

ASEAN Regional Plan of Action on Women, Peace and Security

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Executive Summary

Implementing the Women, Peace and Security (WPS) agenda has long been recognised as essential to achieving sustainable peace and prosperity in the ASEAN region. ASEAN member states remain committed to gender equality and the full protection of women’s rights. They also remain steadfast in their aim to maintain regional peace, address shared security concerns and advance development and prosperity for all citizens. Member states consider the development of this Regional Plan of Action on Women, Peace and Security (RPA WPS) as a critical step to making progress on these commitments. The RPA WPS aims to mobilise the whole of ASEAN to advance implementation of the WPS agenda to promote sustainable peace and security for all citizens.

The RPA WPS builds upon decades of political engagement in the ASEAN region on issues pertinent to the WPS agenda, as expressed by the Declaration on the Elimination of Violence Against Women in the ASEAN Region (2004), the Declaration on the Elimination of Violence against Women and Elimination of Violence Against Children in ASEAN (2013) and the ASEAN Regional Plan of Action on the Elimination of Violence against Women (2015). Signalling their strong commitment, ASEAN leaders adopted the Joint Statement on Promoting Women, Peace and Security in ASEAN during the 31st ASEAN Summit in November 2017. The ASEAN Ministerial Dialogue on Strengthening Women’s Role for Sustainable Peace and Security, held in September 2020, further reiterated ASEAN’s determination to ensure the integration of WPS into regional policies and frameworks across the three ASEAN community pillars: Political-Security Community, Economic Community and Socio-Cultural Community. The development of a Regional Plan of Action on WPS was one of the key recommendations of the ASEAN Regional Study on Women, Peace and Security, which was launched in 2021 with the support of the U.S. Agency for International Development (USAID) and UN Women.

The RPA WPS is the product of a consultative process and reflects the efforts and inputs of a wide array of institutions and stakeholders engaged in women’s rights, gender equality and peace and security work across the region. An inclusive process is an important part of WPS implementation. ASEAN fully supports the view that sustainable peace can only be achieved through inclusion. As expressed by Mr. E. Phanthavong, Deputy Secretary-General for the ASEAN Socio-Cultural Community, “The core tenets of the Women, Peace and Security agenda are even more relevant now than before... The COVID-19 pandemic 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.”¹ Indeed, those who failed

¹ Remarks during the first meeting of the Expanded Advisory Group on Women, Peace and Security in ASEAN. See: <https://asean.org/asean-develops-regional-plan-of-action-to-advance-women-peace-and-security-agenda/>.

to be included and reached by pandemic response initiatives were more likely to become infected,² thereby negatively impacting the security and prosperity for all. The same holds for other security challenges such as conflict, violent extremism and threats to cybersecurity—those who are excluded are unequipped to address these challenges and contribute to sustainable peace. The RPA WPS recognises the role that everyone must play in successfully implementing the WPS agenda, including men, youth, civil society and those on the front lines of conflict and emergency response. By addressing inequality, combating discrimination and increasing effectiveness of peace and security initiatives, the benefits of WPS reverberate across all of society and beyond the security sector.

The RPA WPS is divided into six key parts. The first section offers an overview of relevant contextual factors. The RPA WPS recognises the overlapping and intersecting threats and challenges related to peace and security and is designed to respond to both traditional and emerging security challenges, such as climate change, disasters,³ pandemics and violent extremism. Section 2 discusses foundational global and ASEAN regional frameworks. The RPA WPS builds upon existing global frameworks and regional initiatives relevant to WPS and works to amplify the impact of this ongoing work while also addressing gaps. Section 3 identifies some of these gaps by offering a snapshot of progress, challenges and opportunities related to WPS in the ASEAN region. The rationale and objectives for the RPA WPS are discussed in Section 4, and an overview of the process for developing the regional plan is detailed in Section 5. The remaining section of the RPA WPS outlines a logical results-based framework for implementation detailing: i. the priority actions that should be taken; ii. the outputs⁴ expected from these actions; and iii. the outcomes which the RPA WPS aims to achieve.

The matrices of priority actions are divided into four different tables, each covering key pillars of the WPS agenda: protection, participation, prevention and relief and recovery. A fifth matrix is dedicated to implementation, coordination, reporting, and monitoring and evaluation. The aim of these matrices is to guide efforts to ensure that implementation of the WPS agenda is integrated into all efforts and initiatives to promote peace and security in the ASEAN region.

A fundamental objective of the RPA WPS is to deliver clear guidance for WPS implementation across the region. At the same time, the regional plan is designed to allow sufficient space to ensure WPS implementation speaks to national and sub-national peace and security priorities and evidence-based realities. ASEAN has a long history of innovative local approaches on peace

² Evidence suggests that those reached by public health measures to combat the spread of Covid-19 were less likely to become infected and transmit the virus. See for example, <https://med.stanford.edu/news/all-news/2021/09/surgical-masks-covid-19.html>

³ The term “disasters” in this RPA refers to a wide range of environmental calamities and events, such as oil spills, flooding, hurricanes, earthquakes etc., that can have both natural and/or human-induced causes. For further reference and discussion, see ASEAN Agreement on Disaster Management and Emergency Response 2021-2025.

⁴ Part 2 of this document which provides additional discussion on monitoring & evaluation, further defines terms such as “Outcome” and “Output” that are used in the Matrices of Priority Action, and also discusses next steps for the development of a more comprehensive M&E plan.

and security, often led by women. One objective of this RPA WPS is to highlight these best practices, allowing them to inspire broader application where relevant, and to support the forging of new and mutually beneficial relationships between local innovative initiatives and national and regional approaches on WPS. There are many examples of successful WPS approaches and partnerships across ASEAN; the RPA WPS works to support these effective practices and inspire more to deliver real progress to women, men, youth, children and those from marginalised groups across ASEAN.

Acronyms

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACDM	ASEAN Committee on Disaster Management
ACMW	ASEAN Committee on the Implementation of the Declaration on the Protection and Promotion of the Rights of Migrant Workers
ACTIP	ASEAN Convention Against Trafficking in Persons, Especially Women and Children
ACSC	ASEAN Civil Society Conference
ACW	ASEAN Committee on Women
ACWC	ASEAN Commission on the Promotion and Protection of the Rights of Women and Children
AEC	ASEAN Economic Community
AICHR	ASEAN Inter-Governmental Commission on Human Rights
AMMTC	ASEAN Ministerial Meeting on Transnational Crimes
AMS	ASEAN member states
APF	ASEAN People's Forum
APSC	ASEAN Political-Security Community
ARF	ASEAN Regional Forum
ASCC	ASEAN Social-Cultural Community
ASEAN	Association of Southeast Asian Nations
ASEAN-IPR	ASEAN Institute for Peace and Reconciliation
ASEAN-UN POA	ASEAN-UN Plan of Action 2021–2025
ASEC	ASEAN Secretariat
AGMSF	ASEAN Gender Mainstreaming Strategic Framework
AWEN	ASEAN Women Entrepreneurs Network
CEDAW	The Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil society organisation
DDR	Disarmament, demobilisation, and reintegration
DRR	Disaster risk reduction
EU	European Union
EVAW	Elimination of violence against women
GBV	Gender-based violence
JS	Joint Statement on Promoting Women, Peace and Security in ASEAN
NAP	National Action Plan
NGO	Nongovernmental organisation
OECD	Organisation of Economic Cooperation and Development

PROSPECT	Partnership for Regional Optimization with the Political-Security and Socio-Cultural Communities
RAN-P3AKS	National Action Plan on Empowerment and Protection of Women and Children in Social Conflict (Indonesia)
RPA WPS	Regional Plan of Action on Women, Peace and Security
SFDRR	Sendai Framework for Disaster Risk Reduction
SGBV	Sexual and gender-based violence
SDG	Sustainable Development Goals
SOMTC	Senior Officials Meeting on Transnational Crimes
SSR	Security sector reform
TIP	Trafficking in persons
TOR	Terms of reference
UNDPO	United Nations Department of Peace Operations
UNSCR	United Nations Security Council Resolution
USAID	United States Agency for International Development
VAW	Violence against women
WG-CT	Working Group on Counter-Terrorism
WPS	Women, Peace and Security

1. ASEAN REGIONAL PLAN OF ACTION ON WOMEN, PEACE AND SECURITY

1.1 Background

United Nations Security Council Resolution (UNSCR) 1325 outlined the foundational framework for the Women, Peace and Security (WPS) agenda and shaped the contours of what is often referred to as the four pillars of the WPS agenda: participation, protection, prevention, and relief and recovery. Since its adoption over two decades ago, the WPS agenda has galvanised efforts to ensure women’s essential contributions to peace and security are recognised, and to promote women’s full and equal participation in all peace and security institutions and processes, including leadership positions. The WPS agenda has also drawn attention to the need to fully protect the rights of women and girls to peace and security. This includes not only measures to “protect women and girls from gender-based violence (GBV), particularly rape and other forms of sexual abuse,” during times of armed conflict (UNSCR 1325) but also robust protection of women’s rights during times of peace, in conflict prevention efforts, and throughout periods of relief and recovery.

One of the foundational premises of the WPS agenda is that for peace and security policies and practices to be effective, they need to identify and respond to the different needs and experiences of women and men, including those from marginalised groups. WPS is not a niche agenda for women—it is a gender equality and peace agenda that seeks to understand the differential impact of security crises on women and men in order to ensure effective response. For sustainable peace to be achieved, the personal experiences and knowledge of women in conflict settings need to be better understood, respected and consulted.

The WPS agenda is relevant not only to traditional security challenges such as armed conflict, but also to non-traditional and emerging threats to health and well-being such as COVID-19 and other health crises, climate change and trafficking in persons. The effective response to these and other complicated security challenges relies on the capacity to understand and address the needs of all in society, and to that ensure women, who are often on the front lines of response, are fully included within and leading efforts to design and implement solutions.⁵ Moreover, the WPS agenda reflects a more expansive view of security beyond the absence of conflict to include the political, economic and sociocultural dimensions of security, and emphasises the mutuality of these dimensions. This understanding of security underlies all four pillars of the WPS agenda. For protection policies, for example, there is a need to support women’s access to livelihood opportunities, and girls’ right to education, including during responses to humanitarian

⁵ Ekkaphab Phanthavong, Deputy Secretary-General for the ASEAN Socio-Cultural Community, in his remarks made at the First Meeting of the Expanded Advisory Group on Women, Peace and Security in ASEAN, held virtually on 28 January 2022. See: <https://asean.org/asean-develops-regional-plan-of-action-to-advance-women-peace-and-security-agenda/>. Also quoted in *Integrating the WPS agenda in the ASEAN*, prepared by Aurora Javate de Dios and the Philippine Center for Islam and Democracy (PCID), 5 April 2022 in preparation for the ASEAN WPS Advisory Group meeting.

emergencies. Conflict prevention efforts need to consider sociocultural and economic drivers of violence and instability in a way that is cognizant of the experiences of both women and men.

WPS is a priority for the Association of Southeast Asian Nations (ASEAN) in line with Article 1 of 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”. Signalling ASEAN’s commitment to WPS, its leaders adopted the Joint Statement on Promoting Women, Peace and Security in ASEAN (JS) during the 31st ASEAN Summit in November 2017. The statement recognised 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. The statement also acknowledged that maintaining peace and security requires attention to economic opportunities, health care and pandemic response, and disaster and climate change management. The critical importance of prevention was also highlighted, with ASEAN also expressing a commitment to address the root causes of armed conflicts and violent extremism, including gender inequality, discrimination and poverty. This first ASEAN WPS statement was subsequently reaffirmed by a joint statement of the ASEAN foreign ministers in 2019.⁶

In recent years, there has been significant momentum to advance WPS in ASEAN, especially in the sectoral bodies under the ASEAN Socio-Cultural Community (ASCC) and the ASEAN Political-Security Community (APSC). The ASEAN-UN Plan of Action (POA) 2021-2025⁷ adopted on 22 October 2020, for instance, 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 advancing the WPS agenda in the region in the second ASEAN-UN POA.⁸

As evidenced above, ASEAN member states (AMS) have recognised the vital importance of coming together to respond to traditional and non-traditional security threats and cross-border governance challenges in a way that recognises women’s key roles, is inclusive of their participation, and is responsive to the different ways that violence and instability impact women and men.

