



one vision
one identity
one community

ASEAN Regional Study on Women, Peace and Security



This publication was produced by the ASEAN, USAID Partnership for Regional Optimization with the Political-Security and Socio-Cultural Communities (PROSPECT), and UN Women and made possible by the support of the American people through the United States Agency for International Development and the contribution of UN Women. The views expressed in this publication are those of the authors and do not necessarily represent the views and policies of USAID, the U.S. Government, UN Women, or the United Nations or any of its affiliated organizations. The designations employed and the presentation of material do not imply the expression of any opinion whatsoever on the part of UN Women concerning the legal status of any country, territory, city, or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. For a list of any errors or omissions found subsequent to the report launch please visit the ASEAN website.



USAID
FROM THE AMERICAN PEOPLE



UN WOMEN



ASEAN Regional Study on
Women, Peace and Security

FOREWORD

by *H.E. Dato Lim Jock Hoi*
Secretary-General of ASEAN



ASEAN is committed to achieving gender equality and the empowerment of all women and girls. Recognising that women are agents of change and catalysts to sustain peace, foster prosperity and safeguard social cohesion, strengthening effective mechanisms to promote this agenda becomes an increasingly important task. This goal is also in line with the region's vision of an inclusive community that promotes high quality of life, provides equitable access to opportunities for all, and supports the protection of human rights.

In 2017, the adoption of the Joint Statement on Promoting Women, Peace and Security in ASEAN at the 31st ASEAN Summit signified a landmark step in the region's commitment to address the pivotal roles that women play in peace building, conflict prevention, resolution and recovery. Subsequently, the ASEAN Ministerial Dialogue on Strengthening Women's role for Sustainable Peace and Security held in September 2020 reiterated our determination to ensure the integration of women, peace and security (WPS) into regional policies and framework across the three ASEAN community pillars of Political-Security Community, Economic Community, and Socio-Cultural Community.

ASEAN continues to demonstrate tireless efforts in promoting the WPS agenda from a wide range of perspectives, including policy advocacy, inter-sectoral dialogues, as well as training and capacity building activities. The year 2021 marks a significant step in advancing the WPS agenda as ASEAN prepares to commence the development of the Regional Plan of Action on Women, Peace and Security.

This pioneering study seeks to present a robust foundation to establish an ASEAN-wide common understanding on WPS, while encouraging nuanced interpretations at the national and local levels. Furthermore, this report offers inspiring case studies, insights on emerging issues requiring a coordinated and gender-responsive approach from stakeholders, proposes gender-inclusive policy and program recommendations, as well as identifies opportunities to enable ASEAN ownership and engagement on WPS.

We are encouraged to create a stronger WPS architecture for the region, to continue regular policy dialogues and consultations, to build capacity for gender mainstreaming and expertise for WPS, and importantly to mainstream the WPS agenda and commitments into the ASEAN Community pillars and work plans of ASEAN Bodies while raising awareness and public knowledge.

I hope that the recommendations presented in this report will serve as a reference for our regional plan of action on the WPS. This is to ensure gender equality and empowerment of women and girls towards realising a caring, prosperous and sustainable ASEAN community.

A handwritten signature in black ink, appearing to read "Lim Jock Hoi".

Dato Lim Jock Hoi
Secretary-General of ASEAN

FOREWORD

by *Noeleen Heyzer, Ph.D.*
UN Under-Secretary-General
(2007-2015)

Member of the UN Secretary-General's High-level Advisory Board on Mediation



2020 was to be a pivotal year to revitalise commitment to achieve gender equality and empowerment for women and girls everywhere. It marked the 25th anniversary of the Beijing Declaration and Platform for Action (1995), a five-year milestone towards achieving the 2030 Agenda for Sustainable Development, and the 20th anniversary of the UN Security Council Resolution (UNSCR) 1325 – the first global normative framework on Women Peace and Security (WPS) that addresses the changing nature of conflicts, the use of sexual violence as a weapon of war, the issues of exclusion and injustice, and the importance of women's participation in peace and development.

Over the past two decades, the international community has increasingly recognised that inclusive peace processes are more likely to lead to lasting peace. Women's participation and influence in peace and security matters are important not only to ensure respect for women's rights, but also fundamental to build a solid foundation for peaceful and just societies. The landmark UNSCR 1325 provides four pillars: prevention, protection, participation, and peacebuilding and recovery to support the rebuilding of communities and lives. It is even more relevant to addressing today's pressing challenges, including the need for inclusive mediation and to build social cohesion, counter entrenched discrimination and exclusion, and manage and resolve ongoing conflicts of today, and to prevent the relapse and emergence of the conflicts of tomorrow.

During the COVID-19 global pandemic, the WPS agenda has never been more relevant in ASEAN. The pandemic is a conflict multiplier which has limited efforts and exacerbated challenges to sustaining peace, to the protection and promotion of human rights and human development in ASEAN. It is causing immense human suffering and has exposed vulnerabilities in social, political, and economic systems, deepening the inequalities and humanitarian challenges worldwide. People are becoming jobless, the informal work sector has been decimated and women are falling into poverty on an unprecedented scale. Despite being disproportionately affected by the pandemic, women have arisen as change agents and frontline responders, making up the majority of community and health workers, educators at home, and caring for children, ill family members and the elderly. Understanding the linkages between peace, inclusive development and humanitarian action is critical in the response to the needs of those affected. Women have a central role to play in preventing the fracturing of society and to build foundations for restoring confidence and sustaining peace.

ASEAN's dynamism can only be maintained through a deeper social transformation that invests in all people, ending discrimination and gender inequality, leaving no one behind as it commits to building a people-centred community and delivering the 2030 Agenda for Sustainable Development and the SDGs. It is vital to leverage the full, equal and meaningful leadership as well as participation of women – from political

decision-making to peacebuilding and pandemic response. The WPS agenda offers an important pathway to ASEAN's transformative recovery and journey towards sustainable development, shared prosperity and a secure future.

This study consolidates good practices and lessons learned on WPS, including key recommendations that have emerged from ASEAN-owned experiences and context to pave the way forward. Sustaining peace must start at building peace where it already exists. At the same time, women's empowerment cannot be accomplished without the active engagement of men and boys in promoting the rights and dignity of women and girls. This must be seen in the best interest of the entire ASEAN community to guarantee the achievement of a sustainable and inclusive future, and genuine progress towards a people-centred ASEAN as a whole.

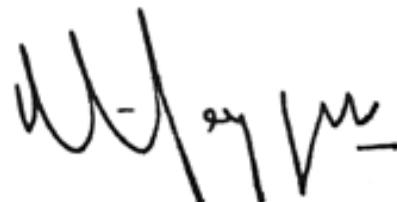
Since the landmark adoption of the ASEAN Leaders 'Joint Statement on Promoting Women, Peace and Security in ASEAN' in November 2017, ASEAN has made significant progress in advancing its WPS agenda, including establishing the ASEAN Women for Peace Registry in 2018, convening the first ASEAN Symposium on Women, Peace and Security in 2019, and setting up the Southeast Asia Network of Women Peace Negotiators and Mediators in 2020. The ASEAN Ministerial Dialogue on Strengthening Women's role for Sustainable Peace and Security in 2020 has reiterated ASEAN's commitment to enhance the role of women in peace processes, conflict prevention and resolution, post-conflict reconstruction and rehabilitation and expand networks of women in peace and security. It also encouraged inter-sectoral collaboration across the three ASEAN community pillars to have a more holistic and integrated approach for the progress of ASEAN and its people.

Under the ASEAN-UN Comprehensive Partnership, ASEAN and the UN continue to work closely together in support of ASEAN's WPS agenda. At the global level, increasing numbers of ASEAN women military and police peacekeepers are providing valuable contributions to UN peacekeeping operations and women from ASEAN countries are engaged in global initiatives to share their unique peacemaking and peacekeeping experiences. At the regional level, the ASEAN-UN Regional Dialogue on WPS in 2017 focused on the

critical role of women in conflict prevention and preventing violent extremism, identifying new and emerging challenges for the WPS agenda on such a dedicated platform for the first time.

Looking ahead, the UN remains committed to working closely with ASEAN on the implementation of the ASEAN-UN Plan of Action 2021-2025 and in support of the WPS agenda, including critical areas such as conflict prevention and mediation, women's peacekeeping and peacebuilding, strengthening women's leadership and meaningful participation, as well as preventing violent extremism and trafficking in persons, ending conflict-related sexual violence and strengthening legal protection for women human rights defenders. In support of these joint efforts to advance WPS, ASEAN, the UN and all partners must redouble their efforts to gender mainstream all their work, to empower women and girls in ASEAN, to strengthen the security-sustainable development-human rights nexus and achieve the Agenda 2030 for Sustainable Development for all.

I am honoured to have been part of ASEAN's collective journey to integrate WPS into the life and the work of the ASEAN community. As ASEAN moves ahead on this effort, it can be assured of the support of the United Nations.



Noeleen Heyzer, PhD
UN Under-Secretary-General (2007-2015)
Member of the UN Secretary-General's
High-Level Advisory Board

FOREWORD

by *Ryan Washburn*
USAID Principal Officer to ASEAN



At the turn of the new millennium, the international community lauded the unanimous passage of the landmark UN Security Council Resolution 1325 on Women, Peace, and Security (WPS) in October 2000. A triumph for grassroots activists and women's organizations around the world, UNSCR 1325 established an international framework for integrating issues of peace and security within the global women's movement and paved the way for successive resolutions to further elaborate the WPS Agenda. Twenty years on, there has been notable progress, yet much work remains.

The United States Government has been pleased to partner with the Association of Southeast Asian Nations (ASEAN) and UN Women to research, draft, and launch the Regional Study on Women, Peace, and Security in ASEAN. For the first time, ASEAN will have a baseline through which to chart its progress on the WPS agenda and to inform next steps toward a more inclusive, peaceful, and secure ASEAN Community. We commend the leadership of ASEAN and the tireless efforts of the team of researchers, advisers, and reviewers supporting this study amidst the uncertainties and challenges of COVID-19. This groundbreaking study underscores what can be achieved through concerted cooperation across different countries, sectors, and segments of society—a hallmark of the 'ASEAN Way.'

Since its founding, ASEAN and its Member States have cooperated with one another in addition to international actors to maintain regional peace, address shared security concerns, and advance mutual development to uplift their citizens. Notably, ASEAN Member States have avoided

major intra-regional conflict in the 53 years since its founding. However, ASEAN must now contend with new security challenges, which are unprecedented in scale and complexity. These challenges, including increased radicalization and violent extremism, trafficking in persons, extreme weather events resulting from a changing climate, and unprecedented public health emergencies, threaten the regional stability and development gains. Amidst this backdrop, and drawing upon the aspirations of the ASEAN Community Vision 2025, there is now growing momentum to advance the WPS agenda in ASEAN. Signaling ASEAN's commitment, the Leaders adopted the Joint Statement on Promoting Women, Peace, and Security in ASEAN during the 31st ASEAN Summit in November 2017.

Also in 2017, the United States passed the "Women, Peace, and Security Act," becoming the first country in the world with a comprehensive law on WPS. The U.S. Government's 2019 Strategy on WPS articulates a whole-of-government approach for promoting the meaningful inclusion of women to prevent, mitigate, resolve, and recover from deadly conflict or disaster. In August 2019, the United States joined ASEAN and other Member States in issuing a Joint Statement on Promoting the Women, Peace, and Security Agenda at the ASEAN Regional Forum. Taken together, these policies affirm the belief that nations are more prosperous and peaceful when women are empowered to meaningfully participate in civic and economic life, which necessarily begins with ensuring women and girls are protected from violence, abuse, and exploitation.

As a strategic partner of ASEAN, the United States, through the U. S. Agency for International Development (USAID) is eager to cooperate with ASEAN in operationalizing our common commitment to the WPS agenda. In August 2019, the U.S. supported ASEAN's first Regional Symposium on Implementing the Women, Peace and Security Agenda in ASEAN in Phnom Penh, Cambodia. USAID also welcomed the formation of a new ASEAN WPS Advisory Group, which began convening earlier this year. This Regional Study on Women, Peace, and Security in ASEAN establishes a base of evidence that ASEAN can advance a common WPS framework. We are optimistic that ASEAN will take action on the study's recommendations, particularly the formulation of a multisectoral Regional Plan of Action for implementing the WPS agenda. Building, strengthening, and maintaining cross-national, cross-sectoral connections and common ground on WPS will be a critical—and powerful—next step for the ASEAN Community.

While the international community marks the 20th anniversary of UN Security Council Resolution 1325 amidst the global tumult and devastating toll of the COVID-19 pandemic, we are reminded of the gender dimensions of humanitarian crises. As the Regional Study highlights, COVID-19 health and economic crises have exacerbated existing gender and socioeconomic inequalities, meaning women and girls have less access to needed healthcare and information, are at greater risk of getting sick as frontline workers and family caregivers, and are more likely to face gender-

based violence. The crisis has simultaneously reinforced the importance of cooperation to recover and enhance future resiliency to such threats while sustaining development gains.

The United States looks forward to ongoing collaboration with ASEAN and other key stakeholders in the advancement of the WPS agenda and the promotion of security and sustainable peace in the Indo-Pacific region and around the world. To quote the esteemed 20th century human rights advocate, diplomat, and former First Lady of the United States, Eleanor Roosevelt: "It isn't enough to talk about peace. One must believe in it. And it isn't enough to believe in it. One must work at it."

Let us continue to work for peace, together.



Ryan Washburn

USAID Principal Officer to ASEAN

ACKNOWLEDGMENTS

The ASEAN Regional Study on Women, Peace and Security (WPS) is a product of a joint effort led by the ASEAN Committee on Women (ACW) and ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) and supported by the ASEAN Secretariat, ASEAN-USAID Partnership for Regional Optimization within the Political-Security and Socio-Cultural Communities (PROSPECT), and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

The successful completion of the study would not have been possible without the strategic guidance and leadership of the ACW-ACWC WPS Advisory Group, and the commitment and expertise of the research team from *All In for Development* subcontracted by ASEAN-USAID PROSPECT. In addition to the members of the WPS Advisory Group, members of the broader ACW and ACWC as well as other ASEAN bodies and entities also contributed to the study, including the ASEAN-Institute of Peace and Reconciliation (ASEAN-IPR), ASEAN Women for Peace Registry (AWPR), ASEAN Committee on Disaster Management (ACDM), Senior Officials Meeting on Transnational Crime (SOMTC) and ASEAN Intergovernmental Commission on Human Rights (AICHR).

The ACW and ACWC wish to acknowledge the tireless support of the Poverty Eradication and Gender Division (PEGD) of the ASEAN Secretariat led by Dr. Sita Sumrit and the ASEAN-USAID PROSPECT team, in particular Keith Doxtater, Sara Lehman, and Zullia Saida for their ongoing management and technical guidance to the research and drafting of the regional study as well as recognizing the valuable contributions and support from Diman Simanjuntak, William Trigg, and Julie Chen from the USAID ASEAN office.

For strong technical guidance and substantive contribution to the drafting of the report, the ACW and ACWC would also like to give special thanks to the UN Women team, led by Ruangkhaoy Ryce Chanchai and Alison Davidian and technical inputs from Mohammad Naciri, Sarah Knibbs, Jamshed Kazi, Nicolas Burniat, Elisa Fernandez Saenz, Carla Silbert, Vu Phuong Ly, Thuyanh Tran, Thi Lan Phuong Le, Kim Lan Nguyen, Vipunjit Ketunuti, Saranya Chittangwong and Prim Devakula. Appreciation is also extended to Tanisha Hewanpol, Mark Harris and colleagues from the UN Department of Political and Peacebuilding Affairs and Peace Operations (UN DPPA DPO) for their review and inputs.

The study was researched and drafted by a team of experts from *All In for Development*, led by Irene Santiago and Mirsad "Miki" Jacevic, with significant contributions from the following national and U.S.-based researchers: Irene Gayatri (Indonesia), Khin Ma Ma Myo (Myanmar), Wilfredo "Willy" Torres (Philippines), Mely Caballero-Anthony, PhD (Singapore), Duanghathai "Nuch" Buranajaroenkij, PhD (Thailand), Pham Thi Thuy Chi or Chi Pham (Viet Nam), Carol Yuen Ai Zhen (Singapore), William Owens, Jim Della Giacoma, Jack McCarthy, Nerea Aparicio, Vilashini Somiah, PhD, and Margo Pottebaum. The executive summary was drafted with support from Jacqui True.

Ensuring quality production of the study, the ACW and ACWC would like to thank Kara Shulz from Development Alternatives, Inc. (DAI), who provided copy editing support and UN Women for facilitating the design and layout of the report.

ACRONYMS AND ABBREVIATIONS

A/PEA	applied political economy analysis	AMMW	ASEAN Ministerial Meeting on Women
AADMER	ASEAN Agreement on Disaster Management and Emergency Response	APEC	Asia-Pacific Economic Cooperation
ACDM	ASEAN Committee on Disaster Management	APF	ASEAN People's Forum
ACMW	ASEAN Committee on the Implementation of the Declaration on the Protection and Promotion of the Rights of Migrant Workers	APSC	ASEAN Political-Security Community
ACTIP	ASEAN Convention Against Trafficking in Persons, Especially Women and Children	ARF	ASEAN Regional Forum
ACSC	ASEAN Civil Society Conference	ASCC	ASEAN Social-Cultural Community
ACW	ASEAN Committee on Women	ASEAN	Association of Southeast Asian Nations
ACWC	ASEAN Commission on the Promotion and Protection of the Rights of Women and Children	ASEAN-IPR	ASEAN Institute for Peace and Reconciliation
ADMM	ASEAN Defence Ministers' Meeting	ASEC	ASEAN Secretariat
AEC	ASEAN Economic Community	AWEN	ASEAN Women Entrepreneurs Network
AFP	Armed Forces of the Philippines	AWPR	ASEAN Women for Peace Registry
AHA Centre	ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management	CEDAW	The Convention on the Elimination of all Forms of Discrimination Against Women
AICHR	ASEAN Inter-Governmental Commission on Human Rights	CSO	civil society organization
AIPA	ASEAN Inter Parliamentary Assembly	DEVAWC	Declaration on the Elimination of Violence Against Women and Children in ASEAN
AMMTC	ASEAN Ministerial Meeting on Transnational Crimes	DDR	disarmament, demobilization, and reintegration
AMS	ASEAN Member States	DND	Department of National Defense (Philippines)
		DRR	disaster risk reduction
		EU	European Union
		EEP	Experts and Eminent Persons

ERAT	Emergency Response and Assessment Team	RAN-P3AKS	National Action Plan on Empowerment and Protection of Women and Children in Social Conflict (Indonesia)
GBV	gender-based violence		
GAD	Gender and Development	RPA on P/CVE	ASEAN Plan of Action to Prevent and Counter the Rise of Radicalization and Violent Extremism
IDP	internally displaced persons		
LAP	Local Action Plan	SBP	Southern Border Provinces (Thailand)
LGU	local government units	SDG	Sustainable Development Goals
MELA	monitoring, evaluation, learning, and accountability	SOMTC	ASEAN Senior Officials' Meeting on Transnational Crime
NAP	National Action Plan	SSR	security sector reform
NGO	nongovernmental organization	TIP	trafficking in persons
NSPAW	National Strategic Plan for the Advancement of Women (Myanmar)	UN	United Nations
OECD	Organisation of Economic Co-operation and Development	UNGA	United Nations General Assembly
OPAPP	Office of the Presidential Advisor to the Peace Process (Philippines)	UNPKO	United Nations Peacekeeping Operations
P/CVE	preventing and countering violent extremism	UNSCR	United Nations Security Council Resolution
PCW	Philippine Commission on Women	U.S.	United States
PDR	People's Democratic Republic (Lao)	USAID	United States Agency for International Development
POA	Plan of Action	VAW	Violence Against Women
PROSPECT	Partnership for Regional Optimization with the Political-Security and Socio-Cultural Communities	WAIPA	Women Parliamentarians of the ASEAN Inter Parliamentary Assembly
		WE Act 1325	Women Engaged in Action on 1325 (Philippines)
		WPS	Women, Peace and Security

CONTENTS

Executive Summary	1
Section 1: Overview of Women, Peace and Security	5
1.1 United Nations Security Council Resolution 1325	6
1.2 Emerging Issues in the Women, Peace and Security Agenda	8
1.3 Other Regional Organizations	10
Section 2: Purpose, Scope and Methodology of the Study	11
2.1 Purpose	11
2.2 Scope	11
2.3 Structure	12
2.4 Audience	12
2.5 Objectives	12
2.6 Analytical Framework	12
2.7 Data Collection Methods	13
2.8 Constraints of the Study	14
Section 3: Women, Peace and Security in ASEAN	16
3.1 Introduction: ASEAN Regional Policy and Normative Frameworks for Gender Equality	16
3.2 Women Peace and Security in ASEAN	17
3.3 ASEAN Community Pillars, Sectoral Bodies, Institutions, and Entities relevant to Women, Peace and Security	19
3.4 The Role of Civil Society Organizations	30
3.5 Case Analysis: COVID-19 and Women Peace and Security in ASEAN	33
Section 4: Implementation of Women, Peace and Security Agenda in ASEAN and ASEAN Member State	36
4.1 How is the Women Peace and Security Agenda Advancing in South East Asia?	36
4.2 How is the Women Peace and Security Agenda Advancing at the country Level?	42
4.3 What are the Key Opportunities and Challenges for ASEAN Member States to Advance the Women Peace and Security Agenda?	65
4.4 Additional Findings	70
Section 5: Conclusions	71
5.1 Key Observations	71
5.2 Toward an Integrated Women Peace and Security Framework	73

Section 6: Recommendations	75
6.1 To the ASEAN Communities, Sectoral Bodies, Institutions, and Entities	75
6.2 To the ASEAN Member States	80
6.3 To the International Community	82
Annex: Members of the ACWC-ACW Advisory Group on Women, Peace and Security	85
Endnotes	88

FIGURES

Figure 1: UN Security Council Resolution 1325 (UNSCR 1325) and follow-on Resolutions since 2000	7	Figure 11: Key points of engagement: ASEAN and CSOs	31
Figure 2: KII Statistics: ASEAN Regional Study on WPS	13	Figure 12: Key take-aways from civil society engagement in the Philippines	32
Figure 3: Regional Policy and Institutional Frameworks for Human Rights and Gender Equality	16	Figure 13: ASEAN Statement on COVID-19	33
Figure 4: ASEAN Policy Instruments Relevant to Women, Peace and Security	17	Figure 14: Peacekeeping Contributions by ASEAN Member States	37
Figure 5: Quote from Dr. Noeleen Heyzer on the Joint Statement (2019)	18	Figure 15: Women Representatives in Parliaments by ASEAN Member State	37
Figure 6: ASEAN Joint Statement Four Pillars of WPS	18	Figure 16: Disaster Laws and Plans, and Responsible Ministries in ASEAN Member States	39
Figure 7: ASEAN Community Pillars, the sectoral bodies and entities relevant to WPS	20	Figure 17: Key Recommendations from Indonesia's National Digital Consultation Review of RAN P3AKS (2020)	45
Figure 8: ASEAN Mechanisms related to WPS	23	Figure 18: The Three Iterations of Philippines National Action Plans for WPS	49
Figure 9: ARF Joint Statement on WPS	25	Figure 19: Key lessons from the Philippines National Action Plan 2017-2022 (summarized from 2014 consultations)	50
Figure 10: ASEAN APSC Mechanisms related to WPS (ADMM/ADMM-Plus)	26	Figure 20: ASEAN Commitments to WPS	72
		Figure 21: Critical Stakeholders for an ASEAN Regional Plan of Action on WPS	75

EXECUTIVE SUMMARY

Since 2000, and the adoption of United Nations (UN) Security Council Resolution 1325, the Women, Peace and Security (WPS) agenda has promoted women's "equal participation and full involvement in all efforts for the maintenance and promotion of peace and security." WPS has now become a priority for the Association of Southeast Asian Nations (ASEAN) in line with the ASEAN Charter that "the peoples and Member States of ASEAN live in peace with the world at large in a just, democratic and harmonious environment." WPS is not a niche agenda for women; it is a gender equality and peace agenda that seeks to mainstream gender perspectives on the differential impact of security policies and crises on women and men in order to better enable governments and people to prevent, prepare for, and/or respond to them.

In 2017, the ASEAN Committee of Women and the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) produced for the first time a Joint Statement on Promoting Women, Peace, and Security in the ASEAN region. That statement recognized the importance of women's participation in the political, security, and justice sectors, and encouraged women's full participation in peace processes as negotiators, mediators, and first responders, including in the prevention of violent extremism. It defined security broadly, to encompass economic security, health pandemics, and disaster and climate change management and it committed to addressing the root causes of armed conflicts and violent extremism, which include gender inequality, discrimination, and poverty. This first ASEAN WPS statement was subsequently reaffirmed by a Joint Statement of the ASEAN Foreign Ministers in 2019.¹

In recent years, we have seen significant momentum to advance an ASEAN regional normative framework for WPS, especially in the sectoral bodies under the ASEAN Political and Security and Socio-Cultural Community Pillars. The ASEAN-UN Plan of Action (POA) 2021–2025 adopted on 22 October 2020 explicitly aims to promote WPS as a multilateral approach to sustaining regional and global peace and security. Gender mainstreaming and cross-sectoral collaboration are seen as critical to advance WPS agenda in the region in this second ASEAN-UN POA²

This is a promising development in the ASEAN region. It is vital that ASEAN Member States come together to respond to traditional and nontraditional security threats and cross-border governance challenges, including pre- and post-conflict environments of gendered inequality and violence that destabilize communities and may undermine regional stability and peace. The WPS agenda is wide-ranging and goes beyond recognized situations of armed conflict, although some aspects of WPS and international law may require strict mandates in conflict-affected settings. In Southeast Asia, WPS is relevant to women's political participation, including in peace and electoral processes, violent extremism, transnational crime, communal conflicts, climate-change, natural disasters, migration and displacement, as well as health pandemics. Recognizing and supporting women's participation in decision-making roles and in crisis preparedness, response, and recovery in the region is crucial for ensuring safe and peaceful communities in the context of these challenges.

There have been significant advances in gender equality and key evidence has emerged on the efficacy of women's peacebuilding in the ASEAN region upon which ASEAN can build a strong agenda for sustainable peace and security. Thus, it is critical that ASEAN and its Member States act now to take further ownership and responsibility in promoting gender equality and inclusion in context-specific peace and security in this diverse region. While the need for a cross-sectoral, cross-pillar ASEAN approach to WPS is recognized,³ and some collaboration exists across the three community pillars, such as in the area of "preventing violent extremism," the institutional mechanisms charged with implementing this approach must be strengthened to realize the gains and the potential of women's full participation and gender-responsive security.

This ASEAN study proposes WPS policy- and program-level recommendations to achieve greater stability and peace in the ASEAN region. The study also aims to show the relevance of WPS for a wider audience in the region by synthesizing knowledge and data on areas of progress and lessons learned and identifying opportunities to further enable ASEAN ownership and engagement with the agenda.

COVID-19 and WPS: Increased Needs Yet Decreased Attention

In 2020 a WPS perspective highlighted the need for gender-responsive policies to address women's political leadership and the need for inclusive decision-making to ensure effective and comprehensive responses to the health, social, and economic impacts of the COVID-19 global pandemic.⁴ Yet this study found a reduced focus on WPS in ASEAN states during the pandemic. This is despite raised awareness of the impact of COVID restrictions on increased economic vulnerability and physical insecurity especially gender-based violence (GBV), affecting women, migrant workers, and their families. These impacts demand more gender-responsive policing and security as well as targeted support to frontline responders, including civil society organizations (CSOs), providing essential services to victims of violence and vulnerable communities.

Findings

There are four major findings of the study across the ASEAN community pillars and bodies, and the 10 ASEAN Member States (AMS).

1 Localization of the WPS agenda for the ASEAN context is occurring in AMS but there is scope for this to be scaled up.

Meaningful implementation of the WPS agenda in AMS can enhance the region's existing peace and security architecture through the sharing of and by building on successful Member State experiences. The study highlights innovative, evidence-based initiatives involving women's participation and leadership, such as peace villages in Indonesia and community early warning crisis prevention in the Philippines. It also highlights two Member State examples: 1) the first iteration of the WPS National Action Plan (NAP) in the Philippines, which was based on comprehensive nationwide CSO consultation; and 2) the localization of various NAPs in partnership with subnational governments and the integration of WPS in Preventing Violent Extremism (PVE) NAPs in Indonesia. In both examples, the process allowed civil society to jointly develop actions, policies, and implementation mechanisms to further the WPS agenda.

With regional coordination and investment, these various action plan initiatives have the potential to be scaled up and replicated via a Regional Plan of Action (RPA) on WPS among the AMS. They present important lessons learned for all AMS as they consider the value that focus on WPS can bring to their distinct contexts. Civil society and government partnerships have been integral to successful ASEAN Member State WPS efforts and are positive models for ASEAN to build on through the ASEAN Civil Society Conference and People's Forum. Bringing together an ASEAN regional WPS community of practice among government, the security sector, academic experts, and CSOs could further enable multi-stakeholder partnerships and governance for policy success.

2 Women's peacemaking, peacekeeping, and peacebuilding networks are nascent developments in the ASEAN region although gaps exist in security sector leadership and representation in governance.

The WPS agenda notes the importance of women's participation in formal peace and security mechanisms and in decision-making processes. This study finds that important gains have been made in women's peace and security participation in ASEAN. Notably, as of December 2020 there were 336 female peacekeepers out of 4,882 total troop contributions from the ASEAN region to UN Peacekeeping Operation. The peacekeeping training facilities located in the region have the potential to enhance gender training. Indonesia championed the proposal for the United Nations Security Council Resolution (UNSCR) 2538, the first resolution on women and peacekeeping. Adopted on 29 August 2020, it encourages Member States "to develop strategies and measures to increase the deployment of uniformed women to peacekeeping operations" by providing access to information and training and by "identifying and addressing barriers in the recruitment, deployment, and promotion of uniformed women peacekeepers.⁵

With regard to peacemaking, in Track 1 negotiations between the Philippines government and the Moro Islamic Liberation Front (MILF), women achieved 40 percent of the peace negotiators, 69 percent of the secretariat, and 60 percent of the legal team showing that near gender parity can be achieved. As well, women have led and supported Track 2.0 peacebuilding initiatives in Indonesia, Thailand, and the Philippines.

Regionally, the establishment of the ASEAN Women for Peace Registry in 2018 recognizes the importance of women's inclusion in formal peace processes and has elevated the profiles of women mediators. The N-Peace network, founded by the United Nations Development Programme (UNDP), has also given important recognition to the achievements of women peacebuilders in Asia-Pacific countries, including Myanmar and Indonesia, through an annual award campaign since 2010. The Southeast Asia Women Peacebuilders Network has the potential to provide an important platform for engaging in peace processes, including linkages to civil society and women's organizations.⁶

Despite these successes, the study finds that there are gaps in women's participation in security sector decision-making and that seven out of 10 AMS do not have formal mechanisms for ensuring gender inclusion in peace and security leadership.

Ensuring the ASEAN approach to peace and security for all will require men to become WPS champions. The fundamental purpose of WPS is to prevent insecurity and violence by harnessing the potentials of both women and men and addressing structural gender inequality and discriminatory gender norms that are the barriers to sustainable peace.

3 A WPS lens is increasingly being applied to preventing and countering violent extremism (P/CVE) and to nontraditional security issues, but there are gaps in protection addressing sexual and gender-based violence in the context of conflict and crisis and in approaches to crisis prevention.

WPS is a relevant and useful framework for enhancing prevention, preparedness, and response to a range of crises. The study shows that AMS have experience in bringing gender-inclusive perspectives to preventing violent extremism, human trafficking in persons (TIP), regional disaster management and response to climate change, and public health emergencies and pandemics. ASEAN has an opportunity to consolidate the gender perspectives applied to these nontraditional security issues and to coordinate a gender-responsive regional security approach through a WPS institutional mandate and accountable mechanism.

There are gaps in gender-inclusive protection in the region that need to be addressed, especially in fragile contexts where child marriage, domestic violence, sexual abuse, and discrimination are under-reported and overlooked, according to the study. Attempting to bridge that gap, Cambodia's Safe Village/Commune policy is a valuable approach; it aims to combat a range of forms of GBV including trafficking and domestic violence and their connection to transnational crime.

ASEAN could build on its existing Regional Plan of Action on Ending Violence Against Women (EVAW) to assist member countries to tackle sexual and gender-based violence in crisis and cross-border situations by enforcing laws and sanctions and providing remedies and reducing stigma for victims/survivors. More emphasis on prevention and the recognition of women mediators in mitigating crises and the escalation of conflicts is also required in the implementation of WPS in the region.

4 The ASEAN Political-Security, Economic, and Socio-Cultural Community Pillars have all engaged in preliminary ways with WPS, establishing a foundation for further regional institutionalization and integration. The WPS agenda is well integrated within the ASEAN Socio-Cultural Community bodies and at an early stage of development in the Political and Security Community, where the ASEAN Institute for Peace and Reconciliation (ASEAN-IPR) and the ASEAN Women for Peace Registry (AWPR) have brought a gender lens to peace and security issues and highlighted the importance of women's meaningful participation in the promotion of peace. To ensure a more peaceful and secure region for all, ASEAN leadership is now needed to advance targeted actions that mainstream gender analysis and institutionalize the WPS agenda throughout ASEAN sectoral bodies, organs, and entities. A regional framework is vital to enable the exchange, coordination, and scaling-up of successful evidence-based WPS practices and lessons across the ASEAN region.

Recommendations

The study's recommendations stress five key mechanisms and actions that are necessary to take forward the ASEAN WPS agenda to realize greater gains for regional peace and security in the future and elevate ASEAN in global debates on peace and security.

- **Formulate an ASEAN WPS Regional Plan of Action** with specific goals, objectives, activities, indicators, and a regional institutional mechanism to implement and coordinate these actions across ASEAN pillars and sectors that reflects the relevance and application of the WPS agenda in ASEAN beyond traditional conceptions of its application only in the context of armed conflict. Agree upon a timeframe that promotes the adoption of National Action Plans by all AMS. This is one of the key priorities highlighted in the Chair's press statement from the ASEAN Foreign Ministers Retreat in January 2021.⁷
- **Mainstream gender as a crosscutting issue** across ASEAN community pillars and sector bodies and within the analysis of traditional and nontraditional regional peace and security

policy issues by adopting gender-responsive frameworks and capacity-building, for example in "One ASEAN, One Response," which monitors risk and conducts early warning for impending disasters, terrorism, and conflict. Such mainstreaming will facilitate cross-sectoral collaboration on WPS in strategic policy, planning, and programming among key entities such as the ASEAN Committee on Disaster Management, the ASEAN Regional Forum (ARF), the ASEAN Inter-Governmental Commission on Human Rights (AICHR), the ASEAN Defence Ministers Meeting, the ASEAN Ministerial Meeting on Transnational Crime, the ASEAN-IPR and the AWPR.

- **Ensure the ASEAN approach to peace and security is for all** by encouraging male leaders to be advocates and allies for gender inclusion in peace and security decision-making and setting targets for the better representation of women in all ASEAN and Member State peace and security bodies, including at the highest level. Such measures will be crucial to achieve gender-inclusive governance and sustainable peace, as well as meet ASEAN's gender mainstreaming and WPS commitments.
- **Build the institutional capacity for and commitment to WPS** through knowledge-building exercises, regional dialogues, and international engagement, especially in the ASEAN-IPR and the AWPR but also in the sectoral bodies with strong WPS mandates, such as the ASEAN Ministerial Meeting on Women, the ASEAN Committee on Women (ACW), the ACWC, and the WPS Advisory Group. Institutional capacity for WPS analysis and responses to gendered insecurity needs to be scaled up across AMS, security sectors, universities and other research institutions, and civil society actors. This is necessary to build a community of practice able to recognize gender-responsive indicators of state and regional instability and further drive the ASEAN approach to WPS.
- **Raise awareness of the ASEAN approach to WPS among people and civil societies** through popular media and communications, arts, and culture that recognize the connections between gender equality and peace in the region and rewards men's and women's WPS leadership at all levels.

SECTION 1

Overview of Women, Peace and Security

Twenty-five years ago, the Beijing Declaration and Platform for Action (1995), considered the most progressive blueprint for advancing gender equality and women's empowerment, listed "Women and Armed Conflict," including the impact of war and violence on women, as one of 12 critical areas of concern. Five years after Beijing, the United Nations (UN) Security Council passed Resolution 1325 on Women, Peace and Security (WPS), which reiterated the concern about the impact of violent conflict on women and girls but added the right and capacity of women to play a significant role in conflict prevention, conflict resolution, peacemaking, and peacebuilding. This requires examining the notions of masculinity and femininity that lead to the devaluing of women at home, in the workplace, and in other spaces of society, including the public space. The Resolution promotes the role of women as the change agents for peaceful and just society and prioritizes the protection of women's human rights in conflict-affected settings and post-conflict environments, particularly to address sexual violence. These two documents established the case that there was a differential impact of violence and war on women and men and therefore peace and security could be achieved only with the meaningful participation of both.

In studies analyzing the factors that predict stability, gender equality is shown to be a better indicator of a state's peacefulness than other factors like gross domestic product, democracy, or religion.⁸ Where women are more empowered, the state is less likely to experience civil conflict or go to war with its neighbors. Gender equality is a strong predictor of long-lasting peace. In 2014, the Organisation of Economic Co-operation and Development (OECD) ranked 17 countries as having "very high" levels of discrimination in their

"The justification for increasing the participation of women – and the promotion of gender equality – is this: the security of women and an increase in their participation in public decision-making is a core driver of the security and peacefulness of states."

A. M. Goetz

social institutions, including discriminatory family codes, restricted civil liberties, and restricted access to resources.⁹ Fourteen of the 17 countries at the bottom of the OECD's index experienced conflict in the last two decades.¹⁰

Increasing women's participation, including representation in leadership and decision-making positions, leads to higher levels of peacefulness and better development outcomes for society. Women's political leadership correlates with more inclusive decision-making, decreasing conflict, and longer-lasting peace. Higher levels of female participation is proven to reduce the risk of civil war and, as the percentage of women in parliament increases by 5 percent, a state is five times less likely to use violence when faced with an international crisis.¹¹ In fact, the higher the proportion of women in parliament, the lower the likelihood that the state carried out human rights abuses.¹² Evidence shows that inclusive processes address underlying dynamics and conflict drivers better and help build and identify resilience capacities required for the consolidation and continuity of a peaceful state.¹³ A study of 58 conflict-affected states between 1980 and 2003 found that when no women are represented in the legislature, the risk of relapse increases over time, but "when 35% of the legislature is female, this relationship virtually disappears, and the risk of relapse is near zero".¹⁴ For countries engaged in peace processes and transitions, women's participation helps reach and sustain peace agreements.

The Women, Peace, and Security (WPS) agenda aims to increase the role of women before, during, and after conflict, and to advance the role of women as agents of change rather than being viewed as merely victims.

Globally some progress has been made in advancing WPS, but it is not fast enough. Since 1995, 17 landmark normative frameworks, including 10 UN Security Council resolutions have emphasized that women are vital to conflict prevention, peacemaking, and peacebuilding. National Action Plans (NAP) are driving implementation. So far, 83 countries and territories have NAPs on WPS in place but only 18 countries (22 percent) have adopted budgetary commitments for them. In 2020, the United Nations determined that women made up just 3 percent of mediators and 13 percent of negotiators in official peace talks between 1992 and 2018.¹⁵ Social exclusion, discrimination, and marginalization provide fertile ground for radicalization and extremism, including violent mobilization. Conflict can, in turn, amplify further marginalization and exclusion as many people are displaced or rendered more vulnerable by violence.

While we have recently seen an increase in cases where women are perpetrating violent extremism, they have also acted as powerful agents of peace. Many more women have been leading community-based solutions and supporting their families and communities in responding to emergencies and crises, identifying early warning signs of radicalization and extremism, engaging young people, and building social cohesion. Across the world, women, who are among the first targets of fundamentalism, are often the first to stand up against terrorism. Women promote dialogue and build trust. Often perceived as honest brokers in peace processes, women have access to conflict parties often denied to male leaders. Evidence shows that women's participation has its greatest impact in the long term: an agreement is 35 percent more likely to last at least 15 years if women participate in its creation.¹⁶

1.1 United Nations Security Council Resolution 1325

In response to decades of pressure from civil society and women's grassroots organizations, in 2000 the UN Security Council adopted Resolution 1325 (UNSCR 1325). This important resolution was the first international policy to recognize the impact of conflict on women and girls and call for their protection and full participation in peace processes, so that women could significantly contribute to the maintenance and promotion of international peace and security.

Specifically, UNSCR 1325 identifies the following four pillars of the women, peace and security agenda:

Participation: Calls for increased participation of women at all levels of decision-making, including in national, regional, and international institutions; in mechanisms for the prevention, management, and resolution of conflict; in peace negotiations; in peace operations, as soldiers, police, and civilians; and as Special Representatives of the U.N. Secretary-General.

Protection: Calls specifically for the protection of women and girls from sexual and gender-based violence, including in emergency and humanitarian situations, such as in refugee camps.

Prevention: Calls for improving intervention strategies in the prevention of violence against women, including by prosecuting those responsible for violations of international law; strengthening women's rights under national law; and supporting local women's peace initiatives and conflict resolution processes.

Relief and Recovery: Calls for advancement of relief and recovery measures to address international crises through a gendered lens, including by respecting the civilian and humanitarian nature of refugee camps, and considering the needs of women and girls in the design of refugee camps and settlements.

