AUSTRALIA PACIFIC SECURITY COLLEGE

INDEPENDENT MID TERM REVIEW

August 2021



ACKNOWLEDGEMENTS

This report has been prepared by DB Subedi (Content Specialist) and Donna Holden (Evaluation Director) as the Independent Review Team on behalf of Donna Leigh Holden Consulting. This team brings culturally competent expertise in monitoring and evaluation, design and program management in security, peace and development contexts, as well as a sound understanding of social, political and cultural contexts of the South Pacific and Australia's priorities and DFAT's systems and processes to development aid cooperation in the region.

The review team would like to extend their appreciation to colleagues at DFAT and the APSC based at the Australian National University as well as APSC Advisory Board members, partners and stakeholders for their clarity, insights observation and feedback throughout the Review process. We also extend our thanks to colleagues at DFAT posts in in PNG, Vanuatu, the Solomon Islands, Fiji and New Caledonia for your valuable insights.

Photograph: APSC

CONTENTS

EXECUTIVE SUMMARY			
1.	BACI	KGROUND	12
	1.1	Security and policy context in the Pacific	12
	1.2. Th	e Australia Pacific Security College (APSC)	13
		e Mid Term Review	
	1.3.1	Methods	
	1.3.1	Limitations	
2.		LYSIS AND FINDINGS	
	2.1	Relevance, and Coherence	
	2.1.1 2.1.2		
	2.1.2		
	2.1.3		
	2.1.4	Coherence of the APSC Theory of Change (ToC)	
	2.1.5		
		Effectiveness	
	2.2.1	Overview of APSC Activities	
	2.2.1		
	2.2.2		
	2.2.3		
	2.2.4	Alumni strategy	
	2.3	Efficiency - Programme Management	
	2.3.1		
	2.3.2 2.3.3	DFAT Resourcing Monitoring and evaluation framework and system	
	2.3.3		
		Cross-cutting issues	
	2.4.1		
	2.4.2		
	2.4.3		
	2.4.4	Sustainability	
3.	SUMM	ARY	45
4.	ANN	EXES	51
	Annex	1: List of documents reviewed	51
	Annex	2: List people/stakeholders consulted	52
	Annex	3: APSC's Activities to Date	53

ACRONYMS

ACFID	:	Australian Council for International Development
ACIAR	:	Australian Centre for International Agricultural Research
AIPM	:	Australian Institute of Police Management
ANU	:	Australian National University
APSC	:	Australia Pacific Security College
AWP	:	Annual Work Plan
CSIRO	:	Commonwealth Scientific and Industrial Research
DAC	:	Development Assistance Committee
DFAT	:	Department of Foreign Aid and Trade
DLHC	:	Donna Leigh Holden Consulting
DPOs	:	Disabled Persons' Organisations
EOPO	:	End of Programme Outcomes
FICs	:	Forum Island Countries
FOC	:	Forum Officials Committee
GAP	:	Gender Action Plan
GESI	:	Gender Equality and Social Inclusion
JHOPS	:	Joint Heads of Pacific Security
KIIs	:	Key informant Interviews
MEL	:	Monitoring, Evaluation and Learning
MSC	:	Most Significant Change
MTR	:	Mid-Term Review
NGO	:	Non-Government Organisation
000	:	Oceania Customs Organisations
ODA	:	Overseas Development Assistance
OECD	:	Organisation for Economic Cooperation and Development
PACE-SD	:	Pacific Centre for Environment and Sustainable Development
PICs	:	Pacific Islands Countries
PICP	:	Pacific Islands Chief of Police
PIDC	:	Pacific Immigration Development Community
PIF	:	Pacific Islands Forum
PIFS	:	Pacific Islands Forum Secretariate
PTCCC	:	Pacific Transnational Crime Coordination Centre
PwD	:	People with Disability
SO	:	Service Order
ТА	:	Technical Assistance
ToR	:	Terms of Reference
URAP	:	Urban Resilience Asia Pacific
USP	:	University of the South Pacific
WiNS	:	Women in National Security

EXECUTIVE SUMMARY

Background

Security is a multi-faceted contested concept in Pacific Islands Countries (PICs), encompassing an array of traditional and non-traditional security issues, some of which, such as transnational organised crime and climate change, have inherent transnational dimensions. The complexity and transnational aspects of security issues mean that security cooperation between PICs and between PICs and security actors from outside the region is critical for the shaping of Pacific security architecture that contributes to stability and wellbeing in the region.

Security, however, embraces highly sensitive political as well as development agendas, which not only concern the notion of national sovereignty of individual nation states, but also become a subject of geopolitics, soft power competition, and security and development cooperation. The geo-strategic significance of the PICs in the regional and international security theatre has renewed strategic interests of key development partners in the region. For example, Australia's "Pacific Step-up", New Zealand's "Pacific Reset", Britain's "Pacific Uplift", China's Belt and Road Initiative etc suggest that the Pacific has become a "crowded space" of development and security cooperation and competition.

It is in this context that the Pacific Islands leaders adopted the *Boe Declaration on Regional Security* (2018) to demonstrate their commitment to a peaceful and stable Pacific region. The Declaration has expanded the concept of security, incorporating human security, environmental and resource security, transnational crime and cybersecurity, with climate change identified as the biggest security threat to PICs.

Australia has strategic and development interests in the Pacific not only because it has deep historical and cultural connections with PICs and is a long-standing development partner, but because state fragility and insecurity in the Pacific produce direct national and human security threats to Australia. Australia has expressed strong interest and commitment to support the implementation of the Boe Declaration, which has resulted in several new policies and development cooperation initiatives.

The Australia Pacific Security College - APSC

The APSC is an independent educational institution funded by the Department of Foreign Affairs and Trade (DFAT). Initially announced in the 2017 Foreign Policy White Paper it was launched in November 2019. Contracted to the Australian National University (ANU), the APSC is funded through an overseas development assistance (ODA) commitment of \$15 million between July 2019 and September 2022.

The APSC was designed to support the implementation of the 2018 *Boe Declaration on Regional Security* which affirmed an expanded concept of security, including both traditional and non-traditional security issues.

The goal of the APSC is to *build deeper and stronger cooperation that addresses security challenges in the Pacific*" which is expected to be brought about through three end of programme outcomes:

• Outcome1: FICs develop and implement relevant and effective national security strategies.

- Outcome 2: FICs are capable of collaborating effectively on regional security challenges.
- Outcome3: FICs have access to a skilled Pacific security officials' network.

The Review

An independent mid-term review (MTR) of the APSC was commissioned by DFAT to examine program progress and help inform DFAT's decision in determining whether to enact the option to extend the contract the College¹ considering

- **Relevance and Coherence:** the extent to which the APSC's current focus and activities is relevant to security issues in FICs?
- **Effectiveness:** the extent to which the APSC has progressed work towards the intended programme outcomes and assess the extent to which progress is likely to facilitate stronger cooperation that addresses security challenges in FICs.
- Efficiency: whether the APSC's activities were managed to get the most out of the inputs of funds, staff and other resources, including continual management of risks.

It was undertaken between May and August 2021 and considered APSC's activities from November 2019 to June 2020. Through face-to-face and remote consultations, the Review engaged with 36 respondents including DFAT officers, APSC staff and contractors, APSC Advisory Board members, officials from the Pacific Island Forum, governments in the Pacific, Pacific based stakeholders, and alumni. Written input was solicited from all DFAT Posts in FICs through the cable system and with DFAT Contracts and Aid Quality teams by email and phone.

Findings and Recommendations

s 33(a)(i), s 47C, s 47E(d)

Overall, the Review finds that the APSC has positioned itself to contribute to Australia's policy priorities in the Pacific and specifically the commitment to support the implementation of the Boe Declaration. In the 18 months since Inception, and despite the challenges presented by the COVID-19 pandemic, the College has:

- laid key preparatory groundwork and developed foundational documents and strategies;
- grown its team and is now increasing its Pacific presence and face;
- undertaken needs analysis
- implemented training programmes that have reached 280 participants
- developed an alumni program and is actively engaging alumni in APSC activities; and
- established an online profile and presence.

¹ From the APSC Terms of Reference.

² From the APSC Terms of Reference.

These indicate that the groundwork has been set to accelerate programme implementation as it moves into the next phase of programming.

s 33(a)(i), s 47C, s 47E(d)

The following table outlines the headline findings and recommendations from the review.

Relevance and Coherence: To determine the extent to which PSC's current focus and activities is relevant to security issues in FICs?

FINDINGS	RECOMMENDATIONS
RELEVANCE AND	COHERENCE
APSC fits within Australia's strategic policy	Recommendation 1:
frameworks and aid priorities for the Pacific;	
however, the current design and structure of the	
APSC provides limited opportunity to engage DFAT	
as an actor in the security space.	
The APSC is a sensitive political programme	
implemented in a crowed space of geopolitics and	
by an academic institution. s 33(a)(i), s 47C, s	
47E(d)	

s 33(a)(i), s 47C, s 47E(d)	
	• s 33(a)(i), s 47C, s 47E(d)
s 33(a)(i), s 47C, s 47E(d)	
3 3 3 3 (4) (), 3 4 7 5 , 3 4 7 5 (4)	
	Responsibility: DFAT with engagement of APSC
Progress of the APSC's objectives will depend on	APSC
how it goes about creating further opportunities to	
build trust with governments, political and	
community leaders, and regional security institutions	
across the Pacific and between Australian and	
Pacific actors. ^s 33(a)(i), s 47C, s 47E(d)	
	Recommendation 2:
s 33(a)(i), s 47C, s 47E(d)	s 33(a)(i), s 47C, s 47E(d)
S.	
	Responsibility: DFAT

Effectiveness: To determine the extent to which PSC's has progressed work towards the intended programme outcomes and assess the extent to which progress is likely to facilitate stronger cooperation that addresses security challenges in FICs.

