Submission to the Commonwealth Office for Women regarding Australia's Second National Action Plan on Women Peace and Security

July 2018

Contents

About ACFID

The Australian Council for International Development (ACFID) is the peak body for Australian non-government organisations (NGOs) involved in international development and humanitarian action. Our vision is of a world where all people are free from extreme poverty, injustice and inequality and where the earth's finite resources are managed sustainably. Our purpose is to lead and unite our members in action for a just, equitable and sustainable world.

Founded in 1965, ACFID currently has 123 members and 22 affiliates operating in more than 95 developing countries. The total revenue raised by ACFID's membership from all sources amounts to $1.65 billion (2016), $930 million of which is raised from over 1.5 million Australians (2016). ACFID's members range between large Australian multi-sectoral organisations that are linked to international federations of NGOs, to agencies with specialised thematic expertise, and smaller community-based groups, with a mix of secular and faith-based organisations.

ACFID members must comply with the ACFID Code of Conduct, a voluntary, self-regulatory sector code of good practice that aims to improve international development and humanitarian action outcomes and increase stakeholder trust by enhancing the transparency, accountability and effectiveness of signatory organisations. Covering 9 Quality Principles, 32 Commitments and 90 compliance indicators, the Code sets good standards for program effectiveness, fundraising, governance and financial reporting. Compliance includes annual reporting and checks. The Code has an independent complaints handling process.

Summary of Recommendations

Recommendation 1a: The *chapeau* of Australia's 2nd WPS NAP must (a) highlight that drivers of conflict are gendered and adopt more inclusive language to recognise the agency of women and all gendered identities in all aspects of conflict prevention, peacemaking, peacebuilding and post-conflict reconstruction (b) define what peace and security mean (emphasising a focus on human security and positive peace), and (c) ensure NAP implementation is underpinned by a gendered analysis of conflict and protracted crisis.

Recommendation 1b: In addition to the existing obligations outlined in the *Discussion Paper*, expand the relevant international obligations to be referenced in the text of the 2nd WPS NAP to include those related to the treatment of refugees and indigenous peoples; humanitarian response; responsibility to protect; arms trade; climate change; and UN Security Council Resolutions passed since the 1st WPS NAP.

Recommendation 1c: Include, as a key principle, the need for adequate resourcing for implementation; monitoring, evaluation, review and reporting; governance mechanisms; and ongoing civil society engagement across the 2nd WPS NAP's life plan.

Recommendation 2a: The 2nd WPS NAP must demonstrate the interlinkages between the four pillars of the WPS agenda (namely, prevention, participation, protection, and relief and recovery) in order to ensure policy coherence across implementing agencies and address critical gaps in the conceptualisation of the pillars.

Recommendation 2b: The 2nd WPS NAP must include a focus on enabling women's participation and the participation of all gender identities to develop and drive their own agendas, and to challenge all actors who are responsible for violence and conflict.

Recommendation 2c: The vision and goal of the 2nd WPS NAP must foreground conflict prevention and the role of women and all gender identities in preventing conflict.

Recommendation 2d: Accommodating a rapidly changing global environment requires the 2nd WPS NAP's implementation plan to adopt a two-phase implementation and regular engagement with diverse women's civil society organisations in Australia and in countries affected by protracted crisis.

Recommendation 2e: Recognise and commit to exploring an interlinked domestic and international focus on WPS.

Recommendations 3a: All submissions required as per commitments to international conventions linked with WPS issues/concerns must include work done by NAP implementing agencies to advance the women peace and security agenda.

Recommendation 3b: Establish a bi-partisan WPS Monitoring Committee comprising Ministers and shadow ministers with portfolio responsibility and representatives from civil society organisations to provide oversight for NAP implementation.

Recommendation 3c: Develop a robust theory of change in consultation with NAP implementing agencies and civil society actors to support reporting on impact and outcomes rather than activities and outputs.