The UNSCR 1325 was a watershed resolution in so many ways, including a broader recognition of actors other than just governments and nation states in terms of modern conflicts. The resolution, through its four pillars, offers a wide-ranging set of policy options for including women, and gendered perspectives, in these deliberations. The adoption of the resolution was also a strong recognition at the time of the power of civil society, especially women's groups, to shape conflict prevention, resolution and post violence reconstruction.

Figure 1: UN Security Council Resolution 1325 and follow-on Resolutions since 2000

Since 2000, the UN Security Council has adopted 10 additional resolutions on WPS. Together, these resolutions inform the WPS agenda globally.

- **1325 (2000)** – First UNSCR to recognize “the impact of armed conflict on women and girls” and calls for their “protection and full participation in the peace processes, (which) can significantly contribute to the maintenance and promotion of international peace and security.”
- **1820 (2008)** – Recognizes sexual violence as a tactic of war, and a direct challenge to international peace and security. Calls for training of peacekeeping troops and security forces on preventing and responding to sexual violence.
- **1888 (2009)** – Establishes a Special Representative of the Secretary General and a team of experts on rule of law and sexual violence in conflict, and calls for improved monitoring and coordination in implementing WPS resolutions.
- **1889 (2010)** – Calls for the strengthening of the implementation of 1325, and advances monitoring and reporting potential.
- **1960 (2010)** – Strengthens monitoring and reporting mechanisms for sexual violence in conflict.
- **2106 (2013)** – Operationalizes current obligations in combating sexual violence in conflict.
- **2122 (2013)** – Reaffirms gender equality as critical to international peace and security, acknowledges deficits in implementing the WPS agenda, and recognizes the unique vulnerabilities of women in armed conflict.
- **2242 (2015)** – Addresses financial and institutional reforms needed for full implementation of 1325, calls for greater integration of WPS agenda across issues, highlighting counterterrorism and combating violent extremism.
- **2467 (2019)** – Encourages a survivor-centered approach in preventing and responding to sexual violence in conflict and post-conflict.
- **2493 (2019)** – Calls for continued and full implementation of WPS agenda, recognizes importance of inclusion in legislative and political environments, and encourages country-specific approaches for women’s participation in peace and security.
- There are only 10 resolutions under the Council’s WPS agenda item (1325 and the nine subsequent resolutions). UN Women reflect here: https://www.unwomen.org/en/what-we-do/peace-and-security/global-norms-and-standards#_WPS_resolutions and it can be seen in other reliable website explaining the agenda <http://www.peacewives.org/why-WPS/solutions/resolutions>.

The UNSCR 1325 was a groundbreaking resolution in many ways, including in its broader recognition of actors other than just governments and nation states in modern conflicts. The resolution, through its four pillars, offers a wide-ranging set of policy options for including women, and gendered perspectives, in these deliberations. The adoption of the resolution was also a strong recognition at the time of the power of civil society, especially women's groups, to shape conflict prevention, resolution, and post-violence reconstruction. Furthermore, this was the first occasion that the UN's most powerful body officially addressed the impact of war on women and women's contributions to sustainable peace. UNSCR 1325 frames the need for women's inclusion as a security issue rather than a rights-based issue. The Resolution acknowledges the need for inclusive approaches to peace processes. It suggests involving women in conflict resolution as an effective way to achieve sustainable peace and endorses the inclusion of civil society groups in peace processes and the implementation of peace agreements.

UNSCR 1325 was built on the foundation of a number of international conventions, policy documents, and conferences, including the Geneva Conventions, the UN Convention Relating to the Status of Refugees, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the UN Convention on the Rights of the Child. Additionally, the Resolution is inextricably linked to the Rome Statute of the International Criminal Court, the Charter of the United Nations, and countless other UN documents discussing peace building and conflict management.

CEDAW Recommendation 30, focused on peace and security, mandates the State parties to provide information on the implementation of the Security Council agenda on WPS, including by specifically reporting on compliance with any agreed United Nations benchmarks or indicators developed as part of that agenda. General Recommendation 30 also outlines how implementation of the WPS resolutions are constitutive of obligations under CEDAW and that "their implementation must be premised on a model of substantive equality and cover all rights enshrined in the Convention."¹⁷ The Recommendation requires the States to

"Noting the changing global context of peace and security, in particular relating to rising violent extremism, which can be conducive to terrorism, the increased numbers of refugees and internally displaced persons, the impacts of climate change and the global nature of health pandemics, and in this regard reiterating its intention to increase attention to women, peace and security as a cross-cutting subject in all relevant thematic areas of work on its agenda, including threats to international peace and security caused by terrorist acts"

UNSCR 2242, adopted in 2015, outlines the expanded approach to the WPS agenda

report on some of the key elements of the WPS agenda, including conflict prevention, gender-based violence (GBV), trafficking, participation, access to education and health, displacement, security sector reform (SSR), electoral reform, and access to justice.

1.2 Emerging Issues in the Women, Peace and Security Agenda

The COVID-19 pandemic and other challenges—from displacement to extremism—have led to a re-examination of the meaning of *security* beyond considerations of armed conflict. The scope of what constitutes security has expanded to include threats to human security as opposed to traditional national security considerations. Since the passage of UNSCR 1325 in 2000, the space of international peace and security has expanded beyond the traditional interpretations of insecurity and instability. The WPS agenda has also expanded accordingly, now including the analysis of the role of women in emerging issues not previously considered part of the security field. These include efforts to address violent extremism and terrorism, the climate crisis, global health security, and other emerging issues increasingly integrated into international security policy.

CEDAW—in addition to maintaining important obligations relating to the protection of women’s rights and gender equality often aligned with the WPS UNSCRs—has also updated its requirements to addressing emerging issues in the field, including challenges such as the trafficking of women and girls, and addressing needs of displaced people and refugees. WPS is a cross-cutting issue for security, and has implications for a broad range of security considerations, including:

Preventing and Countering Violent Extremism (P/CVE). Women play unique roles in inculcating ideology and some have facilitated atrocities against local communities.¹⁸ Women and girls can be simultaneously victims of sexual or gender-based violence, recruiters, fundraisers, and perpetrators—and international terror organizations such as the Islamic State of Iraq and the Levant understand and take advantage of these realities.¹⁹ UNSCR 2242 calls for gender-responsive research and data collection on radicalization of women as well as on the impact of counter-terrorism strategies on women’s rights. The UN Secretary General’s Plan of Action (POA) to Prevent Violent Extremism calls for women’s protection and empowerment.²⁰

Impact of Pandemics in Humanitarian and Fragile Settings. The COVID19 pandemic has increased the risks for women and girls in humanitarian, fragile, and conflict-affected contexts. Disruptions to critical health, humanitarian, and development programs can have life or death consequences and may limit women and girls’ access to sexual reproductive health and rights, especially where health systems may already be overwhelmed or largely non-existent.²¹ In their attempt to fulfill their gender roles, women are more inclined to nurse children and care for their families and network, increasing their risk of infection during pandemics.²² Additionally, WPS agenda advocates have expertise in the security solutions required for successful disease prevention and response, including creating local, national, and regional networks, promoting equitable changes in security structures, and engaging and empowering marginalized communities.²³

Migration, Refugees, and Displaced People. Between 2000 and 2015, the number of international migrants has increased by 41 percent to reach 244 million²⁴, with women and

girls comprising half of the world’s refugees.²⁵ Women are often the first responders in a crisis, and whether en route or in camps, in home countries or destination countries, they play a crucial role in caring for, sustaining, and rebuilding their communities.²⁶

Trafficking (persons, drugs, arms). In 2016 alone, the United Nations detected close to 25,000 victims of human trafficking, 72% of whom were women and girls—and this figure does not reflect many unreported cases. Globally, an estimated 40.3 million people were entrapped in modern slavery in 2016.²⁷ Enslaving women and girls through and for trafficking is a method for extremists to fuel conflict, raising extremists’ revenue and military capabilities. Trafficking in persons, as well as drugs and arms, drives displacement, destabilizes communities, and undermines international institutions when peacekeepers are shown to be complicit.

Climate Change and Climate Insecurity. Four times more people are displaced by extreme weather events than by conflict.²⁸ Climate change has the potential to exacerbate conflict—especially over limited natural resources—and to increase political instability. Women and children are 14 times more likely to die or be injured during a disaster.²⁹ According to UN Women’s Dilruba Haider, “Women’s lower socio-economic status, unequal access to information, health and assets, the extra burden of being primary caregivers, and the general inequities in everyday life, reduce their ability to cope with shocks. They also lead to further violations of women’s rights and dignity, such as human trafficking, child marriage, sexual exploitation and forced labor.”³⁰

Mining and Resources Exploitation. Trade in minerals and other commodities has played a central role in funding and fueling some of the world’s most deadly conflicts. When struggles for control over mineral wealth turn violent, women are differentially affected. For example, when miners change water flows or pollute land, women have greater difficulty finding water and food. Due to such displacements, women who lose their traditional livelihoods are often unable to meet the needs that the land once supplied, or to offset that loss of income from the licit economy.

Cybersecurity and Technology. The global shortage of cybersecurity workers is estimated to reach 1.8 million by 2022, and governments and the private sector are missing out on a significant source of potential talent and diversity in thinking if they do not substantively engage in recruiting women.³¹ Within the cybersecurity field, women face increased levels of discrimination. When surveyed on disenfranchisement in Information Security, 51 percent of women (as compared to only 15 percent of men) indicated they have experienced discrimination.³²

At all levels, women face online harassment and threats, including from politicians, human rights defenders, and ordinary users. In some instances, this has led to physical attacks. The COVID-19 pandemic has revealed increasing challenges of cybersecurity, including a spike in online sexual exploitation and abuse of women and girls. While online recruitment has been an important tactic employed by violent extremist organizations, new grievances associated with the COVID-19 pandemic have resulted in more drivers of radicalization and increased vulnerability to recruitment. The WPS agenda can offer a unique approach to ensure gender-inclusive cyberworld that protects the rights of women and girls.³³

1.3 Other Regional Organizations

The UN provides a multilateral platform to advance implementation of the global normative framework on WPS, including UNSCR 1325 and nine subsequent resolutions adopted by the UN Security Council. It also provides support to Member States in translating these commitments into action at national and local levels, including promoting women's participation and leadership in political, peacebuilding and peace negotiations and strengthening engagement with women's civil society organizations.

Various multilateral and regional organizations such as the European Union (EU), the North Atlantic Treaty Organization (NATO), and the

African Union are dedicated to the promotion of peace and security. Some are especially focused on peace building and peacemaking, while others are mandated to promote regional and international security cooperation.

While most multilaterals have adopted statements acknowledging UNSCR 1325 and the WPS agenda, most of these remain as rhetorical commitments. There is still much needed to translate these policy proclamations into action in order to implement and advance WPS objectives. Different multilateral organizations interpret security and UNSCR 1325 uniquely based on regional and institutional objectives and mandates. Overwhelmingly multilaterals have not yet fully integrated gender into their mechanisms which limit strategic adaptations UNSCR 1325 principles into regional or institutional priorities.

Each of these multilateral institutions has unique mandates and structures and are difficult to compare directly to ASEAN. However, the distinct approaches to WPS that each has taken can offer some instructional perspective that AMS and ASEAN institutions may wish to consider in any approach to advance the WPS agenda in the ASEAN region.



Photo: UN Photo/Eskinder Debebe

SECTION 2

Purpose, Scope and Methodology of the Study

2.1 Purpose

This study aligns with several major policy reviews and debates begun in 2020, including discussions linked to the 20th anniversary of UNSCR 1325, the 25th anniversary of the Beijing Declaration and Platform for Action, and the marking of five years since the Sustainable Development Goals (SDGs) of the 2030 Agenda for Sustainable Development were adopted.

In 2017, ASEAN Member States (AMS) collectively issued the Joint Statement on Promoting Women, Peace and Security in ASEAN. *"The joint statement is crucial as it is the region's first affirmation of support for the women, peace and security agenda,"* said Secretary-General (SG) of ASEAN, Dato Lim Jock Hoi. Since 2017, the momentum of the regional WPS agenda has grown, especially in the ASEAN Social-Cultural Community (ASCC), with activities led by the ASEAN Committee on Women (ACW), the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC), and the establishment of the ASEAN Women, Peace and Security Advisory Group, an internal working group of ACW and ACWC representatives from AMS (see Annex).

To support AMS to continue implementation of the Joint Statement, the U.S. Government through the ASEAN-U.S. Agency for International Development (USAID) Partnership for Regional Optimization within the Political-Security and Socio-Cultural Communities (PROSPECT) project commissioned this Regional Study on WPS in ASEAN. The study takes stock of progress and trends, examines

persistent and emerging challenges, and captures lessons learned across the region. This study is meant to support AMS, ASEAN institutions, and WPS stakeholders in mobilizing and accelerating action on implementation of the Joint Statement and point to a more systematic way forward through evidence-based recommendations guiding both policymakers and practitioners.

2.2 Scope

The USAID-funded PROSPECT project, in collaboration with ASEAN and UN Women, engaged All In for Development (*All In*) to undertake a comprehensive regional study on the state of implementation of the WPS agenda in ASEAN, its Member States, and the region. The study involved research to assess progress, review trends, critically examine persistent and emerging challenges, and capture lessons-learned and good practices related to the four pillars of the WPS agenda: participation, prevention, protection, and relief and recovery.

The study was originally planned to take place from February to June 2020. With the spread of the COVID-19 pandemic, study team members encountered increasing delays in primary data collection efforts as early as April 2020. As a result, data collection was adapted to accommodate remote or virtual approaches and to accommodate the availability of key informants.

2.3 Structure

All In worked closely with PROSPECT, the ASEAN Secretariat (ASEC), UN Women experts, and partners at national and regional levels to gather and analyze data and information and inform the evidenced-based findings in the study. Due to the complex systems and numerous actors that play a role in WPS at the international, regional, and national levels, the study team held regular consultations with key informants and stakeholders to refine the study plan, expand the sources of information and data, and collectively analyze the findings. The study team also validated findings and presented interim observations and emerging recommendations to PROSPECT, UN Women, and the ASEAN WPS Working Group in the design and analysis phases (primary consultative meetings were held in February, July, and September 2020 and submitted drafts of this study report for review, validation, and feedback in September and November 2020).

The study team included several experts on gender equality and WPS who served as Senior Advisors to provide quality control, to lend credibility and visibility to the Regional Study, and to defend the findings in ongoing ASEAN consultations. Primary data collection and analysis were performed by a team of country-based researchers with a variety of backgrounds in gender equity and social inclusion, WPS, conflict prevention, and peacebuilding.

2.4 Audience

The primary audience for the study includes AMS and their domestic WPS stakeholders, as well as ASEAN institutions that can support advancement of the WPS Agenda. Secondary audiences include regional civil society organizations (CSOs), ASEAN partners, and international organizations supporting the WPS agenda regionally and globally.

2.5 Objectives

1. Provide a clear understanding of the current situation of the implementation of the WPS agenda in AMS and across ASEAN;
2. Provide a comprehensive mapping of current WPS initiatives across the 10 AMS, list of stakeholders, assessment of challenges/spoilers, and analysis of opportunities/champions for advancing the WPS agenda;
3. Identify and develop a set of case studies to inform the situation and help capture good practices and emerging priorities;
4. Identify potential areas for promoting women's peace and security efforts in ASEAN, including potential institutional mechanisms and partnerships at the regional level to help ASEAN more effectively realize the aspirations laid out in the Joint Statement; and
5. Provide recommendations, which can inform ASEAN commitments moving forward from the 20th anniversary of UNSCR 1325 in 2020.

2.6 Analytical Framework

For data collection and analysis, the team used an applied political economy analysis (A/PEA) lens to conduct desk-based and country-specific research efforts. The A/PEA lens enabled the team to better capture a clear understanding of the data, what it means, and how this might best be applied in the context of more effectively promoting WPS efforts in the region. The study team was guided by an A/PEA Framework developed specifically for this study. The resulting data and analysis, found in Section 4 of this study report, provide additional analysis to ground and inform the findings with insight and overview of the context, systems, and prospective outcomes of potential actions to promote a WPS agenda in the region. The results of the analysis conducted through an A/PEA lens will contribute to improved understanding of the following:

- Key dynamics and drivers of progress or pitfalls for advancing the WPS Agenda;
- Key stakeholders, mapped by AMS, to capture relationships, standing, and interests regarding national and regional efforts to promote WPS;
- Considerations of potential outcomes in the context of prospective ASEAN action on women, peace, and security; and
- At the ASEAN and AMS level, structural/institutional ways through which the WPS Agenda can be advanced and implemented.

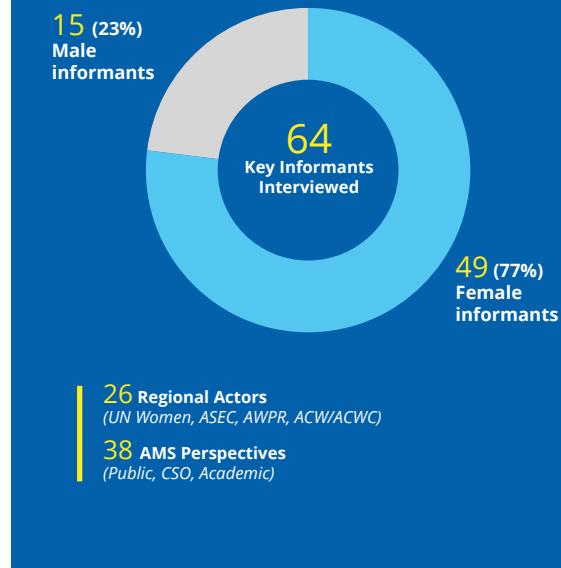
2.7 Data Collection Methods

The study used mixed methods, emphasizing qualitative methods, for data collection. These included desk research and key informant interviews (KIs) to conduct an inventory of policies and initiatives, identify patterns, make general observations about the state of WPS in ASEAN and AMS, and provide evidence-based recommendations on key opportunities and challenges for ASEAN and partners moving forward.

The study team undertook an extensive *desk-research phase* at regional and national levels, reviewing a wide range of publicly available data sources and literature on WPS issues and practices for ASEAN. A WPS data collection tool helped primarily country-based researchers to develop profiles for AMS, capturing for the national level both existing data on WPS as well as key issues, stakeholder maps, processes, frameworks, and opportunities/challenges for WPS advancement. Highlights from this data are presented in Section 4 of this study report and are organized around the four pillars of WPS.

KIs were identified as the best tool to collect information to achieve the purposes of the study. In order to apply a A/PEA lens to the current status of WPS, and to explore potential ways to expand the WPS agenda, the study team identified key informants during a stakeholder mapping exercise at the regional and individual AMS level. The study team then undertook 26 interviews at the regional level, and 38 interviews across six key AMS at the national level.

Figure 2: KI Statistics: ASEAN Regional Study on WPS



KIs were conducted at the regional level with representatives of the ASEC and Community institutions, as well as with key regional bodies such as the ACW, the ACWC, and the AWPR. Interviews were also conducted with key informants in six AMS: Indonesia, Malaysia, Myanmar, the Philippines, Thailand, and Viet Nam. Those six countries were prioritized due to either their national experience with directly implementing WPS policies or their recommended prioritization from the key stakeholders involved in the design of the study, including the ASEAN WPS Advisory Group.

Two KI tools were developed, one for regional actors including ASEAN, and the other for national actors at the AMS level, with a WPS-specific A/PEA analytical framework used to guide the design of these tools. During delivery of the tools with key informants, each researcher produced an extensive interview note with analysis. These were only shared with the study team members and all interviews were conducted with assurances of non-attribution for this report.

Researchers conducted KIs with a mix of stakeholders in the six selected AMS, including government officials, leaders within the civil society and academic communities, and other WPS stakeholders. The corresponding analyses

developed a greater sense of the political and economic considerations for WPS at the national level, as well as key lessons learned on successes and obstacles relevant for advancing the WPS Agenda at the AMS levels and regionally.

Finally, the preliminary version of this study report was sent to key stakeholders of this study, including representatives to the ASEAN WPS Advisory Group, UN Women and other UN partners, and the ASEC (among other ASEAN bodies), for their observations. Between November 2020 and January 2021, they provided feedback and observations, which have been integrated into this final version of the report.

2.8 Constraints of the Study

Impacts of COVID-19. The COVID-19 pandemic influenced the study in terms of accessibility of key informants, study operations, and the type of information researchers were able to access. Researchers and informants encountered travel delays, mobility restrictions for themselves or immediate family members, and major shifts in the modes of and opportunities for professional work. Varying national policies across AMS included fluctuating social distancing requirements, restricted travel, and access to key informants. The study adapted to exclusively virtual research and KIIs conducted through the use of online video conferencing. In some cases, additional information communications technologies were identified to support researchers continuing their interviews.

Many organizations relevant for WPS rapidly prioritized their COVID-19-response, including ASEAN bodies, AMS governments, CSOs, and academic institutions. As these COVID-19 policies and responses ramped up in March through May 2020, key informants were understandably preoccupied with the pandemic, and often unavailable for interviews. The study team, from March to July, had an approximately 33 percent response rate with representatives from ASEAN and other regional organizations and AMS offices, including within government bodies. When explanations were shared, COVID-19 was

often given as a reason, with respondents facing organizational and personal challenges and shifting attention toward COVID-19 institutional adaptation or response efforts. Further, limitations on availability were, at times, attributable to technology gaps, which limited, for example, the access researchers and respondents had to online services and tools from home. In several cases, phone-based interviews were permitted.

Several study team members observed that the COVID-19 pandemic influenced the data collected during research, indicating that this issue, in particular, was, understandably, very much on the minds of respondents. The study team was unable to visit libraries or government institutions for primary document and in-person research as social distancing measures often precluded any in-person research. In some cases there is an imbalance of information, particularly on legal frameworks and quantitative statistics. This is due to the limited availability of online information on some WPS topics in some countries. When possible, the study team sought out additional information from secondary sources, such as from international nongovernmental organizations (NGOs) or global think tanks.

Finally, most researchers were unable to elicit more feedback on important emerging issues for WPS, such as climate change or other transnational threats as responses were often dominated by a pre-occupation with COVID-19 on multiple levels, including the importance of the regional response to the current pandemic and preparations for similar threats in the future.

Social Desirability Bias. To review the WPS Agenda, interview informants were selected from the group of people most familiar with it. Most or many of these stakeholders also had an interest in the advancement of WPS, and the majority of respondents were women. Many respondents shared anecdotal good practices they had observed, as well as opportunities and challenges to advance the WPS agenda. Many also reported that institutional cultures and societal prejudices in AMS and ASEC were obstructing the WPS agenda. In hindsight, more interviews might have been undertaken with skeptics of the WPS Agenda to better understand these challenges.

Differing Understandings of Conflict. WPS recognizes that conflict is a natural part of human society, and that preventive measures can be taken to manage conflict without resorting to violence. Conflict (or conflict prevention) is not always recognized by states and multilateral institutions as a relevant agenda, especially armed conflict, and is often seen as “not applying to us.” This is a common refrain within ASEAN. Those seeking to advance a WPS agenda or priorities often face a conceptual misunderstanding of both conflict and peace, as well as gender, which make in-depth investigations into these issues even more sensitive. There is an opportunity, therefore, for ASEAN to help forge a common, more cohesive understanding of the nexus of conflict, peace, and gender among Member States and other stakeholders within the context of advancing a WPS agenda regionally.

Advancing a More Comprehensive Agenda. WPS agendas face limited exposure/understanding of key concepts, and a mixture of different interpretations of what WPS is in terms of policy and practice. In many countries, especially where there is a high degree of conflict sensitivity, there is a tendency to focus on “victims,” thereby conflating the meaning/priorities of the WPS agenda with general efforts to address violence against women. There is a need for greater attention to address issues of GBV specifically in the context of conflict and humanitarian crisis. In other contexts where there is greater openness to advancing the WPS agenda, there is also a conceptual and practical tendency to house the agenda within the security sector. This risks an over-emphasis on quantitative numbers of women in police and military as key indicators of progress (or lack thereof) on WPS. The ideal outcome is to increase the number of women serving in security services and simultaneously incorporating more structural approaches to addressing exclusion dynamics that are at the heart of WPS.

Peace Infrastructure. Very few countries, within and beyond the ASEAN region, have institutional structures to deal specifically with peace and conflict. One exception for example, is the Office of the Presidential Advisor on the Peace Process in

Manila, Philippines, which is “mandated to oversee, coordinate, and integrate the implementation of the comprehensive peace process” in the Philippines. WPS issues “sit” squarely within this office. With greater dedicated institutional structure to promote peace and conflict management, policy makers and practitioners are in a better position to find structural advocates for improved policies and practices. Many countries lack a governmental institution for peace and conflict.

Emerging Threats. While they have increasingly occupied policy (and donor countries priorities) newly emerging issues pose a complication for WPS on several levels. Issues associated with P/CVE, human trafficking, cyber-crime, humanitarian assistance and disaster relief, or even climate change, all represent challenges that are less bound by a “sovereignty” lens or political borders. Yet, how each country defines these challenges conceptually and what policy or programmatic interventions they pursue, or not pursue, vary in the extreme. For example, in terms of disarmament, demobilization, and reintegration (DDR) and SSR efforts, it will be much easier to do country summaries and make comparisons for WPS-related aspects and issues.

Informal Versus Formal Participation. Globally, as well as in ASEAN, women’s contributions to prevention and resolution of conflicts, and to post-conflict recovery, has tended to be in the informal realm (e.g., Tracks 1.5 or 2, in terms of peace processes) or has been at the community level, often led by community-based organizations. More recently there has been a tendency of national NGOs or even international NGOs to enter into this space, but the bulk of women’s contribution to stop violence, provide mitigation solutions, and heal/rebuild after conflict has been at this informal, community-based level.

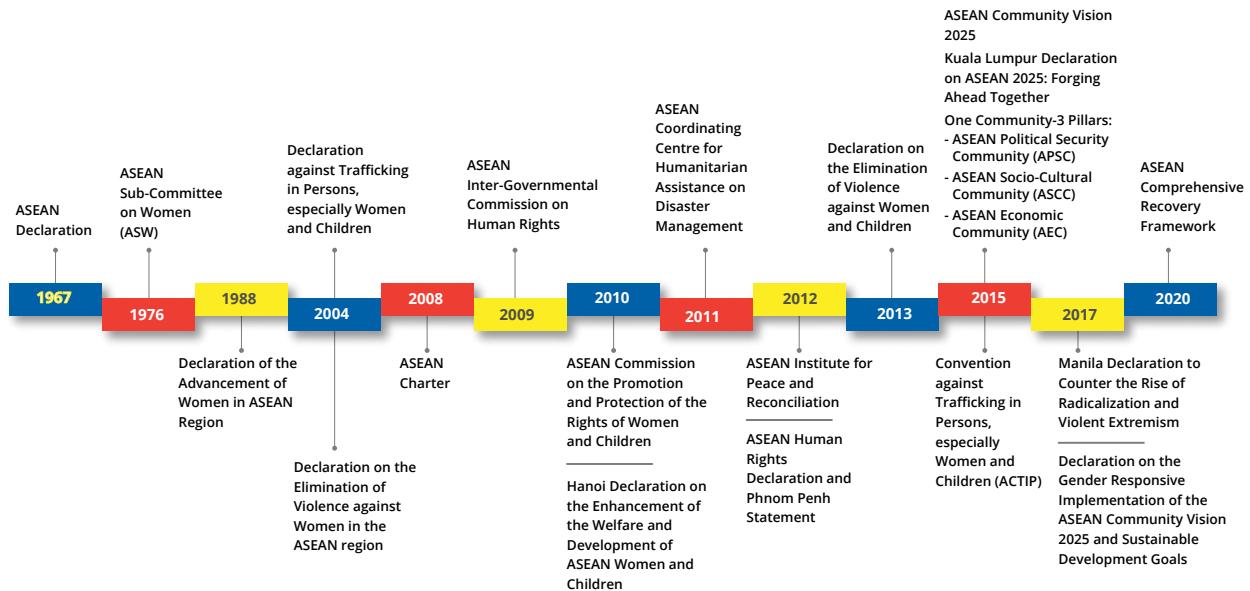
SECTION 3

Women, Peace and Security in ASEAN

3.1 Introduction: ASEAN Regional Policy and Normative Frameworks for Gender Equality

Since its inception, gender equality and the empowerment of women and girls have played a central role in establishing ASEAN priorities as the community strives to achieve inclusive growth.

Figure 3: Regional Policy and Institutional Frameworks for Human Rights and Gender Equality



ASEAN has also adopted five Regional Plans of Action to implement the commitments enshrined in the above-mentioned Declarations and Convention (Figure 3), specifically the Regional Plan of Action (RPA) on the Elimination of Violence Against Women (2015), the RPA on the Elimination of Violence against Children (2015), the ASEAN

Plan of Action Against Trafficking in Persons, Especially Women and Children (2015), the Regional Framework and Action Plan to Implement the ASEAN Declaration on Strengthening Social Protection (2015), and the RPA to Prevent and Counter the Rise of Radicalization and Violent Extremism (2018).

3.2 Women, Peace and Security in the ASEAN

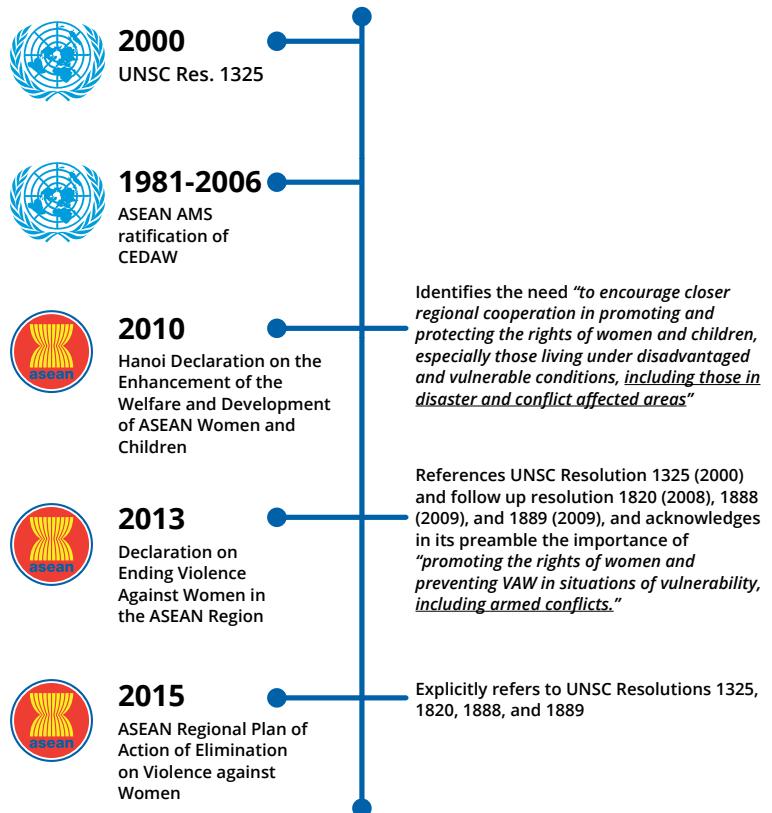
Since the adoption of the UNSCR 1325, AMS have provided a longstanding contribution to UN peacekeeping. The increasing number of women peacekeepers deployed by AMS is a demonstration of ASEAN's recognition of the critical roles that women peacekeepers must play in implementing mission mandates. By 2019, all 10 AMS endorsed the Action for Peacekeeping initiative and six AMS had made pledges to the Peacekeeping Capability Readiness System while AMS such as Cambodia, Indonesia, Thailand, and Viet Nam continue to host, on a rotating basis, the Triangular Partnership Project to improve the engineering capacity of peacekeepers in the region and beyond.³⁴

In addition, two ASEAN instruments reference WPS: the Hanoi Declaration on the Enhancement of the Welfare and Development of ASEAN Women and Children and the Declaration on the Elimination of Violence Against Women and Children (DEVAWC). These declarations should be interpreted along with the ASEAN Declaration on Culture of Prevention for a Peaceful, Inclusive, Resilient, Healthy and Harmonious Society (2017) when referring to the implementation of the WPS agenda. The RPA on the Elimination of Violence Against Women³⁵ also acknowledges women's vulnerability to violence in diverse situations, including for those living in conflict-affected areas. In addition to CEDAW, it refers to UNSCR's 1325, 1820, 1888, and 1889 on WPS.

All AMS have acknowledged the CEDAW as an international treaty through ratification and accession, and four members (Cambodia, Indonesia, Philippines, and Thailand) have also ratified the Optional Protocol to CEDAW (individual complaints). In addition, ASEAN adopted in 2008 a Joint Statement and Commitment to Implement Gender Mainstreaming where it recognizes the importance of the CEDAW as a guiding international framework.³⁶

All CEDAW state parties must periodically report to the CEDAW Committee on the progress made in the implementation of the Convention, which also requires reporting on the progress made in implementing the WPS agenda. As a result, in the past few years, the CEDAW Committee issued Concluding Observations and Recommendations to Cambodia, Indonesia, Myanmar, and the Philippines, in connection with the human rights of women in post-conflict situations.³⁷

Figure 4: ASEAN Policy Instruments Relevant to Women, Peace and Security



3.2.1 2017 Joint Statement on Promoting WPS in the ASEAN Policy

In April 2014, the ASEAN Inter-Governmental Commission on Human Rights (AICHR) held its second consultation meeting with ACWC on the ASEAN Human Rights Declaration (2012) and the DEVAWC (2013). During this meeting, both agreed to work on four priority areas: trafficking in persons (TIP) (especially women and children); disability; education; and gender, peace, and security. During the 14th meeting of the ACWC held in Jakarta from 28 February to 2 March 2017, one of the approved new projects was on "Advancing Gender, Peace and Security in ASEAN."

As part of this project, the Asia-Pacific Centre for the Responsibility to Protect at the University of Queensland hosted an ACWC Fellowship Program on "Advancing Gender, Peace and Security in ASEAN" on "The Responsibility to Protect" (27–30 March 2017). A significant outcome of this fellowship program was an agreement among ACWC members to propose that ASEAN adopt a statement on WPS.³⁸

Figure 5: Quote from Dr. Noeleen Heyzer on the Joint Statement (2019)

(The Joint Statement) explicitly refers to the importance of women's participation in the political, security and justice sectors, and the full participation of women in peace processes as negotiators, mediators, and first responders, including in the prevention of violent extremism.

In November 2017, the 31th ASEAN Summit issued a Joint Statement on Promoting Women, Peace, and Security in ASEAN expressing its concern about "the increasing and unprecedented threats posed by conflicts, the rise of violent extremism, and the increasing numbers of refugees and displaced persons, including women and children."³⁹ The Joint Statement recognizes that peace and security are essential to the achievement of sustainable development, are interconnected, and are vital to the future of ASEAN. It also widens the scope of security, defining it to include economic security and disaster management (climate change) and allowing for the consideration of other threats such as the pandemic⁴⁰ and it expresses the commitment "to continue addressing the root causes of armed conflicts such as poverty, discrimination, gender inequality, social injustice, economic, and social exclusion of persons and communities vulnerable to and at risk of radicalization, violent extremism, and terrorism."

In terms of supporting the implementation of the WPS agenda, the Joint Statement calls for leveraging "the role of regional inter-governmental organizations and development partners" to support the accomplishment "of global obligations

and commitments in advancing the women, peace and security agenda to better protect women and girls from sexual and gender-based violence, discrimination and social exclusion," and puts the ASCC as the holder of this mandate.

The 2017 Joint Statement on WPS identifies the following four key areas to support the region's realization of the WPS agenda:

Figure 6: ASEAN Joint Statement Four Pillars of WPS

PARTICIPATION

Explicitly referencing the importance of women's participation in the political, security, and justice sectors, and in peace processes.

PEACE AGENTS

Reference to the need to recognize and support the role of women as peacebuilding negotiators, mediators, and first responders.

PREVENTION

Identifying gender inequality as a root cause of conflict and a contributing factor in the risk of violent extremism.

RECOVERY

Disaster management (including presumably natural and man-made disasters and pandemics).

Additionally, at their meeting in July 2019, the ASEAN Foreign Ministers encouraged the advancement of the WPS agenda in ASEAN through concerted collaboration between the ACW, ACWC, and the ASEAN-IPR to showcase ASEAN's efforts and commitment to enhance women's transformative roles in peace processes.⁴¹ The ASEAN Regional Forum (ARF) also adopted a "Joint Statement on Promoting the Women, Peace and Security Agenda" in 2019, where it committed to moving ahead with commitments adopted in the 2017 Joint Statement, and to increasing the meaningful participation of women's CSOs and networks "implementing the Women, Peace and Security agenda, in the prevention, management, and resolution of armed conflict, and post-conflict peace building reconstruction and rehabilitation."⁴²

More recently, the 53rd ASEAN Foreign Ministers' Meeting on 10 September 2020 included an ASEAN Ministerial Dialogue on Strengthening Women's Role for Sustainable Peace and Security where the Ministers:

"Reiterated ASEAN's staunch efforts and high determination to realize the Leaders' commitment to promoting gender equality and empowerment of all women, as well as enhancing the crucial role of women in peace, stability and sustainable development". They also "took note of the need to develop a regional plan of action to synergize efforts at the national, regional and global level as well as to facilitate cooperation and collaboration with external partners".⁴³

In terms of implementing the WPS agenda, the Foreign Ministers "urged greater collaboration and synergy of efforts on promoting effective and substantive cooperation on WPS among relevant ASEAN's sectoral bodies."⁴⁴

Despite the referenced efforts and incremental progress to date for advancing the WPS agenda within ASEAN, there is no sustained, regular regional forum or mechanism that specifically focuses on women in conflict and post-conflict situations or for advancing the women, peace and security agenda. This may be the result of the lack of a shared understanding among AMS on what the WPS agenda entails and its relevance to ASEAN.⁴⁵ In its 2016 Progress Report on Women's Rights and Gender Equality, the ACWC found that: "*Not enough attention is paid for the participation of women in decision-making in the area of peace and security and there is very slow movement towards the adoption of UNSCR 1325 and the development of National Action Plans in AMS*".⁴⁶

AMS have put different emphasis on different aspects of the WPS agenda. Some Member States, such as Indonesia, Malaysia, and the Philippines have emphasized women's role in conflict prevention, including P/CVE. Among others, Cambodia, Indonesia, and Viet Nam are interested in advancing women's roles in peacekeeping, while the Philippines has a strong focus on women's participation in peacebuilding processes.⁴⁷

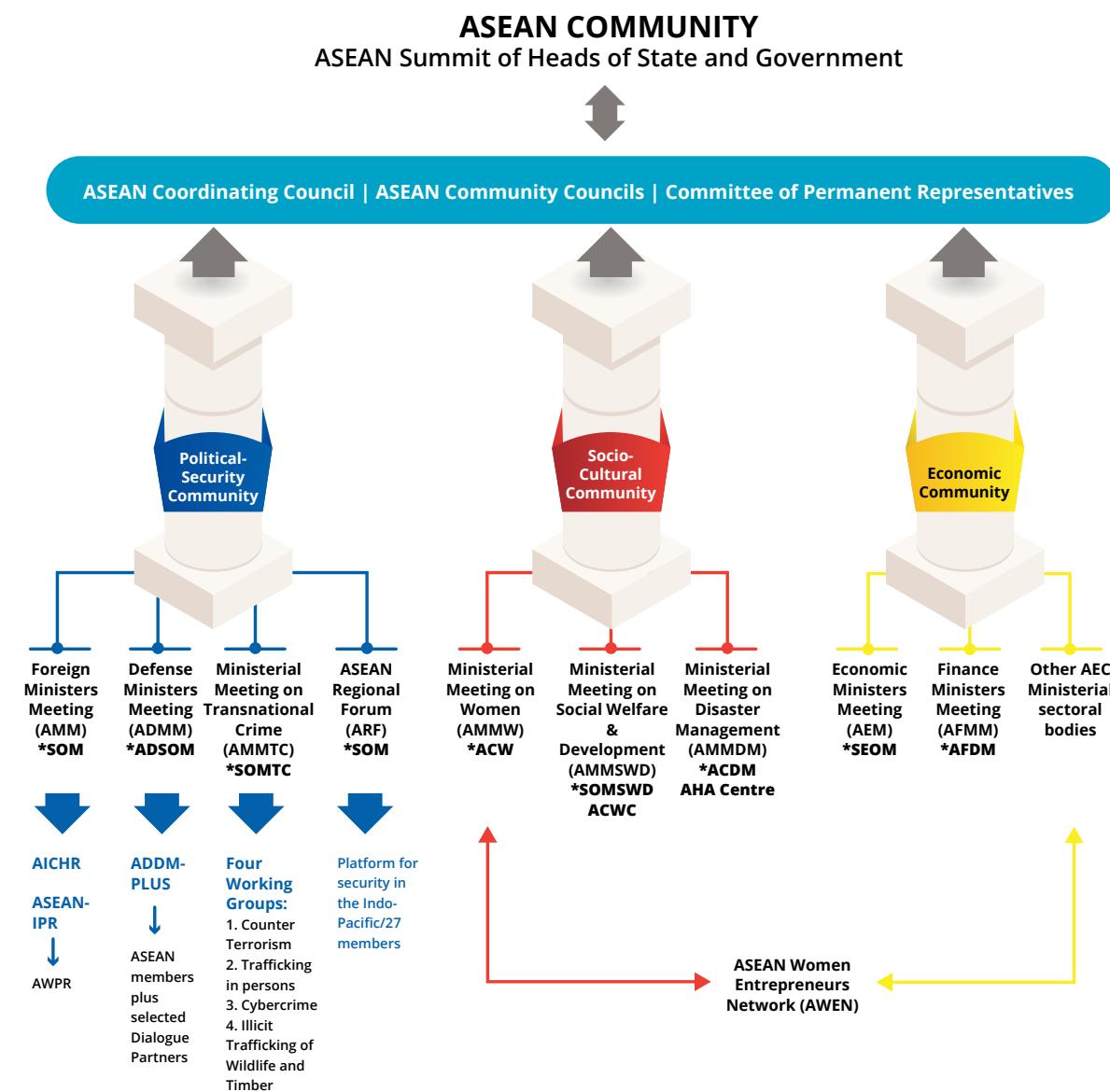
Since the inception of UNSCR 1325 two decades ago, ideas about peace and security have evolved. Security is no longer defined so narrowly as

referring just to absence of armed conflict. It now includes a number of threats to human security and challenges that disrupt human lives. ASEAN notion of comprehensive security has also evolved and now reflects a more expansive view of security beyond the absence of conflict to include the political, economic, and socio-cultural dimensions of security, and emphasizing the mutuality of these dimensions. Despite this evolution, fitting in the WPS agenda has been challenging for ASEAN. This study found that there is momentum to further develop and implement the WPS agenda in ASEAN. The 2017 ASEAN Joint Statement on WPS along with the 2019 ARF Joint Statement and 2020 Joint Communiqué of the 53rd Foreign Affairs Ministers provide a clear commitment on advancing the WPS agenda in ASEAN. The issues remain which ASEAN sectoral bodies should be involved in developing a regional plan of action on WPS and how this effort could be enhanced from a cross-sectoral Community approach.