EFFECTIVENESS		
FINDINGS	RECOMMENDATIONS	
Considering disruptions caused by the COVID- 19 pandemic, the APSC has made good progress with key contractual milestones delivered and satisfactory progress towards most (intermediate) outcome areas. Progress is largely where it could be expected to be at this 18 month point in time. s 33(a)(i), s 47C, s 47E(d)	See recommendation 1	
Building long-term and sustainable partnerships with Pacific based credible agencies and institutions will be crucial for successfully engaging prominent Pacific leaders, local and regional organisations, and the government, NGO, and community networks.	Recommendation 3 s 33(a)(i), s 47C, s 47E(d)	
	Responsibility: APSC	
Recent changes to the reporting requirements for APSC mean that the College is only required to report annually against the MEL framework. s 33(a)(i), s 47C, s 47E(d)	Recommendation 4 Reporting requirements should be revised to a minimum of biannual reporting against the MEL framework (outcome level) plus quarterly summary activity reports (2-3 pages only). Responsibility: APSC with DFAT engagement and approval.	
s 33(a) (i), s 47C , s	Recommendation 5 s 33(a)(i), s 47C, s 47E(d)	
	Responsibility: DFAT and APSC	

Efficiency: To determine whether PSC's activities were managed to get the most out of the inputs of funds, staff and other resources, including continual management of risks.

EFFIC	IENCY
FINDINGS	RECOMMENDATIONS
The College is building a diverse team based out of the ANU in Canberra. s 33(a)(i), s 47C, s 47E(d)	Recommendation 6: s 33(a)(i), s 47C, s 47E(d)
	Responsibility: ANU and APSC Recommendation 7: s 33(a)(i), s 47C, s 47E(d)
	Responsibility: ANU and APSC in consultation with DFAT Recommendation 8: DFAT and ANU should agree a schedule for engagement with the ANU Contractor Representative. Responsibility: ANU and DFAT
s 33(a)(i), s 47C, s 47E(d)	Recommendation 9: s 33(a)(i), s 47C, s 47E(d)
	This should include consideration of positioning a DFAT EL 1 Officer as a member of the APSC team to support strengthened linkages between DFAT and the College, the regional aid programme, support joint planning and direction setting, performance management etc. Responsibility: DFAT

The APSC has established an online presence and is increasing its visibility. As the College moves forward, it will be valuable for it better articulate how its online engagement and visibility contributes to the achievement outcomes. s 33(a)(i), s 47C, s 47E(d)	Recommendation 10: The APSU brand identity should acknowledge the contribution of both the Government of Australia and the ANU and maximise the visibility and public diplomacy opportunities presented by the profile of the APSC. Re sponsibility : APSC
 The APSC has begun to consider key cross cutting issues within its operational planning and programming direction. A Gender Action Plan has been developed and guides the APSC's, and there is evidence that the APSC is progressing efforts to actively target and engage women in all aspects of its work, to engage in key themes of women and security, and to champion women leaders. 	 Recommendation 11: The GAP should be fully integrated within the (revised) MEL framework and current outcomes and indicators be reviewed so that measurable outcome indicators and targets are established and methods to measure, analyse and report on these made explicit. Recommendation 12: That the College develop a Disability Action Plan that:
 The APSC has not to date progressed work on disability inclusion. The work of the College supports Climate Change and the Environment through engaging in the expanded definition of security and progressing research and training themes on issues such as climate security, food security, disaster risk reduction etc 	 Takes a twin track approach to addressing disability inclusion through ensuring that PwD have an opportunity to participate in the College's activities and through the creation of disability inclusive content in areas of the College's work. Engages the College in building a deeper understanding of the interface between disability and security and the capability of Pacific security actors to address these. Responsibility: APSC
33(a)(i), s 47C, s 47E(d)	Recommendation 13: s 33(a)(i), s 47C, s 47E(d)

1. BACKGROUND

1.1 Security and policy context in the Pacific

Security in the Pacific is a multifaceted contested concept, which encompasses a broad range of traditional and non-traditional issues,³ some of which have transnational dimensions. For instance, maritime security, transnational crime, cybersecurity, human trafficking, and climate change have transnational causes, drivers and effects; therefore, a single country is not capable of addressing these challenges. These security issues also adversely affect sustainable development outcomes, human development and wellbeing, given that security and development are closely interlinked across the Pacific.⁴

	1992 HONIARA DECLARATION Effective Law Enforcement through regional cooperation
2002 NASONINI DECLARATION Framework for addressing global concerns on terrorism	2000 BIKETAWA DECLARATION Framework for regional conflict resolution initiatives
2018 BOF DECLARATION Expanded concept of security inclusive of human security, humanitarian assistance, climate change and environmental security & transnational crime	 2014 FRAMEWORK FOR PACIFIC REGIONALISM Sets the vision of the Pacific as a region of 'peace, harmony, security, social inclusion and prosperity'

Figure 1: Security-related Declarations in the Pacific Island Countries

Recently, the strategic significance of Pacific Islands Countries (PICs)⁵ in the regional and international security theatres has intensified geopolitical competitions, turning the region into a crowded field of security and development cooperation. For instance, China's significantly growing engagement in the region, followed by its aggregative investments in infrastructure developments in countries like Papua New Guinea (PNG), Fiji, Samoa, and Vanuatu, has triggered strategic competition, with considerable implications for how security and development are perceived in the region. As a result, a new form of geopolitics has evolved, which not only redefines security and development cooperation but also makes security part of geopolitical competition.⁶

In the meantime, evolving geopolitics and Pacific diplomacy have engendered renewed interests of key development partners in the region. For example, Australia's "Pacific Step-up" is intended to cement Australia's position as a security partner of choice for PICs. New Zealand's "Pacific Reset", Britain's "Pacific Uplift", China's Belt and Road Initiative, Japan's new commitment to fund infrastructure development, and Indonesia's new "Pacific Elevation" strategies play out

in the crowded field of geopolitics, security and development, affecting the patterns of cooperation and competition in the Pacific. Competing geopolitical, strategic and policy interests also mean that security is a highly political agenda in the Pacific.

³ Ratuva, Steven (2019). Contested Terrain: Reconceptualising Security in the Pacific. Canberra: ANU Press.

⁴ See Thomas, Pamela and Keen Meg (Eds) (2021). *Perspectives on Pacific Security: Future Currents,* Development Bulletin No. 82. Canberra: Development Studies Network and Pacific Security College, ANU.

⁵ Pacific Island Forum (PIF) comprises 18 members, which include Australia, Cook Islands, Federated States of Micronesia, Fiji, French Polynesia, Kiribati, Nauru, New Caledonia, New Zealand, Niue, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu.

⁶ Schreer, Benjamin (2019). Towards Contested 'Spheres of Influence' in Western Pacific: Rising China, Classical Geopolitics, and Asia-Pacific Stability. *Geopolitics 24*(2), 503-522.

It is in this context that the Pacific Island leaders adopted the *Boe Declaration on Regional Security* in 2018. The Declaration builds on previous declarations on regional cooperation (see Figure 1) and expands the concept of security, incorporating human security, environmental and resource security, transnational crime and cybersecurity.⁷ Climate change has been identified as the biggest security threat to the Pacific Islands. While PICs put climate negotiation at the heart of Pacific diplomacy in engaging with the world powers, there are fundamental differences in how climate change is seen by PICs and their major donors such as Australia.⁸ Thus, there is a no single coherent view of what constitutes security (also insecurity) and how it should be maintained across the Pacific.

The Boe Declaration also emphasises regional security cooperation and capacity building to enable the members of the Pacific Island Forum (PIF) (the Forum) to implement the declaration. While the Boe Declaration highlights the willingness of the Forum members to address security challenges that further provides an opportunity for regional security cooperation, there is also a strong sense of "Pacific ownership", underpinned by the notions of national sovereignty and non-intervention by external actors.

It is in this complex geopolitical and security context that DFAT has designed and implemented the Australia Pacific Security College (APSC) (the College).

1.2. The Australia Pacific Security College (APSC)

The APSC is funded by the Department of Foreign Affairs and Trade (DFAT). It was initially announced in the 2017 Foreign Policy White Paper and launched in November 2019. Based at the Australian National University (ANU), the APSC is funded from Australia's overseas development assistance (ODA) commitment of \$15 million between July 2019 and September 2022.

The APSC was designed to support the implementation of the 2018 *Boe Declaration on Regional Security* which affirmed an expanded concept of security, including both traditional and non-traditional security issues.

The goal of the APSC is to build deeper and stronger cooperation that addresses security challenges in the Pacific.

This goal is expected to be brought about through three end of programme outcomes and several intermediate outcomes:

Outcome1: FICs develop and implement relevant and effective national security strategies. Intermediate outcomes include:

a) identifying and strategically addressing FIC's national and regional collaboration capacity gaps;

⁷ Pacific Islands Forum (2018). Boe Declaration on regional security. Retrieved from https://www.forumsec.org/2018/09/05/boe-declaration-on-regional-security/

⁸ Morgan, Wesley (2017). Australia's coal-fired diplomacy burns Pacific friends. *The Interpreter.* Retrieved from https://www.lowyinstitute.org/the-interpreter/australia-coal-fired-diplomacy-burns-pacific-friends

- b) FICs accessing high quality training, including bespoke courses, regional workshops, and technical assistance (TA);
- c) facilitation of FICs' development and running of regional security scenarios and exercises.

Outcome 2: FICs are capable of collaborating effectively on regional security challenges. Intermediate outcomes include:

- a) providing support (including training and (TA)) to FICs to help them identify and address national and regional security policy skills and leadership capacity gaps;
- b) facilitating targeted technical assistance to individual FICs to assist in the development, review, update and implementation of national and regional security policies, including leadership and management;
- c) organising national, sub-regional or regional technical assistance workshops and seminars;
- d) providing support to FICs' establishing multi-agency implementing mechanisms.

Outcome3: FICs have access to a skilled Pacific security officials' network.

Intermediate outcomes include:

- a) identifying national and regional collaboration capacity gaps;
- b) FICs accessing high quality training, including bespoke courses, regional workshops, and TA;
- c) facilitating and running of regional security scenarios and exercises for FICs.

