Australian Government

UN WOMEN — United Nations Entity for Gender Equality and the Empowerment of Women

UN WOMEN NATIONAL COMMITTEE AUSTRALIA

WOMEN, PEACE & SECURITY
AN INTRODUCTORY MANUAL

A MESSAGE FROM THE
CHIEF OF THE DEFENCE FORCE

To have its greatest effect, engaging women should be considered a primary element of our operations rather than an adjunct duty. This reflects the important role women in peace and security operations play in increasing our operational effectiveness. Women in the communities where we operate consistently demonstrate their ability to read the situation and provide a valuable source of information and enhanced situational awareness.

Successful engagement during peacekeeping operations is built on trust and helping to bring peace takes courage, patience and hard work. Engaging women in all aspects of the peace process is critical if we are to ensure that peace is sustainable once peacekeepers depart. The international community recognises the valuable contribution women make in conflict management, conflict prevention and sustainable peacebuilding, yet women's participation in these processes remains very low.

To address this, the ADF is committed to implementing the United Nations Security Council Resolutions on Women, Peace and Security and the associated Australian Government National Action Plan. The ADF has also signed up to the Australian National Action Plan on Women, Peace and Security 2012–2018, which sets out what Australia will do, at home and overseas, to integrate a gender perspective into its peace and security efforts, protect women and girls' human rights, and promote their participation in conflict prevention, management and resolution.

This training manual will be shared widely within the ADF and will help to raise awareness about the importance of the Women, Peace and Security agenda, ensuring that women play a central role in all aspects of the peace and security processes. I encourage you to engage in the Women, Peace and Security agenda, and collaborate across government and non-government agencies, and civil society organisations, to achieve the outcomes identified in the National Action Plan.

General D J Hurley, AC, DSC
Chief of the Defence Force

A MESSAGE FROM THE AUSTRALIAN
NATIONAL COMMITTEE FOR UN WOMEN

The differential experiences of women in fragile, conflict and post-conflict settings was first formally recognised by the UN in October 2000, when it passed Security Council Resolution 1325.

Critical to SCR 1325 and subsequent Resolutions on women, peace and security, is the notion that women are fundamental actors within the communities they live. Too often, women are framed as victims: victims of rape; victims of crime; victims of the loss of economic opportunity and this indeed is the sad truth. But women are also powerful agents of change and hold incredible opportunities and skills for building peace. For as long as we see women only as needing protection, they will not be seen as agents of peace, who can play a critical role in governance, determining electoral processes, constitution and justice building, and security sector reform.

When Australia and Australians engage in conflict and post-conflict environments it is imperative that we have a detailed understanding of the complex themes at play and that we use our involvement as an opportunity to strengthen women's voices and to ensure that their rights are protected.

The Australian National Committee for UN Women is proud to provide this introductory overview of the Women, Peace and Security agenda, its background and history, key international instruments and its relevance and implications for Australia.

We hope that you will find this overview useful, educational and interesting but even more importantly, that you will be energised to take its messages with you and join us in advocating for better prevention, protection and participation of women in conflict settings and peacebuilding.

Julie McKay
Executive Director
Australian National Committee for UN Women

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INTRODUCTION

> " Women's leadership and collective action have changed the world by combatting violence against women and building equality. Women's leadership is central to reconciliation and conflict resolution and to peacebuilding efforts that bring results for families and communities."

Statement of UN Women Executive Director Phumzile Mlambo-Ngcuka at the Security Council Open Debate on women, peace and security, 18 October 2013, in New York.

Women and girls have a very different experience of conflict and peacebuilding from men and boys. Women are disproportionately affected in conflict situations due to pre-existing gender inequalities. During conflict inequalities are exacerbated and can manifest in many ways, including sexual and gender-based violence, a lack of access to basic resources to meet needs, and increased responsibilities at a time when women are already overburdened. Women are also under-represented in the formal conflict prevention process, reconstruction and peacebuilding efforts. Despite women playing important roles in grass-roots peacebuilding, their voices are consistently under-represented among those who participate in formal peace negotiations. For example, of the 14 United Nations co-led formal peace negotiations in 2011, only four included women at the table as party delegates.[1]

Women, Peace and Security is not a women's issue, it is a community, State and global issue. As such it requires the contribution of and commitment to more gender inclusive participation. Any approach to implementing the Women, Peace and Security agenda, in particular United Nations Security Council Resolution (UNSCR) 1325, needs to draw on a gender and development approach. A gender and development approach recognises that a fairer distribution of human responsibilities must aim to transform men's roles as well as those of women. This perspective directs attention to gender relations and

the distribution of power between men and women as well as dealing with other social relationships such as socio-economic status and cultural background.[2]

This resource aims to give people an overview of the Women, Peace and Security agenda, why it is important and how Australia is responding to the requirements of UNSCR 1325. The introductory manual will provide readers with sufficient resources to run educational workshops on this issue.

This manual will outline what is meant by the term 'Women, Peace and Security' and why it needs to be at the forefront of any work undertaken in conflict or post-conflict settings. It discusses how and why women experience conflict and peacebuilding differently to men, and why it is vital for women to be involved in formal peacebuilding processes in order for peace to be more sustainable for the whole of society.

It will investigate the international instruments implemented by the United Nations that recognise the unique situation of women and girls in conflict and the value of their contribution in conflict prevention and the maintenance of peace. In particular, the manual focuses on the UN Security Council resolutions which cover aspects of the Women, Peace and Security agenda, UNSCR 1325 and its supporting resolutions.

The manual will discuss Australia's response to the Women, Peace and Security agenda, specifically the development and implementation of the Australian Government's National Action Plan on Women, Peace and Security (NAP). It also includes a brief overview of how the Australian NAP has been implemented and provides an analysis on improving its application to conflict and post-conflict environments. There is an outline of what individuals and civil society organisations can do to ensure Australia realises its commitments to implementing UNSCR 1325.

There is a wealth of diversity in the material available on Women, Peace and Security and this manual is not intended to be exhaustive. It is important to remember that women are not a homogenous group, and no one experience of conflict or peacebuilding will be able to tell the whole story of women's involvement in these areas.

WHY WOMEN, PEACE AND SECURITY IS IMPORTANT

Women and girls are disproportionately affected by armed conflict, yet they are often significantly under-represented in formal conflict prevention, resolution and peacebuilding processes. It is vital that these concerns are addressed in order to uphold and protect women's human rights; to encourage their participation and recognition in the critical work surrounding conflict prevention, resolution and peacebuilding; and to ensure peace is sustainable.

TRACK 1, 2 AND 3 PEACE PROCESSES

Peace processes can be categorised into three streams: tracks 1, 2 and 3. This division not only signals that there are different levels of peace negotiation occurring, but also that who you are may determine which levels of decision-making you will have access to. For example, women are often active in track 2 and 3 processes, but are under-represented in Track 1.

TRACK 1 PROCESSES:
These are high-level negotiations that cover political, economic and military dimensions of peace processes. For example, deployments of military forces to deter war, the use of economic sanctions, and post-conflict constitutional reform. These negotiations are led by diplomats, government or opposition leaders, and high-ranking military officials. Actors participating in this space also have the capacity to access significant financial resources to support their decisions.

TRACK 2 PROCESSES:
These are civil society-level discussions, usually involving critical engagement with government policy and formal security frameworks. The work at this level commonly involves organised protesting, government lobbying, and policy submission writing. These activities are sometimes referred to as parallel peace processes. While actors in this stream may not have access to official peace negotiations, they can be politically influential. Civil society groups, non-government organsations, religious networks, academics and businesses tend to engage in Track 2 processes.

TRACK 3 PROCESSES:
These are ground-level activities responding to the direct impact of violent conflict on the local population. For example, gaining access to food and water and responding to income disruptions.