3.3 ASEAN Community Pillars, Sectoral Bodies, Institutions, and Entities relevant to Women, Peace and Security

UNSCR 1325 recognizes, among other rights, women's right to participate—as decision-makers at all levels—in conflict prevention, conflict resolution, and peacebuilding processes and calls for all participants in peacekeeping operations and peace negotiations "to adopt a gender perspective." As a result, to implement the WPS agenda it will be important for ASEAN to promote cross-sectoral collaboration and engagement across entities such as the ASEAN Ministerial Meeting on Women (AMMW), ACW, and ACWC as well as key ASEAN sectoral bodies under the ASEAN Political-Security Community (APSC) (such as the AICHR, ASEAN-IPR, AWPR, ASEAN Senior Officials' Meeting on Transnational Crime [SOMTC], and ASEAN Defence Senior Officials' Meeting), the ASEAN Economic Community (AEC), and other relevant sectoral bodies within the three communities.

Moving forward additional ASEAN sectoral bodies could be identified to lead on specific issues and a strong mechanism for implementing the agenda could be established.⁴⁸

Figure 7: ASEAN Community Pillars, the sectoral bodies and entities relevant to WPS

3.3.1 ASEAN SOCIO-CULTURAL COMMUNITY

In the current ASEAN architecture, the ASCC is the primary body responsible for supervising gender policies in ASEAN as well as the body with primary standing and responsibility for the implementation of the WPS agenda in ASEAN.⁴⁹ However, the ASCC Blueprint (2016–2025) does not set out specific actions or measures specifically focused on the advancement of the WPS agenda.

The following provides a summary detail and description of ASEAN sectoral bodies associated with ASCC that are focusing on WPS issues and the agenda or should be further involved in this effort.

3.3.1.1 ASEAN Ministerial Meeting on Women, ASEAN Committee on Women, and ASEAN Commission on the Promotion and Protection of the Rights of Women and Children

AMMW. Established in 2002, the AMMW is the highest sectoral body within ASEAN that sets the strategic policy direction on ASEAN's regional cooperation on women. The AMMW is composed of Ministers leading women's and girls' rights and initiatives throughout AMS. The AMMW has consistently called for the elaboration of a regional plan of action on WPS.⁵⁰

ACW. ACW is a subsidiary body of the AMMW composed of senior officials in various ministries that lead efforts related to women and girls. The ACW supports the AMMW by recommending regional policies and managing partnerships. The ACW was instrumental in developing two operational documents that form ASEAN's framework for cooperation on women, both of which focus on eliminating violence against women. These include: (1) The Work Plan for Women's Advancement and Gender Equality (2011–2015), which has its roots in the 1988 Declaration on the Advancement of Women in ASEAN; and (2) the RPA to implement the DEVAWC.

ACWC. Established in 2010, ACWC supports AMS with their policies concerning women's rights and political empowerment. The composition of the ACWC includes representatives from beyond government and includes NGO practitioners and experts. It also takes more of a rights-based approach than the ACW, which has more of a social welfare approach.⁵¹

The ACWC's role is seen as complementary to that of the ACW. In 2015, ACWC and ACW published the "ASEAN Regional Action Plan for the Elimination of Violence Against Women," which emphasizes the need for national and regional action to prevent violence against women. This document is a pledge of AMS to the WPS agenda. It also recognizes prerequisites to address gender inequality and gender stereotypes in the region as well as to develop gender-inclusive practices in design and delivery of protection, prevention, and justice. Furthermore, it names the security sector as responsible for dealing with violence against women.⁵² In addition, the ACWC "Progress Report on Women's Rights and Gender Equality" published in 2019 calls for encouraging women's active participation in peace and security issues as well as the development of NAPs to give space to women's voices and perspectives in peace processes and peacebuilding initiatives in the region.⁵³

Although advancement of the ASEAN Convention against Trafficking in Persons, Especially Women and Children (ACTIP) (2015) is led by the APSC pillar, the ACWC elaborated in collaboration with other sectoral bodies, including AICHR and the SOMTC a "Regional Review on Laws, Policies and Practices within ASEAN related to the identification, management and treatment

of victims of trafficking especially women and children" to support ACTIP implementation.⁵⁴ As part of the WPS agenda (UNSCR 2388), Member States have taken measures, primarily with respect to criminalizing and prosecuting trafficking in the context of armed conflict, and to investigate, disrupt, and dismantle trafficking networks in this context.

ACWC is advancing the WPS agenda and pursuing opportunities to incorporate regional CSOs in its activities from throughout its network across the Asia-Pacific.⁵⁵ WPS is very much part of the thematic areas of the ACWC Work Plan (2016–2020).

Joint Ad-Hoc Working Group on Gender Mainstreaming. The 2006 ASEAN High-Level Meeting on Gender Mainstreaming Within the Context of CEDAW, the Beijing Declaration and Platform for Action for Equality, Development and Peace, and the Millennium Development Goals released in 2006 led to the adoption of the Joint Statement and Commitment to Implement Gender Mainstreaming in 2008. Based on this joint statement, the ACW and ACWC created the Joint Ad-Hoc Working Group on Gender Mainstreaming to develop a comprehensive strategy to mainstream gender perspectives across all the three ASEAN Community pillars. This Joint Ad-Hoc Working Group has met three times (most recently in 2020).

ASEAN WPS Advisory Group. Formed in Brunei Darussalam in October 2019, the current internal working group includes members from the ACW and ACWC. It has a mandate to undertake a comprehensive regional study on the current state of implementation of the WPS agenda in ASEAN.

3.3.1.2 ASEAN Committee on Disaster Management and the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management

ASEAN represents a region prone to natural disasters, and the AMS recognize that cooperation and coordination is needed to improve capacity to adequately respond to related challenges. In 2005, Foreign Ministers of ASEAN signed the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) in Vientiane, Lao People's Democratic Republic (PDR). This Agreement, ratified by all 10 AMS, entered into

force in 2009, and serves as the regional body's foundational instrument for the coordination of all phases of a disaster. In 2011, the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre)⁵⁶ was established as a mechanism to implement and operationalize strategies and procedures for rapid, joint, and effective responses to disasters.

While AADMER⁵⁷ takes into account vulnerable groups in disaster settings and has specific provisions for this purpose, like the inclusion of and consultation with such groups in planning and management, the agreement does not explicitly mention vulnerabilities unique to women, including the increase in sexual and gender-based violence in post-disaster settings.⁵⁸

In 2018, AICHR adopted a thematic study on "Women in Natural Disasters: Indicative Findings in Unraveling Gender in Institutional Responses Thematic Study."⁵⁹ The study highlights that while ASEAN's approach to disaster management has shifted to be more proactive and comprehensive, and engages with more stakeholders, nothing has been noted on the inclusion of women. It indicates that there are no strategies that detail the protection of women as a vulnerable group, given the international community's recognition that natural disasters affect men and women differently, and there are no specific strategies that indicate how women can be involved—from the early stages of disaster through post-disaster reconstruction.⁶⁰

When Malaysia chaired the ASEAN Committee on Disaster Management (ACDM) and was represented by Datuk Wan Azizah—who served as Malaysia's first female Deputy Prime Minister and as the Minister of Women, Family and Community Development (2018 to 2020)—in 2018, the importance of gender mainstreaming and WPS considerations gained momentum.⁶¹ During the 32nd Meeting of the ACDM in 2018, leaders from ASEAN National Disaster Management Organizations discussed, among other issues, setting priorities for women in disaster management. During the meeting, they also agreed to pursue new initiatives on women, peace, and security and to strengthen efforts to promote gender mainstreaming in disaster risk reduction (DRR) and climate change adaptation.⁶²

The AADMER Work Programme 2016–2020 included several capacity-building activities (such as the ASEAN Centre for Energy [ACE] and ASEAN Emergency Response and Assessment Team [ERAT]) and humanitarian missions that encouraged and included female participants (Work Plan 2016–2020).⁶³ In December 2020 AADMER released a new Work Programme for 2021–2025⁶⁴ with specific planned outputs for female participation, including:

- 2.5.1.2. A study and/or assessment on the vulnerability of women and other vulnerable groups⁶⁵ developed to support the implementation of the ASEAN Guidelines on Disaster Responsive Social Protection to Increase Resilience.
- 2.5.2.2. Good practices in community-based disaster risk management (CBDRM), especially those that highlight the roles and leadership of women and other vulnerable groups, are documented/compiled.
- 3.2.1.2 Audits and studies conducted to improve Disaster Emergency Logistics System for ASEAN operations and anticipate needs from new disaster scenarios, such as pandemics (where feasible), and to identify specific relief items that meet the needs of women and vulnerable groups.
- 4.1.1.1. Capacity-building programs on pre-disaster recovery and post-disaster planning require assessments with consideration of the urban landscapes, livelihood recovery, and the needs and participation of women and vulnerable groups during recovery.
- 5.1.2.5. Impact study on ASEAN's disaster capacity-building programs, including a subcomponent on women's leadership, among others.

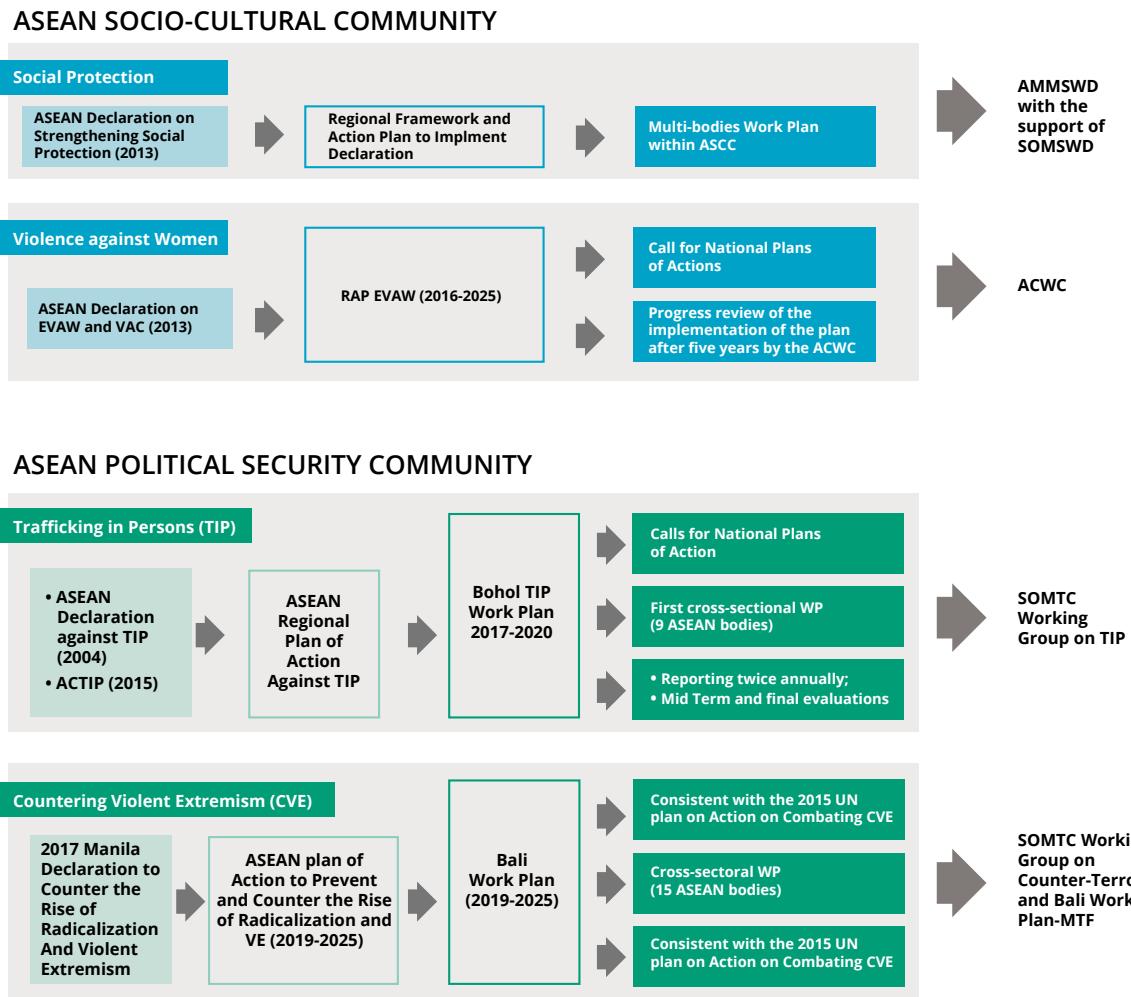
Notably, exemplifying how ASEAN bodies have promoted and maintained highly qualified female leadership in their ranks, the head of the Disaster Management & Humanitarian Assistance Division at the ASEC that runs the ACDM and the Executive Director of AHA Centre are women.

There are needs associated with the collection of greater disaggregated data at a regional level to facilitate a more nuanced picture of the gendered

impacts from disasters.⁶⁶ For example, the generation and gathering of data on GBV in times of disasters, as recommended by the ACWC, can

be linked with the roll-out of the *ASEAN Regional Guidelines on Violence against Women and Girls Data Collection and Use*.⁶⁷

Figure 8: ASEAN Mechanisms related to WPS



3.3.2 ASEAN POLITICAL AND SECURITY COMMUNITY

APSC seeks to promote cooperation in political development that adheres to the principles of democracy, the rule of law, and good governance, as well as respect for and promotion and protection of human rights and fundamental freedoms. In efforts to ensure a peaceful, secure, and stable region, ASEAN has adopted a comprehensive approach to security, including efforts to enhance its capacity to deal with existing and emerging challenges. The SOMTC works to address nontraditional security challenges including drug trafficking, terrorism, TIP, people

smuggling, cybercrime, and illicit trafficking of wildlife and timber, among others.⁶⁸

Some key informants interviewed indicate that in the APSC WPS has often been viewed as more of defense (conflict and post-conflict) issue and less as one focusing on women's rights.⁶⁹ There is overall limited consideration of the gender perspective in peace and security.⁷⁰ Efforts to advance the WPS agenda will be well served by promoting a greater gender focus as a more central consideration of needs associated with ensuring peace and that go beyond limitations of more traditional or narrow definitions security.

3.3.2.1 ASEAN Inter-Governmental Commission on Human Rights

As an integral part of ASEAN's organizational structure and an overarching institution with overall responsibility for the promotion and protection of human rights in ASEAN, AICHR is the overarching human rights body. Its crosscutting mandate is to handle matters related to human rights cooperation with other ASEAN bodies, external partners, and stakeholders. AICHR works to complement human right efforts across the regional body, including the ASCC and its sectoral bodies such as ACWC.⁷¹

Since its inception, AICHR has worked to complement APSC efforts from the human rights perspective.⁷² It has, for example, focused on women's economic empowerment, civil and political rights issues, and anti-trafficking in persons. AICHR participated in the elaboration of the ASEAN Plan of Action Against Trafficking in Persons and undertook a thematic study on women in natural disasters to more fully integrate a gender approach in regional disaster management.⁷³

AICHR does not have a specific budget for developing or advancing key aspects of the WPS agenda *per se* and its contributions to date to advancing WPS efforts within ASEAN have been limited. Nonetheless, an upcoming thematic study on the "Right to Peace" will help highlight how ASEAN could and should contribute to advance the aims of peace and security, including the implementation of the WPS agenda as possible areas for AICHR to contribute more.⁷⁴

3.3.2.2 ASEAN Institute for Peace and Reconciliation and the ASEAN Women for Peace Registry

The ASEAN-IPR was established when ASEAN leaders issued the "Joint Statement on the Establishment of the ASEAN Institute for Peace and Reconciliation" on 8 May 2011 as a follow up to the 2010–2015 APSC Blueprint (Provision B.2.2.i). ASEAN-IPR is seen as ASEAN's research institution focusing on peace, conflict management, and conflict resolution. As outlined in its terms of reference, adopted by the ASEAN Foreign Ministers in 2012, ASEAN-IPR has the mandate to undertake a number of activities, including research, capacity-building, developing a pool of expertise,

networking, and information dissemination. ASEAN-IPR is also mandated to undertake studies to promote gender mainstreaming in peacebuilding, peace processes, and conflict resolution, as well as to study and analyze existing dispute settlement mechanisms in ASEAN with a view to enhancing the prospects for the peaceful settlement of disputes in the region.⁷⁵

Since its creation, ASEAN-IPR has worked on some initiatives relevant to WPS issues, including two workshops in the Philippines in 2015 focusing on Strengthening Women's Participation in Peace Processes and the Plight of Women and Children in Conflict Situations. These workshops helped to develop agendas and networks, which has helped put women's political empowerment at the forefront of subsequent peace and security discussions.

ASEAN-IPR has contributed to integrating gender considerations into the APSC through the establishment of the AWPR. On 2 December 2018, the AWPR was established as a directory and a pool of experts to assist ASEAN on related issues within the ASEAN-IPR mandate as stipulated in the Institute's Terms of Reference. The AWPR, as envisaged, is to serve as a means for promoting exchanges of expertise and knowledge and helping to mobilize this capacity to respond to issues arising at the regional or country level.⁷⁶ While still in the early days since its creation—the AWPR has held a few meetings thus far—those involved have initiated some broad-based discussions directly relevant to advancing the WPS agenda.⁷⁷

The AWPR is well suited to play a critical role in ensuring greater integration between gender perspectives and the work of global peace operations and efforts to promote and empower more women to participate in peace processes. Additionally, the AWPR might also be instrumental in helping to emphasize women's economic security, including aims to secure work-readiness and the "new normal" circumstances involving work-from-home as part of several under-diagnosed challenges associated with the concept of economic security and corresponding WPS considerations. This concept and its associated challenges have become much more apparent to many because of the COVID-19 pandemic lockdown, which has exacerbated the challenges women face every day. While requiring more thinking and analysis to inform actions, the

economic security of women warrants greater attention. The AWPR may be well placed to contribute to those efforts.⁷⁸ The recently adopted statement at the 53rd ASEAN Foreign Ministers Meeting provides an opportunity for the AWPR to work in these areas through appropriate capacity-building and technical assistance cooperation within ASEAN and with ASEAN's external partners.⁷⁹

3.3.2.3 ASEAN Regional Forum

As a premier platform for security dialogue in the Asia-Pacific, ARF provides a place to discuss current security issues and develop cooperative measures to enhance peace and security in the region.⁸⁰ In August 2019, the ARF issued a Joint Statement on WPS⁸¹, which is very significant in not only recognizing the importance of pushing the WPS agenda in this high-level forum, but also committing to make progress on a number of areas, including those noted in Figure 9 below. The ARF Joint Statement calls for leveraging "ASEAN-led mechanisms and development partners to support the implementation of global commitments in advancing the Women, Peace and Security agenda to better support the empowerment of women

and girls in the prevention and resolution of armed conflict, and post-conflict peacebuilding." It also tasks ARF Experts and Eminent Persons (EEPs)⁸² to provide recommendations regarding the WPS agenda within relevant ARF workplans, programs, and processes, including inter-sessional meetings, workshops, and other activities when relevant. The 14th ARF EEP Meeting scheduled for 2020 was postponed due to the COVID-19 pandemic.

The commitment to increase women's participation in peacekeeping operations is another significant milestone given that a number of AMS, including Indonesia, Malaysia, and the Philippines, are among the more active troop-contributing countries in a number of UN peacekeeping operations (UNPKOs). Peacekeeping operations remain one of ARF's primary engagements, including the 8th ARF Peacekeeping Experts Meeting (co-chaired by Indonesia and Japan), which was scheduled for mid-2020 and an ARF Workshop on WPS. Unfortunately, these events, like the EEPs meeting, have been postponed to the next Inter-Sessional Year (2020–2021) due to the pandemic.⁸³

Figure 9: ARF Joint Statement on WPS

INCREASE the meaningful participation of women, including women's civil society organisations and networks implementing the Women, Peace and Security agenda, in the prevention, management, and resolution of armed conflict, and post-conflict peace building reconstruction and rehabilitation.	PREVENT, respond to, and end all forms of violence, sexual exploitation and abuse perpetrated in armed conflict situation, particularly against civilians, including women and girls.
BUILD the capacity of women as peace builders, including as mediators and negotiators at the international, regional, national, and community levels as appropriate; in particular, through the promotion of the role of women as essential voices and active participants in society.	SUPPORT the role of women in promoting a culture of peace that educates and empowers all people; prevents armed conflicts; promotes the rule of law, and sustains peace through approaches that are comprehensive, cross-sectoral, and integrated.
ENGAGE men and boys in support of women's empowerment within the broader Women, Peace and Security agenda, and to further engage with the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in accordance with its mandate as launched during the ASEAN HeForShe Campaign on 30 November 2017.	STRENGTHEN the capacity of peacekeeping operations to advance the Women, Peace and Security agenda, including by increasing deployment and meaningful participation of women at all levels, and incorporating the Women, Peace and Security agenda into the relevant planning and implementation of operations." (ARF Statement 2019).

Within ASEAN, a good example of the importance of women in peacekeeping operations is the “Hijab Troopers,” who were deployed by the Armed Forces of the Philippines (AFP) in the post-Marawi conflict in Mindanao. This group of female army and police personnel wore hijab and had a mission to assist rehabilitation and recovery efforts for internally displaced persons (IDP) traumatized by the conflict. This program was well received by affected communities as it demonstrated the sensitivity and respect of the AFP for the local culture, norms, and religion.⁸⁴

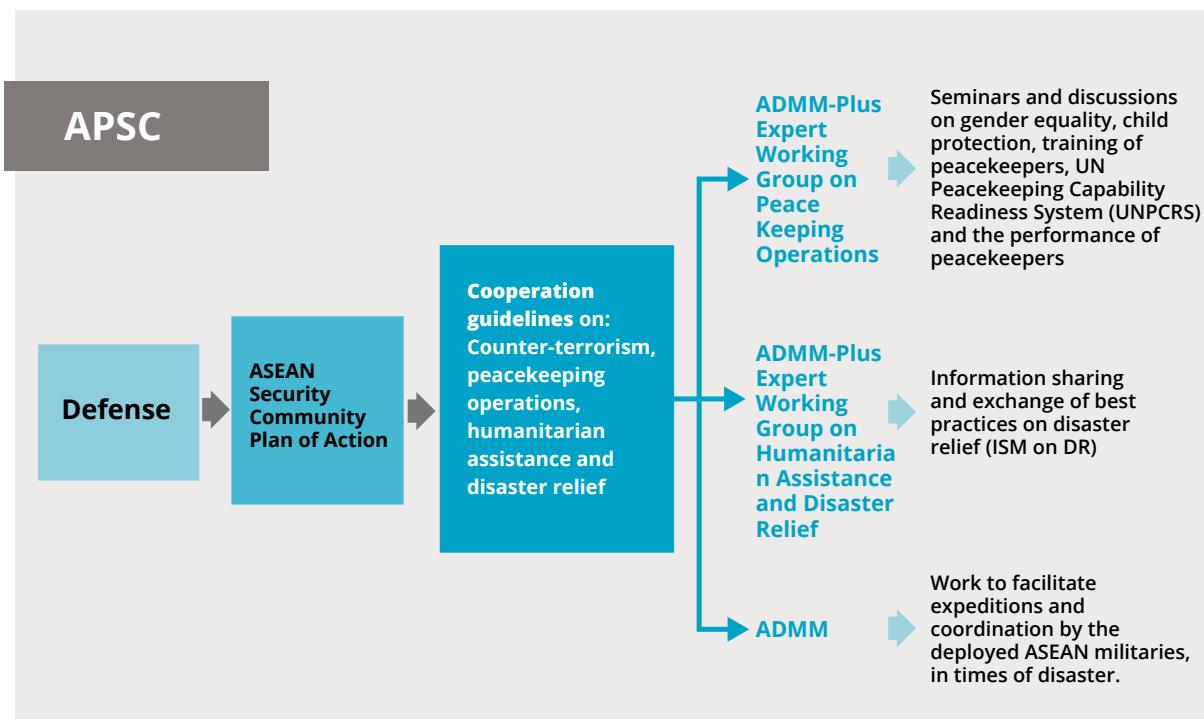
3.3.2.4 ASEAN Defence Ministers Meeting

Established in 2006, the ASEAN Defence Ministers Meeting (ADMM) aims to promote greater understanding of defense and security challenges in ASEAN through dialogues and regional defense initiatives. Realizing the need for an “open, flexible and outward-looking” ADMM, ADMM-Plus was established in 2010 and includes eight dialogue partners (Australia, China, India, Japan, New Zealand, Republic of Korea, Russia, and United States), with the aims to promote mutual trust and confidence between defense establishments and

to benefit ASEAN member countries in building capacity to address shared security challenges through practical defense cooperation, including under the ADMM-Plus Experts’ Working Groups.

Among the key areas of cooperation under the Experts’ Working Groups are peacekeeping operations and humanitarian assistance and disaster relief (as well as cyber security, counterterrorism, mine action, maritime security, and military medicine). While the ADMM and the ADMM-Plus agendas and workplans do not explicitly mention WPS, the participation and protection of women is critical in the two areas of cooperation/operations. In fact, the implementation of the ASEAN Security Plan of Action has prompted seminars and discussions on gender equality in training peacekeepers by the ADMM-Plus Experts’ Working Group on Peacekeeping Operations. These joint training operations and workshops conducted under the framework of ADMM or ADMM-Plus provide important avenues to integrate training on gender, and the mainstreaming of WPS by highlighting the salience of its four pillars: participation, prevention, protection, and relief and recovery.

Figure 10: ASEAN APSC Mechanisms related to WPS (ADMM/ADMM-Plus)



WPS is also relevant to ADMM and ADMM-Plus work in their common interests in sharing best practices in SSR to strengthen peace and security in ASEAN and the wider region. In undertaking SSR and governance, which includes improving governance and accountability of security agencies (military, police, intelligence, and border patrols) and the justice system, the importance of integrating human rights law and international humanitarian law cannot be overstated. Similarly, a case can be made for integrating training on gender awareness and WPS as part of promoting best practices in SSR and governance.

3.3.2.5 ASEAN Ministerial Meeting on Transnational Crimes and the Senior Officials' Meeting on Transnational Crime

The most notable work of the ASEAN Ministerial Meeting on Transnational Crimes (AMMTC) and SOMTC was the development of two legally binding regional instruments: the ASEAN Convention on Counter Terrorism and the ACTIP. In addition, they also developed Declarations, including the *Manila Declaration to Counter the Rise of Radicalization and Violent Extremism* in 2017. Throughout the years, the AMMTC and SOMTC have developed strong ties and engaged positively with ASEAN external parties, in particular ASEAN dialogue partners, which eventually developed into AMMTC/SOMTC Plus Dialogue Partners Consultations. The SOMTC has created five working groups to address counterterrorism, TIP, cybercrime, illicit trafficking of wildlife and timber, and arms smuggling.

The SOMTC Working Group on Trafficking in Persons elaborated the ASEAN RPA Against TIP, Especially Women and Children (ACTIP) and the cross-sectoral Bohol Trafficking in Persons Work Plan 2017–2020, which involves nine ASEAN sectoral bodies. It calls for the adoption of national plans of action against TIP.

The SOMTC Working Group on Counter Terrorism was built upon the 2017 Manila Declaration to Counter the Rise of Radicalization and Violent Extremism to develop the ASEAN Plan of Action to P/CVE (2019–2025), also known as the Bali Work Plan. This working group developed the Bali Work Plan through cross-sectoral consultation across 15 ASEAN sectoral bodies in order to operationalize the RPA.

3.3.3 ENTITIES ASSOCIATED WITH ASEAN (CHAPTER 5 AND ANNEX 2 OF THE ASEAN CHARTER)

3.3.3.1 ASEAN Inter-Parliamentary Assembly

Annex 2 of the ASEAN Charter lists the ASEAN Inter-Parliamentary Assembly (AIPA) at the top of its associated entities (Article 16 of the Charter), which indicates the importance of the parliamentarians and their role in community building. In general, AIPA provides a parliamentary forum for members from national parliaments to interact and exchange information on issues of common interest.

In 1998, AIPA established the Women Parliamentarians of AIPA (WAIPA). WAIPA has worked with AIPA Member Parliaments and Member States to: 1) realize the importance of gender equality and women and girl's empowerment as one main pillar of ASEAN sustainability, and 2) encourage AIPA Member States to "develop their legislation and policies related to equal access to resources and participation in decision-making of women in order to ensure gender equality in all aspects". WAIPA has also urged AIPA Member Parliaments to do more to support their national research and update the gender statistic database with the view to policy formulation. ASEAN should consider involving WAIPA in the implementation of the WPS agenda given the importance of parliamentarians, through their law-making and oversight functions in ensuring that government institutions promote peace, security, and gender equality by guaranteeing that all laws—in their intent and in their application—promote and protect human rights, including governance and accountability.

3.3.4 ASEAN ECONOMIC COMMUNITY

ASEAN has a documented history of commitment to regional economic integration. The neighborly relations among the 10 AMS and the various institutional efforts at the ASEAN level allow it to prioritize peace and security, including its stated prevention mandate, in support of economic prosperity and inclusive development. While the commitment to WPS issues is nascent in the AEC, there is a clear link between making a case for linking economic prosperity and development with women, peace, and security. It is encouraging

to note the recent statement issued by ASEAN Foreign Ministers recognizing that economics and peace are interconnected and mutually reinforcing, and agreeing to promote cooperation to safeguard women's economic well-being and welfare into ASEAN economic integration efforts. As ASEAN seeks to respond to global climate change, transnational threats to security, public health emergencies including pandemics, and other emerging issues, women's inclusion is an essential consideration, especially from the standpoint of economic security. Thus, the AEC and AMS economic ministries and institutions should play a role in any future advancements on WPS in the ASEAN region.⁸⁵

The movement of services and skilled labor forms and remains a critical aspect of policy and program priorities within the AEC, and the achievement of a free movement regime for skilled labor is an important component of the AEC Blueprint 2025. In the future, the AEC Blueprint could more fully address social and gender goals. Currently, rights and the social dimensions of migration are included under the ASCC pillar.⁸⁶

The ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers adopted in 2007, recalls that the ASEAN community rests in three pillars and that "(b)oth the receiving states and sending states shall strengthen the political, economic and social pillars of the ASEAN community by promoting the full potential and dignity of migrant workers in a climate of freedom, equity, and stability in accordance with the laws, regulations, and policies of respective ASEAN Member Countries." In 2009, the Declaration on Migrant Worker Rights was reaffirmed in the ASCC Blueprint that listed the protection and promotion of the rights of migrant workers as one of its strategic objectives (section C.2).

Established in 2017, "ASEAN Consensus On The Protection And Promotion Of The Rights Of Migrant Workers" expanded on the 2007 Declaration. Under ASEAN Consensus, AMS commit to "Uphold fair treatment with respect to gender and nationality, and protect and promote the rights of migrant workers, particularly women, in accordance with the obligations of AMS under appropriate international instruments to which they are parties." In addition, the obligations of the receiving state are much more detailed than in the ASEAN Declaration, including the "prevent(ion)

of abuses towards migrant workers, as well as protection from "violence and sexual harassment" as part of its fair treatment of these workers. Similar to the 2007 Declaration, the receiving state must also facilitate migrant workers with access to legal assistance and recourse if they become victims of violence.

Two additional major themes surfaced during the course of this study regarding the role of the AEC on the advancement of a WPS agenda. First, numerous respondents noted the importance of both the AEC and ASCC for tackling issues critical to inequalities in women's security, including economic, health, and education. Furthermore, ASEAN Senior Leadership has consistently stated that ASEAN cannot advance on WPS without talking about the economic aspects, including economic recovery and women's livelihoods, particularly in the context of regional threats, various forms of natural and human-made disasters, and localized conflict. In light of the September 2020 ASEAN Foreign Ministers Meeting, the AEC now has greater opportunity to explore a clearer role in WPS.

The study team found that 1) the AEC is supporting more gender-inclusive regional trade and economic growth through a series of women's economic empowerment initiatives, though this has focused mainly at the individual and business-sector levels through the ASEAN Women Entrepreneurs Network (AWEN)⁸⁷; and 2) these efforts represent an important foundational element to WPS, but must go further. Moving forward, the WPS agenda should seek to ensure that AEC sectoral bodies have a "seat at the table" on any multisectoral approaches by ASEAN to advance the WPS agenda. AMS economic leaders and experts must participate in any future ASEAN-led WPS multisectoral working groups and play a strategic role in developing a regional approach to WPS to ensure that the economic perspective is solidified within the WPS agenda.

AEC Progress on Gender Mainstreaming

The AEC has made important progress on gender mainstreaming, for example, in July 2020, the AEC Department hosted a Gender Mainstreaming workshop during which a variety of topics were covered, including the regional impact of gender inclusion and sector-wide regional approaches to gender mainstreaming (e.g., tourism, e-commerce, trade, etc.). These discussions represent several

years of progress by the AEC on gender inclusion, and while important, do not yet make a direct link to the aims of the WPS agenda, especially linking inclusive economic development with efforts to strengthen social cohesion and build community resilience to be able to overcome a diverse set of challenges.

ASEAN adopted the Action Agenda on Mainstreaming Women's Economic Empowerment in 2017.⁸⁷ This highlights key areas for ASEAN progress, including to:

- Adopt measurable actions to address barriers to women's access (e.g., finance, technology, etc.);
- Promote women's entrepreneurial participation and skills development;
- Invest in "enabling environment" programs for micro and medium-sized enterprises;
- Increase women's representation and leadership at the executive level, and promote policies and strategies to close the gender pay gap; and
- Encourage public and private sector collaboration through the ASEAN Business Advisory Council and the AWEN.

AWEN is already discussing regional issues, such as COVID-19. These networks of businesswomen in the region serve as platforms to exchange knowledge and experiences on promoting economic and trade activities in order to enhance gender equality and empower and strengthen the entrepreneurship skills of women in the ASEAN community. AWEN seeks to create a favorable environment for female-led enterprises and support for women entrepreneurship in the region.

The Asia-Pacific Economic Cooperation (APEC) Policy Partnership on Women and the Economy (of which seven of the 10 AMS are members) has launched a framework for the involvement of women in APEC.⁸⁸ Although not an ASEAN-led institution, APEC focuses on barriers for women's participation at an individual or business level, which is relevant to improving economic security of women as an integral part of the prevention agenda of WPS.

There are also some initial cases of cross-community collaboration on women's economic empowerment in post-conflict contexts, including some ongoing collaboration between the AICHR, the ACWC, and the ACW. An in-process study on the "Right to Peace" being led by the AICHR may provide some information and insights about women economic empowerment in conflict and post-conflict situations.

Some AMS, including Myanmar and the Philippines, have strong subnational experience with CSOs contributing to gender-inclusive livelihood promotion in conflict areas. Indonesia's Peace Village Concept, pioneered by UN Women and the Wahid Foundation, centers around women's participation and leadership as peace agents to shape the community-based solutions in engaging youth, identifying early warning sign of radicalization, and promoting tolerance and social cohesion in diverse communities, including interfaith dialogue and economic empowerment activities. It has been an example of good practices supported by President Jokowi and the Government of Indonesia led by the National Counter Terrorism Agency for potential scale up.^{90,91} As noted in the summer 2020 edition of *The ASEAN Journal* in an article on WPS, and ASEAN does seek, through engagement with CSOs, to understand how these subnational initiatives can feed into the design of the policies at the macro level, and how AMS and ASEAN can support economic empowerment at the policy or macro-level regionally.

Recommendations to Engage AEC in WPS

The AEC must recognize and act upon the links among conflict, regional threats to stability, and economic empowerment of women. Women's participation on economic policy and regional integration, particularly those relevant to WPS and emerging threats such as pandemics and climate change, is essential to securing the ASEAN region's resilience to address and overcome these challenges.

Awareness-raising and capacity building is crucial to address the perceived gaps in engaging the security sector and business sector. There is no shortcut to this; the AEC will need to conduct training to improve awareness and understanding incrementally.

Any multisectoral efforts on WPS must include the AEC. Economic stability is especially critical to considering regional threats such as natural disasters, transnational crime, climate change, and pandemics. A starting point is to develop areas of collaboration that can enhance value addition on WPS agenda for AEC, including interlinkages between economic stability, peace, and development in the region. Gender mainstreaming efforts, particularly women's economic empowerment initiatives, may be a good initial step for the AEC. Bringing the AEC to the WPS table will further enhance its stated mandate to support the women's participation in strategic preventative measures, efforts to build strong and resilient communities, as well as rebuild effectively after calamities.

3.4 The Role of Civil Society Organizations

In 2019, the Foreign Ministers of ASEAN adopted a *"Joint Statement on promoting the women, peace and security agenda at the ASEAN Regional Forum"* where they committed again "to making progress on women, peace and security agenda." In addition to the commitments adopted in the 2017 Joint Statement, the Foreign Ministers committed to increase the meaningful participation of women's CSOs and networks *"implementing the Women, Peace and Security agenda, in the prevention, management, and resolution of armed conflict, and post-conflict peace building reconstruction and rehabilitation."*⁹²

In practice, CSOs have little space to formally interact with ASEAN with the exception of the ASEAN Civil Society Conference/ASEAN People's Forum (ACSC/APF) held annually in parallel with the ASEAN Summit, the Regional Consultation on Human Rights held alongside the AICHR or ACWC meetings, and a number of meetings held by commissions and working groups such as AICHR, ACWC, and the ASEAN Committee on the Implementation of the ASEAN Declaration on the Rights of Migrant Workers (ACMW).

CSOs must adhere to the Rules of Procedure and Criteria for Engagement for Entities Associated

with ASEAN set out in 2016 by the Committee of Permanent Representatives to ASEAN in accordance with the ASEAN Charter to engage with ASEAN. The 2016 ASEAN Guidelines on Accreditation for Civil Society Organization defines a CSO as:

A non-profit organization of ASEAN entities, natural or juridical, that promotes, strengthens and helps realize the aims and objectives of the ASEAN Community and its three Pillars – the ASEAN Political-Security Community, the ASEAN Economic Community and the ASEAN Socio-Cultural Community.⁹³

ASEAN-accredited CSOs perform functions and activities that are governmental or quasi-governmental in nature but are not formally incorporated into the ASEAN structure. This is the case of AWEN and the ASEAN Confederation of Women's Organizations. These CSOs are allowed to establish working relationships with a specific ASEAN body relevant to its specialization. To receive accreditation, CSOs must submit an application to the ASEC for review and approval. Once approved, CSOs are expected to fulfill certain requirements (e.g., invite officials of ASEAN Member States to their meetings) and participate in relevant ASEAN activities as consultants.

In practice, the different ASEAN bodies, including AICHR, ACWC, and ACMW, have adopted their own CSO engagement practices (see Figure 11). Since 2018, CSOs urged the AICHR, among others, to:

1. Expressly recognize that its effective functioning as the overarching institution responsible for the promotion and protection of human rights in ASEAN is inextricably linked to civil society participation;
2. Review its terms of reference with a view to amending it to enhance civil society engagement in its work and strengthen its protection mandate;
3. Respect and uphold principles of inclusivity and nondiscrimination; and
4. Ensure meaningful participation of grassroots and marginalized groups in decision-making.⁹⁴

Figure 11: Key points of engagement: ASEAN and CSOs

AICHR	ACWC	ACMW
<p>AICHR Terms of Reference (TOR): Article 4.8 requires AICHR, “<i>To engage in dialogue and consultation with other ASEAN bodies and entities associated with ASEAN, including civil society organisations and other stakeholders, as provided for in Chapter V of the ASEAN Charter,</i>” and Article 4.9 allows AIRCHR, “<i>To consult, as may be appropriate, with other national, regional and international institutions and entities concerned with the promotion and protection of human rights</i>”</p> <p>Since the adoption of the Guidelines on the AICHR Relations with CSOs in 2015, the AICHR has been engaging with accredited CSOs through its activities and programs, which address various human rights issues pertinent to ASEAN. Currently there are 30 CSOs accredited to the AICHR.</p>	<p>ACWC Terms of Reference (TOR): Article 3.9, states that ACWC will, “<i>adopt a collaborative and consultative approach with ASEAN Member States, academia and civil society pertaining to the rights of women and children.</i>”</p> <p>ACWC Rules of Procedure: Article 53 states that “<i>the ACWC shall engage the participation of civil society and stakeholders wherever possible. Such participation shall respect the principles of transparency, effective and meaningful dialogue.</i>”</p>	<p>ASEAN Forum on Migrant Labour (AFML) It annually convenes key migration stakeholders from among ASEAN governments, workers’ and employers’ organizations, and civil society.</p>

They had also urged the AMS to create and maintain a safe and enabling environment for civil society by applying sound procedures and good practices as identified in international human rights standards in order to strengthen the engagement of CSOs with international and regional bodies such as AICHR.⁹⁵

Some of the interviewees indicated that ACWC has been gradually discussing the WPS agenda within its working framework and pursuing opportunities to incorporate regional CSOs in its activities.⁹⁶

Globally, civil society is a major driver of the WPS agenda. Civil society advocates are often cited as having played a huge role in advancing the WPS agenda in Indonesia, Myanmar, the Philippines,

and Thailand. CSOs have each used distinct methods to implement the WPS agenda at the country level. For instance, in the Philippines, CSOs have championed prevention of GBV and sexual violence in the context of internal displacement, while in Thailand’s Southern Border Provinces, CSOs have had significant roles in peacebuilding, and in Myanmar they have been promoting the WPS through awareness, activism, and advocacy efforts in the peace process and to tackle conflict-related sexual violence.