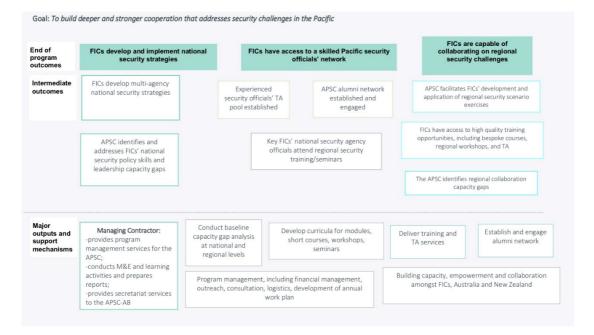


Figure 2: The APSC Program Logic

1.3. The Mid Term Review

This independent mid-term review (MTR) of the APSC was commissioned by DFAT to:

- a) examine program progress and impacts with regard to intermediate outcomes;
- b) review progress towards the milestones set out for the programme;
- c) determine remedial actions in the event of unsatisfactory progress; and
- d) to help inform DFAT's decision in determining whether to enact the option to extend the contract the College ⁹.

To deliver this analysis, the Review Plan¹⁰ outlined the following key fields of exploration.

- **Relevance and Coherence:** To determine the extent to which the APSC's current focus and activities is relevant to security issues in FICs.
- **Effectiveness:** To determine the extent to which the APSC has progressed work towards the intended programme outcomes and assess the extent to which progress is likely to facilitate stronger cooperation that addresses security challenges in FICs.
- Efficiency: To determine whether the APSC's activities were managed to get the most out of the inputs of funds, staff and other resources, including continual management of risks.

The MTR was undertaken between May and July, 2021 and covered the APSC's activities from its inception in November 2019 to June 2021.

The MTR was undertaken by Donna Leigh Holden Consulting with Dr DB Subedi as the technical lead and subject matter expert and Donna Leigh Holden as Evaluation Director.

1.3.1 Methods

The MTR was guided by an Evaluation Plan approved by DFAT at inception, and employed a qualitative approach, using remote and face-to-face consultation methods, combining qualitative data from multiple sources and verifying these with programme records through:

- **Desk review** of relevant materials including DFAT's investment design framework, APSC's Service Order (SO), annual work plans, inception reports, strategies, and progress reports. A list of the documents considered for the desk-based review is listed in Annex 1.
- Stakeholder consultations and Key Informant Interviews (KIIs) were held in Canberra with DFAT officers, APSC staff members and other stakeholders. Remote KIIs were also conducted with APSC's advisory board members, officials from the Pacific Island Forum, governments in the Pacific, Pacific based stakeholders, partners, and alumni. Written input was solicited from all DFAT Pacific posts through the cable system. The review team

⁹ From the APSC Terms of Reference.

¹⁰ The Review Plan was developed by the Review Team and was consulted with DFAT and the APSC and approved by DFAT,

consulted/interviewed 36 respondents, of which 60% were women. A full list of consultations is provided in Annex 2.

 DFAT and the APSC team provided feedback on the draft report which also enabled verification and triangulation of findings. This period of verification and triangulation included discussions with DFAT Contracts and Aid Quality teams and previous DFAT staff involved in the design and procurement of the APSC.

The Review was guided by the Australian Evaluation Society's (AES) Code of Ethics, and the Australian Council for International Development (ACFID) Principles for Ethical Research and Evaluation Development. Informed consent was gained from all informants and quotes have been de-identified. Data has been triangulated through multiple sources. Findings and recommendations are derived from a shared team analysis and there are no dissenting views.

1.3.2 Limitations

While the team was provided good access to ASPC stakeholders, COVID-19 travel restrictions meant that the team was unable to travel to conduct face-to-face consultations with a wider range of security actors in the Pacific including those who are not yet engaged in the programme.

2. ANALYSIS AND FINDINGS

2.1 Relevance, and Coherence

Our analysis of relevance and coherence responds to the extent to which the APSC's current focus and activities are relevant to security issues in Forum Islands Countries (FICs).

2.1.1 Strategic fit to DFAT's security and development commitments in the Pacific.

APSC's goal to "build deeper and stronger cooperation that addresses security challenges in the Pacific" aligns with Australia's strategic interest in the region. This is justified by Australia's strategic consideration that regional peace, security and stability in the Pacific also concerns Australia's national security interests;¹¹ and builds on the perspective that security cooperation is closely linked to Australia's broader development cooperation approach that positions improved security sector governance as a prerequisite for economic, social and political development.¹²

The College's strategic fit to DFAT's aid and development assistance framework is underpinned by the view that security and development are closely interlinked, therefore, achieving development outcomes requires better security provisions and vice versa.¹³ The overall purpose of the College supports DFAT's Pacific Regional Programme that identifies security as a crucial element to make progress against its three pillars: health security, stability, and economic recovery.¹⁴

The APSC's investment design further aligns with a range of Australian government policies and strategies, namely:

- The Foreign Policy White Paper (2017) which stated that security and stability in the Pacific region are fundamental to Australia's national security interests because PIC's challenges in responding to transnational crime, natural disasters, climate change or outbreaks of infectious diseases exposes Australia to increased security risks.
- The Defence White Paper (2016) which recommended to enhance Australia's security cooperation with PICs and supporting the development of national resilience to reduce the likelihood of insecurity and instability in the region.¹⁵
- The Independent Review of Aid Effectiveness (2011) which considered it legitimate to focus the aid program in Australia's immediate neighbourhood, where its foreign policy, security and economic interests are concentrated.¹⁶

¹⁴ Australia's Pacific Regional Development Programme. See <u>https://www.dfat.gov.au/geo/pacific/development-assistance-in-the-pacific</u>

¹¹ Australian Government (2017). 2017 Foreign Policy White Paper. Retrieved from

https://www.dfat.gov.au/sites/default/files/2017-foreign-policy-white-paper.pdf

¹² Australian Government (2017). 2017 Foreign Policy White Paper. Retrieved from

https://www.dfat.gov.au/sites/default/files/2017-foreign-policy-white-paper.pdf

¹³ See Thomas, Pamela and Keen Meg (Eds) (2021). *Perspectives on Pacific Security: Future Currents,* Development Bulletin No. 82. Canberra: Development Studies Network and Pacific Security College, ANU.

¹⁵ Australian Government (2016). 2016 Defence White Paper. Retrieved from

https://www.defence.gov.au/WhitePaper/Docs/2016-Defence-White-Paper.pdf

¹⁶ Australian Government (2011). Independent Review of Aid Effectiveness. Canberra: Commonwealth of Australia.

- DFAT's human development principal strategic goal for aid recipient countries, which emphasises investing in the capacity of security agency officials across the region.
- The 2012 Evaluation of DFAT's Australian Law and Justice programme that affirms that the delivery of assistance in the law and justice sector enhances DFAT's aims for capacity building in aid recipient countries.¹⁷
- DFAT's Gender Equality and Women's Empowerment Strategy (2016) which, establishes three gender priorities in delivering development assistance: a) enhance women's voice in decision-making, leadership and peacebuilding, b) promote economic empowerment, c) ending violence against women and girls.¹⁸
- Australia's Pacific Step-Up which aims to respond to and recognise the broad-ranging challenges of the region, identified by Pacific leaders and communities themselves, including strengthening climate and disaster resilience; sustained economic growth; and support to promote healthy, educated, inclusive populations.
- As a member of the Pacific Islands Forum, Australia has a strong commitment and interest to support the implementation of the Boe Declaration 2018.

While the programme aligns with DFAT's strategic interests, development commitments and policy priorities in the Pacific, how the APSC model compliments and strengthens DFAT's and Australia's engagement in Pacific security issues and networks is less clear. s 33(a)(i), s 47C, s 47E(d)

¹⁷ Cox, Marcus, Duituturaga, Emele and Scheye, Eric (2012). Building on Local Strengths: Evaluation of Australian Law and Justice Assistance. Canberra: AusAid. Retrieved from <u>https://www.dfat.gov.au/sites/default/files/lawjustice-building-on-local-strengths.pdf</u>

¹⁸ DFAT (2016). Gender equality and women's empowerment strategy. Retrieved from <u>https://www.dfat.gov.au/sites/default/files/gender-equality-and-womens-empowerment-strategy.pdf</u>

2.1.2 Strategic fit to the implementation of the Boe Declaration

In principle, the APSC's policy objective is relevant and supportive to the implementation of the Boe Declaration on Regional Security Cooperation 2018.

The Boe Declaration evolved out of several previous declarations by the Pacific Islands (see Figure 1). It encapsulates the complex security issues, threats and the need to address them collectively through regional security cooperation and dialogue. The Declaration has placed an emphasis on "regional cooperation in building resilience to disasters and climate change, including through regional cooperation and support", "development of national security strategies", and "strengthening national security capacity including through training".¹⁹ This emphasis has been well reflected in the APSC's three end of programme outcomes.

The APSC's support for the implementation of the Declaration is particularly relevant to:

- Develop PIC's national security strategies Boe Declaration 8 (1).
- Strengthen national security capacity including through training Boe Declaration 8 (2).
- Improve coordination among existing security mechanisms Boe Declaration (ix) 3.
- Facilitate open dialogues and strengthened information sharing Boe Declaration 9 (ix) 4.
- Promote regional security analysis, assessment, and advice Boe Declaration 9 (ix) 7.
- Engage and cooperate, where appropriate, with international organisations, partners, and other relevant stakeholders Boe Declaration 9 (ix) 8.