There have been advances in gender equality in the ASEAN region and examples of women’s peacebuilding that have been effective and upheld as best practices around the world. ASEAN will build upon this foundation to make further progress in promoting gender equality and inclusion in ways that respond to the opportunities and challenges of specific contexts in this diverse region. While the need for a cross-sectoral, cross-pillar ASEAN approach to WPS is recognised,⁹ and some collaboration exists across the three community pillars on issues such as

⁶ See ASEAN Secretariat, Joint Statement on Promoting Women, Peace, and Security in ASEAN, 2017. https://asean.org/wp-content/uploads/2021/01/8.-ADOPTION_Joint-Statement-on-Promoting-Women-Peace-and-Security-in-ASEANACWC-Endorsed_rev2.pdf

⁷ This was the second ASEAN-UN POA and builds upon the first ASEAN-UN POA (2016-2020).

⁸ See <https://asean.org/wp-content/uploads/2021/09/ASEAN-UN-POA-2021-2025-final.pdf>

⁹ Implementation of a cross-sectoral WPS agenda was recognised 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

preventing violent extremism and disaster response, coordination and cooperation among institutional mechanisms charged with implementing this approach must be strengthened to make further progress on WPS objectives.

The COVID-19 pandemic and other emerging security challenges, including transnational crime, cybercrime, trafficking in persons, natural disasters, climate change and violent 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.¹⁰ The WPS agenda has never been more relevant in ASEAN as it has during COVID-19, which poses specific challenges to security. As highlighted in the ASEAN Regional Study on Women, Peace and Security, “The COVID-19 pandemic has increased the risks for women and girls in humanitarian, fragile and conflict-affected contexts. Disruptions to critical health, humanitarian and development programmes 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.”¹¹ Further, COVID-19 has reportedly increased gender-based violence,¹² decreased women’s employment opportunities, and led to more unpaid care and domestic work for women in the context of social distancing and quarantine. This RPA on WPS was developed during the COVID 19 pandemic, and the many consequences of this crisis have not yet been fully understood or measured. The implementation of this RPA will therefore need to be agile, informed by new data and understanding about the complex reverberations of the pandemic, and of its differential impact on women, men and marginalised groups.

The ASEAN Comprehensive Recovery Framework (2020) has emphasised gender equality as a cross-cutting priority. It has also underscored that human rights should be safeguarded in the process of post-pandemic recovery towards a resilient region.¹³ There has been increasing recognition of the need for women’s leadership and full inclusion in COVID-19 response and recovery at the regional level. The ASEAN Special Summit Session on Women’s Empowerment in the Digital Age (2020), the 2021 Meeting of ASEAN Women Parliamentarians at the ASEAN Inter-Parliamentary Assembly, and the first ASEAN Women Leaders’ Summit (2020) all emphasised the need to recognise and fully support women’s leadership as the region responds and recovers from COVID-19. “The leaders acknowledged women’s indispensable role and contributions to the

(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.

¹⁰ ASEAN, ASEAN Regional Study on Women, Peace and Security, March 2020, available at <https://asean.org/book/asean-regional-study-on-women-peace-and-security/>.

¹¹ Ibid., p. 9.

¹² See for example, UNESCAP, “The Covid 19 Pandemic and Violence Against Women in Asia and Pacific,” 23 November 2020. <https://www.unescap.org/resources/covid-19-pandemic-and-violence-against-women-asia-and-pacific>

¹³ ASEAN, ASEAN Comprehensive Recovery Framework, November 2020, available at <https://asean.org/book/asean-comprehensive-recovery-framework-implementation-plan/>

socioeconomic development and maintenance of peace and security throughout the world and in the ASEAN region. Their crucial role is vividly demonstrated in the fight against the COVID-19 pandemic as women form the majority of front-line responders, social workers, health professionals and community volunteers, as well as caregivers at home and in communities.”¹⁴ Nevertheless, women are still underrepresented in the COVID-19 response in the ASEAN region. Across 11 COVID-19 task forces in eight AMS, where data was available, women represent only 25 per cent (or less) of participants. Three out of 11 have no women’s representation.¹⁵

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 for ensuring the WPS agenda is integrated into future responses. During the recent ASEAN Ministerial Dialogue on Strengthening Women’s Role for Sustainable Peace and Security held in September 2020, ASEAN foreign ministers recognised the fact that women face higher risks than men due to the economic downturn caused by COVID-19. As a result, the 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.”¹⁶

1.2 Global and regional frameworks on WPS

1.2.1 Global frameworks

UNSCR 1325, adopted on 31 October 2000 after advocacy from women’s organisations and civil society, stresses the need for women’s equal participation and full involvement in all efforts to maintain and promote peace and security. It also calls on UN Member States to mainstream gender into all peace and security institutions and activities to ensure they respond to the different needs of women and men and consider the gendered impact of their interventions and programmes.

UNSCR 1325 also calls upon all parties to armed conflict to take special measures to protect women and girls from gender-based violence, including sexual abuse. Although emphasis is often placed on women’s rights and protection issues related to armed conflict, UNSCR 1325 specifies the need for the full protection of women’s rights by peace and security institutions during peacetime,¹⁶ throughout conflict prevention efforts and during periods of relief and recovery. The participation objectives are also multi-faceted, including calls to include women leaders in high-level peace talks, and to fully support “local women’s peace initiatives and indigenous processes for conflict resolution” (UNSCR, 8b).

¹⁴ Chairman’s Press Statement of ASEAN Women Leaders’ Summit, “Women’s Role in Building a Cohesive, Dynamic, Sustainable and Inclusive ASEAN Community in a Post COVID-19 World.” 12 November 2020).

¹⁵ See, UNDP and UN Women, COVID-19 Global Gender Response Tracker.

¹⁶ Chairman’s Press Statement of the ASEAN Ministerial Dialogue on Strengthening Women’s role for Sustainable Peace and Security (Ha Noi, 10 September 2020), para 8.

¹⁶ Such as “measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary” (UNSCR, 8c).

Over the past two decades, 10 resolutions on WPS have been adopted.¹⁷ Obligations in the WPS resolutions extend from the international to the national to the local level. As binding Security Council resolutions, they are to be implemented by all Member States. They also outline obligations for other relevant actors, such as non-state groups and parties to conflict, regional and subregional organisations, UN agencies, civil society, among others. Many Resolutions include calls for more consultations and coordination between different parties, especially between Member States and civil society, including women’s organisations. The obligations include specific actions to recognize and protect the rights of women and girls in peace and security institutions and operations, including during relief and recovery. They also call upon all parties to take active steps to prevent violence, including sexual and gender-based violence, and to address the need for women’s access to health and wider services, such as economic opportunities. The Resolutions also outline commitments and measures to promote women’s full and meaningful participation in peace and security, including in positions of leadership. The Resolutions cover an expansive array of issues pertinent to WPS implementation, reflecting a growing awareness on the Security Council and among Member States of the comprehensive changes that are required to advance the WPS agenda.¹⁷

In addition to these 10 Resolutions, many other Security Council resolutions deal with specific issues that are related to WPS implementation, such as UNSCR 2538, introduced by Indonesia, on gender and peacekeeping. It was passed by consensus on 28 August 2020.¹⁸ Other resolutions are focused on specific conflicts but also include calls to integrate WPS priorities in the peace and security operations and response.¹⁹

After the adoption of UNSCR 1325, the Secretary-General and UN Security Council stressed the need for all countries to turn the principles of 1325 into reality by developing national action plans (NAPs) on WPS with concrete targets and commitments to guide both their domestic and foreign policies, institutions and initiatives. So far, 98 UN Member States (51 per cent) have NAPs on WPS; 35 of these NAPs include budgetary commitments.²⁰ In Asia-Pacific, 13 countries have launched NAPs. As will be further discussed below, AMS have made progress establishing NAPs

¹⁷ Security Council Resolutions 1325 (2000), 1820 (2008), 1888 (2008), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2467 (2019), and 2493 (2019).

¹⁷ For an in-depth analysis of the content of the WPS Resolutions and of CEDAW Recommendation 30 see UN Women, “Guidebook on CEDAW Recommendation No 30 and the UN Security Council Resolutions on Women, Peace and Security,” 2015.

¹⁸ While serving as President of the UN Security Council, Indonesia tabled UNSCR 2538, which was the first resolution dealing specifically with gender and peacekeeping. Passed by consensus on 28 August 2020, it calls on all member states, the UN and regional organisations to “strengthen their collective efforts to promote the full, effective and meaningful participation of uniformed and civilian women in peacekeeping operations at all levels and in all positions, including in senior leadership positions.” It also reiterated the importance of the UN’s zero tolerance policy for sexual harassment within peacekeeping missions.

¹⁹ For example, Resolution 2649 (August 2022) that pertains to the situation in Mali, stressed “the importance of the full, equal and meaningful participation of women in all the mechanisms established by the Agreement [on Peace and Reconciliation in Mali] to support and monitor its implementation.”

²⁰ For data and information regarding NAPs, see: <https://1325naps.peacewomen.org/>.

and other national policy frameworks to implement UNSCR 1325. Both Indonesia and the Philippines have NAPs, which were drafted in partnership with civil society. Other countries, including Cambodia, Malaysia and Viet Nam, have updated national policy frameworks to support the implementation of WPS.

In addition to UNSCR resolutions, there are other influential global frameworks related to WPS. The Beijing Declaration and Platform for Action (1995) was a precursor to the WPS agenda, articulating support for all of its substantive pillars (participation, protection, prevention, and relief and recovery), and calling for strategic action to understand “the effects of armed or other kinds of conflict on women, including those living under foreign occupation”, and recognition of women’s leadership, stating that women “are a fundamental force for... conflict resolution and the promotion of lasting peace at all levels.”²¹ In 2013 the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) Recommendation No. 30 was adopted on the rights of women in conflict prevention, conflict and post-conflict reconstruction.²² The recommendation extends the convention’s mandate to address the situation of women in all stages of the conflict cycle, and mandates states to collect data on the WPS agenda and report on national governments’ compliance with UN benchmarks. CEDAW’s General Recommendation 37 focuses on the gender-related dimensions of disaster risk reduction in the context of climate change. Furthermore, Agenda 2030 for Sustainable Development recognises that gender equality and women’s empowerment are central to peace, security and sustainable development, and promotes WPS through the Sustainable Development Goals on “gender equality” (#5), “reduced inequalities” (#10) and on “peace, justice and strong institutions” (#16) . In addition, gender issues are integrated into other SDGs”.

There have also been frameworks at the international level such as UNSCR 2250 (2015) on Youth, Peace and Security, to ensure peace and security is inclusive of youth, including young women. In addition, increasing efforts have been made to ensure that implementation of WPS is intersectional and inclusive of women with disabilities, the elderly and the young, as well as women from underrepresented and marginalised groups. However, much more work needs to be done to support inclusion and effective policy and programmatic work in these areas. The

²¹ Beijing Declaration and Platform for Action, 1995. See for example, para 12, 23, 44, 106, among others, that speak directly to WPS goals. The Beijing +5 special session of the General Assembly also reiterated these commitments, as did the Windhoek Declaration and Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Operations. Both of these sessions took place prior to the passing of 1325. For more discussion, see: UN’s IANWGE (Inter-Agency Network on Women and Gender Equality), “From the Charter to Security Council Resolution 1325,” <https://www.un.org/womenwatch/ianwge/taskforces/wps/history.html>.

²² All 10 ASEAN member states signed and ratified CEDAW, which is the key international legal framework for advancing gender equality and empowerment of women and girls. The General Recommendation applies in conflict and post-conflict settings to address particular needs and challenges faced by women in these contexts, including violence, access to basic social services, including health (including sexual reproductive health and rights) and education. It gives guidance on States parties’ obligation of due diligence in respect of crimes against women by non-State actors. CEDAW also provides concrete strategic guidance for actions to be taken on the broad commitments outlined in UNSCR 1325, and the CEDAW Committee recommends that States parties report on the legal framework, policies and programmes that they have implemented to ensure the human rights of women are protected in conflict prevention, conflict and post-conflict initiatives.

need for men, including young men, to be involved in implementing the WPS agenda, and to further understand the way they themselves are impacted by adverse gender norms and can work to promote gender equality, has also received increasing attention.

