitative data was gathered at the Third Annual Civil Society Dialogue on Women, Peace and Security (Dialogue)** that was held at the Australian National University on 22 October 2015. The Dialogue's program appears in Annex 3 of this Report. The Dialogue had 115 participants from across Government and civil society. This year the program featured country-specific panels, looking at the impact of the Australian NAP on the lives of women and girls in Myanmar and the Solomon Islands. It also included a panel on men's leadership in the WPS agenda,

providing reflections on the importance of men's roles in mainstreaming WPS values in all areas of peace and security work. **Data gathered in these panels is presented in the three 'breakout boxes' in the Report.**

In the second half of the day, Dialogue participants gathered in 12 small discussion groups. By populating each table with members from each of the constituencies present at the Dialogue (Government departments, military/police, civil society and academia), individuals with different workplace contexts and objectives could come together to discuss their experiences and views. The goal of this small-group dialogue is to share knowledge and views but also to better inform, clarify or potentially shape individual positions as participants became exposed to alternative attitudes and experiences. In this environment participants were able to workshop ideas in a collegial and professional environment.

Each group was asked to draw from their own experiences and expertise to discuss and

UN Photo:
Kibae Park
Myanmar

workshop three issues: examples of best practice in terms of WPS implementation; barriers and challenges to WPS implementation; and recommendations to the Government on how to progress NAP implementation. The **data collected from these discussion groups is analysed and presented in the ‘Report on recommendations from the Second Annual Report Card’** (pages 5-8).

In addition – and in light of the day’s presentations – the groups were also asked to complete the **‘Summary report card’** (pages 10-13). This is the third time that we have asked Dialogue participants to provide this assessment. The exercise is designed as a deliberative process and it is hoped that it will provide Government with an understanding of how its implementation outcomes are perceived by its staff and civil society members. In doing so, it offers insight into areas of success, areas where implementation might be strengthened, and areas where communication of activities needs to be strengthened.

UN Photo:
Marco Domino



Second, both quantitative and qualitative data was gathered by asking members of civil society to complete an **anonymous online submission**. An abridged list of submission questions appear in Annex 2 of the Report. This submission process targeted approximately 150 respondents who were identified as members of the WPS non-government community through two lists: members from the WPS Coalition, and non-government Dialogue participants. These lists include WPS advocates, practitioners and scholars from a range of civil society groups. The purpose of this process was to facilitate the inclusion of those civil society WPS experts who were unable to attend the Dialogue in addition to those who did. It also allowed respondents the opportunity to consider their responses over time, consult relevant documents, and opt-in (or opt-out) of the process. It enabled more detailed responses to a number of issues through several open-ended questions, and gave respondents the opportunity to respond in complete anonymity, which was not possible in the small group discussions.

The questions asked in the online submission process sought civil society’s expert views and experience on the Government’s implementation of the National Action Plan. It addressed the following focus areas: Government/ civil society engagement; Government implementation of the NAP; monitoring and evaluation; and finally, the overall impact of the NAP. The online submission platform was open from 24 October 2015 – 02 November 2015 in the immediate aftermath of the Dialogue. There were 40 respondents, and 35 completed submissions (5 partial completions). 35 of the respondents identified themselves as academics, practitioner professionals or representative of civil society who work directly in the WPS space while 4 identified as members of the general public. **The data collected through the online submission process is analysed and represented in the ‘Overall Recommendations’ (see page 3) and the ‘Theme Analysis’ section of this Report Card (pages 14-27).**

Third, the Report Card engages in fact checking by consulting **publicly available information provided by Government departments**. This includes core WPS documents, like the NAP itself, as well as strategy papers, reports, press releases, ministerial statements and other information provided on departmental websites. As noted, it also uses presentations to the Dialogue that have been recorded and are available online [via podcast](#).