Recommendation 3d: Resource and support a civil society secretariat to facilitate ongoing engagement with diverse women, women's organisations and diverse civil society organisations interested in gender-inclusive peace and security.

Recommendation 3e: Resource and support the process of establishing a National Annual Government - Civil Society Dialogue on WPS to be co-convened by the Department Secretary with portfolio responsibility for coordinating the whole of government NAP implementation and the Australian Civil Society Coalition on Women Peace and Security.

Recommendation 3f: Develop a communication and outreach plan to raise awareness on the NAP and women, peace and security more broadly.

Introduction

ACFID appreciates the opportunity to provide a submission to the Commonwealth Office for Women regarding the Second National Action Plan on Women, Peace and Security (2nd WPS NAP).

ACFID would be happy to provide additional clarity on any of the statements contained within this submission or provide any further information on issues as they arise during the drafting of the 2nd WPS NAP.

For further information, please contact Anu Mundkur, ACFID's *Secondee* to the Australian Civil-Military Centre and ACFID's representative on the Australian Civil Society Coalition on Women, Peace and Security, on amundkur@acfid.asn.au.

ACFID and its members recognise the achievement of durable peace requires the full, equal and substantive participation of women, girls and all gender identities in all aspects of conflict prevention, resolution, and post-conflict reconstruction. Further, we strongly believe that addressing fragility and instability mandates a focus on conflict prevention by addressing root causes of gendered human insecurity. Sustainable human development, effective humanitarian response, durable peace and the eradication of poverty, are interlinked as emphasised in ACFID's Strategic Plan[1].

We recognise Australia's leadership in promoting the women peace and security agenda during its term on the UN Security Council and the inclusion of enhancing women's voice in decision-making, leadership and peace-building as one of three objectives in DFAT's *Gender Equality and Women's Empowerment Strategy*.

This submission provides input from ACFID in line with the key questions outlined in the *Discussion Paper: Australia's second National Action Plan on Women, Peace and Security* (henceforth referred to as *Discussion Paper*).

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[1] Australian Council for International Development. 2015. *ACFID Strategic Plan 2015-20*. p. 1. Available at https://acfid.asn.au/sites/site.acfid/files/resource_document/ACFID_STRATEGIC_PLAN_WEB.pdf.

1. Developing Australia's next NAP: A Principled Approach

1.1 Understanding the women, peace and security (WPS) agenda

ACFID is pleased that the *Discussion Paper* recognises the disproportionate impact of fragility, instability and conflict on women and girls. The *Discussion Paper* also acknowledges that women's participation in conflict resolution is fundamental to achieving durable peace. ACFID supports the call for gender equality being at the forefront of actions focussing on conflict prevention, response to national disasters and contributions to peacekeeping and peacebuilding.

The understanding of the WPS agenda in the *chapeau* of Australia's 2nd WPS NAP can be further strengthened by:

- Highlighting that drivers of conflict are gendered and adopting more inclusive language which goes beyond focussing on fixed categories of people (e.g. women, men, girls, boys) and acknowledges shifting and intersecting social hierarchies such as class/caste/race/ethnicity/age/ability/disability related to gender and sexuality that result in simultaneous, multiple and overlapping experiences of discrimination and/or privilege.
- Defining what security means and what peace means.

> **Recommendation 1a:** The *chapeau* of Australia's 2nd WPS NAP must (a) highlight that drivers of conflict are gendered and adopt more inclusive language to recognise the agency of women and all gendered identities in all aspects of conflict prevention, peacemaking, peacebuilding and post-conflict reconstruction (b) define what peace and security mean (emphasising a focus on human security and positive peace), and (c) ensure NAP implementation is underpinned by a gendered analysis of conflict and protracted crisis.