1.2.2 Regional frameworks

ASEAN has a longstanding commitment to gender equality as evidenced by the 1988 Declaration of the Advancement of Women in the ASEAN Region and the Declaration on the Elimination of Violence against Women in the ASEAN Region (2004). Other regional documents have spelled out broader commitments to gender equality, such as the Ha Noi Declaration on the Enhancement of Welfare and Development of ASEAN Women and Children (2010), and the ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals (2017).

A significant step forward in terms of integrating the WPS agenda came in 2017, with the 31st ASEAN Summit. The Joint Statement on Promoting Women, Peace and Security in ASEAN (JS) was developed with the leadership of the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) in consultation with the ASEAN Committee on Women (ACW) and the ASEAN Institute for Peace and Reconciliation (ASEAN-IPR).

The statement included many important commitments, such as a pledge by all 10 AMS to “promote gender equality and reduce social inequalities between men and women in our societies,” and to “commit to engage men and boys within the broader Women, Peace and Security agenda”. The statement also called upon all AMS to “encourage the integration of gender perspectives in all conflict prevention initiatives and strategies and ensure the full participation of women in peace processes, such as conflict prevention and post-conflict reconstruction and rehabilitation processes”.²³ The need to “build the capacity of women as peace builders, either as mediators, negotiators and/or first responders at the regional, national and local levels” and to “leverage the role of regional inter-governmental organisations and development partners in advancing the WPS agenda” was also recognised.

Since its adoption in November 2017, several initiatives have built upon the JS, such as the first ASEAN-Australia WPS Dialogue held in Melbourne, Australia (2018), the ASEAN Regional Forum (ARF) Joint Statement on WPS (2019), ASEAN Leaders’ Special Session on Women’s Empowerment in the Digital Age (2020), and the ASEAN Ministerial Dialogue on WPS (2020).

In addition, there were efforts made to establish regional bodies to promote the further consideration and integration of WPS and to boost capacity, such as the inclusion of the WPS agenda in the scope of work for the Technical Working Group on Protection, Gender and Inclusion of the ASEAN Committee on Disaster Management (ACDM) and internal coordination discussions and meetings between ACWC and ACW. Additional bodies in ASEAN have developed different mechanisms related to implementation of the WPS agenda, such as the Senior Officials Meeting

²³ Joint Statement on Promoting Women, Peace and Security in ASEAN, 2017.

on Transnational Crimes (SOMTC) through its Working Groups on Counterterrorism and Trafficking in Persons, and the ASEAN Defence Ministers' Meeting, Plus, through its Experts' Working Group on Peacekeeping Operations.²⁴ At the First ASEAN Women Leaders' Summit in 2020, leaders reaffirmed the need for greater cross-sectoral collaboration and support and to leverage ASEAN-led mechanisms and cooperation with development partners to support the implementation of regional commitments in advancing gender equality, women's empowerment and the WPS agenda. In 2018, in support of implementation of the 2017 JS and as an actualisation of one of its functions to galvanise expertise to support member states on issues of conflict prevention, conflict resolution and reconciliation, the ASEAN Women for Peace Registry was established under the ASEAN-IPR.

ASEAN's first Regional Symposium on Implementing the Women, Peace and Security Agenda was held on 22-23 August 2019 in Phnom Penh, Cambodia. The regional symposium was the first ASEAN-led multi-sectoral and multi-stakeholder platform for holistic discussion on ASEAN interpretations of WPS, progress on key areas such as women in peacebuilding, economic and livelihood options in post-conflict time, and recommendations on advancing WPS in the region. One of the key recommendations from the symposium was to conduct a regional study on women, peace and security to further understand interpretations of WPS across the region, including how it relates to ASEAN's three community pillars: Political-Security Community (APSC), Economic Community (AEC) and Socio-Cultural Community (ASCC). Coinciding with the regional symposium in 2019, the foreign ministers of the ASEAN Regional Forum (ARF), including 10 AMS and the ASEAN dialogue partners, adopted the Joint Statement on Promoting the WPS Agenda at the ARF, including the commitment "to increasing the meaningful participation of women's civil society organisations and networks" in implementing the WPS agenda. The ARF joint statement is considered evidence of an emerging shared consciousness and collective spirit among AMS and dialogue partners of the WPS agenda in the region.²⁵

The regional symposium also led to the establishment of the Advisory Group on Women, Peace and Security, to be composed of representatives from the ACW and the ACWC. The advisory group, with the support of the ASEAN-USAID Partnership for Regional Optimization with the Political-Security and Socio-Cultural Communities (PROSPECT) and UN Women, oversaw the ASEAN Regional Study on WPS and embarked on developing this ASEAN Regional Plan of Action on WPS. The project, "Development of the ASEAN Regional Plan of Action on Women, Peace and Security (ASEAN RPA on WPS)" was endorsed by the ACW as the sponsoring ASEAN body on 14 January 2021.

As evident from the above, there has been significant work done on which to build an RPA WPS in ASEAN, in terms of relevant substantive content, negotiated language and commitments, and institutional structure. These frameworks provide a strong foundation for ASEAN to translate its commitment to advance the WPS agenda in the region into action. Some of the key regional

²⁴ For more information about the ASEAN community pillars, sectoral bodies, institutions, and entities relevant to WPS, see section 3.3 in the ASEAN Regional Study on Women, Peace and Security.

²⁵ ASEAN Regional Study on Women, Peace and Security, March 2021, p. 40.

frameworks that have been highlighted as especially relevant in shaping the RPA WPS are as follows:

- ASEAN Regional Plan of Action on Ending Violence against Women, 2017;
- ASEAN Regional Strategic Framework on Gender Mainstreaming, 2021-2025;
- ASEAN Regional Framework on Protection, Gender and Inclusion in Disaster Management, 2021-2025;
- ASEAN Vision 2025: Political, Economic and Socio-Cultural Community Pillars, 2015;
- Joint Statement on Promoting Women, Peace and Security in ASEAN, 2017;
- ASEAN Plan of Action to Prevent and Counter the Rise of Radicalisation and Violent Extremism, 2019-2025;
- ASEAN Comprehensive Recovery Framework (especially its call for gender mainstreaming in COVID-19 response and recovery), 2020;
- ASEAN Border Management Cooperation Roadmap, 2021;
- ASEAN-UN Plan of Action 2021-2025;
- ASEAN Convention Against Trafficking in Persons, Especially Women and Children, 2015.

1.3 Status of the implementation of the WPS agenda in the region: progress, challenges and opportunities

1.3.1 Progress

Since 2017, there has been significant momentum within the ASEAN region to accelerate progress towards the implementation of the WPS agenda, as shown in the ASEAN Regional Study on Women, Peace and Security released in 2021. Some examples of progress include:

- Strengthened regional endorsements and frameworks on the promotion of WPS (including the Joint Statement on WPS in ASEAN and other agreed upon frameworks discussed above). The ASEAN political-security, economic, and sociocultural communities have all engaged to advance the WPS in ASEAN, establishing a foundation for further regional institutionalisation and integration led by the WPS Advisory Group;
- Increased contribution of female troops and police officers by AMS to UN peacekeeping missions;
- Increased numbers of women employed in law enforcement institutions;²⁶
- The development of national action plans (NAPs) and national policy frameworks on women, peace and security. In 2010, the Philippines was the first country in Asia to launch a NAP, followed by Indonesia in 2014. The Philippines held a review of the first NAP, and in 2014, after a series of consultations, enhanced the action points and indicators for the second-generation NAP. The Philippines launched its second official NAP in 2017 for the period 2017-2022. It was also the first country in the region to localise the WPS agenda,

²⁶ See, UNODC, UN Women, InterPol, Women in Law Enforcement in the ASEAN Region, available at <https://asiapacific.unwomen.org/en/digital-library/publications/2020/08/women-in-law-enforcement-in-the-asean-region>.

doing so in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) through the development and implementation of the BARMM Regional Plan of Action on WPS.

- Indonesia has worked to mainstream the WPS agenda at the national level through the National Action Plan for the Protection and Empowerment of Women and Children in Social Conflicts, or RAN P3AKS, for the period 2014-2019.²⁷ In 2021, Indonesia adopted its second NAP for WPS, 2020-2025, as well as the National Action Plan for Preventing and Countering Violent Extremism that leads to Terrorism (RAN-PE) 2020-2024.
- National policies in many AMS have supported various pillars and activities related to the WPS agenda. Thailand has issued the Measures and Guidelines on Women and the Promotion of Peace and Security, with support from UN Women.²⁸ A Gender Action Plan for law enforcement was drafted in Cambodia, involving the Cambodia Ministry of Interior, Ministry of Justice and other stakeholders. Myanmar enacted the National Strategic Plan for the Advancement of Women (2013-2022). The Law on Gender Equality, passed in 2006 in Viet Nam, guaranteed equal rights to women and called for gender strategies for each government ministry. The National Strategy on Gender Equality for Viet Nam was also respectively adopted in 2010 for the period of 2011-2020 and in 2021 for the period of 2021-2030.
- Increased mainstreaming of gender by AMS on security issues, and strong experiences bringing gender-inclusive perspectives to non-traditional security issues at the regional level, including trafficking in persons, disaster management and response, climate change, and public health emergencies.

As discussed in more detail in the ASEAN Regional Study on WPS, while member states are engaged with all aspects of the WPS agenda, many have emphasised different aspects. Some, such as Indonesia, Malaysia and the Philippines, have focused on women's role in conflict prevention, including preventing and countering violent extremism. Cambodia, Indonesia and Vietnam have advanced women's participation in peacekeeping, while the Philippines has had a strong focus on women's central role in peacebuilding processes.

1.3.2 Challenges, opportunities and strategic approaches

The WPS agenda should inform responses to all security concerns in the region. In the post-pandemic context, ASEAN should leverage the WPS agenda to effectively prevent conflict and insecurity, and to ensure women's engagement and needs are met in post-COVID recovery efforts. Increased attention to the implementation of WPS can also help to address sexual and gender-based violence (SGBV) in the context of conflict and crisis, and mainstream gender in conflict and crisis prevention.²⁹

²⁷ Ministry of Foreign Affairs of the Republic of Indonesia, "Twenty Years of Women, Peace and Security Agenda: Indonesian Women Continue to Contribute to World Peace," 23 October 2020.

²⁸ More information about the national policies on WPS, and a fuller survey of the achievements and challenges related to WPS implementation across the region is available in the ASEAN Regional Study on WPS.

²⁹ "Findings," ASEC's Presentation on WPS Initiatives in ASEAN.

There are several broad strategies and pathways to the realisation of the WPS agenda in the ASEAN region, consistent with the challenges of the 21st century:

- Ensure women’s participation in preparedness and responses to both traditional and emerging security issues and concerns, such as COVID-19 recovery, threats to cybersecurity and climate change resilience planning;
- Promote a whole of society approach to governance reforms and peace and security policymaking and broad understanding of the benefits of inclusive governance to sustaining peace and security;
- Increase the meaningful participation of women in peacemaking, peacekeeping and peacebuilding efforts, ensuring that women are fully involved as equal partners from the earliest stages in every peace and political process supported by the United Nations;
- Ensure efforts to implement the WPS agenda are equipped to address the needs of all women and men, including those facing risks of further exclusion or vulnerability due to age, race, income, gender, class, religion, ethnic or social origin, displacement, marital status, disability and other variables;
- Enhance coordination and cooperation at the humanitarian-development-peace nexus to address conflict risk factors and disaster preparedness through gender responsive strategies and approaches.