ANNEX 2

ONLINE SUBMISSION QUESTIONS

GOVERNMENT/ CIVIL SOCIETY ENGAGEMENT

This section will capture data on the breadth, depth, and nature of Government engagement with civil society regarding the Women, Peace and Security (WPS) agenda. Importantly, it will ask for your views on the opportunities for the Government’s **communication, consultation and collaboration** with civil society on implementing the National Action Plan (NAP) and advancing the WPS agenda.

COMMUNICATION

Q1. What Government sources of information on Women, Peace and Security (WPS) do you find most useful in your work?

	NOT AT ALL USEFUL	SOMEWHAT USEFUL	USEFUL	VERY USEFUL	EXTREMELY USEFUL
Australia’s National Action Plan	☐	☐	☐	☐	☐
2014 Progress Report on the NAP	☐	☐	☐	☐	☐
Ministerial speeches	☐	☐	☐	☐	☐
Departmental press releases	☐	☐	☐	☐	☐
Annual reports	☐	☐	☐	☐	☐
Strategy papers [eg: AFP’s Gender Strategy]	☐	☐	☐	☐	☐
Policy documents [eg: DFAT’s Australian Aid]	☐	☐	☐	☐	☐
Factsheets	☐	☐	☐	☐	☐
Open tenders	☐	☐	☐	☐	☐
Annual civil society dialogue presentations	☐	☐	☐	☐	☐
Other (please specify)	☐	☐	☐	☐	☐

Q2. Do you believe that sufficient public information exists on the Australian Government’s work on the WPS agenda?

☐ Yes ☐ No

If you answered ‘no’, feel free to identify areas where you feel there is insufficient information.

Q3. Do you directly communicate your own WPS work to Government?

☐ Yes ☐ No

If you answered ‘yes’ please describe how you communicate this work.

CONSULTATION

Q4. In the past twelve months, have you formally consulted with the Australian Government on its implementation of the WPS agenda? (e.g., through a written submission to the Department of Defence’s white paper consultation process).

☐ Yes ☐ No

If you answered ‘yes’ please identify the Department, forum and frequency of this consultation.

Q5. Do you have informal consultations with Government on WPS issues?

☐ Yes ☐ No

If you answered ‘yes’ please identify the Department involved and the nature of this consultation.

COLLABORATION

Q6. Have you collaborated with the Australian Government on any project that you believe is relevant to the WPS agenda?

☐ Yes ☐ No

Please specify the project, its time frame and the Department that you worked with.

OVERALL ASSESSMENT

Q7. Do you think there should be more engagement between the Government and civil society on WPS issues?
☐ Yes ☐ No

Q8. If you answered ‘yes’, what form should this engagement take?
☐ Government run workshops on advancing the NAP
☐ Civil society attendance at all inter-departmental working group meetings
☐ Online information hub for civil society and Government documents
☐ Public events on WPS
☐ Other – please specify _____

Q9. Overall, how would you rate Australia’s engagement with civil society on the WPS agenda?
☐ Excellent ☐ Very Good ☐ Good ☐ Fair ☐ Poor ☐ Don’t Know

IMPLEMENTATION

This section will capture civil society’s views on the Government’s approach to NAP implementation including questions on **resourcing, priorities and outcomes**

Q1. In your experience, has the Australian Government consistently integrated a gender perspective into its peace and security activities?
☐ Yes ☐ No ☐ Yes, but not consistently
Please feel free to add further comments.

Q2. How would you rate the Government’s funding allocation for the activities required under the NAP?
☐ Excellent ☐ Very Good ☐ Good ☐ Fair ☐ Poor

Q3. In what areas should funding and resource allocation be improved to facilitate the meeting of NAP responsibilities? (Tick as many as necessary)
☐ None
☐ WPS Training
☐ Policy development
☐ Increased number of government personnel
☐ Funding for civil society projects
☐ Humanitarian assistance
☐ Development programs
☐ Research
☐ Military operations
☐ Supporting peace programs through diplomacy and on-the-ground activities
☐ Other – please specify _____