CSOs are also cited as having served as a medium or bridge between grassroots women movements and the governments, helping ensure that women’s movements operating at the community level are able to amplify their voices. In addition,

in the ASEAN region there are some research and academic institutes and representative and media outlets promoting the WPS agenda through publications. ASEAN could explore the establishment of a mechanism to ensure civil society engagement in advancing the WPS agenda.

Knowledge and experiences from all these organizations and institutions can be useful, especially in delivering new perspectives and creative ideas. Some interviewees stated that regional and national plans of action on WPS have been more successful where there has been a comprehensive consultation with CSOs and they are included at critical stages in the process. For instance, some of the interviewees indicated that the first iteration of the NAP on WPS in the Philippines benefited from considerable CSO engagement and inclusion (see Figure 12).

Figure 12: Key take-aways from civil society engagement in the Philippines

Philippines: CSO Engagement on WPS

- Coordinate a network of CSOs such as WE Act 1325 and build a joint partnership with government to aid in a comprehensive drafting and implementation of a 1325 action plan.
- Include civil society as “key actors” for specific roles in the implementation process.
- Partner the Steering Committee with civil society for continued input.
- Support civil society with funding for successful implementation.
- Include indigenous or other related groups or movements in NAP advocacy and civil society cooperation for enhanced support and buy-in.
- Use civil society as a resource for data and fact gathering during the monitoring and implementation process.

In the development of Philippine's NAP, Filipino civil society formed Women Engaged in Action on 1325 (WE Act 1325) made up of a national network of women's organizations, headed by the Sulong Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law and the Center for Peace Education. WE Act 1325 provided a process that involved its network CSOs, including in Mindanao and other key places, that provided a series of consultations and awareness-raising sessions on WPS. The Philippines NAP lists CSOs as “key actors” for specific actions and mentions the critical importance of civil society and NGO advocacy, campaigns, programs, and projects to the fulfillment of the NAP's objectives. In addition, the Steering Committee pledged to partner with civil society and disbursed funds to particular CSOs to support with implementation and civil society plays a key role in the monitoring and evaluation process, especially to help with data and fact-gathering operations that the government alone may not be able to do effectively.⁹⁷

3.5 Case Analysis: COVID-19 and Women Peace and Security in ASEAN

The impact of COVID-19 is widespread and profound. The pandemic is also disproportionately impacting women according to many international organizations and agencies, including UN Women, and as underscored in the ASEAN Institute for Peace and Reconciliation's recent webinar on the influence of COVID-19 on the WPS agenda. As ASEAN and its Member States look to the future of regional challenges caused by climate change, natural disasters, and public health emergencies such as pandemics, COVID-19 presents some critical lessons when viewed through the lens of the WPS agenda. During the recent ASEAN Ministerial Dialogue on Strengthening Women's Role for Sustainable Peace and Security held in September 2020, ASEAN Foreign Ministers recognized the fact that women face higher risk and higher exposure than men to the economic downturn caused by COVID-19. As a result, the Ministers encouraged cooperation to include the WPS agenda in wider ASEAN economic integration efforts and to facilitate women's economic empowerment, given its crucial role in the process of conflict prevention, resolution, and recovery.⁹⁸

Figure 13: ASEAN Statement on COVID-19

We pledge to remain united and vigilant against COVID-19 and commit to work closely with the WHO, ASEAN's external partners and the international community to suppress the spread of the pandemic, protect people's lives and livelihoods, maintain socio-economic stability while sustaining ASEAN Community building momentum for sustainable development, inclusive growth and leaving no one behind

Declaration of the Special ASEAN Summit on Coronavirus Disease 2019 (COVID-19) (14 April 2020)

Globally, as well as within ASEAN, women have led efforts to prevent the spread and respond to this deadly disease. Whether with home care, frontline healthcare responders, other relief measures, or inclusive decision making, the pandemic highlighted how such an international challenge can be different for women and men. As nations search for innovative solutions, the core tenets of the WPS agenda are even more relevant than before this pandemic. It has also made clear the importance of implementing existing policy commitments, such as UNSCR 2242, which explicitly calls for an increased role of women in formal and informal aspects of global health crises. COVID-19 has reaffirmed a lesson known from other crisis situations—to seek and achieve sustainable solutions to intractable social issues, it is critical to apply a gender lens to understand the impact and create inclusive responses for recovery and resilience of communities and nations.

What has happened as a result of COVID-19 since January 2020?

Participation: Existing gender and socioeconomic inequalities have been exacerbated. Even though women make up the majority of health workforce and are more likely to serve as frontline health and community workers, experts in health and pandemic response attribute this growth in inequality to the lack of female representation

in leadership, policy design, and response implementation.^{99, 100} Furthermore, the gender digital divide has presented considerable challenges for women and girls who have less access to online services.

Prevention: Funding and resources, especially those dedicated to female peacebuilders, have been redirected to COVID-19 efforts, contributing in some cases to a rise in conflict. Women have faced a rise in cases of GBV in several countries during the pandemic and, concurrently, the coordination and effectiveness of GBV-focused support services have diminished. Women have faced reduced access to resources and shelter and suffering higher layoff rates than male counterparts. In specific sectors, such as healthcare, women are over-represented and are at a higher risk of contracting the virus.¹⁰¹

Protection: Due to movement restrictions and breakdowns in temporary COVID-19 ceasefires in conflict zones, access to health and other services are extremely limited and pose higher risks for women. In non-conflict zones, police forces have been focused on enforcing lockdowns rather than on community safety, which has undermined women's protection. In fact, incidents of sexual harassment and violations have been committed by security personnel at checkpoints and as part of the security regimen. Another consequence of the recent shift to majority-virtual lifestyles and workplaces is an increase in cases of cyber-harassment, stalking, bullying, sexual harassment, and sex trolling.¹⁰²

Relief and Recovery: Migrant workers have been forced to return home and grapple with a loss of income, low access to basic necessities, and discrimination and stigma.¹⁰³ Female migrant workers and IDPs are often housed in facilities with little/no gender segregation, facing risks of violence and sexual assault.¹⁰⁴

Steps Taken and Continued Needs in the ASEAN Region

Participation: Various steps have been taken such as the establishment of assistance hotlines, women's shelters, crisis center services, and platforms to raise educational awareness on the prevention of GBV.¹⁰⁵ During the design and implementation of these COVID-19 response efforts, women could play a greater role. This

would ensure that responses are more effective in preventing the intersectional violence and harm that women face, especially in light of the overlapping effects of pre-existing conflicts and the COVID-19 pandemic.¹⁰⁶

Prevention: Due to movement and social distancing restrictions, borders have been locked down, with many services shifted to the digital realm. Many organizations have been only partially operational. As a result, CSOs working on WPS have encountered many obstacles in attempts to reach women and children in conflict-affected regions, provide services to those in need, and meet with donors, government officials, and other partners. They have struggled with a shortage of funding as resources have been moved to COVID-19 responses.¹⁰⁷ Consequently, even as the need for WPS CSOs has grown during the pandemic, the necessary resources to support their ongoing services have diminished.

Protection: In response to the pandemic, AMS have expressed support for the UN Secretary General's call for a global ceasefire, established movement and social distancing restrictions, and have mobilized the military and security sector to enforce emergency measures. However, local conflicts at the subnational and community level continue in some AMS. The use of security services in COVID-19 responses have sometimes been at odds with ongoing peacebuilding efforts, including government-granted emergency decrees to restrict ability to move freely between borders to provide aid to those in conflict-affected regions (including human rights defenders).¹⁰⁸ Female service providers have been harassed or threatened at checkpoints, delaying and inhibiting ongoing peacebuilding efforts, exacerbating gender inequalities, and risking violence toward women.¹⁰⁹

Relief and Recovery: ASEAN has made two key statements on COVID-19, including the "Declaration of the Special ASEAN Summit on Coronavirus Disease 2019," which lists measures AMS are taking to contain COVID-19 and manage its impact. Unfortunately, it fails to mention the role that women will play in doing so, and also does not include a gender perspective in any of its approaches.¹¹⁰ Second, the AICHR, has urged that measures taken to protect public health must be inclusive of all people at risk, including women and other marginalized groups. Many AMS have

the opportunity to expand female representation in leadership positions managing COVID-19 response and recovery efforts.

How can WPS in ASEAN improve preparedness for future regional threats like COVID-19?

In light of the pandemic, the focus on WPS has been reduced, even with major milestones like the 20th Anniversary of UNSCR 1325. Yet COVID-19 challenges and responses highlight the importance and urgency of WPS initiatives as a platform for gender-inclusive approaches to strengthen regional security integration. Excluding women from participation, protection, prevention, and relief and recovery efforts makes the society at large (not just women) less secure due to the conflicts that prevail as a result of the lack of female engagement in the peace and security dimension of the pandemic.¹¹¹

Participation: Increasing women's participation will ensure that responses are equitable and sustainable. Some immediate actions that could be taken by ASEAN and its Members include:

- 1) One key informant to this study suggested that the AWPR could support collaboration with stakeholder agencies in respective AMS, sharing national experiences with COVID-19 response and good practices for improved long-term response planning for future infectious diseases and national emergency situations. Managed by the ASEAN-IPR, AWPR could be a key entity in advancing women's rights, and ASEAN could find ways to add resources to the AWPR and increase its overall influence.¹¹²
- 2) In order to ensure that women are at the center of policy change, solutions, and recovery, grassroots women's rights organizations must be supported. Women's organizations must also participate in decision-making processes so that their needs and perspectives are addressed in the prevention of and responses to violence and conflict during COVID-19.¹¹³
- 3) Policy responses to COVID-19 must have a gender impact assessment and should go through intersectional gender analysis. One way in which this can be achieved is by encouraging information sharing and the availability of gender-disaggregated official statistics and other data pertaining to cases of COVID-19.

Prevention: To ensure that emergency powers do not conflict with ongoing peacebuilding efforts, women and gender-equality experts must be involved in the adaptation of existing emergency powers. This will help to ensure that peacebuilding efforts are able to continue without impediment.¹¹⁴ Further analysis on how gender-disaggregated information could also help develop more effective response programs and provide critical aid in conflict areas.

Protection: Ceasefire agreements typically pave the way for future peace talks and agreements, which are intended to make communities more resilient to future conflict. Gender provisions are vital in ensuring that violations of women's human rights are addressed and can be successfully prevented in all contexts of conflict. Therefore, women must be fully involved in the design, implementation, and monitoring of ceasefire agreements.¹¹⁵

Relief and Recovery: Women are vital to social, political, and economic recovery, and their minimal presence in COVID-19 response and recovery efforts aggravates the women's existing challenges and inequities. To tackle these challenges, ASEAN must provide support to women's organizations that are providing essential services to remote and vulnerable populations.¹¹⁶ Given the expansive powers granted to government and military officials under emergency decrees, and potential for abuse, key services must be put in place to prevent impunity and improve the quality and accountability of COVID-19 response enforcement.

In promoting the WPS agenda, ASEAN has an opportunity to transform the lessons from the pandemic into a driver of change to promote women's equal and meaningful participation in leadership and decision-making. Women's roles related to response and recovery, social cohesion measures, countering discrimination and hate speech, and challenges from pandemics can help to mitigate potential drivers of violence

and conflict. Focused efforts to advance the WPS agenda in each of the pillars of prevention, participation, and recovery can ensure that women are treated equitably throughout the event of crises management, policy development, and implementation. Increasing the participation of women leadership in government programs and policy-making processes has tremendous potential for ensuring that peace and security efforts are more inclusive, efficient, resilient, and effective at addressing the needs of all ASEAN citizens.



Photo: UN Women/Nguyen Minh Duc

SECTION 4

Implementation of Women, Peace and Security Agenda in ASEAN and ASEAN Member State

This section presents a review and analysis of data collected during research on WPS in the ASEAN region. AMS-level information was collected through country-specific research on WPS-related priorities, practices, legal frameworks, and relevant lessons learned from AMS. The analysis is, in part, based on the informed perspectives of a wide range of key informants and experts on WPS in the ASEAN region, and obtained with an approach informed by an A/PEA employed to discern the incentives for, as well as the constraints to, advancing the WPS agenda in ASEAN. The data gathering and analysis focused on four key indicators:

- 1. Foundational Factors:** Understanding the international, regional, and national structures that determine implementation of the WPS agenda in ASEAN and in AMS;
- 2. Rules and Norms:** The formal and informal institutions that influence incentives to advance the WPS agenda;
- 3. Here and Now:** The behavior of decision makers in response to events that creates opportunities for the advancement of the WPS agenda; and
- 4. Dynamics:** International, regional, or national issues or events that offer opportunities for the advancement of the WPS agenda, and what advancement of the agenda portends.

This section is structured to respond the following questions and concludes with several higher-level findings:

- How is the WPS agenda is advancing in South East Asia, in ASEAN, and at the AMS level (by AMS pillar)?
- What are the key challenges and opportunities for AMS to advance the WPS agenda?

4.1 How is the WPS Agenda Advancing in South East Asia?

The following analysis focuses on the current status of the WPS agenda across South East Asia. This information was collected by a team of researchers in the region, and through inquiries with experts on gender equality, peace and security, and WPS-related policy from within the ASEAN region.

4.1.1 HOW IS THE WPS AGENDA ADVANCING AT THE REGIONAL LEVEL?

Participation

ASEAN commitments to UN peacekeeping missions demonstrate multilateralism in action and are highly valued contributions to the international community. Figure 14 presents peacekeeping mission contributions by AMS disaggregated by gender. In recent years, AMS that have contributed peacekeepers have increasingly sought to provide improved training for peacekeepers before deployment.

Figure 14: Peacekeeping Contributions by ASEAN Member States

AMS	Disaggregated Female Contributions	Male	Female	Total
Brunei	Contingent (0)	30	0	30
Cambodia	Contingent (71), experts (4), staff (1)	684	92	776
Indonesia	Contingent (107), experts (3), FPU (29), police (13), staff (7)	2663	164	2827
Lao PDR	N/A	0	0	0
Malaysia	Contingent (34), experts (3), staff (1)	801	44	845
Myanmar	N/A	0	0	0
Philippines	Experts (5), police (3), staff (0)	16	11	27
Singapore	N/A	0	0	0
Thailand	Contingent (0), experts (1), police (9), staff (1)	288	13	301
Viet Nam	Contingent (10), experts (1), staff (1)	64	12	76

Source: UN Peacekeeping, December 2020¹¹⁷

Women's participation and gender mainstreaming efforts are foundational factors for progress on WPS. There have been many positive trends related to WPS in ASEAN, and some of the AMS have instituted various formal mechanisms to increase women's political participation at various levels of government. Moving forward, WPS advocates identify the need to address remaining gaps in gender equality among the ranks of formal positions with authority. The primary gaps in women's representation remain in the legislative branches of government (see Figure 15), and different tools, such as quota or seat set-asides, are being used to address the gaps in Parliaments and Assemblies. While women's ministries/agencies guide national policy commitments on gender issues and are well represented by women, there is a need and opportunity to enhance women's participation in decision making and services associated with "hard security," including in ministries of interior and defense as well as in government bodies involved in natural disaster prevention, management, and response.

According to a 2020 report by the UN titled, "Women in Law Enforcement in the ASEAN Region,"¹¹⁸ many AMS have undertaken programs to recruit women into police

and military service with generally positive community-level benefits. The report also found that there remains a significant gap in women's empowerment at the systemic and cultural levels, which has inhibited women's meaningful

Figure 15: Women Representatives in Parliaments by ASEAN Member State

ASEAN Countries	National Parliament		Ministerial positions
	Lower House	Upper House	
Brunei Darussalam	9.1%	-	0%
Cambodia	20.0%	16.1%	9.4%
Indonesia	20.3%	-	14.3%
Lao PDR	27.5%	-	11.1%
Malaysia	14.4%	19.1%	18.5%
Myanmar	11.1%		3.8%
Philippines	28%	29.2%	8.6%
Singapore	24.0%	-	16.7%
Thailand	16.2%	10.4%	0%
Viet Nam	26.7%	-	0%

Source: UN Women/IPU, Data as of March 2020

participation in the design and implementation of security and peacebuilding activities. The UN report also notes that “women’s representation in law enforcement agencies remains relatively low. Available gender statistics indicate women comprise between approximately 6 percent and 20 percent of law enforcement workforces.”¹¹⁹ Advancing the WPS agenda nationally would support AMS as they move toward greater empowerment of women in leadership positions in national security services.

Cases from around the world show that inclusive and gender-responsive security agencies provide more comprehensive services for the entire population and increase operational effectiveness. The WPS agenda not only calls for increased focus on recruitment and retention of female staff and officers, but also for more inclusive and gender-responsive planning, operations, and monitoring of the security sector.

Prevention

Relevant to ASEAN, which has been recognized in some cases as providing examples of global best practices, are efforts around conflict prevention, including building social cohesion and community resilience to face emerging security challenges, both natural disasters and human-made threats. Such initiatives, often centered around innovation to combat radicalization and counter violent extremism, are sometimes implemented through partnerships between civil society and government institutions, including local authorities. These existing mechanisms could be adapted to advance other elements of WPS policy and programming.

With some exceptions, at all levels of governance, there has been limited focus on the gender impacts of policies and programs that deal with issues of conflict prevention, resolution, and relief and recovery. There are many complexities in an inter-sectional concept of gender, conflict prevention, peacebuilding, and protection against all forms of violence, especially when seeking to address modern sources of regional instability. The study findings indicate that most (seven out of 10) AMS do not have any formal ways in which they have committed to gender inclusion in peace and security deliberations. WPS—both conceptually and operationally—is relevant to all ASEAN Member States and ASEAN itself.



Photo: UN Women/Ploy Phutpheng

Protection

Many AMS have in place strong policy assurances, legislative frameworks, and commitments in terms of security and justice systems to tackle GBV. The actual implementation remains a challenge including in reporting, investigating, processing, and prosecuting such crimes. For example, it is challenging to provide ASEAN-wide policy comparisons without consistent data on the levels and nature of GBV incidents and legal processes, including prosecutions and convictions.

Relief and Recovery

ASEAN continues to be a region prone to the impacts of disasters, with eight of the 10 deadliest disasters worldwide in 2018 occurring in the Asia-Pacific region. The region also hosts increasing numbers of refugees and displaced persons. (Only the Philippines and Cambodia have ratified the 1951 Refugee Convention on the Status of Refugees [signed in 1981] and the 1967 Protocol [signed in 1992].)

Natural and human-made disasters impact everyone, but women and girls are disproportionately affected due to pre-existing gender inequality. Despite the challenges, crises also present opportunities to transform gender roles and relationships. Empowering women and girls as change agents is clearly recognized in UNSCR 1325 as well as in the ASEAN Joint Statement on Promoting Women, Peace and Security.

ASEAN recognizes the differential impact disasters have on women and men due to underlying gender inequalities and socio-economic disadvantage, particularly among women of marginalized groups.¹²⁰ Women are not widely involved in disaster preparedness, response, and recovery beyond the beneficiary level, and this remains an area of opportunity for the WPS agenda. Despite disproportionate impact on women and girls, many post-disaster rehabilitation and reconstruction programs have limited gender and protection elements. Building back better must use a women's empowerment approach for sustainable peace and development in the region. Relief and recovery efforts present the most natural avenue for early advancement of the WPS agenda at a regional level. This pillar also places attention on economic recovery and gender-responsive investment.

In practice and policy much can be done to advance the role of women in disaster preparedness and response. Figure 16 presents some of the existing AMS regulations. While the availability of relevant data is sometimes inconsistent for each AMS it is clear that relief and recovery activities provide a natural point for collaboration between AMS for WPS advancement to ensure a women's empowerment approach. To help inform such an effort, further analysis should focus on gender considerations within individual AMS disaster management planning, gender impacts from past disasters, how gender can be better integrated in disaster laws and planning, with specific examples of gender-responsive actions, and how these laws and plans contribute to regional mechanisms on disaster management.

Figure 16: Disaster Laws and Plans, and Responsible Ministries in ASEAN Member States

ASEAN Member State	National Institutional Framework relating to disaster management	Line Ministry
Brunei Darussalam	National Disaster Management Order (2006)	National Disaster Council (high level policy and planning); National Disaster Management Center (secretariat and implementing body)
Cambodia	Law on Disaster Management (2015)	National Committee for Disaster Management
Indonesia	Disaster Management Law 24/2007	Badan Nasional Penanggulangan Bencana (BNPB)
Lao PDR	A draft Disaster Management Law is under consideration	National Disaster Prevention and Control Committee
Malaysia	Civil Defense Force Act 1951	National Disaster Management Agency (NADMA)
Myanmar	Disaster Management Law (2013), Disaster Management Rules (2015)	National Disaster Management Committee
Philippines	National Disaster Risk Reduction and Management Act (2010)	National Disaster Risk Reduction and Management Council (NDRRMC)
Singapore	Homefront Crisis Management System	Ministry of Home Affairs (whole-of-government coordination); Singapore Civil Defense Force (disaster response)
Thailand	Disaster Prevention and Mitigation Act (2007)	Department of Disaster Prevention and Mitigation (DDPM)
Viet Nam	Law on Natural Disaster Prevention and Control (2013)	Viet Nam Disaster Management Authority (VNDMA)

4.1.2 HOW IS THE WOMEN, PEACE AND SECURITY AGENDA ADVANCING IN ASEAN?

AMS with a recent history of conflict more readily identify with the WPS agenda. In those without recent conflict, the WPS agenda is characterized as only a security issue, resulting in its de-prioritization or marginalization. Other factors that contribute to AMS attention to the WPS agenda include vibrant civil society spaces—as such, countries such as Indonesia and the Philippines have been more supportive of the WPS agenda. Dialogue partners and academia also play an important role in raising the profile of the WPS agenda in the region. For example, in April 2014, AICHR and ACWC held their second consultation meeting on the ASEAN Human Rights Declaration (2012) and the DEVAWC. During this meeting, both agreed to work on four priority areas, including WPS. Later, the ACWC approved a project for “Advancing Gender, Peace and Security in ASEAN”, during its 14th meeting. As part of this project, the Asia-Pacific Centre for the Responsibility to Protect at the University of Queensland hosted an ACWC Fellowship Program on “Advancing Gender, Peace and Security in ASEAN” on “The Responsibility to Protect” (27–30 March 2017). A significant outcome of this fellowship program was an agreement among ACWC members to propose that ASEAN adopt a statement on WPS.¹²¹

Two years later, in August 2019, ARF held the Regional Symposium on Implementing Women, Peace, and Security Agenda in ASEAN¹²² that resulted in the ARF Joint Statement on Promoting the WPS Agenda in which AMS committed “to increasing the meaningful participation of women’s civil society organizations and networks” in the implementation of the WPS agenda.¹²³ The Statement is considered evidence of an emerging shared consciousness and collective spirit among AMS of the WPS agenda.¹²⁴

Indonesia (2019–2020) and Viet Nam (2020–2021) both served as nonpermanent UN Security Council members, and Viet Nam was also Chair of ASEAN in 2020. Given that 2020 marks the 20th anniversary of the landmark resolution (UNSCR 1325) some feel that that ASEAN’s commitment to the WPS Agenda will grow.

A number of ASEAN declarations, statements, and mechanisms serve as a foundation for building the WPS agenda, including the 2017 Declarations on “Culture of Prevention for a Peaceful, Inclusive, Resilient, Healthy and Harmonious Society” and “on the Gender Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals.” The 2007 ASEAN Charter codified support for gender equality through AICHR, the ACW and ACWC, the AHA Centre, and the ASEAN-IPR. The work plans from these sectoral bodies built a platform from which concerted advocacy should be launched,¹²⁵ an observation supported by the 52nd and 53rd ASEAN Foreign Ministers Meeting Joint Communiqués in 2019¹²⁶ and 2020¹²⁷. The 53rd Joint Communiqué also includes the AMMW, the AWEN, and the AWPR among the relevant sectoral bodies responsible for greater coordination and synergy of efforts to promote effective and substantive cooperation on WPS. The AMMW is a sectoral ministerial body to enhance the promotion of gender equality, as it is designed to institutionalize gender mainstreaming and binds AMS to endorsing the status of women at the regional level (ASEAN 2012). Both the ACW and the AMMW have been important regional supporters for the formation of the ACWC.¹²⁸

The 2017 Joint Statement on WPS has prompted modest progress, including the creation of the AWPR. Originally called the ASEAN Women for Peace Registry (AWPR) is part of the ASEAN-IPR.^{129, 130} The AWPR has a number of compelling women leaders but still lacks sufficient ability to influence policy agendas.¹³¹ Nonetheless, on 10 September 2020, ASEAN Foreign Ministers agreed to support the strengthening of the AWPR through appropriate capacity-building and technical assistance cooperation within ASEAN and with ASEAN’s external partners.¹³²

In addition to the above-mentioned sectoral bodies, there are additional bodies in ASEAN that have developed different mechanisms related to the implementation of the WPS agenda, such as the SOMTC through its Working Groups on Counterterrorism and TIP, and the ADMM-Plus through its Experts’ Working Group on Peacekeeping Operations.

Recently, ASEAN has agreed to give due priority to the importance of the WPS agenda as it charts its path into the future. This includes through the development of the next vision of the ASEAN community beyond 2025.¹³³

ASEAN has emerging institutional foundations to support the WPS agenda that could be consolidated in the near future. ASEAN has recently encouraged "Member States to take national initiatives to further promote the WPS agenda in the region" and "to foster greater awareness and understanding of WPS in ASEAN Community building process and in each ASEAN Member State, by providing the right tools and environment for women empowerment in the area of peace and security, among others through affirmative action, gender-specific policies, incentives and capacity building, as appropriate."¹³⁴ In addition, ASEAN Foreign Ministers have taken note "of the need to develop a regional plan of action to synergize efforts at the national, regional and global level as well as to facilitate cooperation and collaboration with external partners."¹³⁵

WPS could leverage other ASEAN policy agendas to support the advancement of women. ASEAN has done much to improve, promote, and protect the rights of women, including with the landmark commitments such as the Declaration of the Advancement of Women in the ASEAN Region in 1988, and the Declaration on the Elimination of Violence against Women in the ASEAN Region in 2004, among others. At regional meetings there are calls for a WPS RPA.¹³⁶ While an RPA has not been developed, activists and ASEAN officials are increasingly optimistic that it will come to pass.¹³⁷

Encouraging men's engagement on WPS is essential for advancing the WPS agenda. Some observers note that WPS in ASEAN will benefit from encouraging/motivating more men to join in the advancement of the WPS agenda. The development of an RPA on WPS, or other ASEAN-led WPS initiatives, could highlight ways of engaging male counterparts as champions of the WPS agenda and to identify points of intersection to work with AMS on challenges. One challenge faced by WPS is that there are elements of the agenda that some AMS oppose on religious grounds. For example, some AMS oppose the incorporation of issues around communities of

diverse sexual orientations and gender identities, even for disaster management, rehabilitation, and recovery.¹³⁸

There is a promising way forward to develop an ASEAN RPA. Many experts acknowledge that an RPA should and would inform NAPs and therefore development of more NAPs would follow from a commitment to an RPA. Progress toward developing an actionable RPA has always faced challenges. Advocating for an RPA and AMS NAPs must be data-driven and include opportunities to share best-fit practices across ASEAN that inform the design of an RPA and Strategic Framework on Gender Mainstreaming. The intent of the advocacy and learning events should be explicit. The three pillars of ASEAN—socio-cultural, economic, and political-security—participated in a gender mainstreaming training administered by the ACW and supported by the Philippine Commission on Women (PCW). It became clear during the training that there was significant engrained thinking of men that adopting a gender lens to their work would be difficult. Many officials stated that it was their job to protect and not necessarily work with women. For the WPS Agenda to advance, men must be part of the solution.¹³⁹ Developing champions and advocates within male leaders must increasingly be a priority for the RPA and its supporters.

While the COVID-19 pandemic has exacerbated issues facing women across ASEAN, it also provides an opportunity to promote the value that women's leadership can bring to all aspects of governance. Women are on the frontlines combatting the virus and have much to contribute, including in the response to and recovery from disasters.¹⁴⁰ AWPR has hosted webinars on the WPS agenda as it relates to peace and reconciliation processes and COVID-19. During the ASEAN Ministerial Dialogue on Strengthening Women's role for Sustainable Peace and Security held on 10 September 2020, ASEAN Foreign Ministers encouraged "cooperation to include the WPS agenda into the wider ASEAN economic integration efforts and facilitate women's economic empowerment which is crucial in the process of conflict prevention, resolution and recovery." They also recognized that economics and peace are interconnected and mutually-reinforcing.¹⁴¹

4.2 How Is the WPS Agenda Advancing at the Country Level?

There are many positive trends related to WPS in ASEAN. Several AMS, particularly Indonesia and the Philippines, are implementing NAPs for WPS, and in both cases have undertaken extensive reviews of the successes and challenges of WPS for conflict mitigation and conflict prevention. The information presented below is not exhaustive; it is intended to highlight insights or opportunities for WPS that can be persuasive or cautionary for any AMS that seeks to increase national action on WPS. Varying degrees of available information and policy experience with WPS-relevant topics results in some imbalance of available analysis across AMS. More extensive nationally led research on these topics will prove to be a valuable investment in identifying and scaling up positive approaches to WPS.

4.2.1 PARTICIPATION

Participation: Calls for increased participation of women at all levels of decision-making, including in national, regional, and international institutions; in mechanisms for the prevention, management and resolution of conflict; in peace negotiations; in peace operations, as soldiers, police, and civilians; and as Special Representatives of the U.N. Secretary-General. (UNSCR 1325).

BRUNEI DARUSSALAM

In terms of peacekeeping, Brunei has contributed peacekeepers in the United Nations Interim Force in Lebanon, working alongside a Malaysian contingency. As the ASEAN region continues to contribute to international peacekeeping activities and maintain globally recognized peacekeeping training centers, the role of women in peacekeeping presents another potential avenue of engagement for Brunei as the ASEAN WPS agenda expands.

The Royal Brunei Armed Forces (RBAF), as the military arm of Brunei Darussalam, fully supports the WPS agenda and acknowledges the need to incorporate initiatives at every aspect in achieving gender equality and empower all women and girls, hence will endeavor to do more to advance the cause of strengthening women's role in the military.¹⁴²

Brunei Darussalam endeavors to look into avenues to promote gender mainstreaming holistically for its Armed Forces. This includes expanding the roles of women in the military, and equally engaging women in regional and international commitments; more operational roles being open to women besides the traditional roles of women in the military in the past, hence aligning with the WPS agenda¹⁴³ and looking into policies that eliminate barriers to gender mainstreaming such as harassment policies which aim to engender and promote women's standing in a male-dominated environment.¹⁴³

CAMBODIA

Cambodia is committed to achieving and exceeding peacekeeping targets set forth in UNSCR 1325. Cambodian women have been involved in UN peacekeeping missions under the National Center for Peacekeeping Forces, Mine and Explosive Remnants of War Clearance. Since 2006, Cambodia has deployed 7,040 peacekeepers, 387 of them women. Out of 4,763 personnel deployed in eight different countries between 2016-2017, 202 of them were women. Women have served as medical personnel, security personnel, civil engineers, and mine clearance experts.¹⁴⁴ Cambodia is ranked at number 10 out of 100 countries that dispatch women to UNPKOs. Among AMS, Cambodia is presently ranked second, with 76 of 769 troops (9.8 percent) being women. Cambodia is also now planning specific training initiatives to increase the number of women in leadership roles in peacekeeping. And in 2018 and 2019 has partnered with the UN (UN Women, OHCHR and UNICEF) to provide orientation on the WPS agenda to trainee UN Military Observers.

Significant progress to advance the WPS Agenda has been achieved. As of 2019, under the first female Vice President, 20.8 percent of seats in the National Assembly, 19.3 percent of seats in the Senate, 20 percent of Heads of Committees, and 40 percent Deputy Heads of Committees were women. Also, one of 10 Deputy Prime Ministers and three of 10 Ministers are women. In 2019, the proportion of women in the civil service increased to 41 percent and the proportion of women in decision-making positions at the Municipal Deputy Chief of Office level increased to 25 percent.¹⁴⁵

The Strategy and Action Plan to Increase Women in Sub-National Management Positions 2017-2019, the Policy on Promotion of Gender Equality for Sub-National Democratic Development, the National Program for Sub-national Democratic Development, 2010-2019, and the three-year Implementation Plans (IP3) include provisions for gender equality and women's empowerment in local governance through equal participation and equal access to leadership and decision-making positions.

Line ministries have established Gender Mainstreaming Action Groups (GMAGs) that oversee development of Gender Mainstreaming Action Plans (GMAPs) which provide a mechanism for institutionalizing gender mainstreaming in policy and programming. As of 2019, 30 of 31 line-ministries and institutions had developed GMAPs. At a more local level, policies mandate that at least one woman should hold a position at (1) the provincial, capital, municipality, district and khan level, (2) the commune or sangkat level as the focal person with the Commune Committee for Women and Children, and (3) the village level.¹⁴⁶

The Cambodian military has also developed a Gender Mainstreaming Action Group, and women serve as Secretary and Under Secretary of State for the Ministry of Defence; both good indications of Cambodia's growing policy commitment to gender equity.

Cambodia has a 5-year strategic plan, *Neary Rattanak*, to promote Gender Equality and Women's Empowerment by empowering women in all sectors, dismantling negative gender norms, combatting trafficking and sexual exploitation, and promoting gender equality in decision-making at all levels. Specific objectives of the plan include:

- Increasing the proportion of women participating in civil service;
- Strengthening the capacity of female civil servants and women leaders in decision-making processes;
- Increasing the proportion of women in politics; and
- Promoting gender-responsive national and sectoral strategies.

INDONESIA

Within ASEAN, **Indonesia** is the top troop contributor to UN peacekeeping missions and ranks the 9th largest troop contributor globally. Indonesia deploys close to three-thousand troops and only 5.5 percent are women, which is slightly above average. It has also played a strong role in sponsoring the adoption of the new UNSCR 2538 on women in peacekeeping adopted on 29 August 2020 while it was the President of the UN Security Council. The UNSCR 2538 encouraged Member States "to develop strategies and measures to increase the deployment of uniformed women to peacekeeping operations" by providing access to information and training and by "identifying and addressing barriers in the recruitment, deployment, and promotion of uniformed women peacekeepers." While the resolution reiterates language that already existed in several WPS resolutions as well as peacekeeping resolutions, this is the first resolution on peacekeeping devoted in full to women.

Since the fall of President Suharto in 1998, **Indonesia** has undergone significant constitutional reform. Eleven laws were changed to improve women's rights, including the law governing elections (No. 8/2012) and political parties (No. 2/2011) that require all political parties to have a minimum of 30 percent women representation in their list of candidates. These laws have contributed to 20.3 percent of national parliament seats being held by women as of 2020.¹⁴⁷

Since **Indonesia** transitioned to a more decentralized governance structure at the turn of the century, this structure has on occasion intensified socio-political and inter-communal conflicts. The Ministry of Home Affairs (MoHA) was tasked with overseeing national and subnational peacebuilding efforts but responsibility for peace and security involving women rested with the Ministry of Women's Empowerment and Child Protection (MoWE).

Women, peace, and security is part of the national identity. Indonesia is committed to building on its history of female leaders in all sectors, including the fight for independence and nation building. The WPS Agenda is embedded in formal legal structures with ministerial support. In

Indonesia, there is clear delegation of ministerial authority regarding WPS. The Ministry for Women's Empowerment and Child Protection focuses on women's empowerment and child protection, and the Ministry of Social Welfare oversees program implementation of NAP activities.

In 2005, the Government of Indonesia and the *Gerakan Aceh Merdeka* (GAM, Aceh Freedom Movement) signed the Helsinki Peace Accord and effectively ended the decades long conflict. The Accord included a range of stipulations including DDR implementation and enforcement to guarantee sustained peace and development. The Aceh Monitoring Mission comprised of Indonesian, other AMS, and European representatives was in charge of overseeing reintegration and the transition to peace. Despite the fact that, in Aceh, women were already respected active peacebuilders before the Helsinki Accord, the agreement did not adequately address gender and gender roles. Because the process was primarily concerned with armed conflict and peace, women were underrepresented in dialogue and WPS issues were not featured in the Accord. Instead, the agreement (1) stressed diverse political participation in the post-conflict environment situation, and (2) there were no references to "women" or "gender" in the final document. Later on, the Malino 1 and Malino 2 peace agreements to end conflicts in Central Sulawesi and Maluku included female representatives of Muslim and Christian communities.

In October 2014, in accordance with Presidential Decree (Perpres No. 18, 2014) concerning the Protection and Empowerment of Women and Children in Social Conflict (P3AKS), the Coordinating Ministry for People's Welfare (now the Coordinating Ministry for Human Development and Culture) enacted the National Action Plan for the Protection and Empowerment of Women and Children in Social Conflict (RAN P3AKS). Through the Women, Peace and Security Program, UN Women in collaboration with the Royal Government of Norway contributed to the formulation and implementation of the NAP P3AKS in Indonesia. UN Women implement capacity building, advocacy, and facilitation activities to increase awareness of women's rights and the WPS Agenda.¹⁴⁹ Nevertheless, the

focus of RAN P3AKS was limited to addressing social conflicts and had a relatively limited scope for the WPS agenda. Since 2019, Indonesia has started a review process for the NAP in anticipation of a second NAP for 2020 – 2024.¹⁵⁰ The Asian Muslim Action Network Indonesia has conducted a *National Digital Consultation Review of RAN P3AKS* which brought together WPS multisector stakeholders from the government, communities, and CSOs in the field. Jointly steered with the MoWE, Coordinating Ministry of Human Development and Culture, and the Coordinating Ministry for Politics, Law and Security, the Digital Consultation was held on 26 July – 31 August 2020 with the results in the form of recommendations on issues and policies related to P3AKS which are expected to improve the 2020-2024 NAP P3AKS.¹⁵¹

The results of this review also include valuable insights for scaling up the Indonesia NAP and offering lessons applicable to other AMS. The consultation covered several key lines of inquiry, including: Conflict Prevention and Women's Engagement; Conflict Management and Recovery for Women and Children Victims; Empowerment and Participation of Women and Children; Women and the Prevention of Violent Extremism; and Public Recommendations.



Photo: UNIFIL-INDOBATT

Figure 17: Key Recommendations from Indonesia's National Digital Consultation Review of RAN P3AKS (2020)

General Recommendations	<ul style="list-style-type: none"> • More nuanced data base mapping of conflicts, using gender responsive methods that seek out marginalized and excluded communities and voices. • Establish comprehensive conflict management mechanism and widen the concept of security • Create responsive, context-sensitive institutions that take into account the diverse regional contexts, as a basis for the formulation of the NAP in the future • Foster context specific community-based peace initiatives with inclusive processes • Foster women's leadership and strategic engagement • Protect groups vulnerable to exclusion and discrimination • Build awareness of conflict sensitivity, media and digital literacy, and more positive masculinity
Thematic Recommendations	<ul style="list-style-type: none"> • These findings present detailed lessons from the following key issue areas for WPS, and are tremendously relevant to other AMS that are considering National Action Planning, including: • Combating violent extremism/terrorism using a human rights perspective • Natural Resource Conflicts • Pandemics and Disasters
WPS Pillar Recommendations	<ul style="list-style-type: none"> • Empowerment and Participation Programs – Gender responsive budgeting, investing in female and male role models for WPS leadership, and building capacity for conflict mediation. • Prevention Programs – Investing in conflict analysis and vulnerability studies, empowering women to play a more active role in leading peacebuilding, and more participatory policy making. • Relief and Recovery – Strengthen links between national and local relief institutions, build awareness and capacity of community institutions in the substance of the NAP and gender responsive programming.

LAO PEOPLE'S DEMOCRATIC REPUBLIC

In 2003, Lao PDR established the National Commission for the Advancement of Women (NCAW) to formulate, implement, and monitor progress of national policies for the advancement of women as they relate to CEDAW and the Beijing Platform for Action commitments. In 2010, the National Assembly Women's Caucus was established to: (1) integrate gender equality into the law-making process; (2) oversee implementation of the Constitution, laws and policies pertaining to gender equality and women's advancement; and (3) monitor mother and child issues vis-a-vis achievement of Millennium Development Goals. Laos has also made commitments to advance the SDGs, including SDG 5 on Gender Equality.¹⁵²

In 2019, Lao PDR enacted the Gender Equality Law and is now developing a NAP for Gender Equality. The country has set an ambitious target of 30 percent women representation in national government, and 20 percent at provincial and district departments by 2020.¹⁵³ At present, 27.5 percent of seats in national parliament, 11.5 percent of national-level ministerial posts, and 12.6 percent of deputy ministerial or equivalent positions are held by women (see Figure 15 above for reference).