Specific approaches include:

First, translating commitment into implementation of the WPS agenda at regional and country levels is key to realizing women’s meaningful participation in peace and security decision-making processes. Building on successful local and national initiatives, AMS can further replicate good practices and lessons learned within the region to promote the localisation of the WPS agenda in response to peace and security challenges.³⁰

Second, enhancing institutional capacity for WPS analysis and response at regional and country level, including scaling up efforts so that localised efforts inform regional approaches, will be critical to the implementation of the RPA WPS. The JS calls upon “relevant ASEAN bodies to work together to promote the Women, Peace and Security agenda in the ASEAN region”. Regional cooperation can help make progress on the central goals of the WPS agenda while recognizing capacities and interests at the national level.

Third, the wide range of civil society organisations (CSOs) across the region, and variation in the space conducive to their active participation and inclusion, presents both a challenge and an opportunity for the development and implementation of an RPA WPS. Fostering a constructive engagement and dialogue with civil society is important for the implementation of WPS. As the ASEAN Regional Study on WPS stated: “Civil society and government partnerships have been

³⁰ “Findings,” ASEAN Regional Study on WPS, p. 2.

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."³¹

Fourth, creation of greater and wider space for women's participation in peace and security fields, including in security and defence, is critically important for advancing the WPS agenda, especially where the numbers of women remain low. More efforts are needed to enhance women's participation, especially at higher ranks and in leadership positions.³² The engagement of younger women in emerging security crises, such as climate change and the digital space, is also necessary for achieving success of the WPS agenda.

Fifth, analysis so far, not only in Southeast Asia but around the world, on challenges to making concrete progress on WPS suggests that there needs to be increased leadership, understanding and involvement of men in implementing the WPS agenda. "The development of an RPA WPS, or other ASEAN-led WPS initiatives, could highlight ways of engaging male counterparts as champions of the WPS agenda."³³ "Developing champions and advocates within male leaders must increasingly be a priority for the RPA WPS and its supporters."³⁴ Analysts suggest that around the world, WPS is still misunderstood, considered a "women's issue", and one that needs to be addressed by women. Government officials across all levels need further capacity-building to understand the ways WPS is critical to effective governance and sustainable peace.

Sixth, women continue to play central roles in service delivery and COVID-19 response on the ground but are not centrally engaged or consulted in policy and planning with respect to prevention and response or recovery, or recruited for leadership roles. Relief and recovery efforts, from pandemic to disaster and crisis management and response, should advance the WPS agenda at the regional level.³⁵

1.4 Rationale for an ASEAN Regional Plan for Action

ASEAN is committed to achieving gender equality and the empowerment of all women and girls. The RPA WPS is designed to leverage this strong political will as well as successes so far, both regionally and within AMS, on gender equality, to make further progress on implementing the WPS agenda and achieving results. The RPA WPS echoes the region's vision of an inclusive community that promotes a high quality of life, provides equitable access to opportunities for all and supports the protection of human rights. The ASEAN Ministerial Dialogue on Strengthening

³¹ "Findings," ASEAN Regional Study on WPS, p. 2.

³² "Findings," ASEC's Presentation on WPS Initiatives in ASEAN.

³³ ASEAN Regional Study on Women, Peace and Security, March 2021, p. 41.

³⁴ Ibid.

³⁵ ASEAN Regional Study on Women, Peace and Security, March 2021, p. 41 and ASEC's Presentation on WPS Initiatives in ASEAN.

Women's Role for Sustainable Peace and Security, held in September 2020, reiterated ASEAN's determination to ensure the integration of WPS into regional policies and framework across the three ASEAN community pillars: Political Security Community (APSC), Economic Community (AEC), and Socio-Cultural Community (ASCC).

Specifically, the RPA WPS aims to:³⁶

- Promote gender mainstreaming in peacebuilding, peace processes, conflict prevention and resolution and recovery in line with implementation of the JS, and ensure that WPS is situated under broader efforts to promote gender equality and empowerment of women and girls in the region;
- Provide the regional normative framework to set strategic priorities and action to enhance synergies between regional and country-level efforts to advance the WPS agenda in the ASEAN region;
- Provide an appropriate holistic and integrated approach to WPS issues in the region to address both traditional and non-traditional security issues and challenges, including a coordination mechanism for implementation that will promote cross-sectoral and cross-pillar cooperation;
- Support AMS in the localisation of WPS³⁷ and articulation of relevant priorities in the development of NAPs and relevant policy frameworks at the country level;
- Promote collaboration among the AMS and foster regional learning and exchange of knowledge and capacity-building through ASEAN sectoral bodies and institutions working to advance WPS, including think tanks, research and academic institutes;
- Raise awareness to advance ownership of the WPS agenda among policymakers, government departments and civil society, including by enhancing the capacity to apply the WPS to tackle emerging non-traditional security challenges, including pandemics, cybersecurity, climate-related disaster and natural hazards and displacement, among others.

The RPA WPS will serve as a broad policy framework to guide and inspire commitments at the regional level, and offer a range of options and practices for national implementation and support from regional and international actors, including the United Nations and dialogue partners. The RPA WPS is designed to build upon the wide-ranging support for WPS as reflected in the Joint Statement on WPS and other regional documents, as well as to ensure concrete and measurable progress on all four WPS pillars.

1.5 Process for development of the RPA WPS

³⁶ Joint Presentation on Development of RPA WPS in ASEAN-FINAL, 28 January 2022.

³⁷ The ASEAN Women for Peace Registry is a resource for tapping into the expertise of women working on peace and security throughout the region to promote effective localisation of WPS.

A key consideration in developing the ASEAN RPA on WPS was to ensure all three ASEAN community pillars were engaged and had ownership over its content and commitments. The participatory process involved multiple ASEAN sectoral bodies overseeing regional cooperation on gender equality and the empowerment of women and girls, defence, transnational crime, human rights, disaster management and humanitarian assistance.

Receiving input and facilitating consultations with CSOs and women's organisations was also considered essential. Emphasis was also placed, throughout the process on ensuring alignment with national priorities. With respect to the RPA's implementation and the coordination mechanism, indicators and data collection for monitoring and reporting progress will be further developed in line with UN Women's support to ASEAN on gender data and statistics.

The ASEAN Advisory Group on Women, Peace and Security, established in 2019, has overseen the formulation of the RPA and has steered its strategic direction. The Advisory Group comprised representatives from the ASEAN Committee on Women (ACW) and the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC). It was later expanded to include 11 sectoral bodies and institutions across all three ASEAN community pillars to shepherd the development of the RPA WPS. These include the ASEAN Ministerial Meeting on Women, the ASEAN Women Entrepreneurs Network (AWEN), the ASEAN Institute for Peace and Reconciliation (ASEAN-IPR), the Working Group on Counter Terrorism (WG-CT) of the Senior Officials Meeting on Transnational Crimes (SOMTC), the ASEAN Inter-Governmental Commission on Human Rights (AICHR), and the Working Group on Protection, Gender and Inclusion of the ASEAN Committee on Disaster Management (ACDM). Cambodia, which is serving as the ASEAN Chair in 2022, also chairs the Advisory Group on WPS and is a lead country for the development of the RPA WPS. The project "Development of the ASEAN Regional Plan of Action on Women, Peace and Security (ASEAN RPA on WPS)" was endorsed by the ACW as the sponsoring ASEAN body on 14 January 2021.

Development of the RPA WPS has been informed by various technical briefing and brainstorming sessions. These solicited inputs, and allowed for discussion among ASEAN member states, the United Nations and dialogue partners, representatives from civil society, women and youth groups, think tanks and research institutes within the region. The process and substantive content were also informed by lessons learned shared from other regions on WPS implementation.

1.6 Key strategies and actions

The matrices of priority actions for WPS implementation, below, are divided into four different tables, each covering key pillars of the WPS agenda: protection, participation, prevention, and relief and recovery.

One outcome³⁸ is specified for each of the pillars except for prevention, which has two—one focussed on fully integrating women into initiatives to prevent threats to peace and security (such as conflict prevention efforts), and another specifically focussed on the prevention of sexual and gender-based violence.

Outputs refer to tangible, measurable results attained that are within the control of the implementing agency. The priority actions identified in each table are concrete initiatives to be carried out to achieve the specific outputs. The framework is logical and results-based: the actions work to achieve the outputs, which aim to generate the outcomes. Outcome indicators specify what is to be measured to track progress with respect to achieving the outcomes.

PROTECTION MATRIX

Strategic Outcome 1: Protection of the rights of women, young women and girls, including those of marginalised groups, in policies, practices and institutions related to peace and security, including the protection of women and girls from all forms of sexual and gender-based violence (SGBV) in conflict, post-conflict, peacebuilding and humanitarian settings.³⁹

³⁸ Part 2 of this document further defines terms such as “Outcome” and “Output” used in the Matrices of Priority Action included in the RPA, and also discusses next steps for the substantiation of a comprehensive M&E plan.

³⁹ Addressing sexual and gender-based violence is explicit in the existing text of the Joint Statement on Promoting Women Peace and Security in ASEAN (2017) as well as the Joint Statement on Promoting the Women Peace and Security Agenda at the ASEAN Regional Forum (2019). Reference is made to “marginalised groups” because one overarching aim of this RPA WPS is to equip peace and security policies and initiatives to recognise not only sex (M/F), but also other factors that affect the experience of individuals with peace and security processes and institutions, and that should be considered when designing and implementing responses to security challenges. An intersectional approach to WPS acknowledges that women and men may have different experiences, needs

Outcome indicators:

- Total expenditure and proportion⁴⁰ of funded projects and initiatives to support SGBV survivors in conflict, post-conflict, peacebuilding and humanitarian settings, including appropriate health information, psychosocial support, safe spaces and health care and essential services.
- Number of ASEAN member states (AMS) with policy and programme frameworks, including NAPs, and budgetary support, to integrate the protection of the rights of women and girls into peace and security initiatives.
- Number of AMS with gender responsive coordination mechanisms at national and local levels that prevent and respond to SGBV and mitigate the distinctive challenges and vulnerabilities faced by women and girls during disaster and emergency response, and conflict situations.
- Number of mechanisms in place to monitor, prevent and respond to violence against women in politics, as well as women serving in the armed forces and police (including online violence), and to track reports of SGBV involving the armed forces, police and other peace and security personnel.

Output 1.1. ASEAN member states have increased capacity to develop and implement legislation, policies and measures to prevent and eliminate SGBV and to address the needs of SGBV victims/survivors, including in conflict-affected areas, emergency and humanitarian settings.

and concerns with respect to peace and security due to many variables, and the way these variables “intersect” with each other, often resulting in multi-faceted experiences of marginalisation and exclusion. These variables include race, class, ethnicity, gender, disability, religion, age, marital status, indigenous status, migration status and other factors.

⁴⁰ References to “proportion” should be understood to relate to the specific circumstances, conditions and timeframes, under which the assessment is being made. (see for example, EU Action Plan on Women, Peace and Security, 2019-2024).

Priority Action 1.1.1. Ensure accountability to survivors for SGBV incidents that occur during or after situations of conflict, disasters, and situations of unrest through legal and judicial process and transitional justice⁴¹ mechanisms, with the full and effective participation of women in such processes and ensuring that victims/survivors are able to access redress, reparations and other remedies (national level).⁴²

Priority Action 1.1.2. Build the capacity of frontline responders (e.g. police, military, social workers, peacekeepers, etc.) working in the peace and security sector to prevent and respond to SGBV, including through trainings (gender training, bystander training, “gender dialogues”, role-playing and drills to ensure effective response to SGBV).

Priority Action 1.1.3. Launch activities at the national level, based on data of what is most needed at local levels and reflective of best practices in service provision, legislation and policy-related reform, to improve the provision of multi-disciplinary and coordinated response services to prevent and address SGBV through an integrated support system. Provide victims/survivors access to justice, legal assistance and social protection and services, including counselling and peer-to-peer support mechanism with resource allocation at the national level.

Priority Action 1.1.4. Support survivor-centred training/programmes to build capacity of first responders to provide outreach to both survivor-victims and their families when requested by survivor-victim to ensure rights of women and girls are understood by family members, and in cases of SGBV, to reduce stigma and enable survivors of SGBV and their families to receive support, and access to services.