Q4. Does the Australian Government offer equal weighting to each of the WPS thematic areas outlined in the NAP? (Prevention, Participation, Protection, Relief and Recovery, Normative/Gender perspective)
☐ Yes ☐ No

If you answered ‘no’ please indicate your view on the value placed by Government on each of the pillars

	EXTREMELY IMPORTANT	VERY IMPORTANT	SOMEWHAT IMPORTANT	SOMEWHAT UNIMPORTANT	VERY UNIMPORTANT	DON'T KNOW
Prevention of conflict	☐	☐	☐	☐	☐	☐
Participation of women	☐	☐	☐	☐	☐	☐
Protection of women	☐	☐	☐	☐	☐	☐
Relief and Recovery	☐	☐	☐	☐	☐	☐
Gender perspective	☐	☐	☐	☐	☐	☐

Q5. How would you rate Australia’s success in implementing the NAP within Australia?

	EXCELLENT	VERY GOOD	GOOD	FAIR	POOR	DON'T KNOW
Promoting awareness of WPS values to the Australian public	☐	☐	☐	☐	☐	☐
Promoting awareness of the NAP within Government departments	☐	☐	☐	☐	☐	☐
Ensuring a gender perspective is mainstreamed into all areas of Australia’s peace and security work	☐	☐	☐	☐	☐	☐
Promoting the inclusion of Australian women in peace and security programs	☐	☐	☐	☐	☐	☐
Working with civil society to deliver strong WPS outcomes	☐	☐	☐	☐	☐	☐

Q6. How would you rate Australia’s success in implementing the NAP worldwide?

	EXCELLENT	VERY GOOD	GOOD	FAIR	POOR	DON'T KNOW
Promoting women’s leadership	☐	☐	☐	☐	☐	☐
Protection of women in conflict-affected societies	☐	☐	☐	☐	☐	☐
Ensuring a gender perspective and women’s participation in peace processes	☐	☐	☐	☐	☐	☐
Ensuring a gender perspective in the delivery of aid and humanitarian services	☐	☐	☐	☐	☐	☐
Ensuring a gender perspective and promoting women’s participation in security operations	☐	☐	☐	☐	☐	☐
Encouraging other countries to adopt and embed WPS values	☐	☐	☐	☐	☐	☐
Engaging with the UN	☐	☐	☐	☐	☐	☐
Other	☐	☐	☐	☐	☐	☐

OVERALL ASSESSMENT

Q7. Overall, how would you rate the Australian Government’s progress on NAP implementation in the past 12 months?
☐ Excellent ☐ Very Good ☐ Good ☐ Fair ☐ Poor ☐ Don’t Know

MONITORING AND EVALUATION

This section seeks civil society’s views on the procedures of the NAP regarding **monitoring, reporting, governance and evaluation**. The NAP’s monitoring and evaluation (M&E) framework is outlined on page 28-29 of the NAP.

Q1. Have you read (in part or full) any of the following documents? (Tick as many as required)
☐ The 2014 Progress Report
☐ The 2015 Interim Report
☐ AFP IDG’s Gender Strategy
☐ DFAT’s Women, Peace and Security: DFAT’s Implementation of UNSC 1325
☐ DFAT’s Australian Aid: Promoting Prosperity, Reducing Poverty, Enhancing Stability

If you selected any of the above, would you describe these documents as a comprehensive, informative and useful account of NAP implementation strategies and progress?
☐ Yes ☐ No ☐ Somewhat useful
Please feel free to provide further comment.

Q2. Do you think that the Australian NAP should include any of the following? (Tick as many as required)

☐ Timelines

☐ Targets

☐ Budgets and resourcing

☐ Accountability measures for Departments

☐ Other – please specify _____

OVERALL ASSESSMENT

Q3. Overall, how would you rate the NAP’s M&E framework?