Drivers of conflict are gendered

Dominant understandings of gender roles and the differences in power in gender relations can drive conflict. Understanding these gendered drivers are fundamental to effective actions to prevent conflict. Patriarchal gender norms can drive conflict and insecurity as political, economic, cultural and social structures reinforce such norms. For example, in northern Uganda masculinity and the ownership of cattle are inextricably linked. As a result, some men and boys (with support from women) have participated in cattle raids resulting in violent conflict between communities. In Somalia, the inability of men to fulfil traditional gender roles due to high levels of unemployment thwarts their claims to power and status. Joining al-Shabaab presents men and boys with opportunities for employment as well as a means to claim social status and power.[2] Ideas of dominant masculinity which valorise domination and violence are used to recruit combatants and build support for wars as we have seen in Kosovo.[3] Association of women and girls with dominant understandings of femininity result in women and girls being seen as bearers of ethnic/national identity "through their roles as biological, cultural and social reproducers of the community (p.21)."[4] Sexual violence, therefore, becomes a tactic of war meant to humiliate, demoralise, and destroy 'the

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[2] Safer World. 2014. *Masculinities, conflict and peacebuilding*. Available at
https://www.saferworld.org.uk/downloads/pubdocs/masculinities-conflict-and-peacebuilding.pdf.
[3] Ibid.
[4] Maria Eriksson Baaz and Maria Stern, 2013. *Sexual Violence as a Weapon of War? Perceptions, prescriptions, problems in the Congo and beyond.* Available at
http://www.diva-portal.org/smash/get/diva2%3A617148/FULLTEXT01.pdf.

enemy.' Dominant ideas of masculinity and femininity also demonise those who do not conform to these dominant ideas making gender non-binary peoples more vulnerable to sexual violence and exploitation in fragile contexts.

Therefore, the 2nd WPS NAP must, in addition to recognising the disproportionate impact of conflict on women and girls, also (a) acknowledge that drivers of conflict are gendered and (b) use more inclusive language that accounts for the experiences of all gendered identities. Further, NAP implementation must be driven by a gendered analysis of conflict and protracted crisis.

Defining peace and security

At its most basic "security is the pursuit of freedom from threats" (Buzan, 1991: 18).[5] The traditional concept of security is rooted in the notion of state sovereignty – exclusive rights to control and protect territory. However, this State-centred concept is inadequate for understanding the range of threats and vulnerabilities experienced by people. There is a growing recognition that the security of States links with the security of peoples who live within and beyond these States. Mahbub ul Haq (1995) talks in terms of "security of people, not just territory; security of individuals, not just nations; security through development, not through arms; security of all the people everywhere - in their homes, in their jobs, in their streets, in their communities, in their environment" (p. 115).[6]

The concept of human security evolved as a means to find answers to questions such as "security from what?", "whose security?", and "security by what means?"[7] Key human security concerns include (a)"Freedom from fear" referring to the protection of individuals from direct threats to their safety and physical integrity; (b) "Freedom from want" referring to the protection of basic needs, and the economic, social, cultural and environmental aspects of life and livelihoods; and (c) "Life with dignity" referring to the promotion of an improved quality of life and enhancement of human welfare that permits people to make choices and seek opportunities so they can lead lives they value.

Drawing on this people-centred approach, the women peace and security agenda seek to expand the scope of what constitutes a security threat to include:

- Socio-economic threats – lack of employment, healthcare, housing, education, food and so forth.
- Personal security threats – vulnerability to violence, state use of torture, invasion by other states, international or cross-border terrorism, ethnic violence, domestic violence, violence against children, trafficking for sex and labour.
- Environmental threats – impacts stemming from the destruction of natural resources and resulting vulnerability to, for example, a scarcity of food and fresh water
- Political threats - civil rights and human rights violations, poor judicial systems, lack of law enforcement etc.