Priority Action 1.1.5. Provide safe spaces such as shelters for survivor-victims of SGBV and increased capacity of police and others to refer clients to these spaces, and to protect their security.

Priority Action 1.1.6. Build capacity and enhance channels/opportunities for CSOs and women’s organisations to work with government stakeholders in the management and implementation of referral networks and mechanisms for survivor-victims of SGBV.

⁴¹ This language aligns with the ASEAN RPA on EVAW.

⁴² This Priority Action is called for in the ASEAN RPA on EVAW.

Priority Action 1.1.7. Identify challenges faced by survivors-victims with respect to access to justice, such as legal literacy ⁴³ , financial challenges, language issues, availability of legal counsel trained in SGBV issues, and access to civil society groups working on SGBV and legal support.
Priority Action 1.1.8. Enhance capacity to collect and analyse data (respecting anonymity and privacy considerations) on SGBV incidence and SGBV service provision at local, national and regional levels to inform and track progress and challenges in the implementation of policies and programmes.
Priority Action 1.1.9. Establish concrete mechanisms to increase cross-pillar and multi-sectoral cooperation in ASEAN to address the higher risk of SGBV in emergency and humanitarian settings, areas of conflict and instability. ⁴⁴
Priority Action 1.1.10. Integrate SGBV programming in ASEAN efforts to address emerging non-traditional security challenges, such as prevention of violent extremism, climate change, displacement, transnational crimes including trafficking in persons and cybercrimes and other forms of insecurities.
Priority Action 1.1.11. Share best practices, case studies among AMS on integrated services to prevent and respond to SGBV, including public awareness campaigns to reduce stigma and discrimination of survivors, and to target issues such as early and forced marriage that are exacerbated by conflict and security challenges. Explore opportunities to partner with the media to also raise awareness and support these objectives.
Priority Action 1.1.12. Profile cases of men and women as agents of change and leaders in preventing and addressing SGBV at local, national and regional levels, and in partnership with the media.
Priority Action 1.1.13. Launch programme to utilise emerging digital technology to make progress on WPS objectives, to close gender digital divide, harness opportunities (such as tracking SGBV) and mitigate risks (such as preventing and addressing online harassment and online misogyny, and protecting privacy and personal data).

⁴³ Legal literacy is a term used here to refer to the understanding of individuals of issues involving the law, such as protected legal rights, rights to counsel and representation and to justice.

⁴⁴ As recommended in ASEAN Report on WPS, p.2, and the ASEAN Regional Framework on Protection, Gender and Inclusion endorsed and launched by ACDM in 2022.

<p>Output 1.2. Increased capacity of ASEAN and AMS to promote the protection and safeguarding of women’s and girls’ rights, and women’s economic empowerment, in conflict-affected contexts as well as during times of emergency, humanitarian response and insecurity.</p>
<p>Priority Action 1.2.1 Integrate economic perspective within the WPS agenda.⁴⁵ Ensure the protection and support of women’s livelihoods, particularly in the context of disasters, conflicts and crises, and explore opportunities for the private sector to effectively promote WPS objectives.</p>
<p>Priority Action 1.2.2. Identify needs and provide support to women and girls with care work demands, which are often increased during times of displacement, conflicts, insecurity, disasters, public health and economic crises⁴⁶ and support and recognise shared responsibility of women and men for the care of children, elderly and others with care needs (such as those who are ill or with significant disabilities).</p>
<p>Priority Action 1.2.3. Mainstream gender issues⁴⁷ into the provision of health care services (including sexual and reproductive health), including in emergency and humanitarian settings. Build capacity of frontline responders to understand and provide culturally sensitive and appropriate health care services to minority women, youth, elderly, women with disabilities, etc., during times of conflict, insecurity and violence.</p>
<p>Priority Action 1.2.4. Promote the rights of girls and women to education, and the availability of educational opportunities (digital training, vocational, academic) to those facing both traditional and non-traditional security challenges and displacement.</p>
<p>Priority Action 1.2.5. Consider ways to include gender equality and WPS objectives in educational curriculum to raise awareness of these issues and increase understanding of how to implement the objectives of peace, understanding and equality within one’s own sphere of influence (e.g. family and local community levels, as well as in training programmes related to peace and security such as military colleges).</p>

⁴⁵ ASEAN Report on Women, Peace and Security, p. 28.

⁴⁶ “Recognise and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.” (ASEAN Regional Plan of Action on the Elimination of Violence Against Women (EVAW), p. 10).

⁴⁷ See ASEAN Gender Mainstreaming Strategic Framework, 2021-2025.

Priority Action 1.2.6. In consultation with civil society organisations, identify concrete mechanisms for meeting and engaging with civil society, including youth and faith-based organisations, and provide opportunities for the participation of CSOs working on women’s rights at national and regional levels to provide inputs into government and ASEAN peace and security initiatives.⁴⁸

Priority Action 1.2.7. Identify steps needed and design plan to support consultations with an ASEAN regional WPS Community of Practice (government, the security sector, academic experts and CSOs) to promote joint and effective action among policymakers, practitioners, academics, etc., on women’s rights protection.⁴⁹

Output 1.3. The security sector (including military and police forces) has identified ways to improve gender mainstreaming and women’s rights protection in its responses to traditional and non-traditional security challenges.

Priority Action 1.3.1. Build capacity of government security institutions and actors to integrate and mainstream gender into their policies and practices drawing on the talents, experiences, knowledge and skills of both men and women.

Priority Action 1.3.2. Develop institutional gender assessments, such as the Measuring Opportunities for Women in Peace Operations among others, to understand challenges and barriers to women’s full and meaningful inclusion in the security sector, and identify gaps in the mainstreaming of gender into the security sector.

Priority Action 1.3.3. Explore the possible benefits of establishing gender units in security institutions.

Priority Action 1.3.4. Equip and train the security sector, such as police and armed forces, and other frontline providers, to protect women’s rights, and to assess and understand the needs of women who may have specific risks or concerns, such as minority

⁴⁸ As recognized by the “Agreed Conclusions” for the Commission on the Status of Women 66 (2022), steps need to be taken to protect the rights and safety of civil society actors. The CSW agreed to “support the important role of civil society actors in promoting and protecting the human rights and fundamental freedoms of all women” and to “take steps to protect such actors, including women human rights defenders....from violations and abuses against them, such as threats, harassment, violence and reprisals.” UN Economic and Social Council, CSW 66, 29 March 2022.

⁴⁹ ASEAN Report on WPS, p. 2.

women, women with disabilities, elderly women, unaccompanied youth and children, migrant workers⁵⁰ and displaced and refugee women, to ensure their safety, personal dignity and empowerment, including in fragile and conflict-affected settings.

PARTICIPATION MATRIX

Strategic Outcome 2: Women’s full, meaningful and equal participation in institutions, organisations and decision-making processes related to peace and security, including in leadership positions.

Outcome indicators:

⁵⁰ Recognizing the large numbers of migrant workers in the region are the: ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers adopted in 2007, Declaration on Migrant Worker Rights (2009), ASEAN Regional Conference of Senior Officials on Strengthening the Protection and Empowerment of Women Migrant Workers in Manila on 13-14 November 2014 and the ASEAN Consensus On The Protection And Promotion Of The Rights Of Migrant Workers (2017).

- Numbers and proportion of seats held by women, including those from minority and marginalised groups,⁵¹ in (a) national parliaments and (b) local governments, as well as in managerial positions.⁵²
- Number and proportion of women in ASEAN sectoral bodies and entities, with specific mention of those in leadership and senior positions such as heads of diplomatic missions and ASEAN delegations, as well as ASEAN staff participating in UN and other international and regional meetings, missions and operations. This should include, where possible, reporting of diversity-related data respecting privacy concerns.⁵³
- Number of AMS that adopted policies and strategies to support participation and leadership of women in peace and security decision-making.⁵⁴
- Number and percentage of women mediators, negotiators, technical experts and signatories in major peace processes in the AMS,⁵⁵ including peace commissions and truth and justice commissions, as well as in informal peace processes where ASEAN and AMS are engaged, with specific mention of those in leadership positions.

Output 2.1. Increased capacity to ensure women’s representation and full and equal participation at regional and national levels and in key leadership positions within ASEAN Community pillars, sectoral bodies and associated entities.⁵⁶

⁵¹ This would include reporting of variables such as race, class, ethnicity and other factors to support diversity and inclusion. Ethical data collection measures need to be considered and adopted, and measures taken to protect security and privacy concerns, such as the voluntary and anonymous reporting of diversity-related data.

⁵² This complements indicators 5.5.1 and 5.5.2 for UN Sustainable Development Goal 5. Target 5.5. (UN SDG) is to “ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.”

⁵³ See footnote 12 above.

⁵⁴ At the national level, this indicator may consider adding specific actions/targets to increase participation and leadership of women from marginalised and disadvantaged groups, including women with disabilities.

⁵⁵ See some baseline data available for selected countries available at peacemakers.org, and ASEAN-IPR data available at <https://asean-aipr.org/asean-women-peace-registry/>.

⁵⁶ In spite of gains, there are persistent gaps and lack of representation. Specific measures need to be taken to ensure representation and inclusion in formal decision-making process for women of marginalised and disadvantaged groups. See, ASEAN Gender Outlook, 1 March 2021, available at <https://data.unwomen.org/publications/asean-gender-outlook>; and ASEAN Gender Mainstreaming Strategic Framework 2021–2025, available at <https://asean.org/wp-content/uploads/2022/01/ASEAN-Gender-Mainstreaming-Strategic-Framework-endorsed-by-AMMW.pdf>.

<p>Priority Action 2.1.1. Conduct a review of recruitment and retention policies, life/work balance policies, and identify other possible institutional and policy barriers to enhancing gender balance, including in leadership positions in institutions and processes related to peace and security in ASEAN and its member states. Make evidence-based recommendations.</p>
<p>Priority Action 2.1.2. Encourage ASEAN and its member states to adopt policy commitments and implement recommendations to address gender imbalances in institutional representation and ensure women’s full and meaningful participation.</p>
<p>Priority Action 2.1.3. Adopt concrete targets (e.g. proportion of women) to address gender imbalances in institutional representation at all levels.</p>
<p>Priority Action 2.1.4. Enhance data collection and reporting of numbers of women and men (sex-disaggregated data) across all ASEAN Community pillars, sectoral bodies and associated entities to promote equal leadership and participation.</p>
<p>Priority Action 2.1.5. Establish an annual scorecard/reporting mechanism on institutional gender balance and women’s participation, especially in peace and security decision-making.</p>
<p>Priority Action 2.1.6. Conduct training and capacity-building exercises to promote the full inclusion of women and other potentially marginalised groups in peace and security within ASEAN Community pillars, sectoral bodies and associated entities. Identify norms and practices that should be changed and new approaches to adopt in order to increase representation of those from minority and marginalised groups, and improve gender balance, including in leadership positions.</p>
<p>Priority Action 2.1.7. Ensure mainstreaming of gender in all recruitment, retention and promotion policies, and exit surveys to ensure women’s full inclusion and opportunity within security sector institutions.</p>
<p>Priority Action 2.1.8. Compile lessons learned and good practices across all AMS, such as those identified from the women’s leadership sub-component of ASEAN’s disaster capacity-building programmes.</p>
<p>Output 2.2. Women’s organisations, youth organisations and other civil society groups can meaningfully participate in ASEAN’s consultation, planning, implementation and evaluation processes, to better reflect the perspectives and needs of women and girls in the region, and ensure women’s equitable participation and inclusion.</p>

<p>Priority Action 2.2.1. Collect and analyse baseline data on the inclusion and participation of women’s organisations in the development and implementation of ASEAN’s peace and security policies and programmes (in traditional and non-traditional security areas).</p>
<p>Priority Action 2.2.2. Systematise the regular collection, analysis and public availability of data on the participation of women and women’s organisations in the development and implementation of ASEAN’s peace and security policies and programmes (traditional and non-traditional security areas).</p>
<p>Priority Action 2.2.3. Identify groups and women that are underrepresented, and ensure effective and inclusive participation channels, tools and guidelines (including digital ones) for civil society, crisis-affected women and GBV survivors among others, such as women with disabilities, women from linguistic and ethnic minorities, etc.</p>
<p>Priority Action 2.2.4. Develop concrete policies, institutional mechanisms and funded work plans (including targets) for regular consultations with civil society and other networks, such as annual meetings and/or online consultation processes, to solicit inputs on peace and security issues, policies and programmes. Explore possibilities to further include CSOs as ASEAN-affiliated entities or ASEAN-affiliated women mediators.</p>
<p>Priority Action 2.2.5. Support national and regional networks of women’s organisations/CSOs across relevant thematic expertise (EVAW, DRR/humanitarian, among others) to coherently address people’s vulnerability before, during and after crises through a continuation and linkages of efforts in the peace, humanitarian and development fields.</p>
<p>Priority Action 2.2.6. Identify steps needed to establish ASEAN regional WPS community of practice to identify and share good practices and lessons learned across pillars, and further enable multi-stakeholder partnerships and governance for policy success.⁵⁷</p>
<p>Priority Action 2.2.7. Promote engagement of families, communities, faith-based organisations, the media and the private sector to enhance women’s participation and leadership in peace and security-related initiatives at the regional and national levels as appropriate.</p>

⁵⁷ Recommended by ASEAN Report on WPS, p.2 and 4.

