

# Appendix D

## Chapter 1: The Case for Change: Why the ADF Should Care about Women's Representation and Progression

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### Appendix D.1 – Australian National Action Plan on Women Peace and Security 2012-2018

#### Background

Although they may not often be engaged in combat themselves, women are disproportionately affected by conflict. In conflict situations today, the UN estimates that 90% of casualties are civilians. The majority are women and children.<sup>3</sup>

The ways in which women and girls experience conflict are wide-ranging and complex, often reflecting the different gender roles and their status in society. Targeted gender-based acts of violence are increasingly used as a weapon of war. Women and girls also face broader challenges in relation to their physical or mental health, wellbeing and economic security.

However, women are not only victims needing protection in the context of conflict. They are also agents of change, participating as combatants in some cases and in others, making significant contributions to conflict prevention and building peace. The exclusion of women from formal decision-making processes means that their role in preventing conflict, peace-building and relief and recovery efforts, remains undervalued and unrecognised.

In 2004, the UN Secretary-General called on Member States to develop national action plans to implement UN Security Council Resolution 1325 ('UNSCR 1325'). Since then, the UN has established a Women, Peace and Security agenda by passing additional Security Council Resolutions. These instruments provide an international framework which recognises the critical role of women's contribution to conflict resolution and sustainable peace.

In October 2000, the United Nations Security Council unanimously adopted a landmark resolution on Women, Peace and Security (UNSCR 1325). UNSCR 1325 was the first Security Council Resolution to specifically address the impact of war and armed conflict on women and girls. On 8 March 2012, International Women's Day, the Minister for Women, the Hon Julie Collins, MP, released the *Australian National Action Plan on Women, Peace and Security 2012-2018* ('the National Action Plan') that sets the framework for how Australia will implement UNSCR 1325.<sup>4</sup>

The overall aim of UNSCR 1325 is to support, strengthen and increase women's participation and decision making across all areas of prevention, protection and reconstruction of their own countries. There are two main aspects to UNSCR 1325: it calls for the role of women to be increased in the planning, preparation, decision-making and execution with regard to peace missions, and it also calls for more attention to the effects on women of conflicts and peace operations.

UNSCR 1325 provides a general framework for the integration of gender into policy surrounding international peace and security.

There are 5 key themes underpinning UNSCR 1325 and its supporting resolutions:

- 1. Prevention** – incorporating a gender perspective in conflict prevention activities and strategies and recognising the role of women in preventing conflict.
- 2. Participation** – recognising the important role women already play in all aspects of peace and security, and enhancing women's meaningful participation, both domestically and overseas, through:
  - striving for more equal representation of women and men in Australian peace and security institutions

- working with international partners to empower local women to be involved in formal peace and security processes in fragile, conflict and post-conflict settings in which Australia is operating.
3. **Protection** – protecting the human rights of women and girls by working with international partners to ensure safety, physical and mental wellbeing, economic security and equality, with special consideration for protecting women and girls from gender-based violence.
  4. **Relief and Recovery** – ensuring a gender perspective is incorporated in all relief and recovery efforts in order to support the specific needs and recognise the capacity of women and girls.
  5. **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.<sup>5</sup>

The national action plans aim to improve outcomes for women and girls in these areas. By December 2011, 34 countries had adopted National Action Plans including Canada, the Netherlands, Norway, UK and US.

#### **Australia's role**

Australia has been a strong supporter of UNSCR 1325 and the Women, Peace and Security agenda internationally. As part of this, there is already a broad program of work underway to integrate a gender perspective and recognition of gender-specific issues into all of Australia's peace and security efforts, to protect women and girls' human rights, and to promote their participation in conflict prevention, management and resolution.

This work includes:

- The appointment of a Global Ambassador for Women and Girls (responsible for high level advocacy around gender equality and empowerment of women, particularly in the Asia Pacific, with protection of women and girls in conflict zones and women in leadership roles a core part of this mandate).
- Regional cooperation between the AFP and other police forces to facilitate women's participation and protection of human rights.
- Development programs supported by AusAID to supporting representation of women in peace negotiations and their active role in maintaining and promoting peace in their communities.
- Establishment of the Australian Civil-Military Centre to improve Australia's civil-military cooperation regarding conflict and disaster management overseas and protecting the rights of women and girls in these settings.
- Supporting the international framework for human rights and achieve gender equality more broadly.<sup>6</sup>
- The removal of restrictions on women from employment in combat roles to support participation of women in the ADF and this Review into the treatment of women add to this broad program of work.