In 2011, Lao PDR's Ministry of Public Security developed a women's advancement strategy, including analysis of sex-disaggregated data to understand and improve women's participation in public-sector decision-making processes. As of 2014, there were 422 women in management positions (28.7 percent) at the Ministry of Public Security.

MALAYSIA

Malaysia is committed to increasing the role of women participating in peacekeeping. Of Malaysia's contribution of 865 peacekeeping troops, 44 (5.1 percent) are women according to information shared directly by the Government of Malaysia in late 2020.¹⁵⁴ Malaysia continues to take steps toward achieving active participation of women in peacekeeping. Malaysia also remains committed to support the efforts in addressing women's development.

Supporting the need to enhance women's role, the Malaysia Peacekeeping Centre (MPC) as the centre for training in the ASEAN region in aspects related to gender has continued to focus on implementing courses on gender as well as on the roles of women in peacekeeping missions, such as maintaining a Gender Advisor (GENAD); Comprehensive Protection of Civilians; Sexual, Exploitation and Abuse; Women, Peace and Security; Gender Mainstreaming; and Preventing Sexual Violation.¹⁵⁵

The MPC will be a niche peacekeeping training centre for WPS in the Southeast Asian region. A female officer will be appointed as the Gender Focal Point for all course and training matters at MPC. This appointment is the first within the Malaysian Armed Forces (MAF) and serves as a starting point in future implementation of Gender Focal Points / Gender Advisors throughout the MAF.

Malaysia's female military personnel participation in the UN and other international peacekeeping operations is discussed at ASEAN platforms particularly the ASEAN Peacekeeping Centres Network (APCN) and the ADMM-Plus Expert Working Group on Peacekeeping Operations (ADMM-Plus EWG on PKO).

Malaysia supports Track 1.0 diplomacy to address conflicts in the ASEAN region. The Malaysia Ministry of Home Affairs has the view that involvement of delegates in any negotiations or peace dialogue meetings are based on the officers in charge of the subject matter. The placement of officers as desk officers for security entirely depends on the background (education and experience) of that officer and not based on gender.¹⁵⁶

Malaysia has taken a strong position on gender equality requirements for the public and private sectors. The Ministry of Women, Family, and Community Development (MWFCD) has established measures to elevate women in various sectors and is scheduled to resume drafting a Gender Equality Bill in 2021.

Malaysia is also working with the UNDP to mainstream gender through the Strengthening and Enhancing the Inclusiveness of Women Towards an Equitable Society in the 11th Malaysia Plan (2016-2020), which is reviewing the National Policy on Women and National Action Plan for the Advancement of Women. At the sub-national level, Kelantan State promulgated the Kelantan Women Policy (2001) that sets standards for female representation in politics, education, and social welfare, and Penang introduced a Gender Inclusiveness Policy (2019).

Regarding the private sector, in 2011 the Prime Minister mandated that 30 percent of decision-making positions must be held by women, and in 2012, the Ministry of Women, Family, and Community Development introduced the Women Directors Programme.¹⁵⁷

In 2015, the government launched the Career Comeback Programme to encourage women on career breaks to return back to the workforce and contribute toward the growth of the country human capital. Also, the flexible work arrangement was introduced to employers as part to retain and attract women in the workforce. TalentCorp also supports employers on introducing extended maternity and paternity leave.¹⁵⁸

The government has also supported the agenda to increase women's participation as board of directors in Public Listed Companies (PLCs) by issuing a circular requiring all PLCs to disclose in their annual reports diversity policies covering gender, ethnicity, and age for board members and their workforce, which was well-received by the private sector. As of September 2020, there are 6 out of 25 ministries led by women holding the position of Secretary General.¹⁵⁹

MYANMAR

Efforts to advance constitutional reform in **Myanmar** have progressed. While there are differences in opinion about preferred approach such as whether to amend the existing constitution or draft an entirely new one – there is general agreement that the constitution must be a human rights-based document. Women-led organizations

have played a significant and visible role in these discussions particularly as they relate to gender equality, peace, and security. Female Members of Parliament have influenced discussions in amendment committees and during parliamentary debates, especially during the 2019 constitutional reform process. The influence of government and non-government women leaders has empowered women throughout Myanmar and influenced the dynamics of community-level dialogue.

In **Myanmar**, the Ministry of Social Welfare, Relief, and Resettlement and its Department of Social Welfare is one of the agencies promoting the WPS agenda, and together with the Myanmar National Committee on Women (MNCW) have established institutional mechanisms together with MNCW to oversee compliance with UNSCR 1325.¹⁶⁰ Collectively, this inter-ministerial policy and decision-making mechanism, referenced as the "national women's machinery," is chaired by the Union Minister for Social Welfare, Relief and Resettlement, and is responsible for driving the implementation of the National Strategic Plan for the Advancement of Women (NSPAW). The MNCW also maintains a technical working group on WPS that opens up participation for inputs from CSOs, UN Agencies, and other development partners.

Myanmar has several mechanisms to address peace and security, including: (1) the Union Peace Making Central Committee; (2) the Union Peace Making Working Committee; (3) the Nationwide Ceasefire Coordination Team; (4) the National Reconciliation and Peace Center; (5) the Joint Implementation Coordination Meeting; (6) the Joint Monitoring Committee; and (7) the Union Peace Dialogue Joint Committee. To date, women have not been significantly involved in formal peace talks.

The Union Peace Conference states that it "shall include a reasonable number of women representatives in the political dialogue process" and the resulting Framework for Political Dialogue commits that they "will make efforts to include 30% of women's participation in all political dialogues." It is also committed to four principles germane to the promotion of gender equality:

1. Establish a Union republic democracy and federal system, no citizen of the Republic of the Union of Myanmar must be treated differently;
2. Aim to ensure 30 percent involvement of women in each sector is to be encouraged;
3. Establish and implement policies that prevent gender-based violence; and
4. Increase the capability of women to support gender equality.

Currently, only three negotiation topics of the Union Peace Conference agenda are open for contribution from external groups: (1) resettlement, rehabilitation, and social development; (2) the federal economy; and (3) the natural environment and disaster prevention. These are potentially entry points for civil society and women groups to build mutual trust and enhance constructive dialogue with the government. Discussion on disaster prevention and management is a particularly good opportunity to translate aspects of the WPS agenda through better linkages between humanitarian and development work to promote peace and social cohesion in Myanmar.

Civil society drives many peacebuilding activities in **Myanmar** including advocacy, socialization, social cohesion and monitoring efforts. These activities include research to support evidence-based and advocacy campaigns, peaceful mass protests, and social media activism. CSOs conduct workshops to empower citizens to exercise their right and duty to be engaged in formal and non-formal peace processes, including helping them understand existing and new policy proposals. Notably, CSOs are leaders in the production and dissemination of peace media – music, literature, television, film, and theatre. CSO monitoring activities conducted independently and together with the national Joint Ceasefire Monitoring Committee inform early warning systems, document human rights violations, and assess adherence to ceasefire agreements. In addition, though not a CSO, Myanmar's National Reconciliation and Peace Center (NRPC) supports peace building and social cohesion efforts through convening parties for dialogue on conflict prevention.

PHILIPPINES

In the **Philippines**, numerous reforms have been drafted and proposed to enshrine more gender responsive policies, including through joint efforts of all branches of government, including the Commission of Elections, and CSOs.

In 1994, Republic Act (RA) No. 7192, or the "Women in Development and Nation-Building Act," set into motion the allocation of a certain percentage of official development assistance for gender concerns. This eventually became what is now known as the Gender and Development (GAD) Budget Policy, which was initiated in the 1995 General Appropriations Act, and specifically mandates all government departments, bureaus, offices and agencies to set aside at least 5 percent of their total budget appropriations on gender and development.¹⁶¹

The Anti-Violence Against Women and Their Children Act of 2004, and the Anti-Trafficking in Persons Act of 2003 and 2012, further elaborated definitions of violence against women and enshrined a commitment to the Universal Declaration of Human Rights and protections for women under the Philippine Constitution.¹⁶² Another key law in the Philippines was the Magna Carta for Women law, (RA 9710) passed in 2009. This is a comprehensive women's human rights law that aligns the Philippines with CEDAW and seeks to eliminate discrimination through the recognition, protection, fulfillment, and promotion of the rights of Filipino women, especially those belonging in the marginalized sectors of the society.¹⁶³ The Philippines also has a number of laws providing for the specific protection and needs of women and children against exploitation and harm in times of disaster, and peace and order situations, among these including¹⁶⁴:

- Republic Act (RA) No. 9775 (Anti-Child Pornography Act of 2009) – Penalize child pornography'
- RA No. 9231 (An Act Providing for the Elimination of the Worst Forms of Child Labor) – Provides that no child shall be engaged in the worst forms of child labor.

- RA No. 11188 (Special Protection of Children in Situations of Armed Conflict Act) – Provides special protection to children in situations of armed conflict.
- RA No.11313 (Safe Spaces Act) – Addresses issues on equality, security, and safety of both women and men in private and public spaces.

The Philippines has the highest percentage of women in national parliament (28 percent) complemented by a significant number of ministerial positions (8.6 percent).¹⁶⁵ Also noteworthy is that the Philippines is the only AMS country to have had two female presidents, Corazon Aquino (1986–92) and Gloria Macapagal Arroyo (2001–10).

In the Philippines, women play an important role in facilitating peace and security approaches with the government and a number of groups – such as the Moro Islamic Liberation Front (MILF), Cordillera People's Liberation Army (CPLA), and the Rebolusyonaryong Partido ng Manggagawa-Pilipinas-Revolutionary Proletarian Army-Alex Boncayao Brigade (RPM-P/RPA/ABB). Women have held important positions in the Office of Presidential Adviser on the Peace Process (OPAPP) and its secretariat, and have served as members of peace panels, and technical working groups. For example, during negotiations with MILF, 40 percent of the peace negotiators, 69 percent of the secretariat, and 60 percent of the legal team were women.¹⁶⁷ The challenge moving forward is to sustain similarly high female leadership in conflict prevention and post-conflict efforts.

The Philippines is a leader in advancing the WPS Agenda. Since 2009, WPS has been integrated into national and Local Government Unit (LGU) Local Action Plans across three iterations of National Action Plans (NAP) for WPS, with implementation supported by the 5 percent GAD Budget mandated

Figure 18: The Three Iterations of Philippines National Action Plans for WPS

- 2009 – 2016 – *First National Action Plan* was launched in March 2010 (Executive Order (EO) 865), and created the implementing infrastructure of the NAP, the National Steering Committee on Women, Peace and Security (NSC WPS).
- 2014 – 2017 – The Philippines launched a review of the first NAP, and in 2014, after a series of consultation meetings, further streamlined of the Action Points and Indicators for *the second-generation NAP WPS or the 2014 NAP WPS*.
- 2017 – 2022 – The Philippines launched its Second official NAP, *The National Action on Women, Peace and Security (NAPWPS), 2017-2022*, through the NSC WPS Technical Working Group (TWG).

by the Philippines' Magna Carta of Women. While there is some concern that the third NAP for the Philippines has not had the level of political commitment and implementation success as the first two, the Philippines NAPs provide a number of best practices and lessons for other AMS. Philippines has shown that WPS requires gender-responsive development planning, budgeting, and funding of programs to address peace and security issues facing women and girls. Programming has been particularly successful in increasing access to improved education and health services in conflict-affected areas in Mindanao.

Figure 19: Key lessons from the Philippines National Action Plan 2017-2022 (summarized from 2014 consultations)

Services and programs for women in conflict-affected areas¹⁶⁷	<ul style="list-style-type: none"> • Differentiate between conflict and non-conflict affected areas for services and programs • Sex-disaggregated data for monitoring and reporting to inform decisions on gender-responsive services and programs. • Make NAP an explicit part of GAD plans and tap into the GAD budget for services and programs for women in conflict-affected areas. • Recognize both direct and structural violence against women (VAW), particularly, in conflict situations. • Train line agencies and local government units (LGUs), especially those from conflict-affected areas, on NAP as linked with conflict-related VAW and GAD budget allocation.
Policies, mechanisms and capacity-building for women in conflict areas¹⁶⁸	<ul style="list-style-type: none"> • Review existing policy initiatives, such as for IDPs, issues of firearms, disaster risk reduction and management, etc. • Seek to harmonize effective and efficient humanitarian assistance for IDPs; setting in place preventive measures around forced recruitment; strengthening the role of women in indigenous mechanisms; modelbuilding and popularization; and alternative approaches against the proliferation of small arms and light weapons • As regards capacity-building, consultations suggested dissemination of MISPs to CSOs; inclusion of more women in indigenous mechanisms; and review of alternative dispute resolution (ADR) implementation.
Empowerment and Participation¹⁶⁹	<ul style="list-style-type: none"> • Specific to the security sector, to continue conducting policy reviews with women from various ranks and units; provide support for women in balancing professional duties with home life; capacitate women for leadership roles; and continue and improve orienting and informing the members of the security sector on the roles of women in peacebuilding, specifically in relation to UNSCR 1325 and NAP. • For National Government Agencies to provide more programs for women in community leadership roles; emphasize the role that the women can play in peacebuilding, provide services that will enable women to take up roles in peace bodies; and improve on gender-disaggregated data collection.
Promotion and mainstreaming of gender perspective¹⁷⁰	<ul style="list-style-type: none"> • For NGAs to “continue NAP localization initiatives; ensure meaningful utilization of the GAD budget; enhance database and information systems relevant to women’s human rights and peace; improve coordination mechanisms for knowledge and information sharing horizontally amongst agencies and vertically to their subagencies. • For Local Government Units (LGUs): increase partnership with CSOs regarding localization of the NAP on women, peace and security.

SINGAPORE

In terms of peacekeeping, Singapore's military and police have, since 1989, taken part in 17 peacekeeping and observer missions in both military and civilian capacities. In addition, Singapore developed the UN peacekeeping information management system, called SAGE, to enhance situational awareness, trend analysis, and early warning capacities.¹⁷¹ Female police officers have been deployed in these operations, and also led as contingent commanders. As the region continues to contribute to international peacekeeping activities and maintain globally recognized peacekeeping training centers, Singapore can enhance existing efforts to engage the role of women in peacekeeping. This also represents: another avenue of engagement for Singapore as the ASEAN WPS agenda expands.

Article 12 of the **Singapore** constitution enshrines the principle of equality for all persons, stating that "all persons are equal before the law and entitled to the equal protection of the law." Women in **Singapore** have participated in politics (making up 24 percent of parliamentarians¹⁷²), government (women make up 56 percent of civil servants¹⁷³), and broadly across all aspects of economic activity. There is also an active national debate on women's service in the military, though currently only men are required to provide 2 years of service.

THAILAND

The **Thailand** Peace Operations Center (POC) of the Royal Thai Armed Forces (RTARF) has a mandate to contribute troops to United Nations peacekeeping operations. POC deploys peacekeeping forces in places such as Timor-Leste, Haiti and Darfur, South Sudan. In addition to troop and civilian contributions, Thailand's United Nations Staff Officer's Course (UNSOC), conducted at the POC, was officially certified by the UN for regional participation in 2019.¹⁷⁴

Thailand maintains a firm commitment to the role of women in preventing and resolving conflict. *"Thailand realizes that conflict affects women differently than men.... In supporting the UN Security Council Resolution 1325 (2000), RTARF stresses the importance of increasing participation of individually*

*deployed female peacekeepers to reach up to 15 percent of the deployed peacekeeping force."*¹⁷⁵ Thailand activity supports the empowerment of female peacekeepers in pre-deployment training delivered to both male and female troops to address gender perspectives and conflict-related sexual violence, sex exploitation and abuse. The training further addresses the essential role of women peacekeepers. Furthermore, to prevent sexual exploitation and abuse of victims of conflict, Thailand's peacekeeping units are trained with situational awareness capability in support of efforts to protect those at risk in conflict zones. Thailand has also provided, and plans to increase deployment opportunities for female personnel, and also maintains a several highly skilled female instructors at the POC.¹⁷⁶

Since 1932, **Thailand** has adopted 17 different constitutions. The most recent notable drafting process occurred in 1997 led by a popularly elected Constitutional Drafting Assembly (CDA) and is popularly called the "People's Constitution." The CDA was comprised of 99 members – 76 of whom were directly elected from each of the provinces and 23 other qualified persons short-listed by the Parliament from academia and other fields. The Women and Constitution Network (WCN)¹⁷⁷, representing multiple CSOs, was actively involved in that process and contributed to drafting three key sections relevant to gender equality, including: (1) Section 30, which states that men and women enjoy equal rights; (2) Section 53, which requires that the state shall protect youth and family members; and (3) Section 80, which requires that the State shall promote equality between men and women.¹⁷⁸

Article 27 of the 2017 Constitution of **Thailand** establishes equality between men and women, and there are several references throughout the constitution that protect women, children, the elderly and other marginalized groups from discrimination.¹⁷⁹ As of 2019, Thailand had one female Prime Minister, and at that time had 5.4 percent female representatives in Parliament, and no women in national ministerial positions.¹⁸⁰ Some respondents noted that the Thai government has pushed for women's advancement, and in October 2020, the first female president of the Supreme Court, Judge Methinee Chalothorn, took office.

In Thailand, over the past decades, issues of military and security reform have been contentious issues of public policy debate and discussion with limited participation of women. During the 2019 elections, there was some discussion during campaigning about making reforms to the armed forces and defense budget, but these did not have explicit gendered elements.

In Thailand, adherence to UNSCR 1325 is seen through the lens of supporting its achievement of SDG targets. The government supports the WPS Agenda through SDG 5 on gender equality and SDG 16 on peace, justice, and strong institutions and says it continues to seek opportunities to strengthen its commitments to the SDGs and UNSCR 1325.¹⁸¹ The government has developed Measures and Guidelines on Women and the Promotion of Peace and Security with support from UN Women. To advance the WPS Agenda, important government agencies – such as the National Security Council, the Ministry of Justice, the Ministry of Human Security and Social Development, and the Ministry of Foreign Affairs need to integrate the WPS agenda into their combined efforts. While there are no explicit actors who oppose the WPS agenda, there is a lack of coordination between governmental institutions and WPS has not been integrated into policies of government agencies responsible for preventing or resolving violent conflict in Thailand.

The WPS Agenda is advancing in Thailand's Southern Border Provinces (SBP). There are government and non-government champions and no obvious opponents to advancing the WPS Agenda in the south.¹⁸² The Coordination Center for Children and Women in the Southern Border Provinces (CCWC-SBP) was established by the Southern Border Provinces Administration Center in cooperation with MSDHS and in partnership with UN Women and UNICEF after the National Consultation on Women's Leadership and Peace and Security.¹⁸³ The CCWC-SBP is a coordinating mechanism on women and children issues between central and local levels and among different line Ministries, non-government, and civil society actors. This demonstrates the commitment of the government as well as recognition of CSO engagement in promoting social cohesion and peace in Southern Thailand. In line with the Convention on the Rights of the Child (CRC) and CEDAW, the CCWC-SBP is mandated to implement the Measures and Guidelines on Women and the

Promotion of Peace and Security to address the needs of women and children. The Committee of CCCW-SBP is comprised of 28 members. Of which 18 are representatives from women's groups and CSOs working on women and children in the Southern Border Provinces.

While the CCWC-SBP has an action plan and 10-million-baht budget to support activities in 2019, it still requires long term capacity building and financial support. UN Women has continued to provide technical support to MSDHS to enhance women's participation in promoting social cohesion and resilient communities and to protect women and girls from all forms of violence.

VIET NAM

In June 2014, Viet Nam sent forces to participate in UN peacekeeping operations for the first time. As of May 2019, Viet Nam has sent 30 military officers and 63 Level-2 field hospital staff to participate in UN peacekeeping missions (in the Central African Republic and South Sudan). In 2018, Viet Nam was selected by the United Nations as a venue for training international peacekeeping forces' Viet Nam's 2nd level field hospital on duty at the UN Mission in South Sudan (UNMISS) has a female rate of 16.4 percent (higher than the UN call for 10-15 percent).¹⁸⁴

In 2013, Viet Nam amended Article 26 of its constitution to establish basic equality for women (including in the institution of marriage) and prohibit gender discrimination. The constitution specifically states:

- Male and female citizens have equal rights in all fields and declaring that the State shall adopt policies to guarantee the right to and opportunities for gender equality;
- The State, society and family shall create the conditions for women to develop comprehensively and to advance their role in society; and
- Gender discrimination is prohibited.

Over the years, the role and position of women in the National Assembly and People's Councils at all levels have improved. Elected female delegates increasingly participate actively in elected bodies. Political capacity of female National Assembly

deputies and People's Councils have improved and helped the overall promotion of gender equality in Viet Nam.¹⁸⁵

According to UN Women and the Inter-Parliamentary Union, in 2020, 26.7 percent of the national parliament seats were held by women. Elected female delegates increasingly participate in the activities of elected bodies, and according to the Government of Viet Nam, representation in Parliament increased to 26.8 percent.¹⁸⁶ Political qualifications and capacity of female National Assembly deputies and People's Councils have also increased steadily. Gender equality in the labor market has also increased. In 2017, 48.4 percent of the labor force above the age of 15 were women and 73 percent of working-age women were working.¹⁸⁷ Currently, the Ministry of Public Security has more than 1,500 female officers in leadership positions.

4.2.2 PREVENTION

Prevention: Calls for improving intervention strategies in the prevention of violence against women, including by prosecuting those responsible for violations of international law; strengthening women's rights under national law; and supporting local women's peace initiatives and conflict resolution processes. (UNSCR 1325)

BRUNEI DARUSSALAM

Consistent with its moderate Islamic governance structure, Brunei has made consistent policy statements within ASEAN and the UN in support of preventing violent extremism regionally and globally.¹⁸⁸ Brunei is also a party to the ASEAN Manila Declaration to Counter the rise of Radicalisation and violent extremism.¹⁸⁹ As ASEAN considers the role of the WPS Agenda in supporting efforts to counter and prevent violent extremism (PVE) and other non-traditional security issues, Brunei could provide valuable contributions.

CAMBODIA

In 2003, the Extraordinary Chambers in the Courts of Cambodia (ECCC) was established to bring to justice leaders of the Khmer Rouge. Five Khmer Rouge leaders were identified and stood trial,

including one woman whose trial was stayed for medical reasons. The Victim Support Section (VSS) of ECCC, with support from the UN Trust Fund to End Violence against Women, has sought to expand outreach and awareness-raising on GBV during the Khmer Rouge regime, improve access to legal services, provide financial support for skills training to poor families of GBV survivors and help empower survivors of GBV at ECCC.

While there is no formal truth-telling mechanism in Cambodia, the Documentation Center of Cambodia's (DC-Cam) journal, *Searching for the Truth*, publishes comprehensive interviews with victims and perpetrators. Also, the Cambodian Center for Social Development (CSD), a local NGO, organizes public forums bringing together victims and perpetrators to discuss national reconciliation and give regular citizens a platform from which to be heard.

Existing conflict resolution mechanisms in Cambodia – such as the Commune Councils, Administrative Committees, the Cadastral Commission, the National Authority for Land Conflict Resolution, and the judiciary – are functioning and continue to strive to achieve progress in advancing women's role in conflict, peace, and P/CVE efforts.¹⁹⁰

Cambodia's "Safe Village/Commune" policy¹⁹¹ combats and prevents trafficking of women and children, domestic violence, and other forms of violence against women (VAW) through awareness raising activities such as TV and radio, billboards, posters, leaflets, booklets, radio spots, special events, peer education and community awareness. At the sub-national level, provincial and district Women's and Children's Consultative Committees (WCCC) have regular meetings with the Board of Governors on women, youth and children issues. For better delivery of services to rural men and women, Commune Committees on Women and Children (CCWC) have been established and Sub-decree 22 requires that among the three village leaders, at least one must be a woman.¹⁹²

The Women Peace Makers (WPM) organization, a women- and youth-led peacebuilding network, addresses communal conflict and combats violence against women. The Alliance for Conflict Transformation (ACT) also works to build peace through innovative education, training,

research, and practice, to transform post-conflict environments by addressing underlying needs and building sustainable relationships. The network was formalized as an NGO in 2003 with the goals of empowering women, youth, and communities to address conflict non-violently and advance women's rights. They advocate for gender equality and peace, and support women leaders as change makers at every level of society.

The Neary Rattanak IV and the National Action Plan to Prevent Violence against Women (2014-2018) commits to collaborative public and private approaches to address GBV, human trafficking, and sexual exploitation. According to Cambodian officials, the 2nd NAPVAW included a large number of consultations with women's representatives from various backgrounds such as women with disabilities, sexual minorities, and survivors of violence; and UNSCR 1325 issues were actively discussed to enable women's voices to be heard and ensure their active participation in the policy making process in regard to security matters.¹⁹³

INDONESIA

In Indonesia, since the promulgation of RAN P3AKS, MoWE has pushed to institutionalize the NAP and supported efforts to increase the role of women in conflict prevention. It also established regional WPS working groups in 10 conflict-sensitive provinces, specifically in: Bengkulu, Lampung, West Kalimantan, Central Sulawesi, Nusa Tenggara Barat, Nusa Tenggara Timur, East Java and Papua.¹⁹⁴ With these working groups, MoWE developed *Rencana Aksi Daerah* (Regional Action Plans or RADs), worked with local police units to implement activities in accordance with RADs, and researched the challenges women face in conflict-prone areas.

The National Counter Terrorism Agency led the formulation of a National Action Plan on Preventing and Countering Violent Extremism with the support of UNODC, UNDP and UN Women – and contributions from other government agencies, CSOs, and scholars.

Track 2.0-led conflict prevention and P/CVE programming has been successful throughout the archipelago. Women-led community-based programs, notably the Peace Villages in East Java supported by UN Women and Wahid Foundation have trained and mentored women to be

facilitators of dialogues to combat intolerance and extremism. The establishment of designated peace villages that recognize localized drivers of conflict at the village level empower women as agents of peace to promote community problem-solving, including interfaith dialogue for conflict prevention. The Women Without Borders initiative establishes Mothers' Schools that train women on methods to counter extremism in the home and build community resilience in their villages. In Jogjakarta, the Gusdurian network created a secure platform for youth to discuss religious identity and respect for diversity. Leading CSOs have also supported regional and global platforms to further interfaith and intercultural dialogue. Recent analysis of Indonesia, Philippines, and Bangladesh by UN Women correlates three factors and the prevalence of violence against women¹⁹⁵, including: (a) Hostile sexism and support for violence against women are strongly associated with support for violent extremism; (b) No significant relationship was found between religiosity, age, gender and level of education achieved and support for violent extremism; and (c) Misogyny and support for violence against women are important and overlooked factors in compelling some people, including women, to support violent extremism. This robust analysis presents valuable analysis for consideration by AMS as they seek to advance the WPS agenda.

The Beragam network (comprised of 195 women-led organizations from all over Indonesia), monitors national and subnational policy agendas that address the Women's Political Agenda 2014-2019, promotes anti-corruption, anti-poverty, and anti-violence against women and minorities efforts.¹⁹⁶ The Working Group on Women and Countering/Preventing Violent Extremism serves as a national coordinating body to promote dialogue and knowledge sharing between government officials and civil society leaders regarding gender mainstreaming and CVE.

Indonesian ministries have also collaborated with UN Departments of Political and Peacebuilding Affairs and Peace Operations (DPPA-DPO) to develop national and regional networks to promote women's participation in conflict prevention, resolution, and peacebuilding, such as the 2020 Indonesia-effort to establish the Southeast Asia Network of Women Peace Mediators presents an opportunity for women mediators and peacebuilders to contribute to regional peace and security.¹⁹⁷

LAO PDR

In Lao PDR, the Institute for Global Engagement (IGE) has worked with government and religious communities to advance freedom of faith through mutual understanding and peaceful relations. IGE trained and supported the Lao Peace Building Team – an entirely volunteer group of Catholic lay persons, Protestant pastors, Baha'i community leaders, and Lao Buddhist monks – that brings together government and civil society leaders at provincial and district levels to discuss the importance of religious freedom.

MALAYSIA

In line with the United Nations Security General's Plan of Action to Prevent Violent Extremism, Malaysia is currently taking initial steps toward the development of a National Plan of Action to Counter and Prevent Violent Extremism (NAPPCVE).¹⁹⁸ This national action plan will be developed with relevant government ministries and agencies. The Malaysian government realizes that "hard approaches" (e.g., actions taken by security forces) are not sufficient enough to fully address the terrorism threat in its entirety, and that P/CVE is also needed in the Malaysian approach to addressing violent extremism and terrorism.

MYANMAR

Myanmar's national approach to conflict prevention has continued to evolve since the elections were conducted in 2015. Historic ethnic disputes within Myanmar's diverse society continue to underlie conflict dynamics nationwide, and renewed efforts to engage ethnic minority communities, such as the Second Panglong Conference (2017) and follow-on efforts, have sought to establish processes to begin addressing these ethnic divides. Some CSOs promote more participatory and inclusive conflict mitigation approaches, often at the local level, but have not had significant success in changing traditional approaches.

PHILIPPINES

In the Philippines, Track 2.0 programming features prominently. The most active WPS network, WE Act

1325¹⁹⁹, is comprised of 36 different organizations from Luzon, Visayas, and Mindanao that work on peace, human rights, and women's issues. Its primary mandate is to design and implement the NAP WPSs and Local Action Plans (LAPs), and monitor achievement of the NAP's 14 Action Points that address: (1) policy review, capacity building, and training of various stakeholders; (2) participation in peace dialogues; (3) participation in peacebuilding; (4) peace education; (5) media awareness; (6) monitoring; and (7) reporting on NAP WPS implementation.

WE Act 1325 works with the Global Network of Women Peacebuilders (GNWP) and select LGUs to develop Local NAPs and ensure that the LGUs' annual development plans and budgets address priority WPS concerns. LGUs have begun to examine existing policies that hinder women's participation in governance, assess weaknesses in policy and practice, and design corrective measures to fulfill NAP commitments. The Philippine government's 2019 National Action Plan on Preventing and Countering Violent Extremism (NAP P/CVE) also presents opportunities for women's engagement in security and conflict prevention, and the Philippines has collaborated with UN Women to identify specific opportunities for more inclusive approaches to P/CVE, including links to the National Action Plan on WPS.²⁰⁰

There are no active truth and reconciliation commissions in the Philippines, but there is at least one commitment to reconciliation processes on the record in the Philippines. The Bangsamoro peace agreement and the Bangsamoro Organic Law establishing the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), commit to conducting formal transitional justice processes. There is also an informal truth, justice and reconciliation commission process from 2017 that provided recommendations to guide the reconciliation process and its management, and which insists that all recommendations be approached with a gender responsive and inclusive mindset.²⁰¹

THAILAND

Thailand's Department of Women's Affairs and Family Development (DWAFD) stood up a sub-committee on Women, Peace and Safety-Security Promotion in 2012 to examine the effects of

conflict on women and girls, including in the Southern Border Provinces.²⁰² In 2013, the sub-committee established a Working Group on Policy and Strategy Development on Promotion of Women's Roles in Peace Building.²⁰³ In 2016, DWAFD together with the Ministry of Social Development and Human Security, PAOW and UN Women, drafted a concept paper entitled "Measures and Guidelines on Women and the Promotion of Peace and Security." While the sub-committee was dissolved in 2019, the concept paper they drafted together with its Operational Guidelines will remain important for multi-stakeholder cooperation in advancing the WPS agenda in Thailand, including in its Southern Border Provinces.

In Thailand's Southern Border Provinces, women are at the forefront of human rights advocacy and humanitarian assistance. Women-led groups often support diverse and marginalized communities, work with the National Human Rights Commission, consult with local government to implement social safeguards, improve access to social services, and facilitate interfaith dialogue between Buddhist and Muslim communities. Several organizations have been recognized with distinction by local, national, and international organizations.

In April 2015, more than 20 women-led groups formed the Women's Agenda for Peace (WAP) network, that is now known as the Peace Agenda of Women (PAOW).²⁰⁴ PAOW promotes an increased role for women in peacebuilding and peace negotiations. The network helped establish the Southern Border Provinces Administration Center's Coordination Center for Children and Women in the Southern Border Provinces (2019), and both the Chairperson and Vice Chairperson are women.

VIET NAM

The Viet Nam Women's Union worked with the police, the army, and government agencies to design the "Envision 2019: Year of Safety for Women and Children" campaign that focused on: (1) safety for women and children in the family and highlight issues of domestic violence, abuse of women and children, child marriage, malnutrition, and healthcare; (2) safety for women and children in public places; (3) environment and climate change; (4) proper food hygiene; and (5) cybersecurity.

The Viet Nam People's Public Security has streamlined comprehensive reforms which present opportunities for women's participation, including: (1) improve dialogue with and recommendations to the Party and the State on security and public order; (2) improve state management of security and public order; (3) prevent conspiracy and sabotage activities of hostile forces; and (4) prevent and combat criminals and violations of law.²⁰⁵ More specific actions mandated by reforms seek to:

- Improve the effectiveness of the leadership and decentralization through clear and specific delegations of authority and responsibility;
- Strengthen and improve cooperation and coordination with sectors, unions, localities, and especially The People's Army;
- Support the Movement of All-People to protect public security;
- Strengthen international cooperation in crime prevention, protection of public security, and social safety;
- Strengthen the People's Public Security Force to meet international standards; and
- Promote innovation through research, strategic forecasting, and opportunity and risk analysis that will improve approaches to traditional, non-traditional, and internet-based security.

4.2.3 PROTECTION

Protection: Calls specifically for the protection of women and girls from sexual and gender-based violence, including in emergency and humanitarian situations, such as in refugee camps.

BRUNEI DARUSSALAM

Brunei is a party to CEDAW, and as the ASEAN Progress Report on Women Rights and Gender Equality points out, has legislation to ensure the promotion and protection of human rights, including safeguarding the welfare of all, particularly women and children, in the country.²⁰⁶ These include the Women and Girls Protection Act, Married Women Act, and the Islamic Family Law Act.

CAMBODIA

Cambodia has instituted a number of DDR programs, including:

- In 2000, a small-arms disarmament program called the European Assistance on Curbing Small arms and Light Weapons in Cambodia (EU-ASAC) provided financial and technical assistance to the Cambodian government for the collection and confiscation of weapons, and destruction of surplus military weapons. In 2006, the program constructed 45 weapon storage facilities, collected 12,775 weapons, and destroyed another 142,871 weapons.
- Also, in 2000, a pilot demobilization program sponsored by the World Bank demobilized upwards of 1,500 soldiers by providing financial support, a motorcycle, a sewing machine, food items, and construction material or gardening tools. In some cases, former combatants were given a parcel of land.
- In 2003, The Japan Assistance Team for Small Arms Management in Cambodia started a program to enact institutional reform, improve law enforcement capacity, and promote peacebuilding through equitable development.

While not well represented in village meetings, women did contribute to decision-making through their male counterparts, especially regarding social infrastructure – health clinics, education facilities, roads, wells, and sanitation systems.

By 2015, 143 Cambodian Judicial Police Agents of the Ministry of Women Affairs (MoWA) were appointed to support and advocate for the legal rights of GBV survivors. In late 2016, 87 female officers were assigned as Judicial Police Officers at the national and provincial levels and receive ongoing training and support to protect GBV survivors and assist them in seeking justice through the legal system. Also, in 2016, Referral Guidelines for Women and Girl Survivors of GBV and the Implementation Mechanisms were completed, and training executed in seven provinces.²⁰⁷ In 2017, Minimum Standards for Essential Services for Women and Girl Survivors of GBV were drafted as per National Action Plan to Prevent Violence Against Women II (NAPVAW II).

The Cambodian Bar Association established the gender-responsive Lawyer's Training Center (LTC) that, in 2014, worked with UN Women to develop a curriculum to help lawyers understand how best to represent victims.

In terms of publicly available data, the latest statistics for GBV cases are available in the 2015 National Survey on Women's Health and Life Experiences in Cambodia.

INDONESIA

Indonesia promulgated Law Number 23 of 2004 calling for the Elimination of Household Violence. The Law consists of 56 articles that define domestic violence, and promote human rights, gender equality, the elimination of discrimination, protection of victims of violence, prosecutions, and household harmony. The law also details specific duties and authorities for government agencies and community leadership. The CEDAW Committee, in its 2012 review of the Combined Sixth and Seventh Periodic Reports, noted the issue of VAW during armed conflict but focused on events prior to 2000.²⁰⁸

Indonesia has put in place regulations intended to prevent and protect women from violence, including the regulation of the Head of Republican National Police Indonesia Number 8/2009 about the Implementation of Principles and Human Rights Standards in Execution of Police Duties Republic of Indonesia, (article Four). It states that the National Police has the right to reduce/limit someone's rights in an emergency, mass riot, or in dangerous circumstances, but that in the case of woman arrested, treatment standards include: a) wherever possible checked by female officers or with perspective gender; b) examined in a special service room; c) protection of privacy rights not to be published; d) obtain special treatment; e) separated its placement from the space of male suspects; and f) the application of special procedures for the protection of women. The implementation of this article requires a number of criteria fulfilled by Police institutions, including having enough women personnel, the availability of a particular room, and there are special standard protocols to guarantee correct implementation. In practice, *Komnas Perempuan*

found that the investigation process was often carried out by the male officer because of the limited number of female investigators.²⁰⁹

Indonesia's national development guidelines include gender-mainstreaming requirements for the security sector, and this continues to be an area of opportunity for WPS in Indonesia to expand the role of women in 'hard security' issues. In its 2014 report, *Komnas Perempuan* (The National Women Commission) found that SSR has not prioritized violence against women in a range of contexts – including armed conflict, religious conflict, conflict over natural resources, natural disasters, and displacement.²¹⁰

LAO PDR

In 2011, Lao PDR's Ministry of Public Security stood up the Prevention and Anti-trafficking Department within the General Police Department, and the Prevention and Anti-Trafficking Divisions within police departments across the country. These divisions prevent, investigate, and prosecute TIP, and violence against women and children cases.

Since 2014, Lao PDR has enforced its Law on Combating and Preventing Violence Against Women and Children that prohibits all forms of violence. At the 2019 Nairobi Summit on the International Conference on Population and Development (ICPD25), Lao PDR again committed to uphold the rights and welfare of women and youth. Accordingly, the government supports GBV programming in the National Action Plan for the Prevention and Elimination of Violence Against Women 2021-2025 and designed and delivered curricula regarding age-appropriate sexuality education emphasizing the importance of healthy and respectful relationships.

MALAYSIA

Malaysia is active regionally and globally as a member of the United Nations Peacebuilding Commission (PBC) and served on the PBC's Organizational Committee from 2013-2014 and 2015-2016. In 2015, Malaysia served as Coordinator of the PBC. In 2015, Malaysia served as Coordinator of the PBC and on the UN Security

Council. Since 1980, the Malaysian Technical Cooperation Program (MTCP) has worked in post-conflict environments throughout the world to increase economic opportunities for affected populations. To support its regional commitments to peacebuilding, in 2012, Malaysia established the UN Humanitarian Response Depot to improve regional coordination capacity for emergency preparedness and response.

A significant amendment was made to Article 8 (2) of the Federal Constitution of Malaysia in 2001, to include gender as a basis for non-discrimination, in furtherance to Malaysia's commitment to CEDAW.

Amendments to the Employment Act of 1955 and Domestic Violence Act (DVA) of 1994 were carried out in 2012. DVA was later amended in 2017. The Anti-Trafficking in Persons and Anti-Smuggling of Migrants Act of 2007 was last amended in 2015. "The Sexual Offences Against Children Act 2017 was passed and has been implemented since 2017". Malaysia introduced Talian Kasih 15999 (formerly known as Talian Nur) in 2007 to set up a community crisis complaint hotline for all kinds of violence, including violence against women.

Statistics on the incidence of domestic abuse, rape, molestation, incest, and sexual harassment encountered by the Royal Malaysia Police from 2000 to 2017 have been made available by the Women's Aid Organization. The number of cases prosecuted for sexual cases and sexual offenses against children from 2000 until October 2020 are 21,547 (accuse/charge) and 15,744 (no further action), the statistics are a positive step toward informing evidence-based service provision and activities in the public and non-governmental spaces.

Furthermore, Malaysia's Department of Women's Development has since 2009 conducted numerous programs and initiatives to advocate and create awareness on preventing and responding to GBV, including Legal Literacy Seminar', a Women's Anti-Crime Program (WAJA), public awareness campaigns for men and women to prevent VAW, and other efforts.

MYANMAR

Myanmar recognizes that addressing VAW is a priority development goal. In its National Strategic Plan for the Advancement of Women 2013-2022, the government committed “to eliminate all forms of violence against women and girls and to respond to the needs of women and girls affected by violence.” It established mechanisms to ensure the safety of women and children from violence and provide protection and other services for survivors of GBV. The Ministry of Social Welfare, Relief and Resettlement is the focal Ministry for addressing VAW, and there are also subnational government agencies and CSOs that focus on ending VAW and providing services to victims.

In 2008, the CEDAW Committee raised the issue of sexual violence in armed conflict in its review of the Combined Second and Third Periodic Reports. Specifically, it articulated its deep concern for the prevalence of crimes perpetrated by state security forces, including rape. The CEDAW review recommended that the government eliminate impunity, improve victims' access to justice, raise awareness and build capacity of security forces, monitor GBV in conflict-affected areas, and adhere to UNSCR's 1325 and 1820.²¹¹

In an effort to comply with CEDAW recommendations, the Myanmar government has worked with civil society, including the Gender Equality Network (GEN) as well as with the UN, among others, to draft the Protection and Prevention of Violence against Women (PoVAW) Bill that addresses intimate partner violence, marital rape, sexual violence, harassment by stalking, harassment in the workplace and public places, and violence through traditional and customary practice.