Priority Action 2.2.8. Engage with the media, as well as public relations and communications departments in ASEAN bodies and national governments, to encourage “gender fair” language when reporting on peace and security and to support the visibility of both women and men engaged at local, national and regional levels in supporting WPS priorities, including through civil society initiatives.

Output 2.3. Women peacebuilders, either as mediators, negotiators and/or first responders, have increased opportunity and capacity to participate at the international, regional, national and local levels.

Priority Action 2.3.1. Build capacity of the ASEAN Women for Peace Registry and/or regional networks of women peace mediators and negotiators, including identification of training needs and development of standardised training and curriculum in various thematic areas related to peacebuilding, conflict prevention, resolution and recovery, including digital skills.

Priority Action 2.3.2. Leverage and expand on expertise in ASEAN with women peacebuilders by profiling women peacebuilders at the regional and country levels and documenting case studies and lessons learned from the women to share regionally and internationally.

Priority Action 2.3.3. Establish and/or expand vetted rosters at national and regional levels of women trained and qualified for peace mediation and negotiation.

Output 2.4. Women can participate meaningfully and fully in the security sector institutions of the ASEAN member states, such as the armed forces and police, including in positions of leadership, and there is increased capacity to deploy women peacekeepers at all ranks and in leadership positions in particular.

Priority Action 2.4.1. Encourage AMS to set targets for proportionality of women to improve gender balance at all levels within AMS security sector institutions, and to review recruitment, retention, deployment and promotion policies and practices to support gender equality in law enforcement, armed forces and in UN Peacekeeping⁵⁸ deployments.

⁵⁸ The ASEAN Concept Paper on Enhancing Support Mechanism for ASEAN Women Peacekeepers, which was adopted at the ASEAN Defence Ministers’ Meeting on 22 June 2022, outlines initiatives to support women peacekeepers in the ASEAN region.

Priority Action 2.4.2. Work with AMS to identify concrete ways to utilise multi-sectoral and cross-pillar guidance and expertise to AMS on gender mainstreaming the national security sector and to improve gender balance, particularly women’s participation in the security sector (including military and law enforcement) to address both traditional and non-traditional security issues, such as transnational crime, border management⁵⁹ and cybersecurity.

Priority Action 2.4.3. Work progressively towards increasing sex-disaggregated data collection and analysis on women’s participation in the security sector to capture the baseline data, monitor progress and inform targeted regional and country-level interventions as appropriate.⁶⁰

Priority Action 2.4.4. Enhance regional networks and platforms for AMS to share experiences and best practices with respect to improving gender balance and women’s participation in the security sector (national WPS policies, gender training in defence and police sectors, gender barrier assessments, etc.).

Priority Action 2.4.5. Assess current networks utilised by women in the security sector (police, military, defence, peacekeeping, etc.) and identify additional networks and mentoring opportunities that may be needed, and opportunities for promoting women’s leadership and participation in the security sector, further tapping into the expertise of these networks, and identifying ways men can further support female leadership and success in the security sector.

Priority Action 2.4.6. Encourage the use of gender fair language⁶¹ throughout the security sector and the representation of both women and men in recruitment campaigns and other public communication documents to showcase role models of women and men working in all aspects of peace and security, profiling women in positions of leadership and the inclusion of women and men from different racial and ethnic groups.

⁵⁹ See, ASEAN Border Management Cooperation Roadmap, adopted in 2021 to improve policy and practical collaboration to address transnational crime at and along borders. It also includes an emphasis on the role of women in law enforcement.

⁶⁰ See, data available in Interpol, UNODC and UN Women, Women in Law Enforcement in the ASEAN region, available at <https://asiapacific.unwomen.org/en/digital-library/publications/2020/08/women-in-law-enforcement-in-the-asean-region>.

⁶¹ Gender fair language aims at reducing stereotyping and discrimination, for example by replacing the word “policeman” with “police officer” and not just using the pronoun “he”.

PREVENTION MATRIX

Strategic Outcome 3: ASEAN sectoral bodies, institutions and member states play an active role in contributing to global, regional and national conflict prevention, and prevention of violence, disasters and other threats to peace and security, with the principles of the WPS agenda central to these activities.

Outcome indicators:

- Number of national policy and programmatic frameworks related to conflict prevention and the prevention of violence, disasters and other threats to peace and security⁶² that advance WPS, complete with accountability mechanisms and resource allocation.
- Percentage of peace agreements with specific provisions to improve the security and status of women and girls.⁶³
- Increased number of collaborations and partnerships between multi-sectoral groups and ASEAN to collaborate on concrete disaster risk reduction (DRR) for climate change adaptation, gender and social inclusion-related actions.⁶⁴
- Number of AMS with gender-responsive early warning mechanisms, including the regular collection and analysis of data on conflict and violence and the monitoring and tracking of conflict and other peace and security indicators, including data from women, men, youth and marginalised groups, to support early intervention and risk mitigation.

Output 3.1. Early warning mechanisms and actions to prevent conflict and other risks to peace and security (such as disaster mitigation/displacement,⁶⁵ trafficking in persons, pandemics, cybersecurity threats, climate change and violent extremism) have increased capacity to analyse and understand the different roles, experiences, needs and impacts for women and men, especially those from marginalised groups.

⁶² This includes strategies to address cybersecurity issues, preventing/countering violent extremism, climate insecurity and environmental risks.

⁶³ This aligns with indicator 8 of the Secretary-General's Report on Women, Peace and Security.

⁶⁴ This aligns with the AADMER Work Programme 2021-2025 (key performance indicator 26).

⁶⁵ This complements the objectives of the ACW Work Plan (2021-2025) and ASEAN Regional Framework on Protection, Gender and Inclusion in Disaster Management (p. 5) which articulates the importance of ensuring that "Gender dimensions of disaster risk and gender differentiated expressions of vulnerability and exposure to threats as well as gender differentiated recovery needs are understood."

Priority Action 3.1.1. Undertake technical cooperation to exchange expertise, best practices, lessons learned and experiences across ASEAN region (between sectoral bodies, entities, institutions and member states) in mainstreaming gender and engaging women⁶⁶ in peacebuilding and efforts to prevent conflict, including prevention of violent extremism, disaster management and emergency response, prevention of cybersecurity threats,⁶⁷ trafficking in persons, and other emerging threats to peace and security.

Priority Action 3.1.2. Conduct evidence-based research to identify and fill gaps in understanding the ways in which the daily practices of women and men (including those from marginalised communities) exacerbate tensions and insecurity, or (on the contrary) mitigate risk, and explore ways they are engaged and can be further supported and involved in preventing violence, conflict, SGBV, and other risks to human and environmental security.

Priority Action 3.1.3. Increase engagement and partnerships through the use of concrete mechanisms such as regular scheduled consultations (digital and otherwise)⁶⁸ on policy and programmatic proposals (on prevention) with women mediators and peacebuilders, CSOs and women’s organisations, including faith-based communities working on conflict prevention, local peacebuilding and mediation,⁶⁹ to increase understanding of the needs and perspectives of women and to support their participation and inputs into conflict prevention policy-formulation and other prevention efforts referenced above.

Priority Action 3.1.4. Establish regular meetings/consultations⁷⁰ with ASEAN regional WPS community of practice among government, the security sector, academic experts and CSOs, including youth, to offer review and support to WPS integration into

⁶⁶ See for example Plan of Action to Implement the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations (2021-2025), 1.1.9 and Work Plan of the ASEAN Plan of Action to Prevent and Counter the Rise of Radicalisation and Violent Extremism (2019 - 2025).

⁶⁷ See, ASEAN Cybersecurity Cooperation Strategy 2021-2025 available at https://asean.org/wp-content/uploads/2022/02/01-ASEAN-Cybersecurity-Cooperation-Paper-2021-2025_final-23-0122.pdf.

⁶⁸ One of these concrete mechanisms for consultation and networking is proposed by the ASEAN RPA, a biennial ASEAN summit/conference on women, peace and security. This initiative is discussed in more detail in Matrix 5, which focuses on implementation.

⁶⁹ See for example, ASEAN Plan of Action to Prevent and Counter the Rise of Radicalisation and Violent Extremism (2019 - 2025), p. 14. “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 training and/or workshop activities.”

⁷⁰ The establishment of an ASEAN WPS Community of Practice was recommended by the ASEAN Report on WPS. Matrix 5 pertaining to implementation discusses this in more detail. This ASEAN WPS Community of Practice would participate in the biennial ASEAN summit/conference but Priority Action 3.1.4 is also calling for more “regular” channels of communication, such as a virtual meeting space for questions, sharing of information and discussions about successes

ASEAN and AMS initiatives related to peacebuilding and conflict prevention as well as other risk mitigation policies and programmes.⁷¹

Output 3.2. Conflict-prevention and risk mitigation policies, measures and programmes are evidence-based, context-sensitive and gender-responsive.

Priority Action 3.2.1. Identify and address training and capacity-building needs to ensure all first responders, as well as policy makers and practitioners working on conflict prevention and risk mitigation, are equipped to deliver on WPS objectives with interventions at the earliest signs of concern in order to prevent escalation and further harm.

Priority Action 3.2.2. Undertake innovative pilot programmes such as “edutainment” programmes and other public information campaigns and advocacy strategies to ensure all women and men can feel empowered and supported to report security concerns and risks to authorities and have the capacity⁷² to mitigate and address risks in their own spheres of influence and daily practices⁷³ where appropriate.

Priority Action 3.2.3. Carry out research and analysis to understand the barriers to women’s full involvement in confidence-building measures, preventive diplomacy, peacemaking, conflict resolution and post-conflict peacebuilding at local, national and regional levels, that includes analysis of intersectional variables such as age, race, ethnicity, disability, etc., to ensure inclusivity and responsiveness to “the diverse needs of all women”.⁷⁴ This analysis should also identify enabling factors—delving into success stories

and ways to overcome challenges related to implementation. Further details are explored in Matrix 5 on Implementation and Coordination and in Part 2: Additional Information of this document.

⁷¹ ASEAN Report on WPS, p.2.

⁷² This complements ASEAN’s RPA on EVAW (p.17), which calls for the development and distribution of “information and advocacy materials, including in the local languages... on how to report cases and access... justice and other services. These materials should aim to reduce the stigma of victims-survivors, eliminate acceptance of VAW, and communicate positive and empowering stories of women and men as agents of change”.

⁷³ This Priority Action supports the ASEAN Committee on Women Work Plan 2021–2025 (2021), which identifies gender responsive climate and disaster resilience as a priority area, with the vision of: “In 2025, the resilience of women and girls to address and mitigate socio-economic impacts of climate change, disaster, and infectious disease has improved, their agencies in disaster preparedness are reinforced, and engaged in disaster risk reduction (DRR), response, and recovery.”