Track 3 processes usually focus on people within conflict zones, but it is also important to note the efforts of diaspora communities and the remote assistance they offer (see glossary). People with a personal connection to conflict affected countries may be involved in:

- Sending supplies back to their family and friends
- Disseminating information on civilian deaths
- Supporting local-level peace campaigns.

Many of these local-level activities are discussed during Track 2 discussions, and occasionally during Track 1 negotiations; however, the people involved in Track 3 processes are largely excluded from policy spaces.

These terms are useful to highlight the diversity of activities that fall under the peace process umbrella.[3]

A GENDERED PEACE AND SECURITY AGENDA

When women and their voices are represented in formal peace negotiations, peace agreements are more likely to cover wider human security concerns such as access to land, credit, education and training, and employment. Peace agreements are also less likely to include clauses guaranteeing indemnity for acts of sexual violence committed during conflict.

A gendered peace and security agenda recognises that:

1 Women are agents of change and peace, evidenced by their active participation in track 2 and 3 peace processes. Therefore their inclusion in all aspects of peacebuilding, conflict prevention and post-conflict reconstruction can draw attention to critical economic, social, political and cultural issues that are often the root causes of conflict.

2 Deeply held patriarchal beliefs perpetuate gender inequality and are at the root cause of sexual and gender-based violence and other expressions of gender inequality. Sustainable peace processes must therefore address fundamental imbalances in power by challenging oppressive gender norms.

3 Peace is more sustainable and achievable when women join men to ensure equitable inclusion of gender perspectives in decision-making and peacebuilding.

The agency of women and girls must be recognised and gender concerns placed front and centre of peace and security discourses to ensure sustainable peace processes.

SEX AND GENDER: WHAT'S THE DIFFERENCE?

SEX: refers to the biological differences between men and women (anatomy, hormones and chromosomes).

GENDER: refers to socially constructed roles, behaviours, activities and attributes which determine our understanding of masculinity and femininity. The question of gender difference and the construction of masculine and feminine are not universal but culturally specific and strongly influenced by other factors such as ethnicity, race and socio-economic class.

Gender, unlike sex, is not something innate or biological, but something created and maintained by our societies through our repetition of socially constructed identities and roles. Gender, therefore, is an acquired identity that is learned, changes over time, and varies within and across cultures. In all societies, people are expected to develop 'masculine' or 'feminine' character traits and behave in ways appropriate to their gender. Deviance from gender roles is often considered socially unacceptable and can have negative consequences.[4]

PHOTO: UN WOMEN

HUMAN SECURITY VS NATIONAL SECURITY

The concept of human security emerged as a challenge to traditional ideas of security. Traditional approaches to security prioritise the nation state's right to defend itself from external threats. Human security is a people-centred approach focused on the protection and empowerment of individuals. Human security also expands the scope of what constitutes a security threat to address economic, food, health and environmental insecurity. While traditional approaches focus on defending the state's physical and political integrity from external threats as a way to ensure global stability, human security conceives of individual security as essential for national, regional and global stability.

The concept of human security underpins the UN Security Council Resolutions (UNSCRs) on Women, Peace and Security. UNSCR 1325 explicitly redefines the term 'people' within the definition of human security to be inclusive of women and gender issues. By including women and gender issues UNSCR 1325 acknowledges that:

- women hold a fundamental right to equal participation and involvement in the maintenance and promotion of peace and security
- gender has a significant influence on conflict and the success of peacebuilding initiatives.

WOMEN AND CONFLICT

Since the latter half of the 20th Century violent conflicts have increasingly involved civilians, not just armed combatants. Civilians constituted 90 per cent of casualties in conflicts during the 1990s, compared to only 5 per cent during the First World War.[5] During conflict all civilians may be subject to high levels of violence and trauma, such as bombings, famines, mass executions, torture, arbitrary arrest and ethnic cleansing. However, women suffer the impacts of conflict disproportionately, due to existing gender inequalities, marginalisation in decision-making structures, and gaps in services responding to women's needs.[6]

No single story can comprehensively summarise women's experience of conflict. The issues women face range from gender-based violence and associated social stigma, to radical transformation of women's roles in their families and communities.

During conflict, women and girls are frequently the target of specific forms of gender-based violence, which are often an extension of pre-existing gender discrimination. UN Security Council Resolution 1820 (see Chapter 2) recognises the systematic use of sexual forms of gender-based violence as a tactical weapon of warfare.[7] For example, rape, sexual slavery, forced impregnation and abortion, trafficking and the intentional spread of sexually transmitted infections have been committed with the goal of dominating, dispersing and humiliating a population.[8] Despite the devastating impact of sexual and gender-based violence it should be noted that women have consistently challenged representations of victimhood to overcome their exclusion from formal decision-making structures.

In conflict-affected countries, many men are at the forefront of fighting as guerillas, warlords, militia, mercenaries or trained military personnel. Some women and girls choose to be combatants or active supporters to resistance fighters or soldiers, while others are cajoled or forced to become soldiers or sex slaves attached to fighters. Women and girls have fought in armed conflicts in Afghanistan, Bosnia and Herzegovina, Colombia, the Democratic Republic of the Congo (DRC), East Timor, Ethiopia, Eritrea, Guatemala, Iraq, Lebanon, Mozambique, Namibia, Palestine, South Africa, Sierra Leone, Sudan and Uganda.[9]

While all civilians are potentially targets of sexual violence in armed conflicts, single women, gay, lesbian, transgender, women heads of household, displaced women

CASE STUDY: DARFUR [11]

Global coverage of the war in Darfur (2003–2010) brought widespread attention to the use of mass rape as a weapon of war. The war was characterised by violence which systematically and specifically targeted women. One source of police recorded rapes across Sudan during 2008 put the number at 1189, but this would be a conservative estimate of the total number due to low reporting. Sexual violence is under-reported for a variety of reasons, including stigma, shame, fear of retaliation by the perpetrator/s (especially if armed) and fear of further violence (such as honour killings).

'War-rape' is a weapon of war, degrading women to shame the male enemy and prove the potency of attackers, as well as to humiliate, punish, control, inflict fear and displace women and their communities. In the case of Darfur, rape was used to corrupt an ethnic community and so has been included as a form of genocide.

Post-conflict, Sudan is still not free from gender-based violence. Rape is still used to intimidate communities. Survivors of sexual violence face social stigma as well as the physical and psychological effects of the violence. Furthermore, when compensation is provided, it is provided to families rather than to the victim, meaning many victims cannot access it.

and children, young boys and men with disabilities are particularly vulnerable. In places where there has been a long history of a resistance (Northern Ireland, South Africa, Argentina and Timor-Leste) women within these movements or their partners have become targets.[10]

The prevention of all forms of gender-based violence is essential to ensuring women's participation in conflict prevention and peacebuilding activities. For survivors of abuse there are clear impacts on physical and psychological health, exacerbated by limited access to legal and health services. The ongoing threat of gender-based violence also has devastating effects on women's mobility. Due to the fear and stigma attached to sexual violence in particular, women and girls are often cautioned during times of heightened conflict to remain home for their own protection.

Conflict can also result in radical transformation of women's roles, for example, when women are forced to take on primary economic responsibilities for providing for their families while men are engaged as combatants. For many women this involves entry into informal sectors of employment.[12] This means employment in areas such as care work or street

vending. These are not subject to the same government regulation or taxation as the formal employment sector is, and often offer little or no formal workplace protections for employees such as contracts with employers or the guarantee of regular wages.

It is also important to note that in all extended periods of conflict there will be an emerging sub-sector of society responding to the humanitarian needs of the population, as well as engaging in peacebuilding and disarmament activities. Women are often found in these spaces, for example, facilitating the distribution of food and medical supplies, caring for injured soldiers and civilians, monitoring the placement of landmines, and lobbying on specific political concerns.