Addressing threats to human security ties in with Galtung's concept of positive peace, which is another key concept that the women peace and security agenda draws on. Peace is understood as more than just the absence of war and violence (negative peace) and inclusive of addressing the root

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[5] Barry Buzan, 1991. *People, states and fear: An agenda for security analysis in the post-cold war era*. Brighton: Weatsheaf.
[6] Mahbub ul Haq, 1995. *Reflections on Human Development*. New York: Oxford University Press.
[7] Shahrbanou Tadjbakhsh, 2013. *In Defense of the Broad View of Human Security* in: M. Martin and T. Owen, ed., Routledge Handbook of Human Security, 1st ed. Routledge.

or structural causes of violence and conflicts such that it leads to "the integration of human society (p.2)."[8]

Therefore, the 2nd WPS NAP must define security and peace by drawing attention to the gendered nature of instability and seek to address this instability by facilitating an inclusive people-centred approach to addressing human insecurity focusing on the specific needs of the most marginalised groups, particularly women, girls, and all gendered identities who are excluded as they do not conform to dominant masculinities or femininities.

1.2 Focussing on principles related to developing the 2nd WPS NAP

The principles outlined in the *Discussion Paper* are comprehensive covering content for the 2nd WPS NAP and the process for developing it.

Recommendation 1b: In addition to the existing obligations outlined in the *Discussion Paper*, expand the relevant international obligations to be referenced in the text of the 2nd WPS NAP to include those related to the treatment of refugees and indigenous peoples; humanitarian response; responsibility to protect; arms trade; climate change; and UN Security Council Resolutions passed since the 1st WPS NAP.

Recommendation 1c: Include, as a key principle, the need for adequate resourcing for implementation; monitoring, evaluation, review and reporting; governance mechanisms; and ongoing civil society engagement across the 2nd WPS NAP's life plan.

The current set of principle omits the mention of significant international commitments, e.g. the Convention Relating to the Status of Refugees, the New York Declaration for Refugees and Migrants (which includes the Comprehensive Refugee Response Framework), the Declaration on the Rights of Indigenous Peoples, the Arms Trade Treaty, the Paris Agreement and other climate change agreements, and the World Humanitarian Summit's Grand Bargain Commitments (Agenda for Humanity), Responsibility to Protect. To ensure that Australia meets all obligations to international commitments linked to the WPS agenda, the 2nd WPS NAP should state in broader terms the need for aligning with existing international commitments to human rights, durable peace, sustainable development and principled humanitarian response. The 2nd WPS NAP should also include as an annex, the list of international obligations linked to the WPS agenda to support implementing agencies and civil society to better monitor and report on meeting WPS commitments.

The UN's *Global Study on the Implementation of UNSCR 1325,* the *Independent Interim Review of Australia's National Plan on Women Peace and Security,* and several other reports on WPS national plans have pointed out that the lack adequate ongoing resourcing for NAP development, implementation, monitoring and evaluation, significantly impacts the achievement of effective outcomes. Including as a principle adequate resourcing to implement, monitor and evaluate the NAP across its life plan will ensure that this issue remains at the forefront during the 2nd WPS NAP development process.

2. The scope of the next National Action Plan

The *Discussion Paper's* section on the scope of the next national action plan outlines the current context for the development of the 2nd WPS NAP; highlighting the prevalence of intrastate conflicts,

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[8] Johan Galtung, 1964. An Editorial. *Journal of Peace Research* 1(1): 1-4.

expanded terrorist and extremist networks, unprecedented mass displacement and the increasing frequency and severity of natural disasters. The section also articulates the implementation context for the NAP namely, overseas in fragile, conflict, post-conflict and humanitarian contexts. Finally, the section contends that "while Australia is a peaceful nation" transboundary issues such as violent extremisms, displacement of people and climate change impact Australia's security.

Recommendation 2a: The 2nd WPS NAP must demonstrate the interlinkages between the four pillars of the WPS agenda (namely, prevention, participation, protection, and relief and recovery) in order to ensure policy coherence across implementing agencies and address critical gaps in the conceptualisation of the pillars.

Recommendation 2b: The 2nd WPS NAP must include a focus on enabling women's participation and the participation of all gender identities to develop and drive their own agendas, and to challenge all actors who are responsible for violence and conflict.

Recommendation 2c: The vision and goal of the 2nd WPS NAP must foreground conflict prevention and the role of women and all gender identities in preventing conflict.