⁷⁴ ASEAN Regional Plan of Action on the Elimination of Violence against Women (ASEAN RPA on EVAW), p.20.

and cases of effective and meaningful participation of women, including from different ethnic, religious groups, etc., in policy planning, programmes and efforts to prevent conflict and promote security.

Strategic Outcome 4: Peace and security institutions, mechanisms and processes are successfully preventing SGBV.

Outcome indicators:

- Number of peace and security institutions at regional, national and sub-national levels (such as local police forces, disaster response teams) that are monitoring, tracking and documenting reported cases of SGBV.⁷⁵
- Number of initiatives at regional, national and sub-national levels related to peace and security institutions and processes that focus on prevention of SGBV in conflict and emergency situations.
- Number of peace and security institutions with early warning mechanisms in place related to SGBV prevention, and clear, actionable guidelines for early intervention and mobilised response to early warning signs.

Output 4.1. Methods and mechanisms have been identified, and research undertaken (and systems for updating data), to understand and identify early warning signs and root causes of violence,⁷⁶ especially sexual and gender-based violence, in different communities and contexts, to inform targeted gender-responsive interventions for addressing these root causes⁷⁷ and prevent violence, including SGBV.

⁷⁵ Documenting and tracking the prevention of SGBV is challenging. The indicator specified here aims to promote the establishment of ethical (sensitive to privacy and security concerns) data collection mechanisms to build capacity to track reporting of SGBV. Of course, prevention interventions can be successful even when SGBV reporting rates are going up (for example, if there is greater awareness of SGBV and opportunity for safe reporting). SGBV reporting alone is therefore not a sufficient or accurate measure of the effectiveness of prevention interventions. Further methods (quantitative and qualitative) for tracking the effectiveness of prevention initiatives, and to promote learning and evidence-based adaptation, should be explored. These could include the use of randomised control trials, and “matching” statistical techniques where possible to assess the impact of SGBV prevention initiatives (facilitating the comparison of those who were exposed to the prevention activity with a control group).

⁷⁶ For example, harmful gender norms and practices, socioeconomic factors (e.g., gender inequality in land rights) and social exclusion (i.e., lack or denial of resources, rights, opportunities, mobility, services, etc.).

⁷⁷ ASEAN Regional Plan of Action on the Elimination of Violence against Women (ASEAN RPA on EVAW), p.16.

<p>Priority Action 4.1.1. Review policies and laws related to SGBV to ensure they support effective interventions at the earliest warning signs of possible violence, and in response to first offences, enable a survivor-centred approach, reduce impunity for SGBV offences, combat the normalisation of SGBV and counteract discrimination and stigma.⁷⁸</p>
<p>Priority Action 4.1.2. Ensure those working on the front lines of peace and security (such as police, military, social workers, emergency response workers) have the capacity to identify early warning signs, including those working and living within local communities, and refer cases of concern so that women, men, children, families and those in marginalised groups receive the holistic and multi-sectoral support they need to prevent SGBV.⁷⁹</p>
<p>Output 4.2. First responders, as well as policymakers and practitioners have increased access to the data and trainings they need to ensure that peace and security institutions prevent SGBV, supported by multi-sectoral institutional practices, policies and a legal environment informed by WPS principles.</p>
<p>Priority Action 4.2.1. Enhance training and capacity-building of peace and security institutions such as judicial system, judges, police, military and other first responders in early warning signs and interventions that can and should be made to prevent SGBV, both during peacetime and in times of conflict and emergency response (such as the use of safe houses, effective enforcement of restraining orders, referrals to counselling, and social and psychological support/training to prevent violence towards women).</p>
<p>Priority Action 4.2.2. Promote technical cooperation to exchange expertise, best practices, and lessons learned across ASEAN region on effective training for SGBV prevention, legal and policy reform, and other support services to prevent SGBV. Identify opportunities to scale up successful programmes and increase their regional reach where appropriate, and to enhance coordination and synergies between related initiatives in the region, including peacebuilder networks, to ensure integration of prevention.</p>

⁷⁸ See for example ASEAN RPA on EVAW, p.17. It is important to ensure that the design, implementation and review of policies and laws are evidence-based, context-specific and culturally sensitive to ensure advocacy for positive social norm change towards non-violence and respectful relationships. This can be further articulated at the national level.

⁷⁹ ASEAN Regional Plan of Action on the Elimination of Violence against Women (ASEAN RPA on EVAW), p.13-4.

Priority Action 4.2.3. Conduct a review of current institutional design practices related to military/peacekeeper facilities as well as structures used in humanitarian and emergency response, such as shelters, evacuation centres and camps, to create safe spaces and ensure they solicit inputs and respond to the concerns of those using these facilities, are gender-sensitive and designed to prevent insecurity and violence, including SGBV. (This includes paying special attention to lighting, timing and location of security and patrols, safe access to water and fuel (often sourced by women), placement of male and female dormitories, privacy considerations, among other issues).

Priority Action 4.2.4. Establish ethical and easy-to-use data collection methods to collect baseline data (disaggregated by sex, age and other variables) as well as post-“treatment” data (after the implementation of the policy/programmatic intervention) on SGBV incidence rates and other measures related to SGBV based on best practices in monitoring, data collection and analysis.

Priority Action 4.2.5. Conduct a review of the laws, norms and institutional measures within peace and security institutions, such as police services and the military, for reporting concerns related to problematic gender relations, early concerns and warning signs of SGBV both internal to these institutions and pertaining to their work with local communities, external partners and civilians. This includes consideration of reporting procedures within the chain of command and opportunities for reporting outside of the chain of command.

Priority Action 4.2.6. Implement changes in procedure for investigating and responding to SGBV cases where needed (based on review and study of international best practices as indicated in 4.2.5. above). Ensure legal and policy measures protect rights and privacy of all individuals involved, and create incentives for reporting that aligns with WPS (i.e., those reporting harassment for example are supported rather than penalised).

Priority Action 4.2.7. Identify legal and policy reform, as well as needed capacity-building activities, to ensure peace and security institutions, including in the context of peacebuilding and peacekeeping operations, can prevent violence within online spaces, counter the spreading of misogynist⁸⁰ views online and prevent cybercrimes and online bullying and harassment, especially toward women, children and others who may be especially targeted.⁸¹

Priority Action 4.2.8. Support the development of locally appropriate guidelines in accessible languages and formats (including possibly virtual) and capacity-building in partnership with counsellors, SGBV experts, local CSOs and local law enforcement on “Early

⁸⁰ Misogynist views are those that dislike, despise or are hateful towards women and/or are strongly prejudiced against women.

⁸¹ This complements activities set forth in the Comprehensive Partnership between ASEAN and the United Nations (2021-2025), p.23.

warning signs of SGBV: what to look for and how to respond” as well as information sheets on “What to do if you have experienced or witnessed violence, including SGBV or have concerns about SGBV”, using a survivor-centred approach for religious leaders and groups, traditional and other community leaders, CSOs, teachers/school administrators, security forces, police, law enforcement, and justice institutions, as well as those working on the front lines of crisis/humanitarian/emergency response.

RELIEF AND RECOVERY MATRIX

Strategic Outcome 5: The needs of women and girls⁸² are met in relief and recovery processes at regional, national and local levels and women have equal and meaningful participation in these processes, including in positions of decision-making and leadership.

Outcome indicators:

- Number/proportion of regional, national and sub-national relief and recovery initiatives, including those to reduce vulnerabilities in times of climate change related crises, that address the needs of women and girls, as well as those from marginalised groups, and promote gender equality.
- Number and proportion of women, men and those from marginalised groups engaged in policy and planning of relief and recovery initiatives at regional, national and sub-national levels, including in positions of decision-making and leadership.
- Number of AMS reporting on one or more targets of the Sendai Framework for Disaster Risk Reduction,⁸³ using sex disaggregated data.
- Number and proportion of relief and recovery programmes, including disaster management, at the national and regional level collecting and utilizing disaggregated data, including by sex, age, disability and other variables,⁸⁴ to inform planning and implementation.

⁸² The RPA on WPS is designed to guide policy and programmatic actions to respond to all women and girls in order to serve ASEAN’s vision to ensure “opportunities for all” and to “leave no one behind”. For the purposes of brevity, the variables that position women and girls differently with respect to social, economic and political life (and all the opportunities and challenges these entail), such as disability, race, class, ethnicity, gender, religion, age, marital status, indigenous status and migration status are not referenced throughout the document. However, each priority action should be designed and implemented to understand and respond to the diverse capacities and needs of all women and girls, and to promote their full participation and inclusion in WPS at all stages.

⁸³ In particular Priority 4, “Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction.”

⁸⁴ This should include the ethical collection of data from marginalised groups.

Output 5.1. ASEAN policy development and implementation are informed by women’s experiences and priorities during the relief and recovery phase, including at the community level.
Priority Action 5.1.1. Identify specific methods and tools ⁸⁵ (such as gender-based analysis checklists and gender-sensitive surveys) for understanding the needs of women and girls in post-conflict and post-emergency situations, and ensure training ⁸⁶ of first responders in using gender-sensitive and ethical data collection methods. ⁸⁷
Priority Action 5.1.2. Through concrete mechanisms, guidelines and tools, facilitate regular and inclusive consultations with women with disabilities, ⁸⁸ as well as youth, the elderly and others who may have certain priorities or needs, to ensure their inclusion and participation in relief and recovery processes and policies. ⁸⁹
Priority Action 5.1.3. Identify ways to rehabilitate and reintegrate women and girls associated with parties-to-conflict and ensure that their specific needs are taken into account in DDR processes both within ASEAN (where relevant) and during peacekeeping deployments outside the region.
Priority Action 5.1.4. Collect sex-disaggregated data ⁹⁰ (both baseline and post-policy/programmatic intervention, quantitative and qualitative) to understand the effectiveness of interventions, to support accountability for results, and to ensure policies and programmes are evidence-based and prepared to adjust to evolving needs and changing circumstances for women and men during relief and recovery.

⁸⁵ ASEAN Comprehensive Recovery Framework and Implementation Plan (2020).

⁸⁶ Included in “Capacity Building” (2.2 Framework of Target Actions) of the ASEAN Regional Framework on Protection, Gender and Inclusion in Disaster Management 2021-2025.

⁸⁷ ASEAN Comprehensive Recovery Framework and Implementation Plan, p.19.

⁸⁸ ASEAN Enabling Masterplan 2021– 2025: Mainstreaming the Rights of Persons with Disabilities (2018) and the Sendai Framework for Disaster Risk Reduction.

⁸⁹ For more discussion of specific tools and guidelines to ensure full and equal participation of women and girls, see the Priority Actions listed in the “Participation” matrix.

⁹⁰ See for example, Plan of Action to Implement the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations (2021-2025), 1.1.17, 3.6.1, and 4.3.6, and the ASEAN Report on WPS, p.9, ASEAN Gender Mainstreaming Strategic Framework, Outcome 2.2.

<p>Output 5.2. Relief and recovery policies and processes at regional and national levels are designed and implemented through a multi-sectoral, multi-stakeholder, and multi-dimensional process building upon networks and partnerships⁹¹ to ensure social cohesion, inclusivity and participation by key stakeholders.</p>
<p>Priority Action 5.2.1. Establish and maintain a coordination mechanism between the different ASEAN sectoral bodies, committees, centres and entities during relief and recovery phases to ensure different dimensions of security and the WPS agenda can be met through coordinated action that harnesses partnerships and synergies.⁹²</p>
<p>Priority Action 5.2.2. Provide opportunities for women’s full and equal participation, and establish and strengthen partnerships at international, regional, national and local and community levels.⁹³ These networks for WPS⁹⁴ can provide data and insight, financial support and tangible help to establish priorities and develop initiatives to address all pillars of the WPS agenda (protection, prevention, participation) during relief and recovery.</p>
<p>Output 5.3. Relief and recovery policies and initiatives are gender-responsive and context-sensitive with the needs and priorities of both women and men addressed and their rights protected, including for those from marginalised groups.</p>
<p>Priority Action 5.3.1. Engage in concrete initiatives to address the needs⁹⁵ of survivors of SGBV, prevent stigma and ensure that survivors/victims of SGBV, including young women and girls, are not re-victimised or ostracised.</p>
<p>Priority Action 5.3.2. Identify risks and undertake actions to prevent trafficking in persons and to support the safety and dignity of victims of trafficking in persons and their access to needed support services⁹⁶ during relief and recovery initiatives.</p>

⁹¹ This complements the goals of the ASEAN Regional Framework on Protection, Gender and Inclusion in Disaster Management (2021-2025) which calls on all relevant stakeholders to “Institutionalise the leadership of women, children, youth, elderly, the poor and people with disabilities in disaster preparedness, response and recovery, and promote full and equal participation in decision-making.” (12).