UN PHOTO/CHRISTOPHER HERWIG

CASE STUDY: BOUGAINVILLE

At its 46th session (July 2010), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) committee called on State leaders to put into effect UNSCR 1325 by guaranteeing Bougainville women's involvement in peace and reconciliation decision-making.

Conflict has persisted since Bougainville's 1975 independence from Papua New Guinea, with violence characterising Bougainville's continual struggle for self-governance. While women were systematically abused during the crisis, they were also instrumental in the restoration of peace. Women connected displaced communities through local church groups, non-government organisations and youth groups, and mobilised to share ideas and knowledge and to provide essential supplies.

Reconciliation in 1998 is largely attributed to negotiations by Bougainville women's groups; however, women were not included in the formal peace process, including the Bougainville Peace Agreement that was signed in August 2000.

Progress today towards a better implementation of UNSCR 1325 in Bougainville, while slow, is in motion. Bougainville women hold three seats in government, providing women with a formal public voice, although they continue to lack representation in the private sector. Encouragingly, UNSCR 1325 has been reflected in local initiatives. The grass roots organisation, Leitana Nehan Women's Development Agency (LNWDA) has been integral to the promotion of UNSR 1325. LNWDA runs community education workshops and campaigns on issues affecting women, and has successfully introduced 'empowerment 1325', a community for young women to promote and discuss implementation strategies for engaging women in participation, peacekeeping and protection.[13]

CONFLICT PREVENTION AND PEACEBUILDING

Whether taking strategic advantage of prevailing stereotypes about themselves or becoming active in defiance of prevailing norms, women have proven to be creative and courageous participants in peace processes.[14]

Effective conflict prevention and peacebuilding strategies are intimately connected to the meaningful participation of women. Peacebuilding is often considered to be confined to post-conflict reconstruction, a matter of preventing a violent relapse by rebuilding national political and economic capacity.[15] However, more inclusive definitions of peacebuilding recognise the diverse efforts carried out by civil society actors to prevent the emergence, escalation, and spread of violent conflict.[16] Unfortunately, women's efforts in conflict prevention and peacebuilding are consistently undermined by threats and actual experiences of gender-based violence and by their exclusion from formal peace negotiations.

There is often some confusion around the idea of 'prevention' in the Women, Peace and Security agenda. Are we preventing violent conflict from occurring, or are we

CASE STUDY: THE SOLOMON ISLANDS [17]

In the Solomon Islands, the National Council of Women (NCW) acts in support of the regional action plan for UNSCR 1325, and helped to secure national peace and protection for women during ethnic conflict between 1998 and 2000. The NCW directly engaged with militants, providing food aid and even arranging food and supply exchanges between rival ethnic groups. Women risked their own security as they moved between bunkers, disarming militants.

However, Solomon Island women were notably absent from the eventual peace negotiations of 2000. The exclusion of women from formal peace negotiations is highly problematic for the maintenance and promotion of ongoing peace and security in the region.

preventing occurrences of gender-based violence that escalate during violent conflict and in militarised settings? While the answer is both, it is important to note that the language driving early action in this area was framed around a cultural shift; from reaction to prevention.[18]

The aim is to shift the way we think about peace and security, from a mere absence of war to highlighting human security concerns which can persist even after armed conflict subsides. Addressing human security is perhaps the most effective strategy to prevent conflict and ensure sustainable peace.

Women's peace movements have made extremely important contributions in facilitating this shift toward a culture of peace by introducing gendered perspectives and analysis into all areas of conflict prevention.[19] Efforts have been made to address the root causes of violent conflict, and to invest in long-term measures to reduce the likelihood of violent outbreaks and relapses. Research points to several examples where women peace activists have not only advanced women's rights, but also advanced effective programs for sustainable peace for everyone.[20] Some activities highlighted are:

• Promoting human rights and social justice concerns
• Monitoring the implementation of formal peace agreements
• Promoting political transparency and other anti-corruption mechanisms

• Addressing gender-based violence and discrimination within security institutions
• Highlighting the connection between physical insecurity and the proliferation of guns.

Women have also played active roles in the short-term prevention of conflict, undertaking activities that provide early warning signals and prevent the escalation of violence.[21] Among others, activities carried out are:

• Protesting unconstitutional governmental actions
• Facilitating dialogue and raising awareness at the local level
• Directly engaging armed actors and advocating for the relinquishment of light weapons.

UN Women asserts that the social location of women in conflict zones places them in a unique position to track the flow of small arms, notice the growth of tension within communities and to see and feel the collapse of human security.[22] This makes women an invaluable resource in peacebuilding and conflict resolution.

It is important to note that not all women are peace activists, and that those who are do not share homogenous aspirations. It is also vital to draw attention to the complex, creative and courageous peacebuilding initiatives that have been led by women.

WOMEN AND PEACEBUILDING: STATISTICS [23]

14	11	17/585	6%	90%	50,000–64,000
In 2011 the United Nations co-led 14 formal peace negotiations, but only four of these included women at the table as party delegates (Cyprus, Georgia, Guyana and Yemen).	Eleven peace agreements were signed in 2011, but only two included specific provisions for women (Somalia and Yemen).	Although organised sexual and gender-based violence is a recognised tactic of war, it is only mentioned in 17 of 585 post-1990 peace accords.	Post-conflict budgets only direct 6 per cent of spending specifically towards empowering women and promoting gender equality.	90 per cent of all threats made against political candidates in Afghanistan are made against women.	Between 50,000 and 64,000 internally displaced women in Sierra Leone have been sexually assaulted by combatants.

RELIEF, RECOVERY AND POST-CONFLICT RECONSTRUCTION

Post-conflict reconstruction plays a major role in shaping future social and political landscapes. It usually covers a number of major policy areas; a new constitution may be drafted, major infrastructure projects will be set out, police and military forces may be strategically deployed to deter violent relapses, returning combatants may be offered land and social welfare packages, and the national political administration will be stabilised to oversee policy objectives.

These initial decisions will determine how resources are distributed, and who is empowered to set future policy objectives. These decisions matter to women, as their lives will be directly affected by them in the coming months and years.[24] Policies need to take gender into account and equitably engage with women and men to empower, protect and ensure participation of the whole population.

MAINSTREAMING [25]

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

GENDER BLIND, GENDER NEUTRAL, GENDER SPECIFIC AND GENDER REDISTRIBUTIVE [26]

These terms are drawn from Naila Kabeer's Social Relations Approach to gender analysis in program and policy development. The aim of this approach is to address gender relations of power within a variety of settings, for example, state institutions, the market, the community and the family. Policies are classified as either:

GENDER BLIND:
These policies do not account for existing gender inequalities or their impact on women's access to resources or formal decision-making processes. As these policies rely on existing power relations, they often exclude women or exacerbate inequality.

GENDER NEUTRAL:
These policies take account of gender differences and use this knowledge to respond to the 'practical' needs of both men and women. However, the focus is on effective delivery and gender neutral policies do not challenge the differing roles and responsibilities expected of men and women.

GENDER SPECIFIC:
These policies recognise that existing gender inequality has produced specific challenges for women. They involve targeted intervention to respond to gender specific needs, but are not designed to alter the distribution of resources, responsibilities or power. For example, a gender specific policy may introduce additional measures to protect women and girls from sexual assault during conflict but does not seek to challenge dominant patriarchal gender norms which are at the root cause of gender-based violence.

GENDER REDISTRIBUTIVE:
These policies focus on the transformation of existing relations of power. The aim is to disrupt existing gender inequality, including the differences in social status and resource access that have hindered women's empowerment.