Recommendation 2d: Accommodating a rapidly changing global environment requires the 2nd WPS NAP's implementation plan to adopt a two-phase implementation and regular engagement with diverse women's civil society organisations in Australia and in countries affected by protracted crisis.

Recommendation 2e: Recognise and commit to exploring an interlinked domestic and international focus on WPS.

2.1 WPS pillars

The four pillars or thematic focus of the WPS agenda (prevention, participation, protection, relief and recovery) remain relevant and as such provide a good framework around which to structure strategies and actions of the next NAP. However, the next NAP must demonstrate the interlinkages between the pillars rather than treat them as silos. Interlinkages between the pillars will support greater policy coherence across the work of implementing agencies. Policy coherence across implementing agencies will be vital to achieving the strategic objectives of the 2nd WPS NAP. For example, Australia's defence cooperation program with Myanmar is incongruent with the continued humanitarian assistance to the country and neighbouring countries, especially since the UN Secretary-General has included the Myanmar Armed Forces on an annual blacklist of groups that are "credibly suspected" of carrying out sexual violence during conflict.[9] There is also a need to link the pillars with key international commitments to better track progress and achievements.[10]

A particular gap in the protection pillar is the missing link to the *Responsibility to Protect* (R2P). The WPS agenda's protection pillar must articulate what a gendered approach to protection against mass atrocities looks like. For example, whether the next NAP is inward or outward looking, it must at least include the creation of national assessments to evaluate the ability to prevent atrocity crimes by developing and implementing early warning mechanisms which include violations of women's rights as indicators for (and sometimes acts which amount to) atrocity crimes.

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[9] Myanmar Armed Forces Blacklisted By UN For Committing Sexual Violence Against Rohingya Available at https://www.undispatch.com/myanmar-armed-forces-blacklisted-by-un-for-committing-sexual-violence-against-rohingya/
[10] See the infographics developed by the Australian Civil Society Coalition on Women Peace and Security. Available at http://wpscoalition.org/education-engagement/.

Prevention is by far the most under-conceptualised of the pillars. The paper co-authored by ACFID's *secondee* to the ACMC "*Strengthening Conflict Prevention*"[11] recommends adopting a wider definition of prevention, based on a gender-inclusive human security approach to peace and security policy across three dimensions: direct, structural and systemic. Direct prevention focuses on immediate efforts to reduce violence and de-escalate the conflict. Structural prevention addresses root causes of conflict. Systemic prevention is about assessing and addressing global risks of conflict and integrating global solutions and partnerships by critically appraising policy decisions that impact violence that transcends borders (arms trade, drugs, trafficking, and displacement).

2.2 Geographical focus

The 2nd NAP should guide programming and diplomacy in fragile and conflict-affected states, including those that experience frequent natural disasters. There are countries and regions where building peace and security is of immediate concern, and where the Government has already committed efforts (including _but not limited to_ DRC, Myanmar, Bougainville, South Sudan, Somalia, Syria, Iraq, Afghanistan, Yemen to name a few). Implementing agencies of the NAP should focus on these countries and highlight work being done on WPS in these countries in progress reports.

2.3 Participation of women

The 2nd WPS NAP runs the risk of instrumentalising women's participation by adopting an "add women and stir" approach to achieve particular ends as opposed to supporting diverse women at all levels to develop and drive their own agendas, and to challenge all actors who are responsible for violence and conflict (be they State or non-State actors). It is also important to recognise that Women's rights organisations and networks play an important role in supporting women's participation and leadership. Of particular concern is the focus of women's participation in countering violent extremism (CVE). The often narrow expectation of requiring women to report family and community members vulnerable to radicalisation places them at significant risk. Further, CVE programs may reinforce gender role stereotypes by focussing on women as "mothers" and "sisters" rather than as community leaders in peacebuilding.