PHILIPPINES

The Philippines has promulgated significant GBV-related and TIP regulatory reforms beginning in May of 2003 in recognition of the human rights aspect of trafficking in persons. As TIP is a violation of human rights of the individual, the anti-trafficking laws institutionalize measures and programs that promote human dignity, protect

the people from any threat of violence and exploitation, eliminate TIP, and mitigate pressure for involuntary migration and servitude of persons. The Philippines has promulgated significant GBV-related and TIP regulatory reforms including:

- National Strategic Action Plan Against Trafficking in Persons (2004-2010);
- Strategic Plan of the Inter-Agency Council on Violence Against Women and their Children (2007-2010);
- The three Philippines National Action Plans on Women, Peace and Security (2009-2022).

The Inter-Agency Council Against Trafficking (IACAT), which was created by the anti-trafficking law of the Philippines and chaired by the Philippine Department of Justice, is composed of several government agencies with important roles in the prevention, protection and prosecution of TIP. The IACAT is tasked to oversee the effective implementation of the anti-trafficking law.²¹²

The Philippines, through the SOMTC, is the lead proponent of the ACTIP, the ASEAN Plan of Action Against Trafficking in Persons, Especially Women and Children, and the Bohol Trafficking in Persons Work Plan (2017-2020), and the development of the 2nd Bohol Trafficking in Persons Work Plan.²¹³

Since the enactment of the anti-trafficking law in May 2003, the Philippines has three National Strategic Action Plans Against Trafficking in Persons covering the period from 2004- 2022, which serves as the blueprint of action against TIP of the Philippines, through the IACAT. The proposed paragraph on IACAT highlights as best practice the whole-of-government approach of the Philippines in role to oversee the anti-trafficking efforts of the Philippines, and advancing legally binding instruments and plans of actions against TIP at the ASEAN. The Philippines is the first ASEAN country to have maintained its “Tier 1” ranking for five straight years in the Global Trafficking in Persons Report by the U.S. Department of State.²¹⁴

In 2016, the CEDAW Committee's review of the Philippines Combined Seventh and Eighth Periodic Report, lauded the government's adoption and implementation of their NAP WPS. At the same

time, the Committee expressed concerns about GBV and trafficking in conflict-affected areas, and the suboptimal performance of the justice system to provide redress for victims. The Committee therefore recommended that the government "further accelerate its achievement of substantive gender equality" and provide and enforce remediation for women that are "effective, gender-responsive, and proportionate to the gravity of the harm suffered."²¹⁵

SINGAPORE

Singapore is a party to CEDAW. Singapore also has a robust policy and approach on TIP with a whole-of-Government system on TIP, co-chaired by the Minister of Home Affairs (MHA) and the Ministry of Manpower (MOM).²¹⁶ Singapore is a strong proponent of anti-Trafficking in Persons (TIP), being one of the first ASEAN nations to ratify the ACTIP.

THAILAND

In Thailand, there are numerous laws either in place or under development, to prevent violence against women. The Prime Minister chairs the Thai Health Promotion Foundation, a government agency that works with NGOs (e.g., Friend of Women Foundation, and Women and Men Progressive Movement Foundation) to raise awareness about VAW. According to the Foundation, in 2018, an average of 7 women experienced violence every day and 53 percent of them were abused by family members or acquaintances. Estimates suggest that less than 2 percent of cases are brought to attention of officials for prosecution.²¹⁷

Thailand amended the 1996 Prevention and Suppression of Prostitution Act and the Anti-trafficking Act to shift focus from criminalizing prostitutes and toward criminalizing solicitors and owners of establishments where the sex trade proliferates. Amendments to the 2000 Investigation of Child Witness Act ensures that call-in or in-person reporting and counseling services, as well as safe shelters, are provided to victims of violence. In 2007, changes were made to the Domestic Violence Victims Protection Act to ensure that citizens are protected from all forms

of domestic violence based on human rights. The Act also requires government multi-disciplinary teams, the public, and the media to raise awareness and enforce the law through improved legal processes, victim-sensitive media reporting, and requiring all persons who witness domestic violence to notify proper authorities.

In 2015, the Gender Equality Act BE 2558 was passed to begin eliminating social and cultural practices that tolerate GBV and gender-based bias. The act called for: A definition of gender discrimination; establishment of national committees to formulate policies and measures on gender discrimination; set penalties to be levied against perpetrators; provide Compensation for victims; and fund the promotion of gender equality.

Other legislation remains works in progress. The Promotion of Family Institution Development and Protection Act has been on hold since August 2019. The Ministry of Social Development and Human Security (MSDHS) received comments on the Act from relevant agencies at both central and provincial levels which have been submitted to the Committee appointed with the responsibilities to analyze and revise the Act.

One Stop Crisis Centers (OSCC) set up by the Public Health Ministry collect and report on cases, provide care for victims of GBV, social assistance for children, women, the elderly, and persons with disabilities. The Centers work with a range of government institutions (including the police) and play an important role in addressing GBV. As of 2018, there were 10,611 OSCCs working with 829 provincial and communal hospitals, and 9,750 sub-district hospitals. MSDHS has also established the Social Assistance Center Hotline (1300) to help curb violence against children.

CSOs work with the Thai Health Promotion Foundation, UN Women, the Department of Women's Affairs and Family Development (DWAFD), donors, and media outlets to raise awareness about sexual harassment and the prevalence of rape, sexual harassment in state own enterprises, and the rights of employees and customers of the public transportation systems.

In 2017, the CEDAW Concluding Observations on the combined sixth and seventh periodic report of Thailand called for “increasing efforts to end the conflict in the southern border provinces (SBPs) and ensure that all conflicting parties abide by international humanitarian and human rights law, in particular with regard to the protection of women and girls who are not engaged in conflict from all forms of violence.”²¹⁸ In April 2020, Thailand submitted a report to follow-up on the CEDAW Concluding Observations to reaffirm its commitment to fulfill its obligations under core international human rights instruments the need to address the situation in SBPs. The government highlighted its efforts to address violence against women and children, including establishment of protection and prevention measures and mechanisms to empower women and children in such cases.²¹⁹ It has made references to the support of the UN and international community, including UN-Women, UNICEF, UNDP and ICRC in shaping the capacity building and training programs in accordance with international standards.

In 2012, Thailand’s Internal Security Operations Command (ISOC) Region 4,²²⁰ implemented a rehabilitation program called “Bring People Home” to incentivize insurgents to lay down their weapons in exchange for blanket pardons. Results of this program are still being assessed. No evidence was found regarding the extent to which this program considers gender or integrates elements of the WPS agenda.

In 2006, Thailand’s NRC published a report on “Overcoming Violence through the Power of Reconciliation.” Later, the NRC established several committees to investigate allegations of widespread human rights violations between 2010 and 2015. Eleven different fact-finding missions were tasked with collecting information but much of the work of these missions was focused on compensation for victims and their families rather than prosecution of perpetrators.

VIET NAM

In Viet Nam, the Government of Viet Nam is addressing GBV issues with legislation to improve the Labor Code, Civil Code, Civil Procedure Code, Penal Code, Criminal Procedure Code, Ordinance on Handling of Administrative Violations, the Gender Equality Law (2006), Law on Domestic

Violence Prevention and Control (2007), and the Law on Legal Aid. The Viet Nam Women’s Union, the Supreme People’s Court, the Supreme People’s Procuracy, and the Ministry of Public Security committed to a four-year program (2019-2022) that will:

- Improve coordination in the handling of denunciations, information on crimes, and petitioning to prosecute perpetrators.
- Prevent and fight against perpetrators.
- Improve public communication on serious cases involving women and girls, especially those that result in public outrage.
- Conduct workshops and seminars to share practical experiences and best practices to address GBV.
- Monitor judicial activities for cases involving victims of violence in accordance with Article 33 of the 2015 Criminal Procedure Code.
- Conduct training to improve the capacity of Women’s Union officials at all levels, Court officials, and police officers; and
- Improve monitoring, data collection and analysis, reporting, and communication.

The National Plan of Action on Domestic Violence Prevention and Control (2014 – 2020) and the National Thematic Project on Gender-based Violence Prevention and Response from (2016 – 2020) are designed to improve the quality and effectiveness of policies and actions that address domestic violence prevention and response. There is also community-level behavior change campaigns being implemented to compel men, families, communities, and educational institutions to play a larger role in raising awareness about and preventing GBV.

It is also worth noting that Viet Nam has begun collecting VAW-related data, with specific GBV indicators, in line with international standards.

4.2.4 RELIEF AND RECOVERY

Relief and Recovery: Calls for advancement of relief and recovery measures to address international crises through a gendered lens, including by respecting the civilian and humanitarian nature of refugee camps, and considering the needs of women and girls in the design of refugee camps and settlements. (UNSCR 1325)

CAMBODIA

Cambodia is a signatory and party to the 1951 Refugee Convention and in 2008, established the Refugee Office and the next year adopted the Refugee Status Determination (RSD) from the UNHCR. The government subsequently issued the Sub-decree on Procedures for Recognition as a Refugee in order to ensure the respect of human rights and rights of refugees. While the Sub-decree does not allow the right of legal representation, refugees and asylum-seekers are able to raise legal issues through this process.

Cambodia has prioritized gender equity and women's empowerment in its climate change agenda through the Neary Rattanak IV, the National Action Plan for Disaster Risk Reduction, 2014-2019, and the Climate Change Strategic Plan, 2014-2023. In 2015, the government established the National Council for Sustainable Development and General Secretariat and subsequently the Gender and Climate Change Committee of the Ministry of Women's Affairs which are both charged with supporting government agencies' Gender Mainstreaming Action Plans (GMAPs). Also, the National Strategic Plan on Gender and Climate Change 2014-2023, the Master Plan for Gender and Climate Change (2018-2030), and the Action Plan on Gender and Climate Change (2019-2023) serve as a foundation for advancing the WPS Agenda in Cambodia. From 2016-2018, there were four pilot projects related to gender analysis, capacity building on women and climate change resilience and adaptation, safe water management and hygiene, and DRR during flood and drought season in Kampong Thom, Battambang, Prey Veng and Kampot have been implemented effectively.²²¹

INDONESIA

Indonesia treats natural and man-made disasters differently but after the 2004 tsunami in Aceh and the 2009 earthquake in Padang, the government recognized the need to better integrate disaster management under the National Disaster Management Agency (BNPB) and its regional counterparts, Regional Disaster Management Agencies (BPBD), in order to coordinate disaster preparedness and response across all relevant ministries.

Although the BNPB formally recognizes the role of women in all preparedness and response activities in its Regulation of the Head of the National Disaster Management Agency No. 13 of 2014, Gender Mainstreaming in Disaster Management, women are often not involved in evacuation management, aid distribution, post-disaster rehabilitation, and reconstruction programs. The BNPB and BPBD are now bringing together government agencies, donors, and CSOs to improve gender-responsive preparedness and response strategies. For example, through the SIGAP Program (Strengthening Government's Ability Towards Disaster Preparedness), BNPB, BPBD, USAID, World Vision/Indonesia, police departments, City Disaster Management Office (KPBK), and health clinics work together to improve regional and local technical capacity to mainstream gender and disability perspectives in disaster risk management. They also develop provincial, village, and school disaster management plans.

Indonesia has ratified the UN Framework Convention on Climate Change (UNFCCC) through Law No. 6 of 1994 and has also ratified the Kyoto Protocol agreement through Law No. 17 of 2007 which are indicative of its considerable commitment to sustainable development, low emissions, and building resilience to climate change. In 2017, the Ministry of Environment and Forestry (LHK) issued Ministerial Regulation No. 31, Guidelines for Gender Mainstreaming in the Environment and Forest Sector. The Ministry also signed a joint agreement with the Ministry of Women's Empowerment and Child Protection to encourage gender mainstreaming, particularly in budgeting and LHK activities. These efforts are supported across national and subnational governments.

LAO PDR

Lao PDR is the most heavily bombed country in the world and is still littered with unexploded ordnance (UXO). Both the UNDP and Lao PDR agree that mine action is linked to poverty reduction and socio-economic development. Women are involved in demining activities, but their numbers are small compared to men. Frequent unplanned explosions of UXOs pose social and economic

challenges. If a man is injured by a UXO, his wife or other women in the family are expected to care for him, the children often drop out of school, and household income typically decreases. If a woman is injured (and not killed) her husband usually remarries, putting great strain on the injured party and her family.

Lao PDR has a National Strategic Plan for Disaster Risk Management (2010-2020) which covers disaster management, preparedness, and training programs. The Lao Women's Union is specified as one of three non-ministerial organizations that constitute a part of the National Disaster Management Council that inform government-led Community-based Disaster Risk Reduction (CBDRR) strategies designed to improve village-level preparedness and mitigation efforts. Government assistance to disaster victims is provided by the Ministry of Labour and Social Welfare. The government also invests in DRR infrastructure, with the World Bank, to engrain DRR approaches in public decision making and planning. Also, the regional United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) supports simulation exercises to train relevant agencies on disaster preparedness.

MALAYSIA

Malaysia's treatment of refugees, as a non-signatory to the 1951 Refugee Convention, is based on existing regulations. Malaysia has extended assistance based on humanitarian grounds, and under customary international law, respects the principle of non-refoulement. Refugees registered with the UNHCR are allowed to travel freely within Peninsular Malaysia. During the COVID-19 pandemic, the Malaysian Government ensured that the welfare and rights of migrants, refugees, asylum seekers and stateless people, are given equal importance, by providing free health screening and medical treatment that all foreign nationals are entitled to, regardless of their immigration status.

As part of its disaster risk management strategy, Malaysia formulated a National Policy on Climate Change (2010) and amended Act A1513 – Civil Defense (2016) and passed Act 776 - National Security Council Act (2016). It also adopted the

Sendai Framework for Disaster Risk Reduction as part of its 11th Malaysia Plan (2016-2020). At the regional level, Malaysia: (1) is a member of the ASEAN ERAT; (2) is party to the ASEAN Safe Schools Initiative (2013) under the ASEAN Agreement on Disaster Management and Emergency Response (2009); (3) signed the Declaration of One ASEAN, One Response: ASEAN Responding to Disasters as One in the Region and Outside the Region (2016); and (4) contributes to ASEAN's Disaster Emergency Logistics System (2012).

Additionally, Action 2: *Protection and Support Services for Victims/Survivors, Article 19*, within the ASEAN RPA on the Elimination of Violence against Women spells out: "Provide support services for the reintegration of victims/survivors, including but not limited to vocational training, income generating and employment assistance programmes to support women's empowerment, economic independence, and access to affordable housing. Support the leadership and empowerment of victims/survivors of violence to act as women's leaders, advocates and champions on EVAW (national level).²²²

Finally, the National Disaster Management Agency (NADMA) plans to consider WPS in the National Policy of Disaster Risk Reduction and Disaster Risk Reduction Act that will be introduced soon.

MYANMAR

According to the "2019 Myanmar Humanitarian Needs Overview," thousands of people remain displaced in camps or camp-like settings and about 78 percent of them are women and children. Protection and security concerns unique to these refugees and asylum-seekers include forced recruitment of men, women, and children by armed forces, forced labor, land grabbing, and landmines. Gender responsive approaches have been encouraged, including through the recent UN Women and OCHA analysis of humanitarian efforts in Kachin, Shan and Rakhine states, and present a number of methods and approaches to women's empowerment in relief and recovery that could help advance the WPS agenda and encourage more sustainable recovery efforts in these key regions.²²³

Together with 168 other countries, **Myanmar** endorsed the Hyogo Framework for Action (HFA) and its five Priorities for Action to reduce the impact of disasters on lives and social, economic, and environmental assets. It has signed The AADMER 4 and is a member of the UNESCAP Committee on Disaster Risk Reduction, the ADPC Regional Consultative Committee on Disaster Management (RCC), the Asian Ministerial Conferences on Disaster Risk Reduction (AMCDRR), and the World Conference on Disaster Reduction (WCDR).

As Chair of the ACDM, in 2009, Myanmar organized the 13th ACDM meeting in Nay Pyi Taw and oversaw the deployment of the first ASEAN ERAT in the aftermath of Cyclone Nargis. In 2013, the government enacted the Natural Disaster Management Law with a committee tasked with: (1) formulating policy and guidelines for mobilizing internal resources during disasters; (2) outlining policy for coordination when international assistance is needed; (3) assisting in managing state budget and state-owned resources to places in need; and (4) issuing orders and notification to ensure effective management during and after disasters.

The government drafted the Myanmar Action Plan on Disaster Risk Reduction (MAPDRR) "to make Myanmar safer and more resilient against natural hazards, thus protecting lives, livelihoods and developmental gains." In 2019, it adopted the Myanmar Climate Change Strategy (2018-2030) that included gender considerations about the vulnerabilities of women before, during, and after disasters, and opportunities for women to lead preparedness and empowerment activities (e.g., small-scale energy-efficient businesses and household climate-friendly practices).

PHILIPPINES

In the **Philippines**, the post-Marcos democratic transition saw the gradual engagement between civil society advocates, activists, and even human rights victims with the military and police, formally and informally. Between 2002 and 2010, collaboration between civilian entities and the AFP steadily increased, with two key milestones.

- The creation of the National Task Force on Convergence (NTFC), a civilian-military venue for discussion on perceptions and realities of peace and security imperatives; and
- The Internal Peace and Security Program (IPSP)-Bayanihan that was to help move from an armed forces mindset to a more people-centered approach to security through increased civilian-military coordination. This effort was aided by a network of CSOs called Bantay Bayanihan that served as an independent oversight body of the AFP's implementation of their Internal Peace & Security Plan.²²⁴

Although women are involved in these mechanisms, neither the NTFC nor the IPSP have explicit gender mandates.

In the **Philippines**, the GPH-MILF Peace Process (1996-2016) included provisions for DDR in the Annex on Normalization of the Framework Agreement on the Bangsamoro (FAB) and the 2014 Comprehensive Agreement on the Bangsamoro (CAB) despite the fact that it is a contentious issue as it suggests a surrender rather than a compromise for "integration" and "normalization." Indeed, the 1996 Final Peace Agreement between the government and MNLF did not reference DDR. It was only when the FAB and the Annex were signed in 2012 and 2014, respectively, were DDR stipulations inserted. While women have played important roles in peace processes, DDR agreements did not include discrete WPS language.

In March 2019, President Duterte signed Executive Order No. 79 to begin reintegrating MILF combatants and decommissioning weapons. It is still too early to assess the implementation and success of the executive order. Meanwhile, worth noting that while women have played important roles in peace processes, DDR agreements have not included discrete WPS language.

The **Philippines'** DRRM Act declares that it shall be the policy of the State to ensure that DRR and climate change measures are gender-responsive

and require that gender analyses are conducted as part of early recovery and post-disaster needs assessments. The National DRRMC requires that the Chairperson of the Philippine Commission on Women and local DRRMCs involve the Head of the Gender and Development Office.²²⁵

SINGAPORE

According to the **Singapore** Foreign Ministry, "As a small, low-lying city-state with one of the world's most open economies, Singapore is particularly vulnerable to the impact of climate change. We are committed to a multilateral, rules-based solution to address this challenge, and actively support and participate in international negotiations on this front."²²⁶ Singapore was one of the first nations to ratify the Paris Agreement in 2016. Singapore works with regional partners to coordinate on DRR, including currently on the new AADMER 2021–2025 work planning process. In the context of the WPS agenda in ASEAN, peace and humanitarian linkages could be valuable pathways to greater engagement by Singapore. WPS focuses on the work needed to coherently address people's vulnerability before, during and after crises with particular focus on the gender and protection lens. This can provide a more coherent approach to ensure long-term investment in addressing the systematic causes of vulnerabilities, such as poverty and inequality, to mitigate the impact of cyclical or recurrent shocks and stresses and support the peace that is essential for development to be sustainable.

THAILAND

In the last 20 years, **Thailand** experienced 2 major natural disasters including a Tsunami in December 2004 that caused 8,000 deaths or disappearances, and major flooding in 2011.²²⁷ Following the 2004 tsunami, Thailand undertook several research studies on 'Tsunami impact on women.' In 2010, the Department of Women's Affairs and Family Development (WAFD), in collaboration with the Sustainable Development Foundation, Foundation for Women, Rak Thai Foundation, and Action Aid Thailand, published a manual on "Disaster Management from a Gender Perspective."²²⁸

Thailand is not a signatory to the 1951 Refugee Convention, but does host refugees, including many from Myanmar. UNHCR reported that at the end of 2019 there were 50,067 officially registered refugees in refugee camps, and an additional 47,504 individuals in a refugee-like status defined by UNHCR as individuals that face similar protection risks to refugees, but for practical or other reasons, do not have official status.²²⁹

VIET NAM

Viet Nam emphasizes the role of women particularly in post conflict reconciliation. Viet Nam played a leadership role in the adoption of UNSCR 1889 which is a follow up to UNSCR 1325. It emphasizes the participation of women in all phases of the peace process. Most important, it calls for monitoring and introduces accountability mechanisms. The resolution strongly encourages cooperation with civil society, particularly women's organizations.

4.3 What are the Key Opportunities and Challenges for ASEAN Member States to Advance the Women Peace and Security Agenda?

Key opportunities and challenges for WPS at the AMS level were surfaced during the course of the study team's research. These findings are not intended as value judgements of the policy context within AMS. Rather, the following opportunities and challenges are presented as considerations for WPS advocates when developing WPS policies, programs, or regional approaches.

BRUNEI DARUSSALAM

Amongst the limiting factors on Brunei for considering and advancing the WPS agenda, including: strategic drive, lack of recognition, hesitancy due to cultural norms.²³⁰

INDONESIA

In Indonesia, structures exist to advance the WPS Agenda. Between 2016 to 2019, with support from UN Women and UNDP, several provinces and regents launched Local Action Plan (LAPs) based on the Women's Empowerment and Child Protection in Social Conflict and established Task Forces to oversee programming. Indonesia has made efforts to review the coordination and management of these efforts. The decentralized nature of government, the siloed approach different ministries adopt to execute their mandates, and the challenges of remote management in such a vast archipelago are important considerations. Moving forward, the NAP and LAPs need to be simplified and easier to implement, and coordination between various government agencies needs to be more efficient.²³¹

Cultural norms and practice are, in some cases, antithetical to promotion of the WPS agenda. Gender bias is ingrained in the socio-cultural and political fabric of Indonesia and therefore influence decision-making processes. For example, women's role in security issues such as P/CVE is not fully utilized. Raising public awareness about and helping officials understand the benefit of committing to the Agenda will help to reduce communal conflict and reduce the pool of recruitable youth.²³²

National and subnational government has shown its support for the WPS Agenda by developing and budgeting for plans to address women's involvement in disaster preparedness and response. CSOs have been equal partners, but there is more opportunity to empower women and overcome local beliefs and practice that challenge women's empowerment. For example, in 2016, the National Commission on Violence against Women identified 421 discriminatory policies against women, 33 of which targeted women's bodies.²³³ In Indonesia, as well, the virus has hampered advocacy for the WPS Agenda and provided an opportunity for leaders to recognize the important role of women in all aspects of governance.²³⁴

MALAYSIA

Malaysia has taken gender mainstreaming in the public sector seriously, setting targets for women hires in civil service, and more women hold positions of authority. Malaysia has achieved the target to increase women's participation to at least 30 percent in decision-making positions in the public sector since 2009. In 2019, the percentage has risen to 37.3 percent. For the corporate sector, 2019 has recorded 26.4 percent women board of directors in 100 top-most PLCs, compared to 24.4 percent in 2018.²³⁵

Malaysia's widespread support toward the women participation in peace and security process is in line with its policy of achieving a 10 percent involvement of women in the MAF. This policy is stipulated in the Malaysia Defence White Paper. Out of the 10 percent national goal, MAF has contributed 5.1 percent of female military personnel in the UN and other international peace operations.²³⁶

Malaysia was also appointed to take the lead in establishing a network to develop ASEAN Guidelines on Gender Mainstreaming Programmes and Project Implementation and is working closely with the Philippines as co-chair of the Gender Mainstreaming Strategic Framework. The WPS Agenda is linked to women's empowerment and is closely tied to the struggle for gender equality and women's empowerment.²³⁷

In Malaysia, cultural norms about gender roles present a challenge to advancing the WPS Agenda.²³⁸ The Government of Malaysia believes that embracing the WPS agenda must be done in a sensible and pragmatic manner and suitable to the military role in peacekeeping operations. Empowering women in peacekeeping operations can be done in three steps; first, introduce training modules on the roles of women in peacekeeping missions through the Malaysia Peacekeeping Centre (MPC), second, to secure an appointment for female military personnel acting as a gender focal point /subject matter expert in WPS agenda at the MPC, and finally to continuously increase the participation of women in future peacekeeping operations.²³⁹

Gradually, Malaysia intends to increase efforts in upgrading the role of women in peacekeeping operations as well as achieving the national quota of having 10 percent women in the armed forces.

There is a need for stronger and more unified approach to advance the implementation of the WPS Agenda. In Malaysia, WPS is a cross-cutting issue involving several government ministries: WOMEN (Ministry of Women, Family and Community Development); PEACE (Ministry of Defense); and SECURITY (Ministry of Home Affairs, Ministry of Foreign Affairs and the National Disaster Management Agency), the process of advancing the WPS agenda requires further coordination among the ministries and agencies involved.

MYANMAR

There is no current national plan or process to advance the WPS Agenda,²⁴⁰ but opportunities exist for WPS to gain importance in critical sub-national contexts. WPS is considered a cross-cutting issue to be addressed by the Ministry of Social Welfare, Relief and Recovery. In 2017, the government formed a WPS technical working group housed in the Myanmar National Committee on Women (MNCW).²⁴¹ WPS-related issues involving IDP communities are managed by the Ministry of Social Welfare, Relief and Resettlement. The policy makers who are interested in the WPS agenda must tread lightly so as not to be seen as undermining efforts to secure national reconciliation.²⁴²

Though not a NAP, Myanmar does have a NSPAW that some advocates believe is sufficient for addressing WPS issues.²⁴³ Also, peace is the first pillar of the Myanmar Sustainable Development Plan. Different ethnic groups perceive women, peace, and security issues differently. For this reason, government and civil society leaders should support culture exchanges to help groups better understand the importance of the WPS Agenda, and respect divergent perceptions of women, peace, and security. To kick start this process, the Women's League of Burma translated UNSCR 1325 and other key documents into local languages.²⁴⁴ More exposure to regional and international discussions has resulted in more political leaders and governmental representatives promoting the WPS Agenda. Advocates for WPS can continue to promote awareness and commitment at the highest levels of government.

Despite the promulgation of the NSPAW, raising awareness of it among key decision makers should be a priority for the WPS agenda. Women-focused CSOs, together with the Myanmar National Committee on Women (MNCW), Alliance for Gender Inclusion in the Peace Process (AGIPP), and UN Women drive discussions.²⁴⁵ These organizations are not authorized to be involved with the peace process and therefore cannot influence dialogue or humanitarian response. The military and other security actors, and ethnic armed organizations must understand and adopt the Agenda if progress is to be made.²⁴⁶ International pressure has pushed key actors to think more about WPS, and involving women more substantially in negotiations, but concerns remain about non-implementation. There are clear negative impacts of the COVID-19 pandemic in all communities, including IDPs. The national funding to address poverty, especially for women and the poor, together with the proliferation of Myanmar's COVID-19 Economic Relief Plan (CERP), and direct government support to Ethnic Armed Organizations (EAOs) can provide platforms to consider greater application of the WPS agenda to improve national reconciliation and build confidence.²⁴⁷

The enthusiasm for the WPS Agenda in ASEAN could add momentum at the domestic level in Myanmar. CSOs note that whenever ASEAN raises issues concerning about the situation of women in Myanmar, the government has taken notice. For this reason, women's activists feel that an RPA would provide safer space for advocates to campaign for the WPS Agenda. International support is still needed for the WPS Agenda in Myanmar. Support from research institutes and donors is essential for promoting the value of women in peace and security issues as it lends another layer of credibility to the work domestic actors are already doing.

PHILIPPINES

Strong legal frameworks in the Philippines support women's rights. The 2009 Magna Carta of Women (Republic Act 9710) enshrines women's protection and rights in law. With regard to the WPS Agenda it states that the OPAPP, PCW, Department of National Defense (DND) and its AFP, Commission on Human Rights, and other agencies are responsible for adherence to the

UNSCR 1325.²⁴⁸ The Magna Carta does require all federal government agencies and Local Government Units (LGUs) to draft annual GAD Plans and allocate 5 percent of their budgets to implement activities in their plans.²⁴⁹

There is a history of government working with civil society to advance women's rights. Since UNSCR 1325 there has been a willingness to understand and execute the WPS Agenda. This was especially true during the Aquino Administration (2010-2016) and beyond. Initially, OPAPP and the Women's Commission, with support from the Global Network of Women Peacebuilders (GNWP), drafted the NAP. Even the AFP are advocates. Indeed, each AFP branch of service has a designated gender point person,²⁵⁰ as do all agencies with mandates to implement the NAPWPS. Agencies have their respective GAD Focal Point Systems, consisting of not just a point person but representatives of all units.²⁵¹

It is not just an experience of conflict that aligns the Philippines with the WPS agenda, but also a vibrant sector of CSOs that has made the WPS Agenda a priority. Civil society and women's advocates have had a huge role in advancing the WPS Agenda in the Philippines. While this is not surprising from a local Filipino standpoint, it is often taken for granted that the country's CSOs have for decades opened up space to manage hostilities and make peace, especially in the conflict-torn southern Philippines.

Many structures exist to advance the WPS Agenda. The Philippines has a NAP, managed by the OPAPP, the Department of Interior and Local Government (DILG), and the PCW. The PCW oversees implementation of the Magna Carta for Women. The National Economic and Development Authority (NEDA) oversees development of national and subnational GAD Plans and activities, and the management of the focal point system.^{252,253} As the NAP is reviewed in the future, OPAPP will likely still have a critical role to play. Although OPAPP is a broad national policy-making body, its efforts to promote peace and security, writ large, continue to dovetail with the WPS Agenda. The Office should support capacity building activities at all levels to ensure the use of gender-responsive analyses, particularly in conflict-affected areas and communities.

Promotion of the WPS Agenda has slowed and could be promoted through mechanisms other than NAPs. OPAPP is the flagship peacemaking structure in the Philippines that was established because of the desire to address protracted domestic conflicts and not because of UNSCR 1325. The work of OPAPP has supported UNSCR 1325, peace in the Philippines, and benefited women, writ large.²⁵⁴ More recently, efforts for advancing the WPS Agenda in the Philippines have stalled. While OPAPP and CSOs have historically worked well with a Philippine security sector supportive of the role of WPS, this has diminished in recent years. Under the present Duterte administration and during a time of partial decentralization, the bureaucracy is overwhelmed and slow.²⁵⁵

CSO support is still needed to advance the WPS Agenda within government. Government management of the structures mentioned above should benefit from input from CSOs that promote women's empowerment, peace, and security. CSOs ensure that women are involved and represented, particularly at the LGU and community levels. CSOs could also play a valuable role in changing cultural norms that are still seen as barriers to the greater involvement of women in decision making. One key informant suggested that the gendered position of women throughout the AMS is that of nurturer and caregiver, "...which make them ideal for peacebuilding. But this is also what's creating the ceiling insofar as enhancing their roles in the public/ political sphere is concerned."²⁵⁶

Mindanao is an example from which all AMS can learn. The Philippines was the first AMS to have a woman as chair of a peace negotiation team. The progress of peace in Mindanao, and the contributions of the WPS Agenda in securing the peace, is laudable. CSOs are very active and the media has covered the good work of women and women-led organizations. Mainstreaming the WPS agenda was very important in making the peace process more inclusive. The WPS agenda had an impact in making the peace agreement more inclusive and responsive to gender concerns.²⁵⁷ But as some informants suggest, it does not mean that the struggle is over.

THAILAND

National Measure and Guidelines on WPS (2017 – 2021) are useful tools in advance the WPS Agenda. Thailand's National Measure and Guidelines on WPS, together with the ASEAN Network of Peacekeeping Centers, the Expert Working Group on Peacekeeping Operations, and the Subcommittee on Women and the Promotion of Peace and Security under the National Committee on the Policy and Strategy for the Advancement of Women provide a solid foundation for advancing the WPS Agenda. A range of awareness campaigns and knowledge exchange activities have been implemented. Funds are also available to support government- and CSO-led work. Under HRH Princess Bajrakitiyabha's initiative, the UNGA adopted a Thai-proposed resolution for the United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (Bangkok Rules). Women in the Southern Border Provinces are important civil society leaders and some work directly with the Inter-Agency Coordination Working Group, or the Track 3.0 approach to the peace process under ISOC 4th Army Command. Women are still fighting for safe public spaces initiatives to curb violence against civilians. The Center for Women and Children in Southern Border Provinces (CCWC-SBP) would like to have more women involved in their ceasefire monitoring team and as observers during peace dialogue delegations. With more involvement, women could improve communication and understanding between negotiators and citizens.²⁵⁸

Thailand appears to be moving the WPS Agenda forward. To localize UNSCR 1325 and WPS agenda, Thailand adopted the National Measures and Guidelines on WPS (2017–2021), which is equivalent to a national action plan on WPS.²⁵⁹ This was an important step to include gender and protection lens into the peace process. It is crucial that the implementation of the National Measures and Guidelines is supported by all key actors to build a sustainable structure to advance women's rights in conflict areas. In this light, future capacity building support to government officials is required to raise awareness and greater support of the WPS Agenda. Lessons learned from Thailand SBP can be shared with AMS, including experiences of CSOs, many led by or focusing on women which are professional and effective in

the Southern Border Provinces. Though politically sensitive and challenging to implement, WPS advocates have leveraged support from various donor funding sources over the past decade to address security and extremism.

Furthermore, Thailand has indicated it would like to have more female peacekeepers on UNPKOs and considering increasing women's role in cross-border operations, particularly as they relate to perpetrators and victims of human trafficking. The government is also planning to train women in negotiation and communication skills, as well as other skills necessary to cope with new coronavirus normal.

VIET NAM

Viet Nam has made pledges to the Peacekeeping Capability Readiness System and hosted the Triangular Partnership Project but does not have a policy framework to address the WPS Agenda as a whole. Internationally, Viet Nam is a vocal supporter of the WPS Agenda within ASEAN and at the UN. Viet Nam's policies on women include: a) supporting women's contribution to economic development of the country; b) socio-cultural development; and c) political development. Women are seen as a resource for national defense and "the implementation of the program on Women, Peace and Security is in line with Viet Nam's all-people defense policy, not only upholding the role of Vietnamese women in building and defending the Socialist Republic of Viet Nam, but also actively contributing to maintaining peace and security in the region and the world."²⁶⁰ There remains space to increase women's representation in public leadership positions.

Viet Nam's understanding of the WPS Agenda is focused on its military and its support for gender equality. In the past 10 years, the Ministry of Defense has issued 3 Directives, 2 Circulars, 2 Action Plans, and 1 Action Program for the Ministry and the General Department of Politics to direct the army to implement goals and tasks for the Advancement of Women and Gender Equality in the Army. The percentage of female officers has increased from 1.8 percent (2010) to 2.97 percent (2020) and up to 35 percent of women hold managerial and commanding positions. All divisions of the Ministry of Defense have women representatives in advisory councils, as well as teams overseeing the legal and legitimate rights and interests of women.²⁶¹

A review of the Beijing Platform on WPS mentions Viet Nam's efforts.²⁶² Despite progress, WPS does not seem to be a top tier issue. Social norms challenge the promotion of gender equality. More focus is placed on how women can benefit from the outcomes of economic and social development.²⁶³ More data-driven campaigning for the Agenda is required before progress can be made. Until then, the role of women in the country will remain limited, low percentages of women in leadership positions will persist and Viet Nam's Gender Equality Index will continue to suffer.

4.4 Additional Findings

The study team's research also noted several observations made repeatedly by key informants (or in other sources) that were broadly applicable to AMS and the WPS Agenda in the ASEAN region. These observations can serve as valuable foundations to any future WPS policymaking.

Because WPS is often considered a security matter under the purview of the armed forces, the Joint Statement presents an opportunity for greater collaboration between civilian and military actors. Previously, because of this frequently held mindset, inertia set in—the armed forces understand and embrace the WPS agenda in highly varied ways and do not often view security in broad political terms. For example, the military do not have responsibility for the oversight of other push factors, such as poverty and adverse effects of climate change that can threaten to social order and stability. The 2017 Joint Statement on WPS was a breakthrough in this respect. It brought to the attention of decision makers the non-military factors that threaten domestic and regional security.²⁶⁴

The WPS agenda must become a mainstream political issue for human security, not limited to "women's issues." Men must be part of the solution and must recognize that they, too, suffer from the marginalization of their female counterparts. Throughout the AMS, the capacity



Photo: ASEAN Secretariat

of women to lead is already recognized. What will shift embedded cultural thinking is to highlight, or market, in compelling ways the past, present, and future contributions of female leaders at all levels.

There are broad needs for better data collection, analysis, and reporting on WPS. ASEAN already has Regional Guidelines on Violence against Women and Girls, Data Collection and Use designed to strengthen the capacity of AMS in collecting, analyzing, reporting on, and visualizing data. These guidelines are being used and should serve as an example of how to generate reliable data that informs evidence-based advocacy, resource mobilization, budgeting, policy formulation and implementation, and to monitor activities.²⁶⁵

Resources devoted to advancing the WPS agenda vary greatly across the AMS. ASEAN should consider how to allocate or pool funding to support WPS campaigns, conduct workshops, and influence policy makers effectively for an RPA to be codified, and for NAPs to be drafted and executed. If successful, ASEAN would be a global WPS leader.²⁶⁶

To be effective champions for WPS, peace, prosperity, and other pursuits, ASEAN should continue to invest in women leaders. Women need to be supported with additional capacity building to ensure they have the right skills, and opportunities to advocate and advance the WPS Agenda. This is a challenge globally, not just in the ASEAN region. ASEAN and the AMS must think critically about how to address this issue. Advancing the WPS Agenda depends on it.²⁶⁷

SECTION 5

CONCLUSIONS

The year 2020 was to be an auspicious one for women. Global to local celebrations were planned to mark anniversaries of two groundbreaking events: 1) the Fourth World Conference on Women held in Beijing in 1995, and 2) UNSCR 1325 on WPS passed by the UN Security Council in October 2000. It was at Beijing that WPS was truly born—as the women from conflict areas first demanded that issues of peace and security become a part of the agenda of the global women's movement. From then, the WPS agenda grew from the ground up, taking into account many ways peace and security issues affect women differently from men and as women continue to demand their seat at the table where decisions about war and peace are made.

Then the COVID-19 pandemic erupted. It swept through every corner of the world, revealing the strengths and weaknesses of governments and institutions to deal with a ruthless and unseen pandemic. In very stark ways, the pandemic exposed the fissures in political, economic, and social structures as the virus and its ramifications hit especially hard women, the poor, elderly, minorities, and others in the margins of society. Insecurity and instability ensued as entire societies dealt not only with the health issues, but with the economic repercussions of living under different forms of quarantine. Tensions across groups led to more instability and, in some cases, to violence. Some societies were able to respond more effectively to the pandemic, exhibiting resilience and collective responsibility in efforts to “flatten the curve” as quickly as possible and mitigate the deleterious impact of the global public health crisis.

The pandemic has reinforced the approach of ASEAN to comprehensive security that goes beyond military conflict and reducing overt

violence to the prevention of violent conflict. COVID-19 has laid bare the structural roots that have been found to lead to destructive conflict, among them exclusion, inequality, injustice, weak governance, and leadership. It also has emphasized the importance of paying attention to drivers of insecurity and conflict.

Despite the pandemic, ASEAN—including the ACW, the ACWC, and the WPS Advisory Group—persisted in the desire to mark these important anniversaries by conducting this study. The research and review of existing literature for the first time captures in a systematic manner the ways in which the WPS agenda has progressed across the 10 AMS and at the regional level. This study also analyzed existing gaps and provides concrete recommendations to advance this agenda in the coming years.

The COVID-19 pandemic has brought catastrophic change to society and to everyday life in our region and around the world. This global moment of rupture has demanded an unprecedented response to save lives. It has also led to a re-examination of what security is, and what it entails. The WPS agenda leads us in making this pivot toward a secure, resilient, and peaceful world.

5.1 Key Observations

WPS is a crosscutting agenda. Its relevance can be found in many issues beyond “armed conflict.” ASEAN concerns related to terrorism, drugs, disaster preparedness and management, trafficking, crime, and other issues have security and protection implications. In all of these concerns there are drivers of violence. The pillars of UNSCR 1325 are the “Four P’s”: prevention,

protection, participation, and (post-conflict) relief and recovery. This includes the need for policy and practical ways to support the *prevention* of violence against women, the *protection* of women, and women's meaningful *participation* in decision-making and relief/recovery responses. These pillars, if integrated into the ASEAN concerns with security implications, will strengthen the adequacy and appropriateness of any actions planned.

The WPS agenda therefore has relevance across the spectrum of ASEAN concerns. The ASEAN focus on "culture of prevention" as articulated in the ASEAN Declaration on Culture of Prevention for a Peaceful, Inclusive, Resilient, Healthy and Harmonious Society (2017) can also find strategic relevance in women's leadership and participation in peacebuilding.