CASE STUDY: TIMOR-LESTE

The Commission for Reception, Truth and Reconciliation in Timor-Leste (CAVR) demonstrates how gender and women's issues can be integrated into truth commissions:

- Women were consulted during the design and the selection of the Commission's members, which included two women as national commissioners.
- Gender-balanced district teams were created where possible.
- Women-only community discussions were held in subdistricts.
- Of the eight public hearings that were held, one focused on women.
- A six-month research project on women and conflict was funded to document the experiences of female victims and the findings were mentioned in CAVR's final report.
- Women's organisations were involved in the design and delivery of CAVR's collective reparation program.
- The Victim Support Division that conducted healing workshops put victims at the centre of the Commission's work.[27]

Yet 'women's participation in the CAVR was moderate … in general, women's participation was better in activities coordinated by the national office that had strict quotas for women, such as the national public hearings and healing workshops.'[28]

The gendered nature of conflict leads to post-conflict situations where women face particular challenges. For example, women usually outnumber men in the aftermath of conflict, increasing their responsibilities in the post-conflict reconstruction of their communities. Women are also often additionally burdened with the physical, emotional and psychological repercussions of gender-based violence experienced during conflict.

Often post-conflict reconstruction reinstates and emphasises traditional gender roles. Post-conflict and nation-building processes may aim to be gender neutral, but instead limit women to the gendered spaces of victimhood or the domestic realm of mothers and caregivers. A focus solely on protecting women and ending discrimination, rather than involving them in the formal post-conflict policy planning described above, perpetuates a conception of women as victims rather than active agents.[29]

Women should have a greater role in post-conflict policy planning for a variety of reasons. First and foremost, it is the right of women to take part in issues that affect their lives, such as peace and security, and it is their right to seek justice for crimes committed against them during war. Secondly, the inclusion of women in post-conflict reconstruction and recovery would make these processes faster and more efficient by engaging an underutilised resource with a wealth of relevant knowledge and experience. Marginalising half of the population during major recovery processes undermines any gains made and reduces the probability of achieving lasting peace outcomes. Disproportionate exclusion of women based on gender roles, discrimination and marginalisation is detrimental to gains made worldwide in recognising the role of women in society and upholding equality across all spheres of human life.
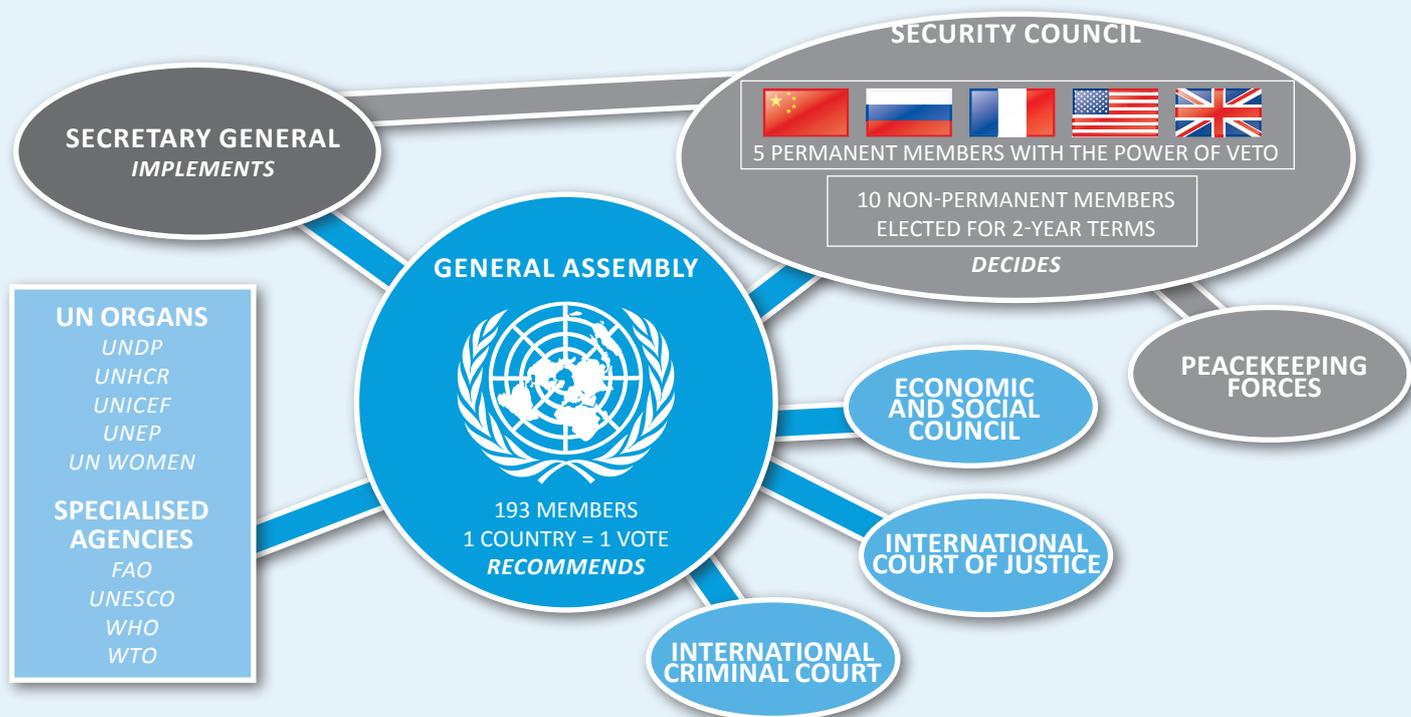
SIERRA LEONE [30]

In Sierra Leone an estimated 12,000 girl soldiers were involved with rebel and pro-government armed forces during the 1991-2002 war. They were engaged as cooks, fighters, domestic labourers, 'wives', and food producers. Despite the large numbers of girls and women in these armed forces, demobilisation, disarmament and reintegration programs (DDR) have tended to focus on male combatants, overlooking the need for girls to participate in rehabilitation programs.

DDR programs in Sierra Leone actively excluded girl soldiers through their processes and institutional structures. For example, they required participants to submit a weapon in order to access DDR programs, which excluded girls who may not have had a combatant role or did not have a weapon at the end of the conflict.

DDR sites lacked the resources to cater for women, such as, specific medical supplies. Women who did attend DDR programs often faced the stigma of having been a 'wife' or having to perform sexual services for the armed forces. Young women and girls who returned to their communities pregnant or with small children were often discriminated against.

Better inclusion of women in the post-conflict reconstruction of Sierra Leone could have overcome some of these issues. For example, a better understanding of the needs and situation of women and girls would have assisted their inclusion in DDR programs, as would having more women present at DDR sites in leadership roles. Programs including child-care arrangements would have enabled young mothers who were soldiers to complete schooling or training, enabling them to better rebuild their lives after the conflict.

INTERNATIONAL STRUCTURE AND THE WOMEN, PEACE AND SECURITY AGENDA

SECURITY COUNCIL

5 PERMANENT MEMBERS WITH THE POWER OF VETO

10 NON-PERMANENT MEMBERS ELECTED FOR 2-YEAR TERMS

DECIDES

SECRETARY GENERAL
IMPLEMENTS

GENERAL ASSEMBLY

193 MEMBERS
1 COUNTRY = 1 VOTE
RECOMMENDS

UN ORGANS
UNDP
UNHCR
UNICEF
UNEP
UN WOMEN

SPECIALISED AGENCIES
FAO
UNESCO
WHO
WTO

ECONOMIC AND SOCIAL COUNCIL

PEACEKEEPING FORCES

INTERNATIONAL COURT OF JUSTICE

INTERNATIONAL CRIMINAL COURT

The majority of modern conflicts have been internal, or contained within states rather than between states. The following are the main international instruments that have been implemented by the United Nations to recognise the unique situation of women and girls in conflict and the value of their contribution in conflict prevention and the sustainment of peace:

- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979)
- Beijing Declaration and Platform for Action (1985)
- Rome Statute of the International Criminal Court (2002)
- UN Security Council Resolution 1325 and subsequent resolutions addressing Women, Peace and Security.