Without a doubt, the participation of diverse women in all aspects of conflict prevention, peacemaking, peacebuilding, peacekeeping and post-conflict reconstruction is fundamental for durable peace. The full, equal and meaningful participation of diverse women requires a dual focus – (a) creating an enabling environment that addresses structural barriers to participation, and (b) resourcing diverse women's organisations, women's rights organisations and networks to develop and drive their own agendas and challenge all actors who are responsible for violence and conflict.

2.4 Vision and Goal of the 2nd WPS NAP

The vision and goal of the 2nd WPS NAP must include the following elements:

- A long-term commitment to conflict prevention
- Support for sustainable peace
- Addressing human insecurity by advancing gender equality and full, equal and meaningful participation of women and all gender identities in all aspects of peace and security policy

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[11] Anu Mundkur, Christine Agius and Livia Ceccon, 2018. *Strengthening conflict prevention in Australia's second National Action Plan on Women Peace and Security*. Available at http://wpscoalition.org/wp-content/uploads/2018/06/Strengthening-Conflict-Prevention.pdf.

development, practice, implementation, monitoring and evaluation across all levels local, national, and international.

2.5 Accommodating a rapidly changing global environment

The 2nd WPS NAP should shift the implementation approach from categorising actions by strategy and instead use the four pillars of the WPS agenda to establish clear objectives for each pillar with related actions and specific and meaningful indicators to measure progress.

There are two ways for the 2nd WPS NAP to accommodate a rapidly changing global environment. First, the NAP should adopt a two-phase implementation with each phase having a period of three years. Between the two phases, an independent review of phase 1 implementation, a government report on phase 1 and a civil society shadow report on phase 1 should be undertaken to inform the implementation of phase 2 of the NAP.

Second, quarterly or once every six months relevant NAP implementing agencies working in countries experiencing conflict/protracted crisis can meet with diverse women's civil society organisations (in Australia and in-country) to assess ongoing WPS issues/concerns.

2.6 Domestic implementation of the 2nd WPS NAP

The claim that Australia is a peaceful nation is contested. At the civil society roundtables,[12] held by the Australian Civil Society Coalition on Women Peace and Security Australia some participants saw Australia as reflecting a post-colonial context. Thus the discussions emphasised the need for a domestic focus for the next NAP making links to issues such as the promotion of social cohesion and inclusion, holistic approaches to addressing discrimination and inequality, and the unfinished work on reconciliation.

 ACFID members who attended endorsed the need for the 2nd WPS NAP to adopt and implement an interlinked domestic and international focus. The 1st WPS NAP is 'outward looking' focussing on work done through the aid program, AFP's international deployments and ADF's peacekeeping work. However, Australian civil society organisations and individuals who attended the civil society roundtables, make a strong case the need for a dual focus: "domestic program built around addressing inequality"; and "a peace-based foreign policy grounded in principles of ensuring gender equality, promoting peace and stability, focusing on preventing conflict and reflective of our international human rights commitments" (p.g. 15).[13] Even if the 2nd WPS NAP restricts itself to working "within the Commonwealth Government's remit," international obligations in some WPS linked areas (for example but not limited to the Global Compact on Refugees (negotiation ongoing), the Global Compact on Migration (negotiation ongoing), the implementation of the Sustainable Development Goals, CEDAW General Recommendation 30, 35 and 37), cannot be achieved unless translated into domestic policy.

3. Ensuring accountability and transparency

The *Discussion Paper's* section on accountability and transparency focusses on NAP governance, mechanisms, reporting on the NAP and the engagement with civil society. ACFID acknowledges the

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[12] Australian Civil Society Coalition on Women, Peace and Security, 2017. *Listening to women's voices and making the connections to the Women, Peace and Security* agenda. Available at http://wpscoalition.org/wp-content/uploads/2018/03/CivilSociety_2018_report_ART_web.pdf.
[13] Ibid.

inclusion of civil society representatives on the NAP governance mechanisms – the Inter-Departmental Committee on Women, Peace Security and its Sub-committee.

Recommendations 3a: All submissions required as per commitments to international conventions linked with WPS issues/concerns must include work done by NAP implementing agencies to advance the women peace and security agenda.