As a consolidation of these various programs and initiatives, the Australian Government announced the development of its own National Action Plan that would not only articulate Australia's ongoing commitment to UNSCR 1325, but also establish a clear framework which identifies strategies and actions that Australia will undertake both locally and overseas over a 6 year period from 2012-2018.<sup>7</sup>

## **Australian National Action Plan**

The National Action Plan contains a number of high level strategies that the Australian Government will undertake against the thematic areas of UNSCR 1325:

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, peace-building, conflict resolution, and relief and recovery.
4. Promote Women, Peace and Security implementation internationally.
5. Take a co-ordinated and holistic approach domestically and internationally to Women, Peace and Security.<sup>8</sup>

The National Action Plan also outlines detailed practical actions for the delivery of these strategies, and measures to track their progress over time.

The Government will release a progress report against these measures every two years (over the 6 years of the Plan). There will also be an independent interim review, which will focus on assessing whether the actions under the National Action Plan are still relevant and give guidance and advice on emerging issues in relation to Women, Peace and Security and future implementation of the Plan. A final independent review will assess the overall success of the National Action Plan and provide advice on the direction and focus of the next Plan.<sup>9</sup>

## **The National Action Plan and this Review**

The National Action Plan clearly intersects with the work of the Review in several ways. In particular, actions around embedding principles of participation and protection of women in policy frameworks, human resource management and training programs within the ADF complement the Review's task of making recommendations relating to the treatment of women. Other actions which will be supported by implementation of the Review's recommendations include:

- Assessing and further building on training programs for Australian defence, police and civilian personnel to enhance staff competence and understanding of the principles of the women, peace and security agenda.
- Ensuring women have opportunities to participate in the AFP, Defence and ADF and in deployments overseas, including in decision-making positions.
- Ensuring formalised complaints mechanisms for the safe reporting of allegations of gender-based violence and harassment in Australian peace and security institutions are established and supported.
- Investigating all reports and allegations of gender-based violence involving Australian defence, police, civilian or contracted personnel.

Central to the aims of UNSCR 1325 is the building of a critical mass of high functioning women who are given access and provided support to participate in the peace and reconstruction processes and to begin the cultural shifts to bring about positive change for all women in their countries.

This will involve the participation of women in Australian military, police and civilian deployments to fragile, conflict and post-conflict situations. The key focus of the Review on increasing participation of women in the ADF and the lifting of gender restrictions on combat roles will also enhance the potential contribution of women in the ADF.

The ADF is also involved in activities supporting UNSCR 1325 aims. For example, the ADF deploys female personnel to work in 'Female Engagement Teams'. These Teams meet with local Afghan women to discuss their security needs, including meeting with female community leaders to discuss gender issues. Communities are also supported to build institutions, and social and economic structures that provide for the safety, security and dignity of all citizens, particularly women (e.g. the Special Operations Task Group's deployment of female medics on patrol which provides health clinics for local women and girls).<sup>10</sup>

Deployed military and police personnel play a role in protection of communities including women and girls, and this is often included in Australia's peacekeeping mandates (for example, in Afghanistan, the protection and longer-term security of the civilian population is central to the mission of the ADF's Mentoring Task Force).<sup>11</sup>

Again, the National Action Plan highlights the critical importance of embedding these principles into policy frameworks and human resources management of the ADF. The Review's recommendations will inform work to ensure training, policies and processes around sexual harassment, discrimination, abuse and assault, are adequate and appropriate. Implementation of the Review's recommendations will strengthen the ADF's and Australia's role in implementing UNSCR 1325.

Integral to the success of UNSCR 1325 is that the agencies who deal with civil society on the ground during and after conflict and those agencies working towards the long term reconstruction of the country integrate a gendered approach when dealing with civil society. Strong actions to advance women's participation in decision making, peace processes and reconstruction efforts are needed.

This includes the strengthening and integrating of gender training of the military and civil agencies present in conflict, post-conflict and reconstruction activities and the ADF works with other Government agencies such as AusAID to ensure that cultural and gender considerations inform force preparation, and that gender experts are deployed to missions where required.