As the above diagram shows, there is a strong interrelationship among agencies of the United Nations. In 2010, the United Nations General Assembly created UN Women, the United Nations Entity for Gender Equality and the Empowerment of Women. In doing so, UN member states took an historic step in accelerating international goals on gender equality and the empowerment of women.[31] Civil society members and non-government organisations frequently work with the various bodies of the United Nations, providing experts and key data for issues such as Women, Peace and Security.

According to Article 25 of the United Nations Charter, all Security Council Resolutions are binding on member states.[32] So although civil society, regional security groups and international organisations have played important roles in shaping the Women, Peace and Security agenda, the responsibility of implementation lies primarily with the member states.

In 2005, the Security Council called upon United Nations member states to develop National Action Plans (NAPs) to assist countries in identifying resources and priorities, determining responsibilities, and to encourage each country to find the best way of implementing the Women, Peace and Security agenda within the national context. Forty-three countries have now adopted NAPs based on UNSCR 1325, including Australia in 2012.[33]

CEDAW (1979)

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) was adopted by the United Nations General Assembly in 1979, and is widely lauded as an international bill of rights for women.[34] It sets out definitions of what constitutes discrimination against women and highlights steps for nations to act. The Convention notes the significance of gender roles. It advocates for equality before the law and notes the importance of engaging with social and cultural norms to eliminate prejudices based on the idea of the superiority or inferiority of either sex.[35] In 1982, a committee consisting of 23 experts on women's issues was established to monitor the progress of countries that have signed and ratified CEDAW. Part of this process involves regular reporting from signatory states on how the rights of the convention are being implemented in their country. Many countries also have a non-government shadow-reporting process in place to balance the official government reports on the implementation of CEDAW. In some countries, such as Australia, this process is funded by the government, but in others it is either not funded or not even encouraged. Through these reporting processes, CEDAW has acted as an important base for discussions on women, peace and security in the United Nations.[36]

BEIJING DECLARATION AND PLATFORM FOR ACTION (1995)

The Beijing Declaration and Platform for Action was drafted at the Fourth World Conference on Women (1995) and exposed the persistence of gender discrimination globally and the lack of focus on gender inequality by member states, despite CEDAW's adoption over a decade earlier. The Platform for Action noted twelve 'critical areas of concern', labelled A to L, which must be addressed to ensure gender equality and women's empowerment.[37]

Critical Area E is particularly relevant to the Women, Peace and Security agenda. It draws attention to the human rights abuses that arise in conflict and militarised settings. Critical Area E calls for:

- Increased participation of women in all areas of conflict related decision-making
- Protection of women living in conflict zones
- Reduction in military spending
- Promotion of non-violent conflict resolution
- Recognition of women's peacebuilding contributions
- Specific support for displaced women and women living under colonial occupation.[38]

MILLENNIUM DEVELOPMENT GOALS

In 2000, UN member states adopted the UN Millennium Declaration, which included eight overarching targets for reducing extreme poverty, with a deadline of 2015. These targets are commonly known as the Millennium Development Goals (MDGs).

MDG 3 in particular is relevant to the Women, Peace and Security agenda, as the goal is to 'promote gender equality and empower women.'

MDG 3's specific target is to eliminate gender disparity in primary and secondary education, preferably by 2005 and in all levels of education no later than 2015. Indicators of success will include the ratio of girls to boys in education, the ratio of literate women to men, the share of women in wage employment in the non-agricultural sector, and the proportion of seats held by women in national parliaments.[39]

There is currently a review process underway to determine what will be prioritised in the development agenda post 2015. There is a significant opportunity and support to ensure that the women, peace and security agenda is included in the 'post 2015' agenda.

THE SECURITY COUNCIL RESOLUTIONS

There are numerous United Nations Security Council Resolutions (UNSCRs) which explicitly address the Women, Peace and Security agenda. Passed by the United Nations Security Council, these resolutions act to protect women's rights during armed conflicts and to promote their participation in all levels of the peace process, including peacekeeping and post-conflict reconstruction.

The general themes of women, peace and security first addressed in UNSCR 1325 are reinforced and expanded in the subsequent resolutions. Although the resolutions have left little doubt of the importance of gender equality in the sustenance of peace and security, implementation of the resolutions has proven a challenge in the years since their introduction.

"The very origin of Security Council Resolution 1325 is the courage, leadership and the accomplishments of women's civil society organisations that promote peace under what are often unimaginably difficult circumstances."

Michelle Bachelet, Founding UN Women Executive Director, at the Open Debate of Security Council on Women and Peace and Security. New York, 30 November 2012.

UN PHOTO/ SOPHIA PARIS

UNSCR 1325

'[UNSCR 1325] is not about the inclusion of women for the sake of political correctness. It is rooted in the premise that women's inclusion – their presence and participation in the process, their perspectives and contributions to the substance of talks, will improve the chances of attaining viable and sustainable peace.'[40]

Unanimously adopted in 2000 by the Security Council, UNSCR 1325 is widely considered a landmark resolution that for the first time formally recognised the link between women's experience in armed conflicts and maintaining levels of peace and security internationally. UNSCR 1325 provided four key pillars to be addressed in support of its overarching aims. These are 1) the **participation** of women at all levels of decision-making, 2) the **protection** of women from sexual and gender-based violence, 3) the **prevention** of violence against women through the promotion of women's rights, accountability and law enforcement, and 4) the mainstreaming of **gender perspectives** in peace operations.

UNSCR 1325

UNSCR 1325 calls for change in four key areas:

THE PARTICIPATION OF WOMEN AT ALL LEVELS OF DECISION-MAKING, INCLUDING:

- In national, regional and international institutions
- In mechanisms for the prevention, management and resolution of conflict
- In peace negotiations
- In peace operations, as soldiers, police and civilians
- As Special Representatives of the UN Secretary-General.

THE PROTECTION OF WOMEN AND GIRLS FROM SEXUAL AND GENDER-BASED VIOLENCE, INCLUDING:

- In emergency and humanitarian situations, such as in refugee camps
- Through developing and delivering pre-deployment and in-theatre training to peace operations personnel on the rights of women and girls and effective protection measures.

THE PREVENTION OF VIOLENCE AGAINST WOMEN THROUGH THE PROMOTION OF WOMEN'S RIGHTS, ACCOUNTABILITY AND LAW ENFORCEMENT, INCLUDING THROUGH:

- Prosecuting those responsible for war crimes, genocide, crimes against humanity and other violations of international law
- Respecting the civilian and humanitarian nature of refugee camps
- Excluding sexual violence crimes from amnesty agreements, as they may amount to crimes against humanity, war crimes or genocide
- Strengthening women's rights under national law
- Supporting local women's peace initiatives and conflict resolution processes.

THE MAINSTREAMING OF GENDER PERSPECTIVES IN PEACE OPERATIONS, INCLUDING THROUGH:

- Appointing gender advisers to all UN peace operations
- Considering the specific needs of women and girls in the development and design of policy in all areas
- Incorporating the perspectives, contributions and experience of women's organisations in policy and program development.[41]

UN PHOTO/CHRISTOPHER HERWIG

UNSCR 1325 has had a widespread effect and has become better known over the past decade, but there is criticism that it has failed to deliver fully on its promises. The International Civil Society Action Network (ICAN) and MIT Centre for International Studies Report, *What the Women Say: Participation and UNSCR 1325,* highlights key problems with the implementation of UNSCR 1325. Firstly, UNSCR 1325 is still either not known about or is misunderstood by many governments, civil society organisations and UN personnel. Secondly, many governments and international peace mediators still are not consulting with women or including women's voices in the peace process as part of their standard procedures. Thirdly, donor's policies on UNSCR 1325 often do not match their aid projects or diplomatic interventions in conflict situations. Fourthly, the development of weak National Action Plans by some countries without realistic and specific goals, or a dedicated budget and monitoring and evaluation mechanisms, delay the actual implementation of UNSCR 1325.[42]

THE ARRIA FORMULA

The Arria Formula is an arrangement that lets Security Council members invite people or organisations considered expert on an issue of international security and peace to present their thoughts to the Security Council at an informal meeting. This is an important mechanism for the Council, as under normal circumstances it is only the official delegations, high-level government officials of current Security Council member states and United Nations officials who can speak at regular council consultations and meetings.