Recommendation 3b: Establish a bi-partisan WPS Monitoring Committee comprising Ministers and shadow ministers with portfolio responsibility and representatives from civil society organisations to provide oversight for NAP implementation.

Recommendation 3c: Develop a robust theory of change in consultation with NAP implementing agencies and civil society actors to support reporting on impact and outcomes rather than activities and outputs.

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Recommendation 3e: Resource and support the process of establishing a National Annual Government - Civil Society Dialogue on WPS to be co-convened by the Department Secretary with portfolio responsibility for coordinating the whole of government NAP implementation and the Australian Civil Society Coalition on Women Peace and Security.

Recommendation 3f: Develop a communication and outreach plan to raise awareness on the NAP and women, peace and security more broadly.

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3. 1 Strengthening reporting and accountability

Unlike CEDAW and other international treaty/conventions, reporting on WPS is not mandated. As a result, to ensure accountability to the commitments made in the NAP, there is a need for better linking WPS issues with existing international obligations so that existing reporting mechanisms can be leveraged to hold governments accountable. A clear articulation of the links between WPS and international obligations will support streamlining of reporting ensuring that actions taken to further the WPS agenda are reported in relevant submissions. To support civil society inputs and/or the drafting of shadow reports, submission dates and process for submissions must be communicated and made easily accessible. Drafting shadow reports is time and work intensive, and civil society organisations must be resourced to undertake this work.

At the national level, currently, the government's progress reports are tabled before the Senate. However, there has never been an official response, discussion, or recommendations for action made as a result of tabling the progress reports. Consequently, this accountability mechanism is reduced to a tick-box exercise. Civil society's annual reports on the NAP are not tabled before parliament. There is an urgent need to develop a more robust accountability mechanism. Establishing a bi-partisan WPS Monitoring Committee, comprising Ministers and shadow ministers with portfolio responsibility and representatives from civil society organisations before whom independent reviews, government reports and civil society reports are tabled for review, discussion and recommendations for actions, may provide greater oversight for NAP implementation.

3.2 Develop a Theory of Change

The Independent Interim Review of the 1st WPS NAP identified the lack of a monitoring and evaluation framework as a key gap to be addressed in the next NAP. A robust theory of change developed in partnership with civil society organisations is an important accountability mechanism that will support NAP reporting by NAP implementing agencies, independent reviewers and civil society. By focussing on impact and outcomes, instead of activities and outputs, reports based on the Theory of Change will provide useful insight into the progress made to achieve the vision and goal of the 2nd WPS NAP.

3.3 Role of civil society

Civil society and civil society organisations, in particular diverse women's civil society organisations in Australia and in countries affected by protracted crisis, play an important role in raising awareness on WPS issues, providing advice on NAP priorities and holding governments accountable to WPS commitments. Supporting and resourcing a WPS civil society secretariat will promote ongoing engagement with diverse women, women's organisations and diverse civil society organisations interested in gender inclusive peace and security thereby enabling effective implementation of the NAP. The NAP should commit to continuing to resource and support the National Annual Government - Civil Society Dialogue on Women, Peace and Security as a consultative mechanism between Government, civil society organisations on emerging women peace and security issues. In the next NAP, the National Annual Government - Civil Society Dialogue should be co-convened by the Department Secretary with portfolio responsibility for coordinating the whole of government NAP implementation and the Australian Civil Society Coalition on Women Peace and Security.

3.3 Improving communication

Many civil society organisations and members of the public are interested in issues related to WPS (displacement, disaster response, climate change, women's rights, SDGs 5 and 16 and so forth). Many are often working in WPS related issues but may not use the language of WPS. The 1st WPS NAP was familiar to very a niche group that was aware of the UN Security Council Resolutions on WPS. To expand awareness of WPS and the 2nd WPS NAP, a communication/outreach plan must be developed to support civil society organisations and interested individuals to makes links with the WPS agenda.