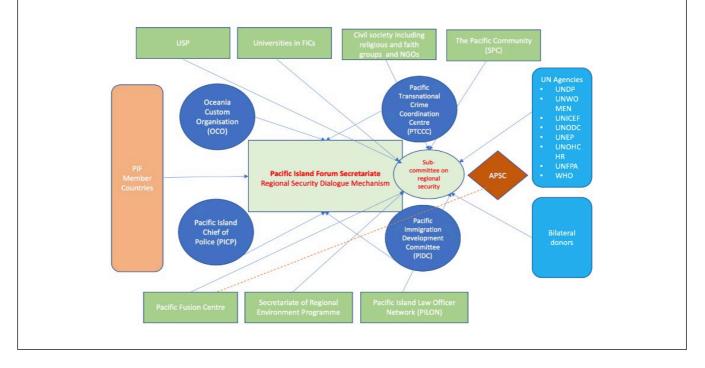
Supporting the implementation of the Boe Declaration requires addressing both traditional and non-traditional security threats. s 33(a)(i), s 47C, s 47E(d)

¹⁹ Pacific Islands Forum (2018). Boe Declaration on regional security. Retrieved from <u>https://www.forumsec.org/2018/09/05/boe-declaration-on-regional-security/</u>

Box 1: The PIF and Key Regional Security Actors

The PIFS is the principal regional actor accountable for the implementation of the Boe Declaration. The PIFS and its Forum Officials Sub-Committee on Regional Security (FSRS) are at the centre of the Pacific regional security architecture, which includes several regional security agencies, bilateral and multilateral institutions, and non-government agencies (see actor mapping in Figure 2; we acknowledge that the mapping is not exhaustive and only intended to depict where the APSC exists within the complex web of security actors in the Pacific).

In 2019, the PIFS developed a Boe Declaration Action Plan,¹ and established the FSRS. Currently, the FSRS is undertaking three initiatives to support the implementation of the Boe Declaration: a) National Security Policy Development Guidance Notes; b) Transitional Organised Crime Disruption Strategies; and c) Human Security Framework. These initiatives create an opportunity for the College to support the Boe Declaration, however, is dependent on the extent to which the College can build strong relationship with PIFS and its regional security agencies. As these foundational relationships are being formed, the College must be supported by DFAT to further develop and sustain them with key Pacific agencies.



The APSC design anticipates a strategic relationship between the College and the PIFS, and the APSC Service Order (SO) establishes an obligation that the College keep FICS appraised of the APSC's strategic direction and results, including, but not limited to, (i) APSC-AB recommendations; (ii) Annual Work Plan results; (iii) Contribution to Boe Declaration implementation.

While the College has regularly consulted and even collaborated with PIF's regional security agencies such as Oceania Customs Organisation (OCO), Pacific Islands Chief of Police (PICP), The Pacific Immigration Development Community (PIDC), Pacific Transnational Crime Coordination Centre (PTCCC), and has participated in FSRS meetings as an Australian delegate, there has been

insufficient progress in establishing a formal relationship with the PIFS/FSRS and most importantly, the College has not yet been endorsed by the PIFS.

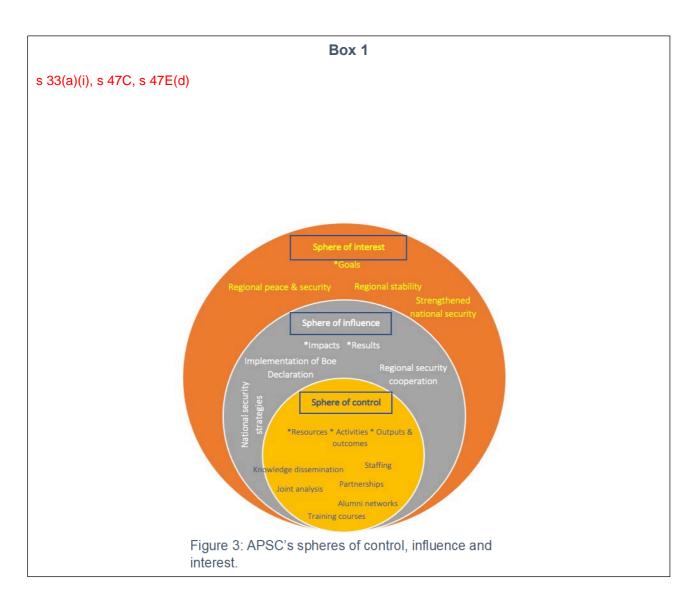
s 33(a)(i), s 47C, s 47E(d)

s 33(a)(i), s 47C, s 47E(d)

The College earns its academic credibility and legitimacy through its affiliation with the Australian National University (ANU), which has long-standing academic and professional networks, research, and teaching expertise on the Pacific region. It also benefits from the University's modern teaching and learning environment and infrastructure. s 33(a)(i), s 47C, s 47E(d)

The APSC brand

benefits from ANU's brand which has been recognised and respected for its extensive engagement with the Pacific people and governments. s 33(a)(i), s 47C, s 47E(d)s 33(a)(i), s 47C, s 47E(d)



s 33(a)(i), s 47C, s 47E(d)

LEX8209

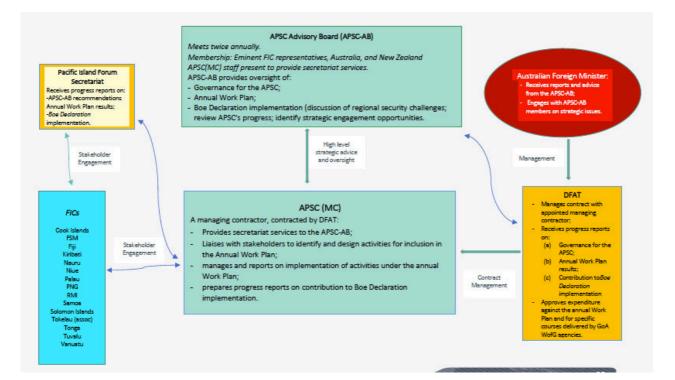


Figure 4: APSC's governance structure

s 33(a)(i), s 47C, s 47E(d)

The existence of an Advisory Board of eminent Pacific and security experts provides the College with credibility and the opportunity to draw on the networks and influence. The Board is appointed by DFAT and (on paper) reports to DFAT, there is no high level DFAT representative on the Board nor a formal mechanism for the Advisory Board to report. s 33(a)(i), s 47C, s 47E(d)

s 33(a)(i), s 47C, s 47E(d)

2.2 Effectiveness

Our analysis of effectiveness considers the extent to which APSC has progressed work towards the intended programme outcomes and assess the extent to which progress is likely to facilitate stronger cooperation that addresses security challenges in FICs.

2.2.1 Overview of APSC Activities

The following provides a summary overview of activities implemented by the APSC to date. It is illustrative in nature to show of the (self-reported) scope of activities delivered by the College (see Annex 3).

• Training

- Four Anchoring Strategic Analysis trainings, involving 50 participants (40% women).
- One Strategic Analysis Course delivered remotely to 10 participants (50% women) from the Cook Islands, FFA, Nauru, PNG, Australia.
- Five Security Analytical Workshops involving 93 participants from Fiji, PNG, Samoa, Solomon Islands and Vanuatu.
- Workshops/trainings on Strengthening Local Approaches to Disaster Preparedness and Response to a total of 40 participants from Fiji, the Solomon Islands and Vanuatu.
- In collaboration with UN Women Fiji, one Cyber Empowerment, Safety and Security training to 10 women.
- One leadership workshop for four (4) participants (2 women and 2 men) from Samoa, Tonga and Tuvalu.
- Joint Heads of Pacific Security (JHOPS) Webinar series reaching out to 92 participants (33% women) from Cook Islands, Fiji, France, Japan, Samoa, Solomon Islands, Tonga, Australia, New Zealand.

- One Law Enforcement Regional Exercise involving 23 participants (25% women) from Pacific Islands Chief of Police (PICP), Oceania Customs Organisation (OCO), PIDC, Fiji, Samoa and the Solomon Islands.
- One Fiji National Security Implementation Workshop that involved 42 participants (25% women) from Fiji security agencies.
- One workshop with the University of South Pacific (USP)/ Pacific Centre for Environment and Sustainable Development (PACE-SD), inviting 40 participants from different FICs.

• Technical Support

• Initiation of support to Tonga National Security Strategy²¹

Research

- Research on area-based approaches (local partnerships and leadership) to disaster response and recovery, involving researchers from Fiji, Vanuatu and the Solomon Islands.
- Supported the ANU-ACIAR-CSIRO meta-analysis on food security in the Pacific region.
- Four APSC PhD scholarships have been awarded to students from Kiribati, PNG and Samoa.

Collaborations

- Hosted the Urban Resilience Asia Pacific (URAP) Conference with 150 registered participants and 2200 online viewers.
- A Health Security Course is being developed in collaboration with Fiji National University.
- PSC health security initiative developed in partnership with the University of Melbourne's Nossal Institute for Global Health and Peter Doherty Institute of Infection and Immunity.

• Visibility and Outreach

- APSC Website
- Launched the Crawford "Pacific in Focus" web resource including the Pacific COVID-19 Weekly Summary.
- Pacific Lockdown documentary.

²¹ This is a recent engagement that has not yet matured.

 Development Bulletin No. 82, titled Perspective on Pacific Security: Future Currents, which features the work of academics from Pacific and beyond on Pacific security issues published in collaboration with ANU/Development Studies Network.

A summary of these activities in table form is provided in Annex 3.

2.2.1 Progress against intermediate outcomes

Given that the APSC is just entering into second year of programming, it is premature for the MTR to make a detailed assessment of any outcomes and impact delivered to date. As such, the following section discusses what the College has done and the extent to which it is positioned to progress against its key intermediate outcomes moving forwards.

This assessment also considers the limitations and challenges with the current TOC and the disruptive effects of the COVID-19 pandemic, resulting in the inability to travel. Further, the need for the APSC to undertake a "digital pivot" moving its key activities online while continuing to maintain and build its regional contacts and network, must also be considered.

Table 1: below provides a summary of the progress of the APSC towards the intermediate outcomes outlined in the TOC. Given the limitations stated above, as a point in time overview, the assessment considers the extent to which key foundations have been put in place to support the working moving forwards, as well as the scope of activities undertaken against each of the outcome areas.