To date, implementation of UNSCR 1325 has been limited. ASEAN has described itself as a "peaceful region." The focus on war and conflict in UNSCR 1325 has been noted as one reason for the limited implementation of WPS agenda in ASEAN. ASEAN has largely addressed gender equality and women's empowerment through a socio-cultural perspective and not through a security and political lens. The recent formation of the AWPR has given some visibility to the issue but more is required. Figure 20 presents ASEAN's commitments to WPS, to date.

The WPS architecture in ASEAN is evolving. While ASEAN has committed to WPS in various ways (see Figure 20), much of the progress on WPS has been driven by the ACW and the ACWC, including through the ACWC-ACW Advisory Group on WPS. The 2017 Joint Statement on WPS in ASEAN names the ASCC as the holder of the WPS agenda, and this study argues for the importance of expanded multisectoral and cross-pillar collaboration on WPS as a crosscutting issue. To implement the mandate of the Joint Statement, the 52nd and 53rd Foreign Ministers' Meetings encouraged the advancement of the WPS agenda through collaboration between and among multiple bodies, including the ACW, the ACWC, and the ASEAN-IPR (52nd Foreign Ministers' Meeting); and expanded the WPS constituencies with reference to the AMMW, AWEN, and AWPR (53rd Foreign Ministers' Meeting). The Chair's Press Statement of the ASEAN Ministerial Dialogue on Strengthening Women's Role for Sustainable Peace and Security

Figure 20: ASEAN Commitments to WPS

ASEAN has adopted five major documents that establish robust commitment to the WPS agenda, including:

- ASEAN Declaration on Culture of Prevention for a Peaceful, Inclusive, Resilient, Healthy and Harmonious Society (2017);
- Joint Statement on Promoting Women, Peace and Security in ASEAN (2017);
- 26th ARF Joint Statement on Promoting the Women, Peace and Security Agenda (2019);
- Joint Communiqué of the ASEAN 52nd Foreign Affairs Ministers' Meeting (2019);
- Joint Communiqué of the ASEAN 53rd Foreign Affairs Ministers' Meeting (2020); and
- ASEAN Ministerial Dialogue on Strengthening Women's role for Sustainable Peace and Security (2020).

ASEAN has also expressed its commitment to a range of gender issues, including through:

- Declaration on the Elimination of Violence Against Women in the ASEAN Region (2004);
- Ha Noi Declaration on the Enhancement of Welfare and Development of ASEAN Women and Children (2010);
- Declaration on the Elimination of Violence against Women and Elimination of Violence Against Children in ASEAN (2013);
- ASEAN Regional Plan of Action on the Elimination of Violence against Women (2015);
- ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals (2017); and
- Work Plan of the ASEAN Plan of Action to Prevent and Counter the Rise of Radicalisation and Violent Extremism (Bali Work Plan- MTF).

further “urge(s) greater coordination and synergy of efforts on promoting effective and substantive cooperation on WPS among relevant ASEAN’s sectoral bodies.”²⁶⁸

The three ASEAN communities under which all ASEAN concerns are promoted and policies and programs implemented do not explicitly have a WPS orientation embedded in their work. Some initiatives that show the relevance of WPS include the work of the AEC on supporting women’s participation in strategic preventative measures and recovery efforts after public health emergencies, including pandemics, in particular, regarding the economic downturn caused by COVID-19. Also in alignment with the WPS agenda is the AEC work on the Protection of Migrant Workers from physical abuse. One example of an APSC response aligned with the WPS agenda includes the program of the AHA Centre called “One ASEAN, One Response” with focuses on risks monitoring and early warning. A deeper analysis will reveal many more opportunities for WPS integration.

The core recommendation of this study—**creating an RPA on WPS**—offers an opportunity to advance and explain WPS and to inspire action at multiple levels. Adopting such a plan would be a milestone, one that could mark a new era of dedicated attention and increased resources—including at AMS levels—to translate the region’s recent policy commitments on WPS into action. There is enormous relevance in the *process* of creating such a plan. If consultative and inclusive in nature, such a process will serve to raise awareness, set regional norms, and create an implementation architecture within and across ASEAN itself. Developing an RPA will also have domestic spillover. The study’s A/PEA indicates the RPA could encourage AMS to be more active domestically through an incremental strategy that internalizes the strengths of ASEAN’s consultative process.

5.2 Toward an Integrated Women Peace and Security Framework

In 2017 ASEAN made two significant commitments to peace and security and the strategic role of women in its achievement. At the 31st ASEAN Summit in Manila, ASEAN leaders declared a

paradigm shift “in our mindset” by adopting the Declaration on Culture of Prevention for a Peaceful, Inclusive, Resilient, Healthy and Harmonious Society. At the same Summit, the ASEAN leaders also issued a Joint Statement on Promoting Women, Peace and Security in ASEAN.

“For the first time, we will see ‘prevention’ figuring more prominently in our lexicon, and in all aspects of our work” stated H. E. Vongthep Arthakaivalvatee Deputy Secretary-General of ASEAN for ASEAN Socio-Cultural Community. “Our Culture of Prevention should be regarded as ASEAN’s resolve to promote a building-block and as an innovative approach to sustainable social and human development.” In shifting the approach “upstream,” ASEAN committed itself to addressing underlying causes of social issues that could lead to violence or armed conflict, especially poverty, inequality, disparity, marginalization, social exclusion, youth unemployment and disenfranchisement, racial and religious discrimination, corruption, sense of social injustice, lack of access to education, employment, healthcare, and poor quality of environment.

The Joint Statement on WPS made clear ASEAN’s commitment by:

- Pledging to promote gender equality and reduce social inequalities between men and women in our societies as a way to contribute to longstanding peace and prosperity;
- Encouraging the integration of gender perspectives in all conflict prevention initiatives and strategies, and ensuring the full participation of women in peace processes such as conflict prevention and post-conflict reconstruction and rehabilitation processes;
- Encouraging the inclusion of the WPS agenda in policies and programs for the protection of women and girls from sexual and gender-based violence before, during, and after armed conflict, and creating greater and wider spaces for participation in peacebuilding and post-reconstruction processes;
- Building the capacity of women as peace builders either as mediators, negotiators, and/or first responders at the regional, national, and local levels; and
- Committing to engage men and boys in the broader WPS agenda.

Comprehensive action on the ASEAN Culture of Prevention and the WPS agenda could not be more urgent than now.

As gender equality and women's empowerment were to be celebrated 40 years after CEDAW, 25 years after the Fourth World Conference on Women in Beijing, and 20 years after UNSCR 1325 on WPS, COVID-19 entered the scene and threatens the progress made over decades. UN Women calls it "progress interrupted." COVID-19, the UN body says, "could erase many of the hard-won gains for the world's women." In assessing the progress on the SDGs, UN Women had this to say: "the COVID-19 pandemic... may reverse many of the hard-won gains of the past two decades. Women and girls are facing acute hardships, including higher rates of poverty, increased care burdens, greater exposure to violence and obstructed access to sexual and reproductive health services. And with few women directing policy responses at the national and local levels, such issues are not being sufficiently prioritized and resourced. Discriminatory laws and social norms also persist."

UN Women makes the case that "women's full, equal and meaningful participation will be crucial as the world 'builds back better' from the pandemic." It points out: "In countries with women at the helm, confirmed deaths from COVID-19 are six times lower than in countries led by men." This is attributed in part to a faster response by women leaders and greater emphasis on social and environmental well-being over time. Likewise, women's direct participation in peace processes has shown to be a building block for durable peace agreements. As peace processes continue under the shadow of violent conflict and a global health emergency, sustained attention must be given to the much-needed perspectives that only women can provide, and that are context-specific.

The four pillars of WPS as listed in UNSCR 1325—prevention, participation, protection, and relief and recovery—address the vulnerabilities as well as the capacities of women that must be taken into serious consideration in whatever plans, policies, and programs are formulated.

To show its commitment to full and effective implementation of the Culture of Prevention, ASEAN is calling for a "multisectoral approach to multisectoral challenges" and a whole-of-ASEAN approach. Integrating WPS into the ASEAN Culture of Prevention provides a strategic and critical component to an RPA that is comprehensive, inclusive, and practical. It will also provide an approach to dealing effectively with fragmentation and working in silos. The WPS agenda can be a critical component in strengthening and enriching the ASEAN Culture of Prevention for a peaceful, inclusive, resilient, healthy, and harmonious society.

In planning policies, programs, and practices using a gender lens, advocates should note that the barriers to effective action may be classified as conceptual, technical, and political.

- Conceptual challenges (the "What"). Conceptual barriers are the beliefs and worldviews that perpetuate the inequality. The WPS agenda is often thought of as not applicable because of a narrow definition of "conflict" and misunderstanding of gender concepts—in this way, both peace and gender tend not to be understood.
- Technical challenges (the "How"). Technical barriers are knowledge and skills required to bring about the desired change. This applies at both at the policy and program level, and in both individual AMS and ASEAN themselves. Beyond the Joint Statement, there has not been much work to realize the agenda, even though there is increasing attention and certainly a positive level of political will.
- Political challenges (the "Why"). Political barriers are those that deal with the lack of access to influence and power. While related to both previous challenges, this may be the most difficult barrier as there is currently limited political commitment at all levels.

SECTION 6

RECOMMENDATIONS

The following recommendations are directed to three primary stakeholder groups for WPS in the ASEAN region: (6.1) the ASEAN Communities, Sectoral Bodies, Institutions, and Entities; (6.2) Institution; and (6.3) International Partners. Recommendations for these stakeholder groups are further subdivided around recommended courses of action.

6.1 To the ASEAN Communities, Sectoral Bodies, Institutions, and Entities

CREATE A REGIONAL PLAN OF ACTION (RPA) ON WPS

1. Initiate a process for an ASEAN RPA to implement the WPS agenda

Drawing upon ASEAN's commitment embodied in the 2017 Joint Statement on Promoting Women, Peace and Security in ASEAN, establish an institutional mechanism through which to implement the WPS agenda in ASEAN. As a crosscutting issue, meaningful implementation of the WPS agenda will require consistent cross-sectoral and cross-pillar collaboration and across AMS. This mechanism should coordinate the work of the AMMW, the ACWC, AWEN, and AWPR, as well as other ASEAN sectoral bodies from the APSC and AEC (see Figure 21). This might be accomplished through a number of the following modalities proven to find success in ASEAN:

- a. Develop a multisectoral RPA to implement the WPS agenda.** The ASEAN WPS Advisory Group, under the auspices of the ACW, could lead this multisectoral effort and could draw upon the recent success of multisectoral efforts such as the Bohol Work Plan to counter TIP in ASEAN or the recent Bali Work Plan-MTF to counter and prevent radicalization and violent extremism in

Figure 21: Critical Stakeholders for an ASEAN Regional Plan of Action on WPS

ASEAN Political-Security Community (APSC)

- Foreign Ministers Meeting
 - » ASEAN Inter-Governmental Commission on Human Rights (AICHR)
 - » ASEAN Institute for Peace and Reconciliation (ASEAN-IPR) / ASEAN Women for Peace Registry (AWPR)
- ASEAN Defence Ministers Meeting (ADMM)
 - » ADMM-Plus
- ASEAN Ministerial Meeting on Transnational Crime (AMMTC)
 - » Working Groups for the Senior Officials Meeting on Transnational Crime (SOMTC): Counterterrorism, Trafficking, Cybercrime, and Arms Smuggling
- ASEAN Regional Forum (ARF)
 - » Platform for Security In the Indo-Pacific

ASEAN Socio-Cultural Community (ASCC)

- ASEAN Ministerial Meeting on Women (AMMW)
- ASEAN Ministerial Meeting on Social Welfare and Development
 - » ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC)
 - » ASEAN Committee on Women (ACW)
- Ministerial Meeting on Disaster Management
 - » ASEAN Committee on Disaster Management (ACDM)
 - » ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre)

ASEAN Economic Community (AEC)

- Economic Ministers Meeting
- Finance Ministers Meeting
- ASEAN Women Entrepreneurs Network (AWEN)

ASEAN.

- b. Strengthen and expand the ASEAN WPS Advisory Group.** Formed in Brunei Darussalam in October 2019, the current group includes members from the ASCC, ACW, and ACWC. This group should be expanded to include officials from relevant sectoral bodies from the ASCC, APSC, and AEC to promote cross-sectoral actions and capacity building to enhance operational linkages to existing frameworks and policies (such as on disaster prevention and management, defense, P/CVE, and TIP, among others). Furthermore, it could play a critical early role for stocktaking of progress and capturing results of the implementation of the RPA. CSOs representatives with expertise and experience in WPS should have the possibility to meet with the expanded Advisory Group if not included.
- c. Convene and annual policy dialogue event** to allow ASEAN sectoral bodies and organs, AMS, and regional/global stakeholders to build on previous discussions and advance shared policy aims, in a systematic process that includes national- and regional-level consultations. This event could be held during the ASEAN Summit so the ACSC/APF would have the opportunity to interface or meet with ASEAN Senior Officials.

The RPA will serve as a broad policy framework to inspire commitments at the regional level and offer a range of options and practices for national implementation and support from regional and international actors.

MAINSTREAM WPS WITHIN ASEAN BODIES

2. Better integrate WPS into the APSC

The APSC, the ADMM, and SOMTC each represent promising potential mechanisms to engage the WPS agenda in ASEAN. ARF in particular, composed of Foreign Ministers of ASEAN and Dialogue Partners, includes key constituencies and potential supporters of ASEAN. ARF is an active mechanism focusing on peace and security issues that AWPR can coordinate with directly through ASEAN-IPR. It could also offer a platform for AWPR to share values and make members' voices heard, especially by more men in the security

sector. Because there is a limited number of men seriously engaged on women issues, progress on advancing the WPS agenda would benefit from access to a broad-based platform with a balanced participation of men in related policy discussion. This recommendation would also include:

- a. Encouraging discussion of WPS at ADMM, ADMM-Plus, SOMTC, and ARF meetings, and the promoting the norms and objectives of the WPS agenda in regular meetings of the ARF, ADMM, ADMM-Plus, and SOMTC.**
- b. Integrating WPS in training or curricula in ASEAN and national peacekeeping centers.**
- c. Encouraging the appointment of more women in the ARF EEP groups.**
- d. Encouraging intersectoral dialogue through a regional multisectoral platform, particularly the ASEAN-UN Regional Dialogue on Political Security Cooperation, which happens annually and brings together key policy decision makers and government representatives from different ASEAN Community Pillars to have a dialogue with APSC, including the UN and international experts.**

3. Integrate WPS into the AEC

During the ASEAN Ministerial Dialogue on Strengthening Women's role for Sustainable Peace and Security held on 10 September 2020, ASEAN Foreign Ministers recognized that economics and peace are interconnected and mutually reinforcing and agreed to promote cooperation to safeguard women's economic well-being and welfare, thereby enabling them to become catalysts for sustainable peace, harmony, and prosperity. The AEC should be integrated in the translation of WPS into implementable policy action within ASEAN. Economic stability is especially critical to considering threats such as public health emergencies and climate change. In creating a "Resilient, Inclusive, and People-Oriented, People-Centered ASEAN," the AEC should:

- a. Support women's participation in strategic preventive measures and in recovery efforts after public health emergencies, including pandemics such as COVID-19, and disaster recovery.**

- b.** Include the WPS agenda into the wider ASEAN economic integration efforts and facilitate women's economic empowerment due to women's higher risk and exposure to the economic downturn caused by COVID-19, as suggested by the ASEAN Foreign Ministers cooperation meeting on the subject.
- c.** Strengthen the role of micro, small, and medium-sized enterprises through the development of policy options in collaboration with relevant sectoral bodies, including AWEN, to enhance conventional financing such as credit guarantee schemes and trade finance. Additionally, AEC should broaden access to financial literacy and productivity training while increasing market awareness for micro, small, and medium-sized enterprises with a focus on women and girls (youth).
- d.** Facilitate information sharing and technical cooperation among agencies in the public and private sectors to make it more inclusive for women and men in trade, including through the development and maintenance of a resource database and network.
- e.** Intensify the engagement of academia, the private sector, and relevant partners, including women in the planning, implementation, and assessment of joint undertakings in human resource development and research and development.

4. Integrate WPS commitments into ASEAN strategic and planning documents

In line with the Chairman's Press Statement of the ASEAN Ministerial Dialogue on Strengthening Women's Role for Sustainable Peace and Security, the WPS agenda should be included in the next vision of the ASEAN community beyond 2025.

The WPS agenda should be integrated into Community Blueprints and other ASEAN multiyear strategic planning, such as the 2020 mid-term review of ASEAN VISION 2025 and early 2030 planning. While neither the WPS agenda nor the UNSCR 1325 are mentioned specifically in any current ASEAN Blueprints, the APSC Blueprint 2025 that was produced in 2016 commits to encouraging emerging leadership, including women. While these references were primarily a response to implementing CEDAW obligations and the UN Development Goals (2030), adding the WPS agenda to these ASEAN strategic

planning documents will help incorporate WPS considerations in ASEAN planning and help build a shared understanding of WPS across the region.

5. Mainstream WPS commitments

Build a common commitment to integrate the WPS agenda into ASEAN workplans and integrate it into programming. Recognize that each policy and program, as well as all other aspects of ASEAN programming—events, statements, meetings, training, etc.—should include a gender and WPS component. Train select ASEAN staff on how to conduct gender analysis and require a gender analysis in the design of programs and projects to reveal gender-related issues and ensure the results of such analysis inform and influence how the organization operates at all levels. The ASEAN's Handbook on Proposal Development for ASEAN Cooperation Projects, should be updated to include the requirement of including gender analysis consideration in the design of the programs and projects.²⁶⁹

6. Enhance the WPS commitment by strengthening linkages with other existing ASEAN multisectoral work plans and dialogues

One way to support WPS agenda implementation is to identify, highlight, and support implementation of the existing commitments from other ASEAN RPAs that relate to WPS. Key starting points include the ASEAN RPA on Ending Violence Against Women and ASEAN Plan of Action to Prevent and Counter the Rise of Radicalisation and Violent Extremism 2018–2025, which has adopted the WPS approach to conflict prevention including countering terrorism and prevention of violent extremism, and states commitments to:

Empower women and promote gender equality to enhance the capacity, participation and leadership of women in the promotion of moderation and tolerance to prevent the rise of radicalization and violent extremism; Nurture the capacity of women and civil society groups to engage in prevention of violent extremism and related response efforts, and ensure allocation of funds for resultant initiatives through Build a gender sensitive strategy of development addressed to enhance good governance, combat radical ideology and promote the role of women as agents for peace.

7. Integrate the WPS agenda into AADMER 2021–2025

Ensure that gender responsive DRR and humanitarian action are closely linked to UNSCR 1325 and other global normative frameworks. Including the gender and protection lens into disaster management and emergency response and recovery is critical, such as through the recently released AADMER 2021–2025 Work Programme. This is in line with the recommendations made by AICHR in its 2018 report on Women in Natural Disasters. Women’s networks and local women’s organizations should also be part of the engagement under the new AADMER.

BUILD ORGANIZATIONAL CAPACITY FOR WPS, ESPECIALLY WITHIN THE ASEAN-IPR AND AWPR

8. Build capacity for gender mainstreaming and expertise at ASEAN-IPR

Building gender expertise capacity at ASEAN-IPR should encompass a number of activities, including performing research, delivering capacity-building training, developing a pool of expertise, networking, and disseminating information. In terms of research, ASEAN-IPR compiles ASEAN experiences and best practices on peace, conflict management, and conflict resolution, as well as post-conflict peacebuilding. These new research activities related to gender mainstreaming and expertise should be conducted with the aim of providing recommendations to AMS and ASEAN bodies in response to their requests. The research may benefit from collaboration with key networks of universities and think-tank institutions in the region and globally.

ASEAN-IPR is also mandated to undertake studies to promote gender mainstreaming in peacebuilding, peace processes, and conflict resolution, as well as to review and analyze existing settlement mechanisms in ASEAN with a view to enhancing the prospects for the peaceful settlement of disputes in the region. As a starting point, ASEAN-IPR could be tasked to conduct a gap analysis and needs assessment, including policy and programming objectives and benchmarks, to create an infrastructure for WPS integration and coordination across ASEAN institutions in collaboration with the ASEAN WPS Advisory Group. Such an initiative could help advance the process for a regional action plan on WPS.

9. Strengthen organizational capacity for and commitment to implement WPS

Building on this study, conduct impact and needs assessments of existing WPS mandates, objectives, and initiatives of critical regional partners for an ASEAN RPA on WPS (see Figure 21 above). Such assessments could inform capacity-building needs and concomitant assistance packages. Conduct gender-perspective gap analyses of select ASEAN efforts—such as combatting transnational crime, P/CVE, DRRM, and the COVID-19 pandemic—to inform capacity-building and strategic planning needs. For example, review progress on elements of the ASCC Blueprint, including how ASEAN is progressing on “(E1) Towards an Open and Adaptive ASEAN, Strategic Measures Point (vii): Strengthen capacity and capability of both the ASEAN civil service and public sectors to respond to emerging challenges and the needs of the peoples through efficient, effective, transparent and accountable public services, participatory and innovative approaches, and collaboration.”

10. Develop specific WPS capacity-building tools and complement WPS training activities

Design and deliver WPS training to help ASEAN staff and AMS officials better understand the benefits of integrating gender-responsive approaches into political processes and security sectors. The capacity-building programs should involve multiple formats—from training and workshops to mentorship and work plans—but all include the primary focus of ensuring staff have the conceptual understanding of WPS and the ability to integrate its tenets into their own mandates and portfolios. Illustrative examples include:

- a. Hold workshops/meetings/conferences on WPS and how these are contextualized/can be operationalized including exchanges of good practices and lesson learned within ASEAN.
- b. Include multi-stakeholder groups, including the private sector, academic groups, and CSOs, to participate and contribute to these training workshops;
- c. Establish networks of stakeholders across ASEAN communities (AEC, ASCC, APSC) and bring them together during training/workshops.

- d. Continue and enhance both the number and quality of workshops, internships, and joint programming—to ensure that new learning becomes knowledge and habit that positively influence ASEAN's WPS culture.

11. Increase capacity of the AWPR

The AWPR is perhaps best suited to play a critical role in ensuring greater integration among gender perspectives, and efforts to promote and empower participation of more women as participants in peace processes. While it has convened a few events and some meetings, there is ample opportunity for AWPR to strengthen its work; it could:

- a. Select a few areas of strategic focus, ranging from mediation of local disputes, to working with religious leaders to prevent radicalization, to working with communities to build social cohesion and resilience in order to withstand all forms of human and natural threats and disasters.
- b. Create and implement an operational plan of action with specific outcomes and outputs that will advance WPS integration across ASEAN and Member States.
- c. Develop a capacity-building program that can focus on both basic tenets of conflict analysis and resolution as well as women's leadership and advocacy skills to ensure their initiatives receive systemic recognition.
- d. Focus on networking to expand the pool of male advocates for WPS, and at various levels to connect with, provide visibility, and document the work of local peacebuilding efforts.
- e. Explore the connection between the AWPR and ASEAN ERAT to share experiences and lessons learned to address linkages between peace, development, and humanitarian action in ASEAN.
- f. Promote a dialogue and exchange between AWPR and the global networks of women peace negotiators, mediators, and experts in conflict prevention to broaden experience, skills, knowledge and contacts.

ADDRESS GAPS AND RAISE AWARENESS

- 12. Raise awareness and public knowledge on a diverse range of WPS issues and programs

Convene regular regional WPS learning and awareness-raising events that bring together regional and global government and nongovernment stakeholders. Training on the workings of ASEAN could be given to policy advocates and CSOs. It is not enough for such actors to be simply aware of WPS issues; it is critical that actors move beyond awareness about WPS issues to purposeful action. ASEAN bodies should:

- a. Support policy advocates and CSOs in their efforts to promote WPS. Ensure that these partners know how the ASEAN bureaucracy, pillars, institutional arrangements, and AMS interests align for them to navigate these complexities more effectively.
- b. Support media outlets to be engaged/encouraged to join in awareness-raising events and help disseminate the importance of WPS and promote better understanding of WPS.
- c. Encourage ASEAN track 1.5 dialogue, which includes a mix of government official and nongovernmental experts and can be a good bridge between Track 1 and 2 diplomacy and dialogues.
- d. Promote ASEAN Track 2 dialogues, think tanks, and other academic institutions to raise awareness of WPS through regular publications and in workshops and seminars.
- e. Promote inter-parliamentary dialogue among AMS parliamentarians through the ASEAN Inter-Parliamentary Assembly (AIPA) in order to promote/develop workplan to advance WPS, particularly by promoting the protection of women and children against sexual violence in conflict areas, enacting domestic laws against violence and other human rights abuses, increasing participation and representation of women in parliaments.

13. Strengthen cross-sectoral “people-to-people” exchanges on WPS

Establish mechanisms to regularly meet with and learn from peacebuilding practitioners and WPS experts from civil society, academia, the private sector, and media. Whether arranged around a theme or by country, it is ideal strengthen WPS within the context of “making ASEAN closer to the people.” Such exchanges could center around an annual dialogue—or be combined with events at the AMS level. The objective of such a platform is to build more systemic linkages between local/ community and broader peacebuilding efforts within ASEAN higher-level policy structures.

14. Institutionalize regional knowledge and good practices and expand research and document efforts

Based on this study and previous research on WPS dynamics across ASEAN and AMS that informed policymaking and action-oriented programming, continue investing in research in the region on a range of WPS topics, including to:

- a. Institutionalize regional knowledge exchange and good practices on WPS in ASEAN.
- b. Document and publicize the value of WPS as a cross-sectoral space to showcase a better appreciation of the value of WPS, and more integrated into the strategies and development approaches, including promotion of cooperation and joint prevention efforts.
- c. Enable the WPS Advisory Group, through auspices of ACW, to partner with regional and international think tanks and academic institutions to highlight those that are working well and encourage others to invest. Show that there is a return on the investment, document the successes, and quantify results or impacts.
- d. Develop robust, innovative, and adaptive monitoring, evaluation, learning, and accountability (MELA) systems and tools that collect, analyze, and report on quantitative and qualitative data.

6.2 To the ASEAN Member States

Explore and Outline the Strategic Value Proposition for WPS in ASEAN

15. Outline WPS into implementable policy actions at the AMS level

AMS officials should work with experts to determine the value addition of WPS in the context of social cohesion and community resilience as the essential building blocks of inclusive governance. AMS should identify the added value of WPS to address issues of armed conflict and enhance the focus on democratic governance, social cohesion, and inclusive leadership and participation as an important foundation for peace and development, including preventing and resolving conflict, combatting transnational crime, P/CVE, and enhancing disaster management and emergency responses. Such AMS efforts should also use awareness campaigns about promoting positive peace, social cohesion, and regional cooperation and development, emphasizing the examples of local peace efforts. Specific initiatives can focus on women’s representation in security sector at the national level, including peacekeeping, and youth engaged in digital peace. Most countries also have policies on SSR inclusion, disaster prevention linkages, humanitarian responses, and regional P/CVE upon which to build value through WPS approaches, including policy frameworks for advancing participation.

16. Create a WPS policy and program implementation architecture

As established in the ASEAN Declaration on Culture of Prevention for a Peaceful, Inclusive, Resilient, Healthy and Harmonious Society, promoting a culture of prevention is a key to understanding the root causes and consequences of violent extremism and other forms of violence and deviant behaviors at individual, organizational and institutional levels. As indicated in the report, the implementation of the WPS agenda has resulted in a more robust framework of conflict prevention.

Provide technical, human, and financial resources to national and subnational officials—including cross-sectoral representations from a diverse range of ministries such as women and social affairs, development, economy, interior defense, security, and foreign affairs—to support more inclusive and participatory decision making and mainstreaming of WPS in policy design, implementation, and monitoring. Activities could include:

- a. Gender analyses of conflict.
- b. Participatory community peace and conflict assessments.
- c. Consultative processes designed to lift marginalized voices.
- d. Gender-responsive policy and program design.
- e. Gender-responsive implementation architecture.
- f. Effective MELA, including data disaggregated by sex.

17. Develop and improve WPS NAPs, and link them to the RPA

NAPs on WPS provide an opportunity to initiate strategic actions, identify priorities and resources, and determine the responsibilities and timeframes. The process of developing a NAP is also a process of awareness-raising and capacity-building that will help overcome gaps and challenges to enable the full implementation of UNSCR 1325. The development of a NAP also provides opportunities for legislative action and could result in the creation of a platform within Congress to raise awareness on issues related to WPS priorities and key conflicts, educate the public and members of congress on WPS policy initiatives, and help coordinate congressional oversight of the implementation of the NAP. WAIPA could support this process in ASEAN.

Based on best practices and lessons learned from successful NAP methodologies, including from Indonesia and the Philippines, AMS should create an inclusive and consultative process using a result-planning framework focused on securing political will; results-based design; coordination across ministries, departments, and agencies; inclusion of civil society; localization efforts; MELA; and resourcing (human, technical, and financial).

Furthermore, AMS should enhance localization of NAPs at the subnational and local levels. AMS should partner with subnational governments (provincial, state, city, municipality) and civil society to jointly develop action plans, policies, and implementation mechanisms to further the WPS agenda. AMS should also seek to build on the upcoming activities in ASEAN on the WPS agenda as a way promote opportunities for engaging domestic constituencies within AMS. Local NAPs have been created, for example, in Indonesia in several provinces and regents launched a Local Action Plan on the Women empowerment and Child Protection in Social Conflict based on the NAP.

BUILD UPON EXISTING PROGRESS ON WPS

18. Incorporate WPS in CEDAW Rec #30 reporting

The 10 UN Security Council Resolutions on WPS have recently been strengthened by a link to CEDAW Recommendation #30 on women in conflict prevention and in conflict and post-conflict situations, which instructs all 189 State Parties to the Convention to periodically report on implementation of their nation's WPS commitments. Specifically, the CEDAW committee highlights the requirement to protect women's rights and prevent all forms of violence, including issues related to sexual violence. Critically relevant provisions are related to access to justice, including elements of transitional justice, which seeks to strengthen women's ability to participate in recovery and peacebuilding efforts. AMS should connect their required reporting to the CEDAW Committee to map and highlight their WPS policy and program commitments.

19. Create or strengthen policy consultation mechanisms

AMS should consult with and learn from representatives from CSOs, community groups, academia, the private sector, and media outlets about how to promote more effective WPS public awareness and advocacy campaigns. A future study can be conducted on how different AMS conduct their process of policy consultation. An understanding of this process will enhance the ability of champions to support contextualized or localized approaches that are more aligned with other political priorities and palatable

to AMS decision-makers. Future evaluations should consider their methodology, mechanism-based approaches for looking at causation or contribution, and, eventually, impact of policies.

6.3 To the International Community

Ensure ASEAN's ownership and leadership in driving coherent efforts to advance WPS agenda in collaboration with the UN, dialogue partners, and international partners. While support from the UN, dialogue partners, and development partners remain important for keeping momentum to advance the WPS agenda, it is equally important to ensure that ASEAN takes full ownership in driving and leading such efforts to ensure that its support from within is well-coordinated, coherent, and firmly established. The WPS agenda in most ASEAN Member States, as well most ASEAN initiatives, is being supported by the UN and international dialogue partners such as Australia, Canada, New Zealand, Norway, and the United States. These partners can help to engage or empower local CSOs to promote specific programs and projects to advance gender inclusion and community strengthening efforts. The UN, dialogue partners, and development partners can play a key role in identifying such linkages, internalize these positive externalities to WPS, and build upon the momentum that these efforts can share with one another.

TECHNICAL SUPPORT

20. Support the creation of an ASEAN WPS RPA
 Following on the Joint Statement, numerous WPS events and initiatives, and the current attention to WPS agenda (both regionally and globally), dialogue and external partners should support the ACW through the ASEAN WPS Advisory Group in the creation of the WPS RPA for ASEAN and the implementation of it. The process can be similar to the development of the ASEAN Plan of Action on P/CVE and its Multisectoral Work Plan. Specific ways of support could include:

- a. A needs assessment and additional action-oriented research.
- b. Consultations across ASEAN bodies and entities.
- c. Consultations within and across AMS government entities.
- d. Civil society engagement, especially from
 - i. NGOs, including women's organizations and peacebuilding networks;
 - ii. Media;
 - iii. Youth-focused initiatives;
 - iv. Academia;
 - v. Religious organizations, both formal and informal actors; and
 - vi. The private sector.
- e. Topical consultations around key issues, such as peacebuilding/mediation, community resilience and cohesion, local governance, climate change, economic insecurity, inclusive development, health security, etc.
- f. Exchanges among various groups to share best practices and identify key gaps that the RPA can address most operationally.
- g. Capacity building, training, and workshops.
- h. Training of trainers initiatives.
- i. Stocktaking, by the ASEAN WPS Advisory Group, of progress and reporting results of the implementation of the regional action plan as it develops.

21. Serve as an effort-multiplier for different streams of technical support to ASEAN

The importance of gender mainstreaming as a precursor to increased action on WPS is critical. Reforming institutions to reduce barriers to women's participation and decision making and supporting men to become greater leaders for and practitioners of women's inclusion and gender mainstreaming activities can have a positive impact on the advancement of the WPS agenda.

22. Engage CSOs and academia

Knowledge and experiences from CSOs and academia can bring forth new perspectives and creativity. Regional and national plans of action on WPS have been more successful where there has been a comprehensive consultation of CSOs at every stage of the process, such as with the first iteration of the NAP on WPS in the Philippines. The Advisory Committee to the ACW-ACWC could also create an expert group similar to the ARF EEPs on WPS, including CSOs and academia representatives with expertise and experience in WPS, when developing an RPA on WPS.

INVEST IN DIALOGUE PARTNERSHIPS AND INTERNATIONAL COOPERATION

23. Revitalize WPS Dialogue with ASEAN Dialogue Partners

The EU and ASEAN have forged a close connection on various topics, including several exchanges around the WPS agenda. Such meetings should deepen in focus. For example, there could be a more technical set of exchanges around the EU Action Plan. If an RPA is advanced, this could eventually include exchanges on the RPA implementation and the use of a monitoring mechanism. Similarly, exchanges with Australia, Japan, the United States governments present key opportunities for learning exchanges. Such exchanges could also benefit from inclusion of civil society actors, especially women leaders.

ASEAN's WPS dialogue with Australia (beginning in 2017) serves as a useful illustrative format to support the exchange of broad experiences on WPS initiatives, as does the U.S. government's support to the ASEAN Dialogue Partner Agreement through the PROSPECT project. Deepening existing dialogues, or developing new WPS dialogues, would expand awareness and strengthen collaboration on WPS, especially in the context of emerging regional threats to security. In the ASEAN context, such dialogues would benefit with a turn toward implementation, especially in light of efforts to develop an RPA or other multisectoral working efforts. Experts could help build on previous successful programming and help diversify and make efforts more inclusive. Knowledge sharing can enhance a deeper understanding of current issues—from

pandemics to climate change—including sharing lessons from practical experiences of developing and implementing WPS policies and programs, locally, nationally, and regionally across ASEAN.

24. Strengthen ASEAN-UN cooperation on WPS

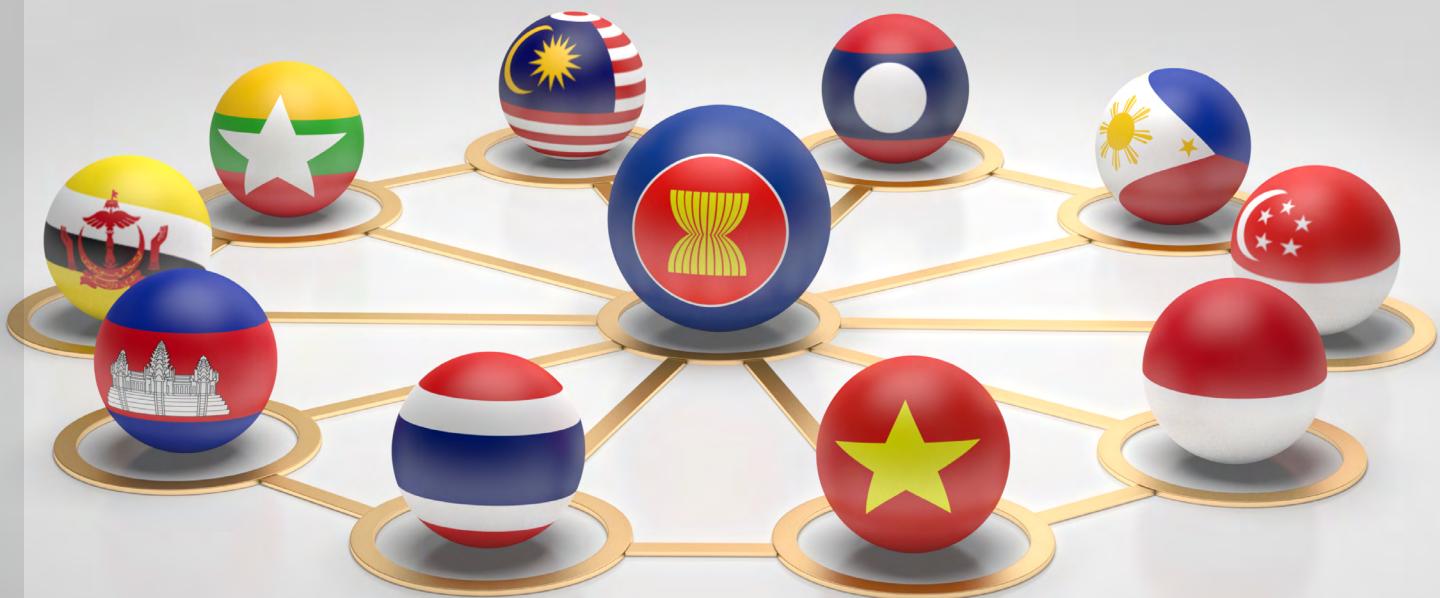
Under the ASEAN-UN Comprehensive Partnership, the UN has been a strong partner of ASEAN in advancing the WPS agenda, from the time of co-organizing with Malaysia and the ASEC the groundbreaking Track 1.5 regional dialogue on women, peace, and security focused on the critical role of women in preventing violent extremism in 2017 to targeted support to strengthen women's capacity to overcome barriers to participate in conflict prevention and resolution. Many of these initiatives are vital to advance multilateral efforts to operationalize the WPS agenda.

Building on the established collaboration between ASEAN and the UN, the new ASEAN-UN POA 2021-2025 includes multiple areas in which technical expertise from the UN can be mobilized in support of ASEAN's efforts to advance WPS agenda. The new POA provides the opportunity for ASEAN and the UN to mainstream gender-inclusive conflict prevention through the AWPR to promote the role of women in peacebuilding and preventing violent extremism, and further strengthen women peacekeepers from ASEAN countries deployed to UN peace operations. The POA also includes technical support to ASEAN to integrate gender into implementing the RPA to Counter and Prevent the Rise of Radicalization and Violent Extremism 2019–2025. It also builds on existing close cooperation to strengthen the broader role of women in governance, including through the AIPA.

Through close collaboration with ASEAN sectoral bodies and institutions, the new ASEAN-UN POA can facilitate a strong focus on women's leadership and participation from policy decision making to peacebuilding and pandemic response. It has also proposed to enhance gender data and evidence to inform policy decision making. Most importantly, the ASEAN-UN POA 2021–2025 includes gender mainstreaming as a key crosscutting priority for the three ASEAN community pillars.

The priorities of ASEAN-UN cooperation are fully in line with ASEAN's strategic vision to advance WPS in the region and to integrate gender into emergency response and humanitarian action, including in the COVID-19 recovery.²⁷⁰ This is evident in the ASEAN Comprehensive Recovery

Framework as well as the Brunei Chair's Statement at the ASEAN Foreign Ministers' Retreat stressing the need to work toward the establishment of the RPA on WPS.²⁷¹



ANNEX:

Members of the ACWC- ACW Advisory Group on Women, Peace and Security (WPS)¹



Kheng Samvada
CAMBODIA

Kheng Samvada is currently the Permanent Secretary of State of the Ministry of Women's Affairs of Cambodia. In addition to her role as the Cambodian focal point of the ASEAN Committee on Women (ACW) since 2009, she leads the implementation of the National Public Financial Management Reform at the Ministry, and under her leadership, the needs of women and girls are increasingly being reflected in how governments spend funds, and gender priorities are integrated throughout the budgeting process. As a result, the national budget for promoting gender equality and women's empowerment has progressively increased. She has been actively involved in women, children and gender issues over the last four decades, As Government Senior Official, National Officer of UNICEF in Cambodia on the Children in Especially Difficult Circumstances Program, and Gender Specialist at the Cambodia Resident Mission of the Asian Development Bank.



Sri Danti Anwar, PhD
INDONESIA

Sri Danti Anwar, PhD (Indonesia): Currently serves as the Senior Advisor to the Minister for Family Development. She is also the Acting Deputy Minister for Gender Equality at the Ministry of Women's Empowerment and Child Protection of Indonesia. Prior to this position, she was Ministerial Secretary (2010-2014), Deputy Minister for Gender Mainstreaming (2007-2010), Indonesian Focal Point to ACW and Indonesian Focal Point to APEC WEF. She served as the chair of the ASEAN Committee on Women (ACW) in 2011. She also has extensive experience with the Indonesian government policymaking and coordinating process, particularly in the area of women's empowerment and child protection. Under her leadership, the Ministry has listed significant progress towards the advancement of women and children status, such as the successful effort to develop Ministry of Finance Regulation No. 119/2009, which required any government program, project and activity to be gender responsive.