In 2000, Ambassador Chowdhury of Bangladesh advocated with the non-government organisation working group on Women and International Peace and Security to hold an Arria Formula meeting with the Security Council and encouraged them to hold a thematic debate on the role of women in international peace and security. Soon after this the Security Council passed UNSCR 1325.[43]

UNSCR 1820

UNSCR 1820 was the first Security Council Resolution to recognise the use of rape and other forms of sexual violence to dominate, disperse and humiliate a population as a weapon of war.

UNSCR 1820 was unanimously adopted in 2008. UNSCR 1820 notes that 'rape and other forms of sexual violence can constitute war crimes, crimes against humanity or a constitutive act with respect to genocide.'[44] It also notes that sexual violence and rape is used as 'a tactic of war to humiliate, dominate, instil fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group[s].'[45]

The resolution also notes that such acts of violence can exacerbate tensions and therefore reaffirms the Security Council's commitment to address systemic sexual violence in conflict. In particular, UNSCR 1820 affirms the Security Council's call to member states to impose and prosecute 'targeted and graduated' measures against internal factions who commit rape and other forms of violence against women and girls.[46] This resolution not only specifically identifies the use of sexual violence as a tactic of war, but is one of the first resolutions to identify particular steps and actions that can be implemented in addressing gendered violence in conflicts.

UNSCR 1820 also calls for the immediate appointment of a special representative and a team of experts to provide governments with assistance in quickly responding to rising instances of sexual violence in conflict zones.[47] These positions are designed to strengthen existing UN structures, and assist missions and peacekeeping forces on the ground with ways to address sexual violence in armed conflicts. Furthermore, the need for data and information on the rates and prevalence of sexual violence in peacekeeping reports received by the Security Council is also raised in UNSCR 1820.

UNSCR 1888

UNSCR 1888 strengthens tools for the implementation of UNSCR 1820, including through high-level leadership, judicial response and expertise, improved reporting mechanisms and better service provision.

Adopted in 2009, UNSCR 1888 continues to act to strengthen themes raised in UNSCR 1325 and 1820, focusing on the use of sexual violence in armed conflicts. In particular, UNSCR 1888 expands on the work of UNSCR 1820, but goes further to highlight the necessity of ensuring women's involvement in peacekeeping missions through the deployment of Women Protection Advisers. It also reiternates the importance of annual reporting on the occurrence of sexual violence and progress made in the articles of UNSCR 1820 and UNSCR 1888.

UNSCR 1888 holds that 'effective steps to prevent and respond to acts of sexual violence can significantly contribute to the maintenance of international peace and security.'[48] It calls for perpetrators of sexual violence in conflict situations to be brought to justice, and to ensure that survivors have access to justice, are treated with dignity and receive redress. It encourages a national approach to addressing sexual violence in armed conflict, specifically through criminal accountability and responsiveness to victims and judicial capacity.[49]

UNSCR 1889

UNSCR 1889 calls for an expansion of women's leadership in post-conflict peace processes, including national policy development and negotiation of formal peace agreements.

Adopted in 2009, UNSCR 1889 aims to expand on women's roles in post-conflict reconstruction and peacebuilding. In particular, it seeks to reinforce the importance of women's participation throughout the peace process. UNSCR 1889 also prompted the Security Council to encourage United Nation member states, United Nations organisations, non-government organisations and civil society members to elevate the status of women in specific areas of peace processes, including planning, programming and funding.[50]

Articles 15 through 19 of UNSCR 1889 seek to build upon this, calling for greater transparency and inclusion in the structural implementation of United Nations missions and organisations. They included a request to the Secretary-General of the United Nations to submit a report in the following 12-month period examining women in post-conflict situations.[51] The data collected, and the Secretary-General's report, would allow the appointed experts and related organisations to develop a series of indicators reflecting national progress on Women, Peace and Security.[52]

UNSCR 1960

UNSCR 1960 'calls for an end to sexual violence in armed conflict, particularly against women and girls, and provides measures aimed at ending impunity for perpetrators of sexual violence, including through sanctions and reporting measures.'[53]

UNSCR 1960 was adopted in 2010 by the Security Council. It expressed concern over the progress of addressing sexual violence and its continued prevalence in armed conflicts against women and girls.[54] The Security Council called on states to demonstrate their commitment to ending sexual violence in armed conflict, as well as prosecuting perpetrators and upholding gender equality as part of their responsibility to safeguard human rights in their countries. The resolution seeks to increase the effectiveness of work in this area by building further frameworks and procedures to address systemic sexual violence arising in conflict, for example, by following the lead of the Secretary-General in strengthening the United Nations 'zero tolerance' approach to sexual violence.[55]

UNSCR 2122

UNSCR 2122 calls for practical steps to ensure women's participation in peace building, putting the onus on Member States and regional organisations to remove barriers to inclusive processes. The resolution puts in place a roadmap for a more systematic approach to the implementation of commitments on women, peace and security. Concretely, these measures include: the development and deployment of technical expertise for peacekeeping missions and UN mediation teams supporting peace talks; improved access to timely information and analysis on the impact of conflict on women and women's participation in conflict resolution in reports and briefings to the Council; and strengthened commitments to consult as well as include women directly in peace talks.[56]

TIMELINE OF SIGNIFICANT EVENTS RELATING TO WOMEN, PEACE AND SECURITY

Jun 1945	United Nations Charter 26. The 1945 Charter champions the 'equal rights of men and women' in achieving world peace.
Dec 1948	The Universal Declaration of Human Rights, General Assembly Resolution 217A (III) 10.
Aug 1949	Fourth Geneva Convention on the Protection of Civilian Persons in Time of War states: 'Women shall be especially protected against any attack on their honor, in particular against rape, enforced prostitution, or any other form of indecent assault.'
14 Dec 1974	Declaration on the Protection of Women and Children in Emergency and Armed Conflict, adopted by the General Assembly, was the first recognition within the UN system of the need to address the specific threats to women's rights in armed conflict.
19 Jun-2 Jul 1975	The First World Conference on Women held in Mexico City. Declaration of Mexico on the Equality of Women and Their Contribution to Development and Peace.
15 Dec 1975	General Assembly Resolution 3519 on Women's Participation in the Strengthening of International Peace and Security.
15 Dec 1975	General Assembly Resolution 3521 calling on states to ratify international conventions and other instruments concerning the protection of women's rights.
1976-1985	The UN Decade for Women, which had three major themes: equality, development and peace. It generated, for the first time, worldwide data on the conditions of women.
1977	Rape was specifically mentioned in the Second Geneva Protocol, along with 'enforced prostitution and indecent assault' as prohibited acts.
18 Dec 1979	Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) General Assembly Resolution 34/180.
14-30 Jul 1980	The Second World Conference on Women held in Copenhagen and Report of the World Conference of the United Nations Decade for Women: Equality, Development and Peace.
Dec 1982	General Assembly Declaration A/RES/37/63 on the Participation of Women in Promoting International Peace and Cooperation.
15-26 Jul 1985	The Third World Conference on Women held in Nairobi, Kenya, including the Nairobi Forward-looking Strategies for the Advancement of Women from the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace.
1992-1995	The Bosnian War, where rape and forced pregnancy were used as a strategy by the military to destroy ethnic groups.
20 Dec 1993	Declaration on Elimination of Violence Against Women General Assembly Resolution 48/104 condemns all violence against women including sexual violence.
1994	The Rwandan Genocide, in which rape and forced pregnancy were used as a strategy by armed forces to destroy ethnic groups
1994	The United Nations Development Programme's (UNDP) Human Development Report (p. 35), estimates that up to 75 per cent of all refugees are estimated to be women or girls.
1994	The United Nations Commission on Human Rights (UNCHR) appointed a Special Rapporteur on violence against women, who seeks and receives information on violence against women, its causes and consequences and recommends measures for its elimination.