Outcomes	Intermediate outcomes	Comments on the progress to date
FICs develop and implement relevant and effective national security	The APSC identifies and addresses FICs' national security policy skills and leadership capacity gaps.	Moderate progress: skill and capacity gap analysed in the inception phase, this will be an ongoing body of work and will require deeper engagement with FICs and with PIFs moving forward.
strategies.	FICs develop and implement relevant and effective multi- agency national security policies	Limited progress: Initial consultations with authorities in Tonga and Cook Islands and a two-day in-person workshop in Suva (Nov 2019) to analyse Fiji's draft NSS.
		s 33(a)(i), s 47C, s 47E(d)
	The APSC identifies regional collaboration capacity gaps.	Moderate progress: Networking strategy conducted; regional collaboration capacity gaps still need to identify.
FICs are capable of collaborating effectively on regional security	quality training opportunities/ including bespoke courses,	Good progress: Several trainings designed and delivered; some collaborations established. Expected to increase over time.
challenges	APSC facilitates FICs' development and application of regional security scenario exercises	Limited progress: One Law Enforcement Regional Exercise. We note that this has been a time-consuming event requiring more then 12 months of negotiation but as

Table 1: Progress against intermediate outcomes.

		S 33(a)(i), s 47C, s 47E(d)
FICs have access to a skilled Pacific	Key FICs' national security agency officials have attended regional training/seminars.	Good progress : Several key trainings have been developed. Trainings and seminars attended mostly by mid-level security personnel only. Expected to improve over time.
security officials' network.	Experienced security officials' TA register established.	s 33(a)(i), s 47C, s 47E(d)
	APSC alumni network established and engaged	Moderate progress - foundational work undertaken. An alumni strategy developed; networking among alumni in-progress. Alumni mobilisation in the programme still weak but expected to strengthen in time.

Overall, the College has laid key preparatory groundwork and developed various strategies including networking strategy, alumni strategy, sustainability plan, gender and social inclusion strategy, COVID pivot etc, and gained visibility, which indicate that it is on a right path to accelerate programme implantation in the remaining period of the programme.

As can be seen, distribution of progress against intermediate outcomes is varied which is to be expected. Good progress has been made in both outcome area two and three, particularly around the development and implementation of training and education programmes and the groundwork undertaken in engaging alumni and other Pacific academics in research and communications. Progress towards outcome one, however, is rather limited. s 33(a)(i), s 47C, s 47E(d) s 33(a)(i), s 47C, s 47E(d)

The vacancy created by the departure of one of the Deputy Director's, in March 2021, appears also to have contributed to slower than anticipated progress in moving forwards on some strategic relationships particularly where new relationships have had to be (re)built remotely.

The following section of the report discusses several of the APSC's key approaches, the extent to which these have progressed and how they are positioned moving forwards.

2.2.2 Addressing national security policy skills and leadership capacity gaps through training and education

Training, capacity building and educational activities of the College support its aim to address security-related capacity gaps in the PICs.

The College's current training and education portfolio is based on an assessment of capacity gaps undertaken through consultations with stakeholders across FICs at inception and includes innovative themes relevant to security capacity and leadership gaps in the Pacific (see Box 1). The emphasis on linking the training themes to current issues and debates on national security seems innovative and are directly applicable to the participants' day-to-day work:

I found overall the whole course engaging and relevant to my personal development. From framing Pacific security, intelligence, analysis fundamentals including all the techniques (I must try to remember them) to the writing. The writing has taught me to think in a way of the framing questions and short but clear briefs. The environment and facilitators have made it such a safe and rich learning course where everyone can contribute to the discussion.²²

Participant in Strategic Analysis Training

Key features of the training programme include:

- Training contents are informed by capacity gap analysis.
- Where partnership is involved, training programmes are co-designed, taking security and socio-cultural contexts into consideration.
- A gender equality approach that considers gender in training design, content and targeting and selection of participants, has been integrated.
- Participant selection by partners, either as existing Pacific Fusion Centre trainees or by partner governments/regional organisations (for tailored training) or by a panel of APSC staff, based on a set of agreed criteria (for open training).
- A robust training evaluation system designed and implemented to capture the change through pre-test and post-test.
- Flexible delivery methods using online training platforms.

While it is premature at this stage to assess the outcomes and impact of training especially in terms of how trainings have led to improved capacity to support improved security within PICs and the availability of skilled security actors in the Pacific, stakeholder consultation suggests that the above features are appropriate to support the College's effort to increase partners' ownership in the training programmes and address security-capacity gaps in the Pacific.

The review team also noted two risks that can negatively impact the success of the training and education programme in the future:

• There is a high demand for accredited training programmes by prospective trainees and participants, to date the College has got three courses accredited by ANU of which two were agreed for accreditation in less than 12 months. In addition, the College has negotiated

²² Extracted from "Anchoring Strategic Analysis End of Training Evaluation", February 15 – 19, 2021.

leveraging their accredited courses as part of the Department of Pacific Affairs microaccreditation program of 15 Pacific Islands focused courses to expand options for our students and harness synergies at ANU. All of this represents a significant achievement to have the opportunity to allocate three graduate points for PSC offerings from ANU.

- From a practical point of view, not all training packages meet accreditation criteria such as learning outcomes, assessment requirements, contact hours and so on. As result, in the long run, there is a risk of participants losing an interest in unaccredited trainings, an issue that College staff members must take into consideration when designing future training and education programmes.
- At the present time the training programme appears to be focussed around ANU capability and does not draw on Australian whole of government (including DFAT) resources anticipated in the APSC design.
- Finally, there is a growing Zoom fatigue amongst Pacific participants and not all PICs have infrastructure that supports online teaching and learning. While the College's online pivot deserves commendation, the external factors coupled with growing Zoom fatigue may affect online delivery of training programme in the future and the College should consider a range of strategies for cost effective face-to-face or hybrid training in the region as soon as COVID19 related travel restrictions are lifted.

The Review acknowledges that in these early stages of programming, the APSC's approach has been to get some quick runs on the board, create visibility and consolidate early relationships in a constrained context. While this is appropriate and the themes of the training programmes appear relevant and innovative, the priorities of the Boe Declaration are diverse, and touch a wide range of actors across the region. s 33(a)(i), s 47C, s 47E(d)

2.2.3 Multi-agency collaboration, cooperation and partnerships across the Pacific

s 33(a)(i), s 47C, s 47E(d)

APSC's approach values partnership with government and non-government agencies as an essential element in delivering the programme. This emphasis on multi-stakeholder partnership is not only essential to mobilise cross-institutional resources and expertise taking a whole of government approach but is also culturally appropriate and key to building trust and respectful relationships and increasing local ownership in the work of the APSC.

The College has made good progress in building contacts and establishing foundational partnerships with some government and non-government agencies, and academic institutions from Australia and across the Pacific:

- Australian Institute of Police Management (AIPM)
- Australian Federal Police (AFP), Pacific Branch
- Joint Heads of Pacific Security (JHOPS)

- Pacific Islands Chief of Police (PICP)
- Oceania Customs Organisations (OCO)
- Australian Red Cross
- UN Women in Fiji
- DFAT Agriculture and Food Security Section
- Fiji National University
- The University of South Pacific

In most cases, these partnerships are driven by the invitation for collaboration in co-designing and delivering training and workshops, which indicates that the college has carefully adopted the principle of "engagement by invitation only". This is the right approach to take when it comes to working on a sensitive topic like national security.

s 33(a)(i), s 47C, s 47E(d)

 Building partnership with civil society organisations and the private sector will be crucial. The investment design framework requires the College to identify appropriate private sector partners and entry points during the six-month inception period,²³ s 33(a)(i), s 47C, s 47E(d)

²³ APSC Investment Design Framework, p. 21.

s 33(a)(i), s 47C, s 47E(d)

2.2.4 Technical assistance (TA) register

The mobilisation of a technical assistance (TA) register is an intermediate outcome that contributes to Outcome 3. Its purpose is to ensure that the APSC has the ability to provide technical assistance to FICs "drawing from government and non-government agencies in Australia and across the Pacific, for the priority security topic areas, including transnational crime, human, environmental and cybersecurity."²⁴

s 33(a)(i), s 47C, s 47E(d)	
	Box 2: The TA Register
	The current register comprises approximately 35-40 individuals identified by the College with some consultation with DFAT posts.
 s 33(a)(i), s 47C, s 47E(d) 	The register comprises individuals
	The register comprises individuals with a spectrum of expertise, including governance, resources, climate, education, economics, traditional security, diplomacy,
• •	fisheries, health, cybersecurity, geopolitics, food security and media.
 s 33(a)(i), s 47C, s 47E(d) 	One third of these are women and 23% are from FICs.

• s 33(a)(i), s 47C, s 47E(d)

.

²⁴ Section 3.22 (p)

²⁵ This is a requirement in the SO.

2.2.5 Alumni strategy

The establishment and engagement of an APSC alumni network is an intermediate outcome against EOPO 3, contributing to a skilled network of security professionals across FICs.

As the College only commenced delivering training in the last 12 months, the alumni cohorts are just beginning to emerge as training programmes have been rolled out. However, the College has made good progress in preparing for and establishing the alumni network.

An alumni strategy has been developed through a consultative process that includes clear strategies to support the College's intention to identify and support 'alumni champions', including women champions, for developing a region-wide network of trained alumni and encouraging them to play an opinion setting role.

The alumni strategy (see Box 3) is comprehensive, strategically designed, and has great potential not only to facilitate learning and exchange between alumni but also to influence and shape Australia's "soft power" in PICs through future efforts to (re)educate, (re)train, engage, support, encourage, and incentivise alumni as the College's "brand

Box 3: Highlights of APSC's Alumni Strategy

- Identifying and supporting "alumni champions".
- Linking the "alumni champions" with PSC in-country staff members, ANU staffs and/or security officials.
- Encouraging Alumni to play an opinion setting roles.
- Creating values and incentives for retaining alumni networks.
- Supporting targeted alumni champions to lead sustained learning.
- Developing courses that facilitate and support alumni networking.
- Supporting worthy ideas of alumni champion that align with APSC's aims and objectives.

ambassadors" in their respective countries and the region. Alumni have also been engaged in the preparation of communications pieces such as blogs, profiles on the website etc, which further increases the College's visibility in the Pacific region and beyond.