1. An internal working group of ACW and ACWC representatives from AMS in alphabetical order of ASEAN Member States



**Dato' Dr. Junaidah
Binti Kamarruddin,
PhD**

MALAYSIA

Dato' Dr. Junaidah Binti Kamarruddin, PhD (Malaysia) is Secretary General, Ministry of Women, Family and Community Development since July 2019. She also serves as the Malaysian Representative for Women's Rights to the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) since 22 July 2019. Prior to joining the Ministry of Women, Family and Community Development as a Secretary General, Dato' Dr. Junaidah served with the Ministry of Defence as a Deputy Secretary General (Policy). She joined the Administrative and Diplomatic Service in June 1994. During her career, she served at various Ministries/Agencies under different capacities namely Public Service Department (PSD), Ministry of Human Resource (MoHR), Ministry of Finance (MOF), Ministry of Natural Resources and Environment Malaysia (NRE), Malaysian Maritime Enforcement Affairs and Legal Affairs Division under the Prime Minister's Department.



**Lourdesita Sobrevega
Chan, PhD**

PHILIPPINES

Lourdesita Sobrevega Chan, PhD (Philippines) is a Professor of Political Science of Ateneo de Davao University and Chair of the University Research Council. She also serves as the Philippine Representative for Women's Rights to the ASEAN Commission for the Promotion and Protection of Women and Children (ACWC). She has worked on women and gender-related concerns for more than three decades as a researcher, project manager, consultant, and advocate. Dr. Sobrevega-Chan believes that an inclusive ASEAN Region guarantees its women and children enjoy a quality of life where gender equality and respect for human rights prevail. Also, she expressed, "while learning from the other ASEAN Member States, I also would like to share with them the country's best practices and experiences in promoting and protecting the rights and fundamental freedoms of women and children."



Ha Thi Minh Duc, PhD

VIET NAM

Ha Thi Minh Duc, PhD (Viet Nam) is the Deputy Director General of International Cooperation Department, in Viet Nam's Ministry of Labour, Invalids and Social Affairs (MOLISA). Dr. Duc has represented Viet Nam and contributed to a range of critical regional efforts including especially ASEAN and efforts to advance key thematic priorities to advance the aims of the regional body, as a people centered organization, and to advance peace and stability, and cooperation. In so doing, Dr. Duc has demonstrated her commitment to fulfilling the aim of having a people-oriented and people-centered ASEAN that is resilient. She has helped advance efforts to build a caring and sharing society that looks after the welfare of vulnerable people, among them the children and the elderly, women, persons with disabilities, and migrant workers.



Sita Sumrit, PhD (ASEAN Secretariat): An avid proponent of women's rights and the rights of vulnerable group, Dr. Sita Sumrit is currently Head of Poverty Eradication and Gender Division and Assistant Director of the Human Development Directorate, at the ASEAN Secretariat, based in Jakarta, Indonesia. Prior to joining the ASEAN Secretariat, she served as Chief of Women and Children Empowerment Programme at the Thailand Institute of Justice (TIJ). Her work focused on the promotion and protection of the rights of women and children in contact with the justice system particularly those who are victims of violence and abuse. She received her PhD and an MPhil from University of Cambridge.

Sita Sumrit, PhD
ASEAN SECRETARIAT

ENDNOTE

1. See ASEAN Secretariat, Joint Statement on Promoting Women, Peace, and Security in ASEAN, 2017 at https://asean.org/storage/2017/11/8.-ADOPTION_Joint-Statement-on-Promoting-Women-Peace-and-Security-in-ASEANACWC-Endorsed_rev2.pdf and Joint Statement on Promoting Women, Peace, and Security at the ASEAN Regional Forum, August 2, 2019, Bangkok at http://aseanregionalforum.asean.org/wp-content/uploads/2019/08/ARF-WPS-Statement_FINAL-00000002.pdf
2. See <https://asean.org/plan-action-implement-joint-declaration-comprehensive-partnership-asean-united-nations-2021-2025/>
3. Implementation of a cross-sectoral WPS agenda was recognized at the Regional Symposium on Implementing the WPS Agenda in ASEAN on 22-23 August 2019 in Phnom Penh, Cambodia, which was hosted by the Ministry of Women's Affairs in Cambodia in collaboration with the ASEAN Secretariat, ASEAN Committee on Women (ACW), ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) and with support from ASEAN-USAID Partnership for Regional Optimization with the Political-Security and Socio-Cultural Communities (PROSPECT) and UN Women; and the ASEAN Ministerial Dialogue on Strengthening Women's Roles for Sustainable Peace and Security in September 2020.
4. ASEAN Recovery Framework, at <https://asean.org/asean-comprehensive-recovery-framework-implementation-plan/>
5. United Nations Security Council Resolution 2538 at [http://undocs.org/en/S/RES/2538\(2020\)](http://undocs.org/en/S/RES/2538(2020))
6. See www.n-Peace.net
7. Press Statement by the Chairman of the ASEAN Foreign Ministers' Retreat (AMM Retreat), January 2021, at <https://asean.org/press-release-chairman-asean-foreign-ministers-retreat-amm-retreat/>
8. Valerie Hudson, Bonnie Ballif-Spanvill, Mary Caprioli, and Chad F. Emmett, "Sex and World Peace" (New York: Columbia University Press, 2012); Mary Caprioli, "Gendered Conflict", *Journal of Peace Research* 37, no. 1 (2000): 53-68; Mary Caprioli and Mark Boyer, "Gender, Violence, and International Crisis", *Journal of Conflict Resolution* 45 (August 2001): 503-518; Patrick M. Regan and Aida Paskeviciute, "Women's Access to Politics and Peaceful States", *Journal of Peace Research* 40, no. 3 (2003): 287-302.
9. OECD Development Centre, "Social Institutions and Gender Index 2014," at <https://www.genderindex.org>
10. Clinton Foundation and Bill & Melinda Gates Foundation in cooperation with the Economist Intelligence Unit, "No Ceilings: The Full Participation Report," March 2015, p. 21, at <https://www.clintonfoundation.org/our-work/no-ceilings-full-participation-project>
11. Caprioli, Mary, and Mark A. Boyer. "Gender, Violence, and International Crisis." *The Journal of Conflict Resolution*, vol. 45, no. 4, 2001, pp. 503-518. JSTOR, at. <http://www.jstor.org/stable/3176309>

12. Melander, Erik. (2005). "Political Gender Equality and State Human Rights Abuse". *Journal of Peace Research - J PEACE RES.* 42. 149-166. 10.1177/0022343305050688.
13. Marie O'Reilly, Andrea Ó Súilleabháin, and Thania Paffenholz, "Reimagining Peacemaking: Women's Roles in Peace Processes", International Peace Institute, June 2015, available at www.ipinst.org/2015/06/reimagining-peacemaking-womens-roles-in-peace-processes
14. Jacqueline H.R. Demeritt, Angela D. Nichols, "Female Participation and Civil War Relapse", *Civil Wars* 16, no. 3 (2014): 362, at. <https://giwps.georgetown.edu/resource/female-participation-and-civil-war-relapse/>
15. UN Women, "Women's Rights in Review, 25 Years after Beijing", 2020, at. <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2020/gender-equality-womens-rights-in-review-en.pdf?la=en&vs=934>
16. Supra note 10, page 12-13.
17. UN Women, Guidebook on CEDAW General Recommendation No. 30 and the UN Security Resolutions on Women, Peace and Security, 2015, at <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2015/guidebook-cedaw-general-recommendation-30-women-peace-security-en.pdf?la=en&vs=1850>
18. Melissa Johnston and Jacqui True, "Misogyny & Violent Extremism: Implications for Preventing Violent Extremism", UN Women and Monash University, October 2019, at. <https://asiapacific.unwomen.org/en/digital-library/publications/2019/10/misogyny-violent-extremism>
19. Lisa Sharland and Genevieve Feely, "Women, Peace and Security: Defending Progress and responding to emerging challenges", Australian Strategic Policy Institute (2019) at <http://www.jstor.com/stable/resrep23028>
20. UN office of Counter-Terrorism, "Plan of Action to Prevent Violent Extremism," 24 December 2015 at <https://www.un.org/counterterrorism/plan-of-action-to-prevent-violent-extremism>
21. UN Policy Brief, "The Impact of COVID-19 on Women", 9 April 2020, at <https://www.un.org/sexualviolenceinconflict/wp-content/uploads/2020/06/report/policy-brief-the-impact-of-covid-19-on-women/policy-brief-the-impact-of-covid-19-on-women-en-1.pdf>
22. Miriam N. Nkangu, Oluwasayo A. Olatunde, and Sannie Yaya, "The perspective of gender on the Ebola virus using risk management and population health framework: a scoping review", *Infectious Diseases of Poverty*, (2017) 6:135 at https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5635524/pdf/40249_2017_Article_346.pdf
23. Sarah E. Davies, "Do Diseases Know Gender?", *The Strategist*, Australian Strategic Policy Institute, April 12 2019 at <https://www.aspistrategist.org.au/do-diseases-know-gender/>
24. UN Department of Economic and Social Affairs, Migration Report 2015, at: https://www.un.org/en/development/desa/population/migration/publications/migrationreport/docs/MigrationReport2015_HIGHLIGHTS.pdf
25. UN Women, "Women Refugees and Migrants" at <https://www.unwomen.org/en/news/in-focus/women-refugees-and-migrants#notes>
26. Special Issue: Women and Migration, Migration Policy Institute, 2003 at <https://www.migrationpolicy.org/programs/migration-information-source/special-issue-women-and-migration>
27. "Global estimates of modern slavery: Forced labour and forced marriage" International Labour Office (ILO), Geneva, 2017
28. UN News, "COP24 addresses climate change displacement ahead of crunch migration meeting," 8 December 2018, <https://news.un.org/en/story/2018/12/1028011>
29. UN Women Fiji, "Why is Climate Change a Gender Issue", at <https://www2.unwomen.org/-/media/field%20office%20eseasia/docs/publications/2014/6/sids%20brief%201%20why%20is%20climate%20change%20%20gender%20issue.ashx?la=en>

30. Dilruba Haider, UN Women, "Expert's Take: When Building Climate Resilience, women's needs cannot be an afterthought", 5 September 2017, <https://www.unwomen.org/en/news/stories/2017/9/experts-take-dilruba-haider>
31. The Center for Cyber Safety and Education, Global shortfall of cybersecurity workers to reach 1.8 million in five years, new research reveals," <https://www.isc2.org/News-and-Events/Press-Room/Posts/2017/02/14/Global-shortfall-of-cybersecurity-workers-to-reach-1-point-8-million-in-five-years>
32. The Center for Cyber Safety and Education, Global Information Security Workforce study: Women in Cybersecurity, <https://isc2-center.my.salesforce.com/sfc/p/#G0000000ivSt/a/0f000000bpXo>
33. UN Women, Action Brief, "Women, Peace, & (Cyber) Security in Asia and the Pacific," <https://asiapacific.unwomen.org//media/field%20office%20eseasia/docs/publications/2020/06/action%20brief%20%20wps%20%20cybersecurity16620final.pdf?la=en&vs=1656>
34. UN Secretary General's remarks to the Security Council on ASEAN-UN Cooperation, 30 January 2020 at <https://www.un.org/sg/en/content/sg/statement/2020-01-30/secretary-generals-remarks-the-security-council-asean-un-cooperation-delivered>
35. ASEAN Regional Plan of Action on the Elimination of Violence Against Women (2015) at https://www.asean.org/storage/images/2015/November/27th-summit/ASCC_documents/ASEAN%20Regional%20Plan%20of%20Action%20on%20Elimination%20of%20Violence%20Against%20WomenAdopted.pdf
36. ASEAN Commission on the Promotion and protection of Rights of Women and Children, Progress Report On Women's Rights and Gender Equality (July 2019), page 1, at. https://asean.org/?static_post=progress-report-womens-rights-gender-equality
37. Ma. Lourdes Veneración-Rallonza, WPS and the Association of South East Asian Nations, *Oxford Handbook on Women, Peace and Security* (on line publication December 2018), page 396-397 at <https://www.oxfordhandbooks.com/view/10.1093/oxfordhb/9780190638276.001.0001/oxfordhb-9780190638276-e-28>
38. See *supra* note 32, p.395.
39. See *supra* note 1.
40. Interview 1, 07/30/2020.
41. Joint Communiqué of the 52nd ASEAN Foreign Ministers' Meeting in Bangkok, 31 July 2019 at <https://www.asean2019.go.th/en/news/joint-communiqué-of-the-52nd-asean-foreign-ministers-meeting-bangkok-31-july-2019/>
42. Joint Statement on promoting the women, peace and security agenda at the ASEAN 26th Regional Forum, Bangkok, Thailand, 2 August 2019 at https://eeas.europa.eu/headquarters/headquarters-homepage/66198/joint-statement-promoting-women-peace-and-security-agenda-asean-regional-forum_en
43. See *supra* note 4.
44. See *supra* notes 4-42.
45. Lee, Hui Ying, Slow progress in the age of #MeToo, Women, Peace and Security in ASEAN Policy Forum, 19 July 2018 at <https://www.policyforum.net/women-peace-and-security-in-asean/>
46. ASEAN Commission on the Promotion and protection of Rights of Women and Children, Progress Report On Women's Rights and Gender Equality (July 2019), page xxi, at https://asean.org/?static_post=progress-report-womens-rights-gender-equality
47. Interview 12.
48. Interview 10.

49. ASEAN Secretariat, ASEAN Socio-Cultural Community Blueprint 2025 at <https://asean.org/storage/2016/01/ASCC-Blueprint-2025.pdf>
50. Interview 52.
51. Hannah Elten, Olivia Geymond and Hien Thi Nguyen, Gender equality and the political empowerment of women in South and South-East Asia : the Role of ASEAN and SAARC (2017), Idea International, the Permanent Secretariat of the Community of Democracies and UNDP, ISBN: 978-91-7671-140-8 at <https://www.idea.int/sites/default/files/publications/chapters/regional-organizations-gender-equality-and-the-political-empowerment-of-women/regional-organizations-gender-equality-and-the-political-empowerment-of-women-chapter-4.pdf>.
52. Interview 1.
53. *See supra* note 34.
54. ACWC, Launch of the Regional Review on Laws, Policies and Practices within ASEAN relating to the Identification, Management and Treatment of Victims of Trafficking, especially Women and Children, 28 September 2016 at <https://acwc.asean.org/resources/activities-recommendations/asean-strengthens-efforts-to-eliminate-trafficking-in-persons/>
55. *See supra* note 49.
56. ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) at <https://ahacentre.org>
57. ASEAN agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2016-2020 at <https://asean.org/asean-socio-cultural/asean-agreement-on-disaster-management-and-emergency-response-cop-to-aadmer/aadmer-work-programme/>
58. Tamara Nair (RSIS), Why ASEAN's disaster management strategy must include gender (2016), East Asia Forum, at <https://www.eastasiaforum.org/2016/06/03/why-aseans-disaster-management-strategy-must-include-gender/>; Interview 6, 20 May 2020.
59. ASEAN Intergovernmental Commission on Human Rights (AICHR), Women in Natural Disasters: Indicative Findings in Unraveling Gender in Institutional Responses Thematic Study at. https://aichr.org/wp-content/uploads/2019/01/Adopted_AICHR_Thematic_Study_Women_in_Natural_Disasters_26012018.pdf See *supra* note 62.
60. *See supra* note 58.
61. Interview 7.
62. ASEAN Secretariat News, ASEAN to mainstream gender perspective in disaster management strategies, Kuala Lumpur, 26-28 June 2018, at <https://asean.org/asean-mainstream-gender-perspective-disaster-management-strategies/>
63. *See supra* note 63.
64. ASEAN Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021-2025, found at: <https://asean.org/storage/AADMER-Work-Programme-2021-2025.pdf>
65. United Nations Office for Disaster Risk Reduction (UNDRR) defines vulnerability as the conditions determined by physical, social, economic, and environmental factors or processes that increase the susceptibility of an individual, a community, assets, or systems to the effects of hazards. The Regional Framework and Action Plan to Implement the ASEAN Declaration on Strengthening Social Protection specifically considers women, children, youth, elderly, persons with disabilities, the undernourished, victims of disaster, migrant workers, and other vulnerable groups (e.g., internally displaced persons, indigenous peoples, and the urban poor) as those who are entitled to receive equitable access to social protection due their vulnerability and susceptibility to discrimination.
66. Tamara Nair (RSIS), Why ASEAN's disaster management strategy must include gender (2016), East Asia Forum, at <https://www.eastasiaforum.org/2016/06/03/why-aseans-disaster-management-strategy-must-include-gender/>

67. Recommendations from ACWC, "Presentation Three: On Elimination of Violence Against Women and Children – Progress on the Regional Plan of Action and Links to Research Recommendations" (2018), at https://www.rcrc-resilience-southeastasia.org/wp-content/uploads/2018/05/Session-5-Elimination-of-VAW-and-Children_ACWC-1.pdf
68. ASEAN Secretariat, ASEAN Political-Security Community at <https://asean.org/wp-content/uploads/2012/05/7b.-May-2017-Factsheet-on-APSC.pdf>
69. Interview 3, 28 May 20200.
70. Interview 6, 20 May 2020.
71. *See supra* note 67–68.
72. *See supra* note 67–68–69.
73. *See supra* note 58.
74. *See supra* note 67–68–69–70.
75. Elizabeth P. Buensuceso, The ASEAN Institute for Peace and Reconciliation and Its Role in Preventing Crises, *UN Chronicle* at <https://www.un.org/en/chronicle/article/asean-institute-peace-and-reconciliationand-its-role-preventing-crises>
76. *See supra* note 51.
77. Interview 4, 06/26/2020.
78. *See supra* note 73.
79. *See supra* notes 4-42-43
80. ARF comprises the 10 ASEAN states, China, Japan, the United States, Russia, North and South Korea, India, Pakistan, Australia, New Zealand, Canada, the European Union, Papua New Guinea, Bangladesh, East Timor, Mongolia and Sri Lanka.
81. *See supra* note 41.
82. The ARF has a 1.5 track body called the ARF Experts and Eminent Persons group (the EEPs), which meets annually to provide advice and recommendations to ARF officials (known as Track One).
83. See Chairman's Statement of the 27th ASEAN Regional Forum, Ha Noi, 12 September 2020, Item 25 at <https://www.mofa.go.jp/files/100092614.pdf>
84. Angelo Paolo L. Trias and Lina Gong, "Governing Human-Induced Disasters In Southeast Asia Insights From The 2017 Marawi Conflict", RSIS, April 2020 at https://www.rsis.edu.sg/wp-content/uploads/2020/04/PR200423_Governing-Human-induced-Disasters-in-Southeast-Asia.pdf
85. *See supra* notes 4-42-43-77.
86. UN Women Regional Office for Asia-Pacific (ROAP) and Friedrich-Ebert- Stiftung (FES)," Women Migrant Workers in the ASEAN Economic Community", page 30 at. <http://library.fes.de/pdf-files/bueros/singapur/13585.pdf>
87. *See supra* note 3.
88. ASEAN Action Agenda on Mainstreaming Women's Economic Empowerment (2017) at <https://asean.org/action-agenda-on-mainstreaming-womens-economic-empowerment-wee-in-asean/>
89. APEC, Policy Partnership on Women and the Economy Workplan 2019, APEC Num. 2019/SOM2/PPWE/005, Item 4, at http://mddb.apec.org/Documents/2019/PPWE/PPWE1/19_ppwe1_005.pdf
90. In Indonesia, women-led Peace Villages discuss ways to move their vision forward, at <https://asiapacific.unwomen.org/en/news-and-events/stories/2018/10/ways-to-move-their-vision-forward>
91. President of Indonesia and Community Leaders Spotlight Role of Women in Sustainable Peace, at <https://asiapacific.unwomen.org/en/news-and-events/stories/2017/10/president-of-indonesia-and-community-leaders-spotlight-role-of-women-in-sustainable-peace>
92. *See supra* notes 41-79.
93. ASEAN Engagement with Entities (2016), pag. 21, at. <https://asean.org/wp-content/uploads/2016/07/18.-September-2016-ASEAN-Engagement-with-Entities-1st-Reprint.pdf>
94. Joint Submission to the ASEAN Intergovernmental Commission on Human Rights: Civil Society Organizations request meaningful engagement, August 8, 2018 at. <https://www.forum-asia.org/?p=26978>

95. *See supra* note 90.
96. Interview 5, 08/08/20.
97. Women's International League for Peace and Freedom, Leveraging UNSCR 1325 National Action Plans For Local Change: Civil Society Opportunities In The MENA Region (2014), pag. 6 at. <https://wilpf.org/wp-content/uploads/2015/09/Leveraging-UNSCR-1325-National-Action-Plans-for-Local-Change.pdf>
98. *See supra* notes 4-42-43-77-83
99. Julie Smith, "Overcoming the Tyranny of the Urgent: urgent': integrating gender into disease outbreak preparedness and response" at. <https://doi.org/10.1080/13552074.2019.1615288>
100. From insights to action: Gender equality in the wake of COVID-19, at: <https://www.unwomen.org/en/digital-library/publications/2020/09/gender-equality-in-the-wake-of-covid-19>
101. ASEAN-IPR Discussion Series: Women, Peace, And Security & Covid-19 In ASEAN, August 5, at. <https://asean-ipr.org/asean-ipr-discussion-series-women-peace-and-security-covid-19-in-asean/>
102. UN Women, "COVID-19 and Ending Violence Against Women and Girls", "EVAW COVID-19 brief" series (2020) at. <https://www.unwomen.org/en/digital-library/publications/2020/04/issue-brief-covid-19-and-ending-violence-against-women-and-girls>
103. UN Women, "The First 100 Days of COVID-19 in Asia and the Pacific: A Gender Lens", 2020 at. <https://asiapacific.unwomen.org/en/digital-library/publications/2020/04/the-first-100-days-of-the-covid-19-outbreak-in-asia-and-the-pacific>
104. *See supra* note 96.
105. *See supra* notes 96-99.
106. UN Women, "Beyond the Lockdowns: Women, Peace and Security and COVID-19 in Asia and the Pacific", Action Brief (2020) at. <https://asiapacific.unwomen.org/en/digital-library/publications/2020/06/action-brief-beyond-the-lockdowns-women-peace-security-and-covid-19>
107. *See supra* note 101.
108. UN Women Regional Office for Asia and the Pacific, "WOMEN, PEACE AND SECURITY AND COVID-19 IN ASIA AND THE PACIFIC", Action Brief (2020) <https://www2.unwomen.org/-/media/field%20office%20easia/docs/publications/2020/03/ap-wps-covid-in-asia-pacific.pdf?la=en&vs=3251>
109. Carla Silbert, "COVID-19 is a Test of the Women, Peace and Security Agenda in the Asia-Pacific", The Strategist, Australian Strategic Policy Institute (ASPI), 29 June 2020 at. <https://www.aspistrategist.org.au/author/carla-silbert/>
110. Declaration of the Special ASEAN Summit on Coronavirus Disease 2020 (COVID-19), April 14, 2020, at. <https://asean.org/storage/2020/04/FINAL-Declaration-of-the-Special-ASEAN-Summit-on-COVID-19.pdf>
111. *See supra* note 104.
112. *See supra* notes 96-99/100/107.
113. *See supra* note 97.
114. *See supra* note 101.
115. *See supra* notes 101-109.
116. *See supra* notes 101-104-105.
117. United National Peacekeeping Data, 31 December 2020 at <https://peacekeeping.un.org/en/data>
118. Women in Law Enforcement in the ASEAN Region, 2020, UNODC, UN Women, INTERPOL, at: <https://asiapacific.unwomen.org/-/media/field%20office%20easia/docs/publications/2020/08/women%20in%20law%20enforcement%20in%20the%20asean%20region%20full.pdf?la=en&vs=332>
119. Ibid.
120. ASEAN Vision 2025 on Disaster Management, at: https://www.asean.org/storage/2012/05/fa-220416_DM2025_email.pdf
121. Ma. Lourdes Veneración-Rallonza, WPS and the Association of South East Asian Nations, Oxford Handbook on Women, Peace and Security (online publication December 2018), page 395 at. <https://www.oxfordhandbooks.com/view/10.1093/oxfordhb/9780190638276.001.0001/oxfordhb-9780190638276-e-28>; Interview 1.

122. Sita Sumrit & Joanne Agbisit, Women on the frontlines of peace and security, ASCC Issue 1, pp. 40-41.
123. Joint Statement on promoting the women, peace and security agenda at the ASEAN 26th Regional Forum, Bangkok August 2, 2019 at. https://eeas.europa.eu/headquarters/headquarters-homepage/66198/joint-statement-promoting-women-peace-and-security-agenda-asean-regional-forum_en
124. Interview 41.
125. Interview 1.
126. See *supra* note 40.
127. See *supra* notes 3-85-167.
128. Interview 1.
129. For the full list of members of the AWPR see <https://asean-aipr.org/asean-women-peace-registry/>
130. Australia, which supported the efforts of ASEAN women.
131. Interview 50.
132. See *supra* notes 4-42-43-77-83-94.
133. See *supra* notes 4-42-43-77-83-94-172
134. See *supra* notes 4-42-43-77-83-94-172-173.
135. See *supra* 4-42-43-77-83-94-172-173-189
136. Interview 41.
137. See first statement from October 2012 not found in ASEAN archives, second here: <https://www.asean.org/wp-content/uploads/images/2015/November/AMMW/2nd%20AMMW%20Joint%20Statement.pdf>, and third here: <https://asean.org/storage/2018/11/24-Joint-Statement-of-the-3rd-AMMW.pdf>
138. Interview 7.
139. Interview 41.
140. Women, Peace, and Security and COVID 19 in ASEAN, Sri Danti Anwar, Indonesia ACWC Representative for Women's Rights 2020, Presentation to the ASEAN Institute for Peace and Reconciliation, August 2020.
141. See *supra* notes 4-42-43-77-83-94-172-173-189-190.
142. Direct feedback from Brunei Darussalam Ministry of Defence, February 8, 2021.
143. Direct feedback from Brunei Darussalam Ministry of Defence, February 8, 2021.
144. United Nations Committee on the Elimination of all Forms of Discrimination Against Women (CEDAW), Sixth periodic report submitted by Cambodia under article 18 of the Convention due in 2017, July 9, 2018, CEDAW/C/KHM/6.
145. Revised data provided digitally by the Cambodia Ministry of Women's Affairs September 14, 2020.
146. The 2002 government sub-decree requires that at least one woman must hold one of the three village leadership positions.
147. UN Women and Inter-Parliamentary Union data, 2020, At: <https://www.unwomen.org/en/digital-library/publications/2020/03/women-in-politics-map-2020>
148. Interview 15.
149. Interview 2.
150. Peace Women.org, National Action Plan: Indonesia, at: [http://peacewomen.org/action-plan/national-action-plan-indonesia#:~:text=The%20Government%20of%20Indonesia%20launched,Presidential%20Decree%20\(PerPres\)%20No.](http://peacewomen.org/action-plan/national-action-plan-indonesia#:~:text=The%20Government%20of%20Indonesia%20launched,Presidential%20Decree%20(PerPres)%20No.)
151. Indonesia NAP review 2020 Findings and Recommendations, at: <https://wps-indonesia.com/rekomendasi-publik/>
152. United Nations, Lao/PDR, Sustainable Development Goals, at: <https://laopdr.un.org/en/sdgs/5>
153. Xinhuanet, Lao government to boost women's role in leadership: report, March 7, 2018, at: http://www.xinhuanet.com/english/2018-03/07/c_137021558.htm
154. Data provided digitally by the Government of Malaysia on October 15, 2020.
155. Direct feedback from the Malaysia Ministry of Women, Family and Community Development, October 19, 2020.
156. Information provided by the Government of Malaysia on January 4, 2021.

157. Department of Women Development, Women Directors' Programme, October 9, 2017, at <https://www.jpw.gov.my/women-director-programme/?lang=en>
158. Information provided by the Government of Malaysia on January 4, 2021.
159. Updated data provided digitally by the Government of Malaysia, October 19, 2020.
160. Information provided by the Government of Myanmar on December 18, 2020.
161. Accounting for Gender Results: A Review of the Philippines GAD Budget Policy, 2010, at: https://www.neda.gov.ph/wp-content/uploads/2013/10/AFGR_Book.pdf
162. Anti-Violence Against Women and Their Children Act of 2004 (RA 9262), at: <http://hrlibrary.umn.edu/research/Philippines/RA%209262%20-%20Law%20Against%20Violence%20Against%20Women%20and%20Their%20Children.pdf>
163. Explanation of the Philippines Magna Carta for Women (RA 9710), Philippine Commission for Women, at: <https://pcw.gov.ph/republic-act-9710-magna-carta-of-women/>
164. Information provided by the ASEAN Inter Governmental Commission on Human Rights (AICHR) Philippines on December 28, 2020.
165. UN Women and Inter-Parliamentary Union data, 2020, At: <https://www.unwomen.org/en/digital-library/publications/2020/03/women-in-politics-map-2020>
166. Veneracion-Rallonza, Ma. Lourdes. 2014. "National Action Plan Ensures Protection, Spaces for Women, Peace and Security." *Kababaihan at Kapayapaan*, 10, at: http://www.genevadeclaration.org/fileadmin/docs/2014RRC/0_Resources/Kababaihan%20at%20Kapayapaan-02-September-2014_reduced.pdf
167. Veneracion-Rallonza, Ma. Lourdes. 2013b. "Services and Programs for Women in Conflict-Affected Areas" in Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013. WE Act 1325: Quezon City. P. 67-68.
168. Perez, Josephine and Beverly Orozco. 2013. "Policies, Mechanisms and Capacity-Building for Women in Conflict Areas" in Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013. WE Act 1325: Quezon City. P.72-102.
169. Natividad, Ana Micaela. 2013. "Empowerment and Participation" in Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013. WE Act 1325: Quezon City. Pp. 162-163.
170. Piscano, Frances Yasmin. 2013. "Promotion and Mainstreaming of Gender Perspective in All Aspects of Conflict Prevention, Conflict Resolution and Peacebuilding" in Implementing the Philippine National Action Plan on UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report – March 2010 to January 2013. WE Act 1325: Quezon City. Pp. 223-224.
171. UN and Singapore agree to Develop Information Management Tool for Peacekeeping Operations, at: <https://news.un.org/en/story/2015/12/517852-un-and-singapore-agree-develop-information-management-tool-peacekeeping>
172. UN Women and Inter-Parliamentary Union data, 2020, At: <https://www.unwomen.org/en/digital-library/publications/2020/03/women-in-politics-map-2020>
173. Singapore Department of Statistics, Yearbook of Statistics, 2015
174. Statement by RADM Nattapong Ketsumboon Representative of Thailand on behalf of the Deputy Prime Minister and Minister of Defence of Thailand At 2019 United Nations Peacekeeping Ministerial Conference 29 March 2019, The United Nations, New York, at: <https://peacekeeping.un.org/sites/default/files/thailand-training-and-capacity-building.pdf>

175. Thailand deploys peacekeeping forces, A Question & Answer with Royal Thai Armed forces Rear Adm. Nuttapong Ketsumboon, Indo-Pacific Defense Forum, April 22, 2019, at: <https://ipdefenseforum.com/2019/04/thailand-deploys-peacekeeping-forces/>
176. See Supra-note 168.
177. In Thailand: Women & the Upcoming Constitutional Referendum, The Asia Foundation (2007), At: <https://asiafoundation.org/2007/08/08/in-thailand-women-the-upcoming-constitutional-referendum/>
178. The Government of Thailand's National Review Implementation of the Beijing Declaration and Platform for Action (1995) and the outcomes of the twenty-third special session of the General Assembly (2000) in the context of the twentieth anniversary of the Fourth World Conference on Women and the adoption of the Beijing Declaration and Platform for Action 2015, at: https://sustainabledevelopment.un.org/content/documents/13208Thailand_review_Beijing20.pdf
179. Constitution of the Kingdom of Thailand, Enacted on the 6th Day of April B.E. 2560 (2017), at: https://www.constitutionalcourt.or.th/occ_en/download/article_20170410173022.pdf
180. UN Women and Inter-Parliamentary Union data, 2019, At: <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2019/women-in-politics-2019-map-en.pdf?la=en&vs=3303>
181. Interview 9.
182. Interview 51.
183. Information received from Thailand on follow-up to the concluding observations on its combined sixth and seventh periodic reports, 24 April 2020, available at: <https://www.ohchr.org/en/countries/asiaregion/pages/thindex.aspx>
184. Data provided digitally by the Government of Viet Nam on October 7, 2020.
185. Feedback provided digitally to the Study Team by multiple line ministries, October 7, 2020.
186. Data provided digitally by the Government Viet Nam, October 9, 2020.
187. *See supra* note 142.
188. Brunei calls on examining root causes to address terrorism threat, at: http://www.xinhuanet.com/english/2017-09/23/c_136632330.htm
189. Manila Declaration to Counter the Rise of Radicalisation and Violent Extremism, at: <https://asean.org/storage/2012/05/Manila-Declaration-to-Combat-RRVE-Adopted-by-the-11th-AMMTC.pdf>
190. *See supra* note 145.
191. *The Rectangular Strategy Phase III (2014-2018)*, at: http://www.cdc-crdb.gov.kh/cdc/documents/Rectangular_Strategy_Phase_III.pdf
192. Direct feedback from the Cambodia Ministry of Women's Affairs September 14, 2020.
193. Comment provided digitally by the Cambodia Ministry of Women's Affairs September 14, 2020.
194. Indonesia NAP review 2020 Findings and Recommendations, at: <https://wps-indonesia.com/rekomendasi-publik/>
195. Building a Stronger Evidence Base: The Impact of Gender Identities, Norms and Relations on Violent Extremism (a case study of Bangladesh, Indonesia and the Philippines), UN Women (2020), at: <https://asiapacific.unwomen.org/en/digital-library/publications/2020/05/building-a-stronger-evidence-base-the-impact-of-gender-identities-norms>
196. <http://indonesia-beragam.blogspot.co.id>
197. Mediterranean Women Mediators Network, at <https://womenmediators.net/the-role-of-women-negotiators-and-mediators-in-maintenance-of-regional-peace-and-security/>
198. Information provided by the Government of Malaysia on January 4, 2021.
199. <https://apwaps.net/2014/09/09/women-engaged-in-action-on-1325-we-act-1325/>

200. Implementing Gender Provisions: National Action Plan on Preventing and Countering Violent Extremism in the Philippines, UN Women (2020), at: <https://asiapacific.unwomen.org/en/digital-library/publications/2019/07/national-action-plan-on-preventing-and-countering-violent-extremism-in-the-philippines>
201. Report of the Transitional Justice and Reconciliation Commission, 2016 at, <http://cdn.viworksdemo.com/pdf/j7im-report.pdf>
202. Department of Women's Affairs and Family Development (WAFD) Order no. 7/2555
203. Department of Women's Affairs and Family Development (WAFD) Order no. 123/2556
204. Pluemjai, S., & Sungkharat, U. (2015). "Peace Development in Southern Border Provinces: The Women's Story". Journal of Humanities and Social Sciences, 10(1), 225-243.
205. Communist Party of Vietnam Online Newspaper, at: <https://en.nhandan.vn/>
206. Progress Report on Women Rights and Gender Equality, ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (2016), at: https://asean.org/?static_post=progress-report-womens-rights-gender-equality
207. Sixth periodic report submitted by Cambodia under article 18 of the Convention, due in 2017, at: https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/KHM/CEDAW_C_KHM_6_7162_E.pdf
208. Concluding observations of the Committee on the Elimination of Discrimination against Women: Indonesia, UN Doc. CEDAW/C/IDN/CO/6-7 of 27 July 2012, at. <https://www2.ohchr.org/english/bodies/cedaw/docs/co/CEDAW-C-IDN-CO-6-7.pdf>
209. Komnas Perempuan (National Women's Commission) Annual Report 2014, at: https://www.komnasperempuan.go.id/file/pdf_file/2018/Publikasi/Kertas%20Konsep%20Reformasi%20Sektor%20Keamanan.pdf
210. Komnas Perempuan (National Women's Commission) Annual Report 2014, at: https://www.komnasperempuan.go.id/file/pdf_file/2018/Publikasi/Kertas%20Konsep%20Reformasi%20Sektor%20Keamanan.pdf
211. Concluding observations of the Committee on the Elimination of Discrimination against Women: Myanmar, UN Doc. CEDAW/C/MMR/CO/3 of 7 November 2008 at. http://hrlibrary.umn.edu/research/myanmar/Annex%20N%20-%20202008%20_Concluding%20Observations%20CEDAW.pdf
212. Information provided by the ASEAN Inter Governmental Commission on Human Rights (AICHR) Philippines on December 28, 2020.
213. Information provided by the ASEAN Inter Governmental Commission on Human Rights (AICHR) Philippines on December 28, 2020.
214. Information provided by the ASEAN Inter Governmental Commission on Human Rights (AICHR) Philippines on December 28, 2020.
215. Concluding observations on the combined seventh and eighth periodic reports of the Philippines, Committee on the Elimination of Discrimination against Women, UN Doc. CEDAW/C/PHL/CO/7-8 of 25 July 2016, at: <https://tbinternet.ohchr.org/layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/PHL/CO/7-8&Lang=En>
216. Progress Report on Women Rights and Gender Equality, ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (2016), at: https://asean.org/?static_post=progress-report-womens-rights-gender-equality
217. The statistics of sexual violence in Thai society are still worrisome, at: <https://www.bltbangkok.com/news/4510/>
218. CEDAW Concluding observations on the combined sixth and seventh periodic reports of Thailand, 24 July 2017, available at <https://www.ohchr.org/en/countries/asiaregion/pages/thindex.aspx>

219. The information received from Thailand on follow-up to the concluding observation of The Committee on the Elimination of Discrimination against Women considered the sixth and seventh periodic report of Thailand (CEDAW) on its sixth and seventh periodic reports, 24 April 2020, available at <https://www.ohchr.org/en/countries/asiaregion/pages/thindex.aspx>
220. This region refers to Thailand's Southern Border Provinces.
221. Comment provided digitally by the Cambodia Ministry of Women's Affairs September 14, 2020
222. Information provided by the Government of Malaysia on January 4, 2021.
223. Gender Profile for Humanitarian Action: Rakhine, Kachin, and Northern Shan, Myanmar (Volume 2 Issues March 2020), at: <https://reliefweb.int/report/myanmar/gender-profile-humanitarian-action-rakhine-kachin-and-northern-shan-myanmar-volume-2>
224. <https://issat.dcaf.ch/Learn/Resource-Library2/Case-Studies/The-Philippines-The-Bantay-Bayanihan-Forum>
225. ASEAN Disaster Law Mapping Implementing AADMER: ASEAN Country Profiles, ICRC, at: <https://www.ifrc.org/PageFiles/234171/AADMER%20Implementation%20Country%20Profiles%20FINALpdf.pdf>
226. Singapore Ministry of Foreign Affairs, Climate Change page at: <https://www.mfa.gov.sg/SINGAPORES-FOREIGN-POLICY/International-Issues/Climate-Change>
227. Chaiyot Yongcharoenchai. (2019). Tsunami: From victims to lifeguard: A doctor and his family sharing their memory on disaster in the last 15 years. Available at <https://www.bbc.com/thai/thailand-50890716>
228. Department of Women's Affairs and Family Development (WAFD). (2010). Manual on Disaster Management from a Gender Perspective., at: <http://www.sdfthai.org/public/คู่มือการจัดการภัยพิบัติ%20มนุษยธรรม.pdf?fbclid=IwAR35P7wOu75uBfRbwz7L5itxWikB1xEZXmxIDhXa1gszhNgTircJsbgAE-0>
229. 2019 Reporting from UNHCR on Thailand, at: <https://reporting.unhcr.org/thailand>
230. Direct feedback from Brunei Darussalam Ministry of Defence, February 8, 2021.
231. Interview 4.
232. Interview 2.
233. Interview 4.
234. Interview 2.
235. Information provided by the Government of Malaysia on January 4, 2021.
236. Information provided by the Government of Malaysia on January 4, 2021.
237. Interview 23.
238. Interview 19.
239. Information provided by the Government of Malaysia on January 4, 2021.
240. Interview 26.
241. Information provided by the Government of Myanmar on February 8, 2021.
242. Interview 27.
243. Interview 26.
244. Interview 26.
245. Interview 26.
246. Interview 27.
247. Interview 26.
248. Magna Carta of Women, Implementing Rules and Regulations, Office, of the President, Philippines Commission on Women, April 2010, p.50.
249. Interview 42.
250. Interview 42.
251. Information provided by the ASEAN Committee on Women (ACW) Philippines on December 21, 2020.
252. Interview 41.
253. Interview 42.
254. Interview 41.
255. Interview 42.
256. Interview 45.

257. Interview 45.
258. Interview 49.
259. Information received from Thailand on follow-up to the concluding observations on its combined sixth and seventh periodic reports, 24 April 2020, at: <https://www.ohchr.org/en/countries/asiaregion/pages/thindex.aspx>
260. Interview 58.
261. Interview 58.
262. Interview 61.
263. Interview 61.
264. Interview 41.
265. Interview 50.
266. Interview 50.
267. Interview 50.
268. See *supra* notes 4-42-43-77-83-94-172-173-189-190-210.
269. Handbook on Proposal Development for ASEAN Cooperation Projects, at: <https://asean.org/storage/2012/05/Handbook-on-Proposal-Development-for-ASEAN-Cooperation-Projects-1st-Reprint-NEW.pdf>
270. See, ASEAN Comprehensive Recovery Framework, available at <https://asean.org/asean-comprehensive-recovery-framework-implementation-plan/>
271. See Press Release by the Chairman of the ASEAN Foreign Ministers' Retreat (AMM Retreat, available at <https://asean.org/storage/Press-Release-by-the-Chairman-of-the-ASEAN-Foreign-Ministers-Retreat-21-Jan-21-FINAL.pdf>