Sep 1995	The Beijing Declaration and Platform for Action following the Fourth World Conference on Women recognised that violence against women, including rape, sexual slavery and forced pregnancy, is an obstacle to equality, development and peace.
Jul 1998	The Rome Statute of the International Criminal Court categorises systematic rape as a war crime and a crime against humanity and, in certain circumstances, an act of genocide. In 1993 and 1994, rape and sexual violence were specifically codified for the first time as recognisable and independent crimes within the statutes of the International Criminal Tribunals for the Former Yugoslavia (ICTY) and for Rwanda (ICTR). These two historic international instruments are now the foundation upon which crimes of rape and sexual violence are punished. The Statute entered into force on 1 July 2002.
Oct 2000	The Security Council adopted landmark Resolution 1325, the first resolution ever passed by the Security Council that specifically addresses the impact of war on women, and women's contributions to conflict resolution and sustainable peace.
Jul 2005	The Security Council made security for children a matter of international peace and security by adopting Resolution 1612, which identifies six serious violations against the rights of young people in conflict situations. Rape and other grave sexual abuse of children constitute important elements of this list. The emphasis of Resolution 1612 is on monitoring, reporting and sanctioning of rights violators.
2006	The Secretary-General submitted to the General Assembly an in-depth study on all forms of violence against women (A/61/122/Add.1) mandated by General Assembly Resolution 58/185.
Apr 2007	Responding to calls from women's groups, rape survivors and non-government organisations, UN entities united to form the first system-wide group within the organisation, UN Action against Sexual Violence in Conflict. So far, 12 UN entities are members. The initiative brings together experts on peacekeeping, development, HIV/AIDS, reproductive health, human rights, humanitarian relief and gender to help stop rape and other sexual crimes in conflict-torn countries.
Dec 2007	Security Council Resolution 1794 requests the UN peacekeeping mission in the Democratic Republic of the Congo (MONUC) to pursue a strategy to prevent and respond to sexual violence.
Feb 2008	The General Assembly adopted Resolution 62/134 on 'Eliminating rape and other forms of sexual violence in all their manifestations, including in conflict and related situations.' This resolution urges all member states to take special measures to eliminate rape and other forms of sexual violence in conflict situations.
Mar 2008	The Secretary-General launched a multi-year global campaign to end violence against women, including sexual violence in armed conflict.
Jun 2008	Security Council Resolution 1820.
Sep 2009	Security Council Resolution 1888.
Oct 2009	Security Council Resolution 1889 calls for an expansion of women's leadership in post-conflict peace processes, including national policy development and negotiation of formal peace agreements.
Dec 2010	Security Council Resolution 1960.
Oct 2013	Security Council Resolution 2122.

AUSTRALIA'S NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY

The Australian National Action Plan for Women, Peace and Security (NAP) was launched on International Women's Day 2012 for the period 2012-2018.

The NAP's development is coordinated by the Office for Women in the Department of the Prime Minister and Cabinet but is a whole-of-government plan, with responsibilities held by:

- The Australian Defence Force (ADF)
- The Australian Federal Police (AFP)
- The Attorney-General's Department (AGD)
- The Department of Foreign Affairs and Trade (DFAT)
- The Australian Civil-Military Centre (ACMC)
- The Department of Defence.

The NAP represents Australia's commitment to incorporating a gender perspective into peacebuilding processes and security efforts, encouraging the participation of women and girls in conflict prevention, management and resolution, and protecting the human rights of these individuals. As such it is a documented commitment that Australia has made in line with its obligation to implement UNSCR 1325.

The NAP outlines how Australia intends to implement UNSCR 1325 both domestically and in overseas operations. The NAP also provides details of projects currently being undertaken to facilitate this implementation. Importantly, the government has committed itself to reporting to the Australian Federal Parliament every two years on the progress of the aims outlined in the NAP.

PURPOSE OF THE NAP

1 To articulate Australia's ongoing commitment to implementing UNSCR 1325 and the broader UN Security Council Women, Peace and Security agenda.

2 To establish a clear framework for a coordinated, whole-of-government approach to implementing UNSCR 1325 and related resolutions.

3 To identify strategies and actions that Australia will undertake both domestically and overseas to implement UNSCR 1325 and related resolutions, and measure the effectiveness of this work.

4 To highlight the important work that Australia is doing in partnership with the international community to respond to women's needs, recognise their roles, promote equal participation, and protect women and girls' human rights in fragile, conflict, and post-conflict settings.

It is important to note that civil society organisations in Australia have identified elements that could be expanded or added to strengthen the NAP. These include the need for a more precise monitoring and evaluation framework and strong departmental implementation plans.

THE STRUCTURE OF THE NAP

The Australian NAP is divided into two parts. Part A, the National Action Plan, describes the purpose of the plan; puts it into the Australian context; details the UN Security Council Resolutions (UNSCRs) on Women, Peace and Security; and lays out the strategic objectives and actions of the plan. Part B, the Monitoring and Evaluation Framework, describes the measures that will be used to monitor the progress and success of the plan's strategies.

The plan consists of several elements. Firstly, it lays out five key thematic areas as identified by UNSCR 1325. These are prevention, participation, protection, relief and recovery, and normative. To achieve outcomes under these thematic areas, the Australian Government has set out five strategies for delivering practical, detailed and concrete actions. Different government departments and agencies are tasked with working on more specific actions within these strategies.

KEY THEMATIC AREAS OF THE NAP [57]

PREVENTION:
Reduction in conflict of all forms of structural and physical violence against women, particularly sexual and gender-based violence.

PARTICIPATION:
Inclusion of women and women's interests in decision-making processes related to the prevention, management and resolution of conflicts.

PROTECTION:
Women's safety, physical and mental health, and economic security are assured and their human rights respected.

RELIEF AND RECOVERY:
Women's specific needs are met in conflict and post-conflict situations.

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.

STRATEGIES FOR DELIVERING PRACTICAL, DETAILED AND CONCRETE ACTIONS: [58]

1 Integrate a gender perspective into Australia's policies on peace and security.

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.

3 Support civil society organisations to promote equality and increase women's participation in conflict prevention, peacebuilding, conflict resolution and relief and recovery.

4 Promote Women, Peace and Security implementation internationally.

5 Take a coordinated and holistic approach domestically and internationally to Women, Peace and Security.

WHAT HAS BEEN DONE SO FAR TO IMPLEMENT THE NAP?

Civil society organisations, UN agencies and non-government organisations have been actively involved in promoting the NAP within government and the broader community.

- In April 2013 the Australian National Committee for UN Women, Women's International League for Peace and Freedom (WILPF), the Australian Council for International Development (ACFID) and the Australian National University's (ANU) Gender Institute co-hosted a Civil Society Dialogue on Women, Peace and Security.
- In 2013–2014, the Australian National Committee for UN Women is running introductory community workshops on Women, Peace and Security that provide an opportunity for participants to gain an understanding of the NAP, its purpose and its limitations.
- The Afghan Australian Development Organisation is using the Australian Government's commitment to the NAP to support the development of individualised plans of action on Women, Peace and Security for each country where Australia is involved in conflict or peace processes.

Efforts to strengthen the collaboration between civil society organisations have resulted in the establishment of the Civil Society Coalition on WPS as a mechanism for sharing information and best practice regarding the implementation of the NAP.