☐ Excellent ☐ Very Good ☐ Good ☐ Fair ☐ Poor

OVERALL IMPACT OF AUSTRALIA’S NATIONAL ACTION PLAN

Q1. Do you think that the NAP should explicitly cover any of the following issues? (Tick as many as necessary)

☐ Engagement with Australian-based refugee & diaspora women from conflict-affected regions

☐ The protection of women seeking asylum (e.g., from sexual violence) in Australia’s offshore processing centres

☐ The participation and protection of indigenous women seeking personal/community security

☐ Response to natural disasters within Australia (e.g., bush fires and floods)

☐ Other _____

Q2. In what ways does the Australian NAP assist you/your organisation in producing positive outcomes in the lives of women and girls affected by armed conflict?

Q3. Based on the evidence you have seen, how would you rate the Australian NAP’s overall impact upon the lives of women and girls affected by armed conflict in the areas where Australia operates?

☐ Excellent ☐ Very Good ☐ Good ☐ Fair ☐ Poor

ANNEX 3

PROGRAM OF THE THIRD ANNUAL CIVIL SOCIETY DIALOGUE

22 October 2015, University House, Australian National University, Canberra.

8:30	WELCOME	
	Introduction & Formalities	Barbara O’Dwyer Women’s International League for Peace and Freedom – Australia) National President
8:55	Welcome to Country	Elder
	MINISTERIAL ADDRESS	
9:10	Introducing the Minister	Marc Purcell Australian Council for International Development Executive Director
	Address	The Hon. Teresa Gamaro MP Chair of Joint Standing Committee on Foreign Affairs, Defence and Trade
9:20	DFAT Address	Barbara King Department of Foreign Affairs and Trade Gender Equality Section
9: 20	PANEL: MYANMAR	
	Chair	Dr Susan Harris-Rimmer Griffith Law School
	Panel Members	Richard Andrews Department of Foreign Affairs and Trade Assistant Secretary
		Stav Zotalis Care International, Country Director
10:50	11:15	Khin Khin Mra Gender Equality Network Women’s Rights Activist
		MORNING TEA
12:45	PANEL: SOLOMON ISLANDS	
	Chair	Dr Sinclair Dinnen State, Society and Governance in Melanesia
	Panel Members	Assistant Commissioner Scott Lee Australian Federal Police National Manager International Operations
		Jo Hayter International Women’s Development Agency Chief Executive Officer
12:45		Ethel Sigimanu* Solomon Islands’ Minister of Women, Youth, Children and Family Permanent Secretary (* Ethel Sigimanu was unable to attend)
		LUNCH

1:30	PANEL: WHAT IS MEN’S LEADERSHIP FOR WOMEN, PEACE AND SECURITY?	
	Chair	Virginia Haussegger Australian National Committee for UN Women
	Panel Members	Major General Shane Caughey Australian Defence Force Deputy Commander Joint Operations
		Archie Law ActionAid Australia Executive Director
		James Batley Australian National University Distinguished Policy Fellow
3:00	AFTERNOON TEA	
3:15	Small group discussion	Dr Katrina Lee-Koo Monash University Senior Lecturer
4:30	Plenary report	Dr Katrina Lee-Koo Monash University Senior Lecturer
4:45	Concluding remarks	Dr Fiona Jenkins ANU Gender Institute Convenor

ANNEX 4

ANNUAL CIVIL SOCIETY DIALOGUE

FACILITATORS

Erin Claire Barrow	YWILPF
Megan Chisholm	Consultant
Amy Sheridan	ACMC
Samantha Lugton	YWILPF
Jacqueline Zwambilia	WILPF
Carole Shaw	JERA International
Ludmilla Kwito	WILPF
Susan Harris Rimmer	Griffith Law School
Alice Ridge	ACFID
Jennifer Wittwer	Department of Defence
Sarah Boyd	The Gender Agency
Michelle Higelin	ActionAid

Opposite Page:
Photo: UN Women
Nadine Kamolleh
Orangeyourhood
campaign, Uganda



AUSTRALIA'S NATIONAL ACTION PLAN ON



WOMEN, PEACE & SECURITY

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Australian Government
Australian Civil-Military Centre

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Dialogue Steering Committee.

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