The College's work in this area has been impacted by the pandemic, which has prevented face-toface alumni networking events. For example, the first **networking event** planned for 2020 that aimed

²⁶ The SO highlights an expectation for DFAT to provide engagement in the establishment of the panel including prequalification and quality assurance processes - see Technical Advisory Services (p) p.10. It is also our understanding that the procurement of the panel should meet Commonwealth Procurement Guidelines.
²⁷ Section 6.2 (f)

to bring together in Port Moresby participants from the first Women in National Security (WiNS) workshop with those that have participated in other recent national security workshops from the policing, defence, and development assistance programs, as well as ANU alumni working in the expanded security area, was cancelled.

Given the expectation that the pandemic restrictions will exist for the foreseeable future, it will be critical that the College is able to create and facilitate virtual network of alumni.

2.3 Efficiency - Programme Management

Our analysis of efficiency explores whether PSC's activities were managed to get the most out of the inputs of funds, staff, and other resources, including continual management of risks.

2.3.1 APSC staffing and aid management

The ANU APSC team is currently based fully in Canberra and the programme does not have a physical footprint in the Pacific. The team comprises a range of short- and long-term contractors, ANU substantive staff, PhD students and seconded staff. There is a wide range of skills and capabilities within the team, s 33(a)(i), s 47C, s 47E(d)s 33(a)(i), s 47C, s 47E(d)

The College is working towards promoting greater diversity amongst its staff. There is a strong gender mix amongst the team and five of its 15 staff are of Pacific Islands origin, which gives the programme a Pacific face. The College has also filled an identified position for an indigenous candidate in line with the requirements of the SO.²⁸

s 33(a)(i), s 47C, s 47E(d)

²⁸ As required by the Service Order 6.2(e).

2.3.3 Monitoring and evaluation framework and system

s 33(a)(i), s 47C, s 47E(d)

Recent changes to the reporting requirements for APSC mean that the College is only required to report annually against the MEL framework and the requirement for quarterly reports has been ended. s 33(a)(i), s 47C, s 47E(d) s 33(a)(i), s 47C, s 47E(d)

s 33(a)(i), s 47C, s 47E(d)

2.3.4 Visibility and Communications

APSC's has established and grown its visibility in Australia and the Pacific through establishing public engagements and online media presence, including website, blogs and social media. This work is supported by a branding strategy, networking strategy, alumni strategy and online pivot, which increases the College's online presence amongst relevant stakeholders and public. A dedicated marketing and recruitment position within the team ensures that there is capacity and workstreams in place to strengthen the College's outreach, communication, and visibility.

The following efforts have been undertaken to mobilise information, knowledge, and communication, and reach out to wider audiences who have an interest in Pacific security:

- COVID-19 "Pacific in Focus" weekly snapshots and blogs, contributing to increase the College's online presence in the Pacific and supports the College's intention to bridge critical information gaps in relation to the pandemic.
- Engaging academics, practitioners, and leaders from across the region to contribute to the "Pacific in Focus" blog series as a venue for knowledge and information sharing and exchange, supports networking as well as visibility.
- "The Pacific Wayfinder", a series of podcasts comprising discussions with regional leaders, rightly focuses on the issues of human security, women in national security, the security challenges posed by the COVID-19 pandemic, election and democracy and climate change crisis.
- A series of informative videos developed and disseminated to present Pacific perspectives on security issues including topics as the Pandemic and Security, and Pacific Resilience.

As a result of these online initiatives and activities, APSC's social media engagement and website visits have increased significantly (see Figures 5 and 6) in the past year.

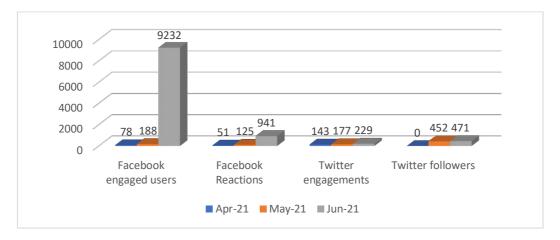


Figure 5: APSC social media engagement progress, June 2021

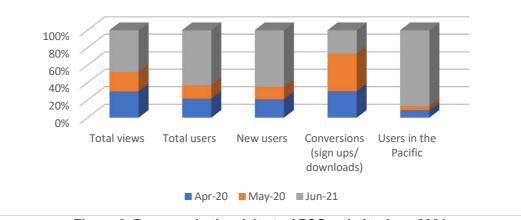


Figure 6: Progress in the visits to APSC website June 2021

s 47C, s 47E(d)

s 47C, s 47E(d)

2.4 Cross-cutting issues

Our inquiry into cross-cutting issues considers key issues and priorities in DFAT's development policies, which directly and indirectly impacts the delivery of an aid programme, making aid portfolios cultural and context-sensitive and ensuring that safeguards are effectively managed. Addressing cross-cutting issues within the APSC's delivery is essential to meet DFAT's aid delivery policy requirements and optimise the College's effectiveness and efficiency considerations.

The APSC has begun to consider key cross-cutting issues within its operational planning and programming direction.

2.4.1 Gender equality

APSC's approach to gender equality builds upon globally learned lessons that gender inequality and social exclusion increases the risk of insecurity and violence,²⁹ and strongly acknowledges the

important role that women are playing in the traditional security sectors including in policing, militaries, diplomacy, the law and justice sector, as well as across the expanded security priorities outlined in the Boe Declaration, including climate change.

This work is supported by a Gender and Social Inclusion Adviser, who provides technical leadership, and is implemented by the whole APSC team, each of whom demonstrated a strong commitment to progressing gender within their respective work areas. We also note the College ensures that a Gender Snapshot report is prepared quarterly and presented to DFAT and the Advisory Group as part of the Director's report.

The APSC Gender Action Plan (GAP) makes an effort to integrate gender sensitivity and gender

Box 4: APSC Gender Approach

- 1. Gender Inclusive Content.
- 2. Women's Participation and Leadership
- 3. Leading by example: A Gender Sensitive Approach.

By ensuring that in APSC courses, technical assistance, and networks:

- Women participate and lead
- Women's perspectives are sought and heard.
- The gender dimensions of security issues are explored and considered.

responsiveness in the programme by concurrently targeting women and promoting women's leadership while working toward developing gender inclusive contents (see Box 4).

In 2019, the College planned the first Women in National Security (WiNS) meeting in PNG which brought over 200 security actors together for dialogue on women and security. This initial meeting generated significant interested and was intended as an incubator for a similar body of work across the Pacific. While these plans have been delayed, the College continues to explore opportunities to build this stream of work and network remotely.

²⁹ Kennedy, C. and Dingli, S. (2018). Gender and security. In: Collins, A. (ed.) Contemporary Security Studies. Oxford: Oxford University Press; True, J. (2016). Explaining the global diffusion of the Women, Peace and Security agenda. International Political Science Review, 37(3), 307-323.

The College's efforts in gender inclusion are currently well demonstrated within the training portfolio for example:

- Efforts have been made to ensure that training content responds to gendered issues of peace and security, include gendered examples and that women are engaged in the design and delivery of modules.
- The development of piloting of Women and Cyber Security training programme which is positioned for wider roll out.
- Gendered targets for all trainings have been established and affirmative efforts to target women have been made.
- Training evaluation assesses the extent to which trainers are perceived as being gender and socially inclusive with eighty-five (85%) of participants reporting satisfaction.

The College is actively promoting gender and security as a key theme, and the profile of women researchers and security actors for example:

- Gender security was a core theme of the 82nd Edition of the **ANU Development Studies Network 'Development Bulletin'** published by the APSC with papers covering security issues for women and children; improving the security of women and children; land security; food security etc. Fourteen of the 32 partners published had at least one female author.
- APSC's collaboration with the Department of Pacific Affairs, for the "Pacific in Focus' website on 'Policy Forum' saw 25 unique women writers author pieces on topics such as:
 - Mentoring to support women's leadership in the Pacific.
 - Widows and Wives In Pacific Politics.
 - Is the Boe Declaration Silent on Gender?
 - Rural Women's Role in Pacific Fisheries.
 - Women's Economic Empowerment in PNG.
 - Pacific Women in Climate Change Negotiations.
 - Supporting women political candidates in the Pacific.
- 256 of the 569 subscribers to the College's quarterly stakeholder newsletter are female.

We also note that three of the four PhD scholarships offered by the College were awarded to Pacific women.

s 47C, s 47E(d)

2.4.2 Disability inclusion

With 15% of people in the Pacific living with a disability³⁰, and Development for All³¹ being a key policy priority for Australia, disability inclusion is an important concern for any Pacific facing programme.

The College understands it has **not to date made significant efforts regarding disability inclusion**; however, the Review Team notes that this was identified by several team members as an important priority moving forwards.

s 47C, s 47E(d)

2.4.3 Climate change and the environment

In line with the Australian Government's *Environment Protection and Biodiversity Conservation Act 1999* (the EPBC Act) and DFAT's *Environment Protection Policy for Aid Programme 2014*³² the APSC design requires the College to:

- Maintain ongoing consultation with DFAT's Environment and Safeguards Section to ensure that the College pays practical attention to climate change and the environment as a key cross cutting issue including understanding the policy settings and legal requirements; conducting environmental assessment and planning; implementing; and monitoring and evaluating; and
- Develop a *Security and Disaster Management Plan,* that complies with DFAT policy guidance and describes measures to ensure safety and security of the APSC staff members and stakeholders.

s 33(a)(i), s 47C, s 47E(d)

. However,

APSC's ooperational manual places an emphasis on an understanding of climate change and security resilience, climate mitigation, and environment security in selecting technical experts and staff members.