## Appendix D.2 – United Nations Security Council Resolution 1325 S/RES/1325 (2000) 31 October 2000

*The Security Council, Recalling* its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and *recalling also* the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816),

*Recalling also* the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

*Bearing in mind* the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

*Expressing* concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and *recognizing* the consequent impact this has on durable peace and reconciliation,

*Reaffirming* the important role of women in the prevention and resolution of conflicts and in peace-building, and *stressing* the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

*Reaffirming* also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

*Emphasizing* the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

*Recognizing* the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard *noting* the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

*Recognizing also* the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations, *Recognizing* that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

*Noting* the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict
2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes
3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard *calls on* Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster
4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel
5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and *urges* the Secretary-General to ensure that, where appropriate, field operations include a gender component
6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, *invites* Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and *further requests* the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training
7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies
8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:
  1. The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction
  2. Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements
  3. Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary

9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court
10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict
11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard *stresses* the need to exclude these crimes, where feasible from amnesty provisions
12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000
13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants
14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions
15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups
16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and *further invites* him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations
17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls
18. *Decides* to remain actively seized of the matter.

## Appendix D.3 – Additional UN Security Council Resolutions<sup>12</sup>

UNSCR 1820 (2008) condemns the use of rape and other forms of sexual violence in conflict situations, stating that rape can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide. The Resolution calls on Member States to comply with their obligations to prosecute the perpetrators of sexual violence, to ensure that all victims of sexual violence have equal protection under the law and equal access to justice, and to end impunity for sexual violence.

UNSCR 1888 (2009) complements UNSCR 1820 and asks the UN Secretary-General to rapidly deploy a team of experts to situations of particular concern regarding sexual violence. The Resolution further calls for the appointment of a special representative to lead efforts to end conflict-related sexual violence against women and girls, and to include information about the prevalence of sexual violence in a report to the UN Security Council by UN peacekeeping missions.

UNSCR 1889 (2009) reaffirms the provisions of UNSCR 1325, encouraging Member States to continue to pursue implementation of this Resolution. UNSCR 1889 calls on the Secretary-General to develop a strategy, including through appropriate training, to increase the number of women appointed to pursue ‘good offices,’ particularly as Special Representatives and Special Envoys, on the Secretary-General’s behalf and to submit within six months a set of indicators to track implementation of UNSCR 1325.<sup>13</sup>

*In 2010, in response to UNSCR 1889, the UN Secretary-General proposed specific performance indicators to the Security Council, to track and provide guidance to the implementation of UNSCR 1325. These indicators were endorsed by the UN Security Council in a Presidential Statement issued on 26 October 2010. While these indicators are not all applicable to the national efforts of all Member States, they offer inspiration for the identification of specific and measureable ways in which Member States can monitor their own performance.*

UNSCR 1960 (2010), building on UNSCRs 1820 and 1888, calls for an end to sexual violence in armed conflict and provides measures aimed at ending impunity for perpetrators of sexual violence. The Resolution also encourages Member States to deploy a greater numbers of women military and police personnel and provide appropriate training to all personnel on sexual and gender-based violence within their UN peacekeeping operations.

## Appendix D.4 – Australian National Action Plan 2012-2018: Strategies and Measures<sup>14</sup>

\*\*Indicates the ADF is a responsible agency under the National Action Plan.

Strategy 1: Integrate a gender perspective into Australia’s policies on peace and security	
Action	Measures
1.1 Policy frameworks of relevant Government departments are consistent with the objectives and intent of UNSCR 1325.**	a. Number, title and description of relevant official policy and guidance documents that contain reference to the Women, Peace and Security agenda or resolutions 1325, 1820, 1888, 1889 and 1960.
1.2 Develop guidelines for the protection of civilians, including women and girls.**	



**Strategy 2: Embed the Women, Peace and Security agenda in the Australian Government's approach to human resource management of Defence, Australian Federal Police and deployed personnel**

Action	Measures
2.1 Assess and further build on training programs for Australian defence, police and civilian personnel to enhance staff competence and understanding of Women, Peace and Security.**	<p>a. Number and percentage of Australian military, police and civilian personnel deployed in operations that have received training on Women, Peace and Security (including their responsibilities under UNSCR 1325, 1820, 1888, 1889 and 1960), and a description of that training.</p> <p>b. Number of women and men employed by the Australian Federal Police, Australian Defence Force and Department of Defence, disaggregated by department and level.</p> <p>c. Number of Australian Government employees deployed and posted to conflict and post-conflict settings disaggregated by sex, department and level.</p> <p>d. The number of reported cases of sexual exploitation and abuse allegedly perpetrated by Australian Government employees deployed to conflict and/or post conflict settings reported to Australian and host government agencies.</p>
2.2 Ensure women have opportunities to participate in the AFP, Defence and ADF and in deployments overseas, including in decision-making positions.**	
2.3 Ensure formalised complaints mechanisms for the safe reporting of allegations of gender-based violence and harassment in Australian peace and security institutions are established and supported.**	
2.4 Investigate all reports and allegations of gender-based violence involving Australian defence, police, civilian or contracted personnel.**	