The Australian Government has also undertaken measures in line with its obligation to implement UNSCR 1325 and is required to report on these to Parliament. This includes:

- Defence has appointed a director to coordinate its implementation of the NAP. A Defence Implementation Plan and communications strategy have been developed to strategically ensure implementation of its activities.[59]
- The Australian Civil-Military Centre has developed and published two key operational research papers on the implementation of Women, Peace and Security: *Gendered Crisis, Gendered Responses* and *Conflict-related Sexual and Gender-based Violence*.[60]
- The Office for Women is coordinating a regular Interdepartmental working group to monitor the NAP and the forum has annual consultation with civil society organisations, UN agencies and non-government organisations.

OTHER NATIONAL ACTION PLANS

In 2005 the UN Security Council called on member states to develop NAPs to assist countries to identify resources and priorities, determine responsibilities, and to encourage each country to find the best way of implementing the Women, Peace and Security agenda within a national context. Forty-three countries have now adopted NAPs. It is useful to have a look at a few elements of other NAPs.

Canada is often held up as having a strong national action plan and is particularly respected for the level of engagement with civil society that its NAP encourages and the commitment that the Canadian Government made to ensuring that civil society at all levels was consulted and part of the reporting process.

In Nepal the government formed an interministerial implementation committee and conducted workshops across the country, engaging civil society in order to draft the plan into which civil society was able to feed a number of key strategies and actions that they felt were important.

In Liberia, the NAP has institutionalised the role of civil society and the essential roles that partnerships have within government.

In Finland the NAP requires measurement of the funding levels to non-government organisations, UN Women, civil society and the United Nations as indicators of success.

ANALYSIS AND CRITIQUE OF THE NAP

Although the NAP has already had some success in driving government initiatives within the Women, Peace and Security agenda, there are still areas for improvement and development. Commentators have suggested the following areas for further consideration:

- The Monitoring and Evaluation Framework needs to be further strengthened and consider the inclusion of qualitative elements in order to reach an effective assessment.
- It is important that all government departments with responsibilities under the NAP develop implementation plans to ensure compliance with the NAP.

- There is need for a strong whole-of-government commitment to implementing the NAP and engaging with the Women, Peace and Security agenda.
- NAPs are not designed to 'make war safe for women' but rather to build sustainable peace and inclusive security, engaging women in all parts of this process.
- Civil society organisations, while not holding responsibilities under the NAP, have valuable experience and skills to share in reaching the targets and commitments that Australia has made within the Women, Peace and Security agenda.

CONCLUSION

The disproportionate effect of conflict on women and girls, and their underrepresentation in peacebuilding and conflict prevention, has become a higher priority for Australia and the international community over recent years. Government and civil society organisations realise that peace cannot be achieved while half the population suffers from gender inequalities which are exacerbated by conflict. Without women's voices at the table, sustainable peace cannot be reached, and justice cannot be achieved.

It is recognised that there is still a long way to go. More education on the subject

is necessary, particularly for individuals, organisations and governments who are involved in conflict, conflict prevention, reconstruction and peace processes. Underlying structures which marginalise and discriminate against women need to be addressed, both in countries experiencing conflict and in countries involved in conflict situations outside their own borders.

This resource provides a basic introduction to this complex area. More information on Women, Peace and Security can be found in the bibliography and recommended reading in the following pages.

GLOSSARY

CIVIL SOCIETY ORGANISATIONS:

A general term used to describe the various non-government and non-profit organisations and actors that assist in the functioning of society at large while also working to improve the wellbeing of their constituents and others. Generally, civil society and its organisations are thought to be distinct from the state and may include educational, cultural and advocacy groups as well as more informal social movements.[61]

DEMOBILISATION, DISARMAMENT, REINTEGRATION (DDR):

Describes the methods that may be implemented in post-conflict situations to stabilise conflict-affected communities and assist with their long-term development. Specifically, it refers to the collection, documentation and disposal of weaponry from combatants and civilians, the discharge of active combatants from the armed forces, and the processes by which these individuals are assimilated back into society as civilians.[62]

DIASPORA COMMUNITIES:

Groups of people that are dispersed from their original homeland, including refugees and displaced persons.

EMPOWERMENT:

Used to describe both the process and the outcome of individuals taking control over their own lives. This includes creating their own goals, acquiring skills (or having their pre-existing skills recognised), building self-confidence and becoming self-reliant. The empowerment of women therefore requires a transformation in society and in the division of labour.[63]

GENDER EQUALITY:

Refers to the equal rights, responsibilities, opportunities and valuations afforded to both men and women. Gender equality exists when rights and opportunities are independent to sex.[64]

GENDER:

The socially constructed roles, behaviours, activities and attributes that determine our understanding of masculinity and femininity. The question of gender difference and the construction of masculine and feminine is not universal but culturally specific and strongly influenced by other factors such as ethnicity, race and class.

GENDER-BASED VIOLENCE:

Refers to an extensive range of human rights abuses, including rape, harassment, domestic violence, sexual assault, the sexual abuse of children, the trafficking of women, and several harmful traditional practices such as honour killings and female genital mutilation. This type of violence is inextricably linked to gender-based inequalities, and serves to perpetuate male dominance and further subjugate women.[65]

NATIONAL ACTION PLANS (NAPS):

Guiding policy documents that act as important tools for governments to outline their priorities in relation to the Women, Peace and Security agenda, and implement Security Resolution 1325 at a national level.[66]

NON-GOVERNMENT ORGANISATION:

Any non-profit, voluntary citizens' group that may be organised on a local, national or international level. These organisations perform various services and humanitarian functions including advocating particular policies, bringing the concerns of the public to governments and encouraging political participation. Many are organised around specific issues, such as human rights, the environment and health.

PEACEBUILDING:
Understood by the United Nations as a process that involves various measures aimed at reducing the risk of relapsing into conflict. This includes strengthening the capacity of nations to peacefully manage conflict, and developing strategies to maintain peace over the long-term.[67]

PEACE NEGOTIATIONS:
The dialogue between previously conflicting parties aimed at ending hostilities and achieving peace. These discussions traditionally involve parties to conflict or their appointed representatives, as well as selected mediators. These positions are overwhelmingly held by men.[68]

RAPE:
The sexual penetration of any part of the body of the victim with a sexual organ, or the penetration of the anal or genital opening of the victim with any part of the body or with any object. In conflict situations, rape may be committed as a systematic attack against a population. This constitutes a crime against humanity.

REFUGEE:
Any person who, on account of his or her well-founded fear of being persecuted for reasons of religion, nationality or membership to a particular social or political group, finds him or herself outside of his or her country of nationality. Furthermore, owing to this fear of persecution, these individuals are unwilling or unable to seek protection from their country.

SEX:
The biological differences between men and women (i.e. anatomy, hormones, chromosomes). These characteristics are universal and do not change cross-culturally.

TRAFFICKING IN PERSONS:
Trafficking in persons refers to the recruitment, transportation, transfer, harbouring and receipt of persons in end-institutions. Trafficking may be carried out for various reasons, including sexual exploitation, and is often achieved through blatant force or more subtle incentives that capitalise on vulnerability in order to achieve 'consent'.[69]

WOMEN, PEACE AND SECURITY AGENDA:
The formal recognition that women are disproportionately affected by armed conflict by the United Nations Security Council, and the acknowledgment that the voices of these individuals are overwhelmingly under-represented in formal peace negotiations. Also refers to the ensuing resolutions made by members of the Security Council to reconcile this, such as Resolution 1325.

WOMEN PROTECTION ADVISERS:
Gender advisers in peacekeeping operations around the world. Their work includes supporting local women to participate in peace processes, protecting women and girls from sexual violence and engaging women's voices in legal and judicial procedures. More recently, Women's Protection Advisers have started being deployed with a specific mandate to address conflict-related sexual violence.[70]

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