³⁰ Pacific Island Fourm (n.d.) Framework for Rights of Persons with Disability. Retrieved from <u>https://www.forumsec.org/framework-for-rights-of-persons-with-disability/</u>

³¹ DFAT (2015). Development for All, 2015-2020: Strategy for Strengthening Disability-Inclusive Development in Australia's Aid Programme. Retrieved from <u>https://www.dfat.gov.au/sites/default/files/development-for-all-2015-2020.pdf</u>

³² DFAT (2014). *Environment Protection Policy for Aid Programme 2014*. Canberra. Retrieved from <u>https://www.dfat.gov.au/sites/default/files/environment-protection-policy-aid-program.pdf</u>

In line with the expanded concept of security articulated in the Boe Declaration, the APSC is, nonetheless, contributing to climate and environmental security through its training and educational programme and research. For example:

- The College staff participated in discussions on the interplay between COVID-19 and climate change, with particular reference to how the COVID-19 pandemic has impacted on climate change negotiations in the Pacific.
- The GAP includes attention to the gendered dimensions of climate security within training and policy discussions, such as women's' role in food and health security.
- The College's Disaster Resilience research initiative takes a cultural-and-context-sensitive area-based approach for the the response and recovery from disasters, inclusive of pandemics, cyclones, flood and drought.

2.4.4 Risk Management s 33(a)(i), s 47C, s 47E(d)

2.4.5 Sustainability

APSC's sustainability plan developed in May 2021 addresses the requirement and seeks to integrate sustainability considerations into the programme. The emphasis on sustainably also aligns with the *Framework for Pacific Regionalism's* objective of 'security that ensures stable and safe human, environmental and political conditions for all'.³³ The plan stresses that sustainability in support of FICs achieving the end of programme outcomes requires empowering Pacific people through the provision of knowledge, skills and networks to address and enhance national and regional security. Moreover, the College's sustainability proposition incorporates a three-dimensional approach consisted of:

• **Research** in relation to Pacific security policies informed by world class research initiatives and knowledge production and dissemination.

³³ The Framework for Pacific Regionalism, 2014, p3, available at: https://www.adb.org/sites/default/files/linked-documents/pacific-robp-2015-2017-sd.pdf

- **Reach** to have Pacific countries' capacity enhanced and security policies developed and implemented. This is underpinned by strengthen Pacific voices and deepened and expanded security debate.
- **Return** in the sense that College activities add value and sustain trusting and professional relationships and networks, with an emphasis placed on existing security networks.

In the above approach, special consideration has been provided to developing educational activities in collaboration with Pacific Island 'champions' and experts to enhance local ownership, commitment and sustainability. From a sustainability point of view, this consideration seems appropriate given that it seeks to mobilise "Pacific experts for Pacific Security".

The sustainability plan further states that the College aims to continue to forge strategic partnerships with Pacific organisations, such as Ministries of Foreign Affairs, Defence, Prime Minister and Cabinet, Health and Agriculture, to address their security priorities. For example, the College's aim to engage the networks of alumni and of Pacific experts and providing a supportive web of professionals to promote and extend security learning and knowledge dissemination can reduce FICs dependence on external actors like Australia in local and regional security related expertise and knowledge production. This is a right approach to sustainability taken by the College.

s 33(a)(i), s 47C, s 47E(d)

4. ANNEXES

Annex 1: List of documents reviewed

- APSC Investment Design Framework
- DFAT Deeds of Standing Offer for the Delivery of the Australia Pacific Security College, June 2019
- DFAT Services Order 1: APSC Core Management Services, June 2019
- Australia Pacific Security College Quarterly Report 1: July to October 2019, November 2019
- APSC Work Plan 2020
- APSC Work Plan 2020-2021
- APSC Digital Pivot 2020
- Australia Pacific Security College Inception Plan, September 2019
- Australia Pacific Security College Quarterly Report 2: November 2019 to January 2020, February 2020
- Australia Pacific Security College Quarterly Report 3: February to April 2020, May 2020
- Australia Pacific Security College Quarterly Report 3: May June 2020
- Australia Pacific College Annual Report, May 2020.
- Australia Pacific Security College Gender Action Plan, February 2020
- APSC MEL Framework Annual Update Year 2.
- Australia Pacific Security College Monitoring, Evaluation and Learning Framework, February 2020
- Australia Pacific Security College Branding Strategy, February 2020
- Australia Pacific Security College Operations Manual, December 2019
- Australia Pacific Security College Capability Assessment, December 2019
- Australia Pacific Security College MEL-GESI Plan, 2020.
- APSC Alumni Strategy 2020-2022
- APSC Gender Action Plan
- APSC Draft Sustainability Plan 2021
- PSC Digital Progress June 2021

Annex 2: List people/stakeholders consulted

	Stakeholder	Contact Details
1	s 22(1)(a)(ii)	DFAT
2	s 22(1)(a)(ii)	DFAT
3	Prof Meg Keen	Director, APSC
4	Henry Ivarature	PSC
5	Jay Caldwell	Deputy Director, APSC
6	s 22(1)(a)(ii)	DFAT
7	s 47F(1)	M&E officer, APSC
8	Michale Pilbrow	SDG
9	Glenn Cummings	SDG
10	As Prof Robert Styles	Former Deputy Director, APSC
11	Salote Tagivakatini	Counsellor, Fiji High Commission in Canberra
12	ACM Mark Binskin (ret'd)	Chair of the APSC Advisory Board
13	Tim George,	National Security Strategies consultant
14	Ms Kalisi Tohifolau	National Crime Commander, Tonga
15	Roshika Deo	Consultant, Fiji
16	Dr Audrey Aumua	Member, APSC Advisory Board
17	Matt Ramage	Assistant Secretary (AS)
		Maritime and Engagement Branch
		Office of the Pacific, DFAT
18	Cris Alves	ANU HR Manager
19	Terio Koronawa	Acting Regional Security Adviser
		Pacific Islands Forum Secretariat, Fiji Islands
20	s 47F(1)	Lawyer, Samoa
21	s 47F(1)	UN Women, Fiji
22	Amanda McCormick	Pacific Faculty of Police, AIPM
23	Cerian Stanfield	PSC, Manager
24	Tuiloma Neroni Slade	APSC Board Member
25	Sir Rabbie Namaliu	APSC Board Member
26	Rhea Moss-Christian	APSC Board Member
27	s 22(1)(a)(ii)	Australian High Commission Papua New Guinea
28	s 22(1)(a)(II)	Australian High Commission, the Solomon Islands
29	s 22(1)(a)(ii)	DFAT, Vanuatu section
30	s 22(1)(a)(ii)	Australian Consulate General, Noumea, New
	- 22(1)(-)(ii)	Caledonia
31	s 22(1)(a)(ii)	AFP, Pacific Operation
32	Ross Ardern	APSC Board Member
33	s 22(1)(a)(ii)	DFAT
34	Ali Gilles	APSC Gender Adviser
35	s 22(1)(a)(ii)	DFAT
36	James McGovern	Independent Design Lead

Annex 3: APSC's Activities to Date

The following list is APSC records of activities undertaken to date and estimated reach. It is provided by the APSC

Activities	#	Dates	Delivery Mode	Countries	# People	Ge	ender	Sectors	
Training Courses						М	F		
PNG and Pacific Policing – Chatham House roundtable for AFP on PNG		September 2019	In person						
Anchoring Strategic Analysis	3	4 – 28 Oct 2019 3 – 6 Feb 2020 15 – 19 Feb 2021	Face to Face (Courses requested by Pacific Fusion Centre)	15 FICs (Cook Islands, FSM, Fiji, Kiribati, RMI, Nauru, New Caledonia, PNG, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu)	43	65%	35%	Police, Foreign Services, IT, Customs, Fisheries, FFA, PICP, OCO, PILON, PIDC, PIFS, SPC, PTCCC, Immigration, Prime Minister & Cabinet, Cyber Security, Maritime, Defense	
Strategic Analysis Course (Remote)	1	9, 10, 11, 16 & 20 Nov 2020	Zoom platform (Request by Pacific Fusion Centre)	Cook Islands, FFA, Nauru, PNG, Australia	10	50%	50%	Foreign Services, Police, Fisheries, Customs	
Leadership Workshop	1	29 July 2020	Face to face	Samoa, Tonga, Tuvalu	4	50%	50%	Fisheries, Immigration, IT, PM&C	
Law Enforcement Regional Exercise	1	25 th Feb 2021 to 4 th March 2021	Zoom in multiple countries from AUS base	PICP, OCO, PIDC, Fiji, Samoa, Solomon Islands	23	74%	25%	Immigration, Police and Customs	
Development of the Fiji National University (FNU) Health Security course	1			Fiji	N/A	N/A	N/A	Student profile Fiji ownership	

Fiji – Climate Induced Security Challenges Workshop	1	23 – 27 Nov 2020	TA support	Fiji	42	75%	25%	Health, agriculture, Defence, Police, PIFS, SPC, Disaster Management, CSOs
Fiji National Security Strategy Implementation (Workshop)	1	2-3 Dec 2019	Face to face delivery by PSC Deputy Directors	Fiji	28	65%	35%	Ministry of Defence & National Security, RFMF, Biosecurity Authority, Police. Revenue and Customs Services, Department of Immigration, Environment, Ports Corporation, Ministry of Health, Maritime Safety Authority, I- Taukei Land Trust Board, Ministry of i-Taukei Affairs (MITA), Fiji Navy
Cyber Empowerment, Safety & Security	1	15 Dec 2020 & 6 – 7 Jan 2021		Fiji	10		100%	Market vendors
JHOPS Webinar Series	3	26 Oct 2020 29 Oct 2020 2 Nov 2020	Online (zoom)	Cook Islands, Fiji, France, Japan, Samoa, Solomon Islands, Tonga, Australia, New Zealand	92	67%	33%	Maritime, HADR, Border Security,
Pacific Partner Engagement								
Security Analytical Workshops	6	17 Oct 2019 25-27 Sept 2019 25 Oct 2019 6 Nov 2019 26 Nov 2019 23 January 2020	In-country	Fiji, PNG, Samoa, Solomon Islands, Vanuatu Tonga	93	N/A	N/A	Foreign Services, IT, Customs, Prime Minister, Agriculture, Banking, Natural Resources, SPREP, PIDC, PTCCC, Revenue, Agriculture & Fisheries
Support to Tonga National Security Strategy		ongoing		Tonga	N/A	N/A	N/A	Police, Prime Minister's Office, IT