**Strategy 3: Support civil society organisations to promote equality and increase women's participation in conflict prevention, peace-building, conflict resolution and relief and recovery**

Action	Measures
3.1 Support domestic non-government organisations, such as the National Women's Alliances, and international civil society organisations to engage in peace and security initiatives, including by raising awareness of UNSCR 1325.	<p>a. Description of civil society activities funded by the Australian Government that pertain to Women, Peace and Security.</p> <p>b. Description of approaches taken by the Australian Government to share information with civil society on the Women, Peace and Security agenda.</p> <p>c. Description of domestic educational activities that relate to the promotion of the Women, Peace and Security Agenda.</p>
3.2 Support Australian and international civil society organisations to promote the roles and address the needs of women in the prevention, management and resolution of conflict.	
3.3 Invite Australian non-government organisations to nominate a selection of representatives to meet with the Women, Peace and Security Inter-departmental Working Group once a year.**	
3.4 Encourage an understanding of Women, Peace and Security amongst the Australian public.	



### Strategy 4: Promote Women, Peace and Security implementation internationally

Action	Measures
4.1 Support capacity building for women in fragile, conflict and/or post-conflict settings through promoting opportunities for women's leadership and participation in decision-making at a country level.**	a. Description of international assistance provided for activities pertaining to Women, Peace and Security.
4.2 Ensure that Australia's humanitarian assistance and recovery programs in conflict and post-conflict situations respect applicable international human rights and refugee law in regards to women and girls, and can be accessed by and benefit diverse groups of vulnerable women and girls.	b. Description of strategies employed by the ADF and AFP to facilitate the engagement and protection of local women in peace and security efforts.
4.3 Support humanitarian action that responds to gender-based violence in crisis situations, with particular regard to health.	c. Description of peace processes in which Australia has played a prominent role.
4.4 Consider the use of specific strategies to promote the participation and protection of women and girls in fragile, conflict and/or post-conflict settings, for example ADF Female Engagement Teams and the use of gender advisers.**	d. Description of institution-building strategies Australia has been involved in that promote Women, Peace and Security.
4.5 Ensure peace processes in which Australia plays a prominent role promote the meaningful participation of women, and consider local women's needs, rights and capacity.	e. Number and description of interventions and support of resolutions and policy in the UN Security Council, General Assembly, UN Human Rights Council and other relevant fora addressing Women, Peace and Security issues.
4.6 Promote women's involvement in the development of institutions, including national judiciary, security and governance structures in fragile, conflict and/or post-conflict settings so that women can access and benefit from these structures.**	f. Description of initiatives to contribute to the development of best practice guidance on issues relating to Women, Peace and Security.
4.7 Encourage the promotion of women's involvement and leadership in the prevention, management and resolution of conflicts through engagement with the UN and other multilateral fora, including in the development of best practice guidance.**	g. List of Australian women and men in senior UN decision-making positions relating to peace and security.
4.8 Support women experts, special envoys, commanders and high-ranking officials to promote a high level consideration of gender issues in fragile, conflict and /or post-conflict settings.**	
4.9 Promote the global advancement of gender equality through international engagement, including through the UN and other multi-lateral fora.	
4.10 Incorporate the protection of the rights of women and girls in bilateral and multilateral discussions on the protection of civilians in conflict and post-conflict situations, particularly with regard to gender-based violence.**	
4.11 Promote formalised complaints mechanisms for the safe reporting of allegations of gender-based violence and harassment in fragile, conflict and post-conflict settings.**	
4.12 Support efforts by local or international authorities to prosecute perpetrators of gender based violence during conflict and/or in post-conflict settings.**	

Strategy 5: Take a co-ordinated and holistic approach domestically and internationally to Women, Peace and Security	
Action	Measures
5.1 Foster ongoing civil-military cooperation and information sharing in operations, to protect women and girls.**	a. Number and key outcomes of Australian Government inter-departmental meetings that address the Women, Peace and Security agenda.
5.2 Continue to promote information sharing on UNSCR 1325 and women's participation within and between Australian Government agencies.**	