Pacific Island Forum – Regional Frameworks (Transnational Organised Crime Deterrence; Human Security)		ongoing	Virtual (for now)	Regional				Multi-agency; multi-country
Pacific Community - SPC		ongoing	Virtual	Regional	Support for webinar s which are reaching 100s; briefing papers; info graphics			Food security
Discussions with National Research Institute, PNG – partnership to offer Women in National Security training (aka Women, Peace and Security training).		Suspended due to COVID in PNG	In-country - PNG					Multi-agency (building on first successful PNG WiNS workshop & Fiji Cyber Safety workshop
UN Women joint activities on Cyber Safety for Women, and Women, Peace and Security (latter under development)	1	ongoing	In-country	Fiji, Solomon Islands	N/A	N/A	N/A	Multiple agencies to be involved in both initiatives.
Asia Pacific Centre for Security Centre (Hawai'i)		ongoing	Virtual	Regional - podcasts				Multiple security agencies, mainly maritime / traditional security
Research								
COVID-19: The Pacific Response	47	Ongoing, fortnightly	Fortnightly open-source analysis of COVID-19 related developments in PICS					See media summaries strong reach in Australia and Pacific

Food Security in the Pacific								
Outputs: ACIAR-ANU-CSIRO : COVID- 19 & Food Systems in the Indo-Pacific: An assessment of vulnerability, impact and opportunities for action. (PSC – M Keen was on reference	1	Work throughout 2020, Publication 2020	Public Report	Regional				Food security, environment- human security, resilience Multi-agency;
committee; N Thomson (PSC Consultant) was on writing team).	2 2	Work through 2021	webinars, reports, graphic design.	Regional (SPC members)	100s reached			
SPC Food Systems Working group (preparation for UN Food Systems Summit) – ongoing to end of year	2	March 11 and July 13, 2021	Support on engagement. Briefing	Australian officials				
DFAT Branch Briefing for Annual Planning day – food and climate security in the Pacific								
All the above research has also involved DFAT who we work closely with.								
Strengthening Local Approaches to Disaster Preparedness and Response	3	Research project spanning June 2020 – 2021	Locally based consultants supported remotely by PSC	Fiji, Solomon Islands, Vanuatu	40 intervie wees	55%	45%	Humanitarian, Resilience, Disaster
Outputs: Details later in table		Research 2019-20;		International				

[]		- <u>1</u>	
2 Book Chapters – Urbanisation at Risk in the Pacific and Asia: Disasters, Climate Change and Resilience in the Built Environment.	Published 2020 23 September 2020 3-4 December 2020		
UNSW Podcast on Resilience at Risk	September 2020		
URAP Pacific Resilience Panel on project (and organized panels with a Pacific Focus) (more details below)	30 June 2021 March 2021		
Harvard Humanitarian Initiative (Harvard University) podcast	June 2021		
UN Shelter Working Group Panel	1 June 2021		
3 Research Reports	1-2 July 2021		
2 PSC blogs and 1 Lowy Institute	22 June 2021		
USP Seminar (details below)	May and ongoing		
Research Development Initiative (RDI) online conference			
Presentation for the government roundtable on climate change (Pacific issues)			

for the Climate Change Institute. Short video on findings shared by UN Shelter Working Group (international), PIF Pacific Resilience Partnership Virtual Conference (PIF Member Countries) and used in USP teaching.							
Transnational Organised Crime in the Pacific Outputs: PSC Discussion Paper: Intersecting Vulnerabilities: New Approaches to Countering Transnational Crime in the Pacific 3 x Policy Forum blogs 1 x Op Ed 1 x co-authored Development Bulletin "Perspectives on Pacific Security: Future Currents" (82) journal article 2 x Global Initiative Transnational Organised Crime (GI-TOC) roundtables	1	Research project spanning 2021 Draft submitted for peer review 30 June 2021 March and April 2021 March to June 2021	NZ-based consultant supported remotely by PSC	Pacific wide	25 intervie wees		
		March 17 2021					

9 x media interviews (radio, print and TV)						
Attended Mana Pacific workshop on geopolitics and sustainable energy in the Pacific Islands by invitation only		June 2021				
Attended New Zealand Department of Prime Minister and Cabinet 'National Security' one day workshop by invitation only						
Appointed (by Invitation only) to the Global Initiative Transnational Organised Crime (GI-TOC) expert panel (one of 20 experts in Oceania; one of 30 in Asia)						
Political Stability Outputs:						
The hidden dimension to political instability: insights from ministerial durations in Papua New Guinea from 1972- 2017 article submitted to Asia & the Pacific Policy Studies Journal	1	2 July 2021	Journal Article	PNG focused		
1 blog						
NSC/university lectures						

Environmental Security Output: Journal Article: Can Greater Transparency Improve the Sustainability of Pacific Fisheries? Marine Policy. 2020.	1			International				Environmental Security/Fisheries
Security Overview/General Pacific in Focus – Development Bulletin special edition Feb 2021	1			500 publications circulated over 100 downloads on line version		N/A		
PSC PhD Scholarships	1			Kiribati, PNG, Samoa	4	25%	75%	
Public and Government Engagements					NB estimate as data held by hosts			
PSC public lecture, Forum Fisheries Agency (FFA) address by Dr Manu Tupou- Roosen	1	18 September 2019	Presentation		80			
PSC Regional Fisheries Roundtable	1	18 September 2019			10			
Presentation to FFA delegates at FFA General Meeting, and 40 th Anniversary FFA dinner	1	1/11/2019	Presentation		Over 70			
Presentation to National Security College Senior Executive course on Pacific security issues	1	November 2019	Presentation		About 20			

Presentation to the Pacific Islands Forum Visiting Pacific Resilience Facility	1	November 2019			4	
Presentation to Pacific Islands Chiefs of Police meeting	1	5 February 2020	Presentation		About 25	
PSC briefings to outgoing Australian diplomats to Pacific postings (Cook Islands, Niue, Palau, Kiribati) and AFP deployees	1	March and April 2020				
Briefing to Pacific Island Leadership and Governance Program (PILAG)	1	5 May 2020			About 10	
The Pacific and Australia: Our Shared Future	1	18 June 2020	Online conference	Global conference, Australia, Samoa, Fijian ministers		
Briefing to Australian parliamentarians on COVID-19 in the Pacific	1	25 June 2020			About 15	
Roundtable with the PNG Prime Minister and National Executive Council	1	19 June 2020			About 20	
Briefing with the PNG National Research Institute, and discussion on future collaboration	1	16 June 2020			2 Senior Officers	
Oceania Customs Organisation: TNOC Disruption	1	2 June 2021	Online conference	Law enforcement officials from Pacific countries	60	Officials with responsibility for customs enforcement
Asia Pacific Week: Health Security in the Pacific	1	23 June 2021	Online Conference	ANU students and alumni from the Asia Pacific Region	85	Strongest ever Pacific focus and representation to APW
COVID-19 and Maritime Management: Meeting the Challenge	1	15 October 2020	Online conference	Global conference with FFA, PNA, RMI, Fiji	50-70	

				hosted by PSC, Pew Trust and APCSS			
Urban Resilience Asia Pacific (URAP) Conference	1	3-4 December 2020	Online conference	Global conference with presenters from eight countries across Europe, Pacific, North America and Asia,	150 register 2200 views online	N/A	13 universities 10 think-tanks, ADB, World Bank, 3 NGOs, 3 city municipalities, UN- Habitat and Arup
DSS Visiting Fellow to the Australian War College. Delivered lecture on Narrative to security needs of South Pacific States (1 lecture and 3 days of syndicate meetings)	1	10-12 May 2021	Face-to-face	2 FICs (Fiji and PNG), Australia, Afghanistan, Canada, India, Indonesia, Japan, Jordan, Malaysia, New Zealand, Philippines, Singapore & Vietnam	50		Navy, Army, Air Force, Defence APS & AFP
Elections and politics in Papua New Guinea (Seminar) organized by Dev Policy & University of PNG	1	28 April 2021	Virtual	PNG			
Understanding the Pacific – panel discussion; ANU Department of pacific Affairs	2	16 & 22 June 2021	Face-to face	Australia	About 35		DFAT (trainee diplomats)
USP Seminar – Building Pacific Resilience	1	1 June 2021	Online conference	Post graduate students from 10 PICs	84	N/A	Students studying disaster risk reduction and resilience
Urban Settlement Working Group (USWG) Panel	1	30 June 2021	Online conference	Global conference based out of Geneva. Seeking to increase Pacific presence and voice	178 register ed; downloa ds ongoing; PSC Resilien ce Synthesi s Report		Global humanitarian practitioners with a strong Global Shelter Cluster Presence

Pacific Lockdown – documentary premiere 10 th March 2021	1	posted to their websiteEvent attended by 150150 at event; downloa ds and community in 	N/A	
Pacific Lockdown – documentary showings around the Pacific	4	Vanuatu, Guam, PNG (through main TV broadcasting) Pew Trust	N/A	
Pacific Resilience: Putting People First Video		Available online Emailed Available online Emailed Available online Emailed Available online Shown Available online Shown		Urban disaster practitioners Pacific Island Resilience Professionals

LEX8209

Visits to online platforms						
• Pacific In Focus		Weekly	84 blogs viewed by all countries	35000 (averag e Pacific Readers hip monthly 20.59%)	N/A	
Trendlines		Fortnightly	310 followers	480		
PSC Facebook		Daily	500+ subscribers	viewers per blog on average		
Newsletter	6	Quarterly	New PSC series: can			
Podcasts			attract 84 plus listeners (Samoa elections), with steadily growing following. ³⁵			

³⁵ To demonstrate podcast/broadcast reach, the recent broadcast by Prof Keen with the Minister for International Development and the Pacific and the New Zealand High Commissioner attracted over 600 (and growing) listeners.