⁹² The idea is to strengthen links across interrelated objectives that play a role in relief and recovery, such as delivering urgent humanitarian assistance while also ensuring local ownership of gender equality initiatives, and supporting reconstruction that at the same time builds climate change resilience.

⁹³ The ASEAN Report on WPS recommended the establishment of an ASEAN regional WPS community of practice among government, the security sector, academic experts and CSOs to support broad-based and multidimensional WPS implementation.

⁹⁴ Including women’s organisations, civil society, faith-based groups, academia and private sector.

⁹⁵ This includes, for example, the provision of medical, psychosocial, legal and safety/protective services, and access to health care, shelters/safe houses, as well as restorative justice.

⁹⁶ Article 1, ASEAN Convention Against Trafficking in Persons, Especially Women and Children, 2015.

Priority Action 5.3.3. Promote initiatives that are evidence-based and focused on responding to changing needs as identified by data and evidence gathered through community and other partnerships outlined above (Output 5.1) and building on women’s experiences and priorities during relief and recovery.

Priority Action 5.3.4. Implement programmes that take into account the needs of unpaid care and domestic workers during relief and recovery and that promote gender equality with respect to care responsibilities (e.g. design programmes that are inclusive of fathers as well as mothers, and that support male and female caregivers of those with health issues). Promote access of parents and other caregivers to livelihood and income generation activities during relief and recovery that allow them to balance these opportunities with care responsibilities.

Priority Action 5.3.5. Design specific programmes that are gender-responsive and context-sensitive to deliver appropriate psychosocial support to survivor-victims of conflict, violence and insecurity, including children and youth, to address trauma and break possible cycles of violence, including through the use of restorative justice and conflict resolution/peacebuilding methods to combat extremism and foster tolerance.⁹⁷ Provide needed services and support to survivor-victims, their families and communities to ensure successful rehabilitation and reintegration in post-conflict and post-emergency situations.

Priority Action 5.3.6. Mainstream gender into the design and provision of educational and health services, including reliable access to sexual and reproductive health services,⁹⁸ and initiate the delivery of these programmes and services at the earliest stages of relief and recovery operations to respond to urgent needs, provide psychosocial support and promote continuity of training and education for all women and girls.

IMPLEMENTATION, COORDINATION, REPORTING, MONITORING AND EVALUATION MATRIX

⁹⁷ This complements activities outlined in the ASEAN Workplan to Prevent and Counter the Rise of Radicalisation and Violent Extremism, p. 12.

⁹⁸ As suggested in the ASEAN Regional Framework on Protection, Gender and Inclusion in Disaster Management (2021-2025).

Outcome 6: Implementation, coordination and monitoring & evaluation (M&E) infrastructure and mechanisms to support the RPA WPS are established and operational, with specific measures in place to adapt and change based on ongoing consultations and findings from progress reports, evaluations and data on WPS.

Outcome indicators:

- RPA WPS, including Implementation, Coordination and M&E plan approved and endorsed by ACW in consultation with ASEAN sectoral bodies.
- Progress reports on implementation presented to ASEAN approval body and published regularly.⁹⁹
- Number of actions taken to enhance implementation, coordination and/or M&E plan to address WPS issues informed by civil society and women's organisations.
- Number of actions taken to change implementation activities based on progress reports, midterm review and/or other feedback mechanisms.

Output 6.1. Regional structure and mechanism for coordination and monitoring progress in the implementation of the RPA WPS are established in consultation with key ASEAN regional sectoral bodies and institutions.

Priority Action 6.1.1. Finalise and approve implementation and coordination structure (including ToR for implementing bodies) in consultation with key stakeholders ASEAN WPS Advisory Group, ACW, ACWC, and relevant ASEAN sectoral bodies and entities.

Priority Action 6.1.2. Provide technical assistance and guidance for the establishment and implementation of coordination, monitoring, reporting and evaluation mechanisms within ASEAN bodies, entities and institutions to support their fulfilment of responsibilities with respect to implementation of the RPA WPS.

Priority Action 6.1.3. Clarify role and responsibilities of Gender Focal Points within ASEAN bodies, entities and agencies (that are already in place or that have been proposed)¹⁰⁰ with respect to the implementation of the RPA WPS to harness synergies and to avoid duplication.

⁹⁹ The review body for the progress reports, as well as the timelines for reporting, midterm review and final impact evaluation will be determined during the first year. The review body should not be an implementing partner, and should be independent. See Part 2: Additional Information of this document for further discussion of monitoring and evaluation.

¹⁰⁰ As discussed in ASEAN Gender Mainstreaming Strategic Framework, 2021-2025, p. 8.

<p>Priority Action 6.1.4. Explore possibility of convening a regular summit on WPS with all key implementing bodies, and civil society, and identify ways to harness existing meetings (such as annual joint meeting of ACW and ACWC) to serve as a regular mechanism to update on WPS implementation and to strengthen linkages between local initiatives and policymakers.¹⁰¹</p>
<p>Priority Action 6.1.5. Identify terms of reference for a consultant or project-based position dedicated to supporting the implementation of the RPA WPS.</p>
<p>Priority Action 6.1.6. Specify effective communication channels, including the use of virtual messaging platforms, to facilitate efficient correspondence on WPS among and between key stakeholders, and establish schedule for regular meetings, as well as norms/guidelines for sharing updates on implementation activities, challenges, best practices, etc.</p>
<p>Output 6.2. Monitoring, reporting and evaluation plan for the RPA WPS is developed,¹⁰² including consultations with civil society (including women’s organisations, indigenous groups, media and private sector), and timeline for reporting, midterm review and final evaluation.</p>
<p>Priority Action 6.2.1. Identify needs for capacity-building and technical training in order to effectively implement the RPA WPS, including with respect to M&E, and offer trainings designed to fill gaps in knowledge and expertise.</p>
<p>Priority Action 6.2.2. Develop methodology and tools for M&E, including a strategy for acquiring and collecting data disaggregated by sex and other variables (age, race, ethnicity, etc.) in an ethical manner in line with best practices (including pre- and post-treatment data).</p>
<p>Priority Action 6.2.3. Facilitate consultative process with civil society, including women’s organisations, youth, indigenous women, etc., and other key stakeholders to review annual progress reports and evaluations, enable feedback, and make revisions based on interim reporting and monitoring.</p>
<p>Priority Action 6.2.4. Provide standardised formats and templates for M&E that are effective and accessible, coupled with training on how to complete these templates.</p>

¹⁰¹ These suggestions for consideration were raised by the Technical Working Group on WPS, 11 May 2022.

¹⁰² Please refer to Part 2: Additional Information of this RPA for more details of how this might be done and supported (both financial and technical support).

Priority Action 6.2.5. Develop/adapt reporting templates and timeline and strengthen capacity of AMS and ASEAN on reporting WPS. Consider timeframes of other ASEAN reporting requirements, especially those related to gender equality and women's rights, to leverage synergies and increase efficiency rather than duplicate work and reporting.

Output 6.3. Communications and advocacy plan established to promote increased visibility and awareness at global, regional, national and local levels of ASEAN's RPA WPS (including during implementation) and to consolidate partnerships and strengthen resource mobilisation to support implementation.

Priority Action 6.3.1. Launch a website on WPS¹⁰³ that serves as a knowledge hub¹⁰¹ about and for the ASEAN region and provides updates on the implementation of the RPA WPS.

Priority Action 6.3.2. Develop strategy for resource mobilisation to support and sustain funding of WPS activities and programmes in ASEAN.

Priority Action 6.3.3. Provide inputs and recommendations to ASEAN's strategic communications products on peace and security to include gender fair representation and language and to emphasise WPS priorities. Develop key messages on ASEAN's WPS priorities to promote consistency in overarching messaging across ASEAN, while allowing room for localised implementation.

Output 6.4. Strategy developed for offering support to national mechanisms and plans for implementation of RPA WPS, including timeline for developing/updating NAPs on WPS where relevant, national policy frameworks for WPS, and initiatives to support ownership and participation of local (sub-national) communities and institutions in the implementation of the RPA WPS.

¹⁰³ The website could be updated and managed as part of the new ASEAN WPS Coordinator position discussed in this matrix (5.1.5).

¹⁰¹ This website could be used to undertake and profile many of the activities mentioned in the RPA WPS such as being regularly updated with sex-disaggregated data on WPS topics (such as gender balance in different security institutions, gender balance in peace negotiations) across different ASEAN member states, describing leaders and agents of change on WPS in the region, and sharing best/innovative practices on gender-responsive peace and security policies and programmes, methods for gender training, and tool-kits/guidelines, etc.

Priority Action 6.4.1. Prepare toolkits detailing ways to localise the RPA WPS, and conduct workshops at national and local levels to help with identifying key WPS issues and specifying concrete actions needed to implement WPS priorities given the specific sociopolitical, economic and cultural context.
Priority Action 6.4.2. Develop guidelines to support local authorities and implementing partners at national and sub-national levels with facilitating participatory consultations with respect to implementation, M&E of the RPA WPS.
Output 6.5. Capacity is increased at regional, national and local levels to use gender-responsive planning and budgeting of peace and security initiatives.
Priority Action 6.5.1. Conduct a needs assessment and capacity-building on gender-responsive planning and budgeting for ASEAN peace and security initiatives and programmes.
Priority Action 6.5.2. Develop guidelines in response to AMS and other stakeholders' requests on integrating WPS into planning and budgeting on peace and security at national and local levels.
Priority Action 6.5.3. Support trainings on innovative financing models for the implementation of WPS initiatives and gender-responsive and participatory budgeting for peace and security programmes.
Output 6.6. Two flagship ASEAN programmes/initiatives on WPS are developed to be launched/announced as part of the RPA WPS. ¹⁰²
Priority Action 6.6.1. Commission, review and accept proposals for the launch of possibly two flagship initiatives on WPS. ¹⁰³

¹⁰² The rationale for this flagship initiatives is two-fold: (1) communication and awareness-building of WPS: these flagship initiatives would potentially boost interest and excitement for the RPA WPS by introducing one or two concrete regional initiatives (such as on peacekeeping, conflict-related sexual violence, peacebuilding, just as examples); and (2) to build implementation capacity and keep momentum post approval of the RPA WPS.

¹⁰³ To give examples of possible initiatives that could be considered: “The ASEAN Initiative to Eradicate Conflict-Related Sexual Violence from the ASEAN Region” “ASEAN Women and Peacekeeping Initiative,” “ASEAN Women and Peacebuilding Initiative,” or “ASEAN Women and Demining Initiative.” These initiatives could involve researching/collecting/profiling best practices, data-collection, training components, pilot programmes, etc.

2. Additional Information

2.1 Implementation of the ASEAN Regional Action Plan on Women, Peace and Security: Coordination, reporting and monitoring and evaluation

2.1.1 Overarching principles guiding implementation

Several overarching principles inform the implementation and coordination mechanisms of the Regional Plan of Action on Women, Peace and Security in ASEAN (RPA WPS). First is the recognised need in the ASEAN region for a multi-pillar, cross-sectoral and “all-encompassing approach to women, peace and security”. At the 53rd ASEAN Foreign Ministers’ Meeting, the foreign ministers “urged greater collaboration and synergy of efforts on promoting effective and substantive cooperation on WPS among relevant ASEAN sectoral bodies”. ASEAN’s goal to promote sustainable peace, prosperity and social cohesion in the face of complicated security challenges requires a multi-sectoral approach. The RPA WPS responds to this call by setting forth a plan of action that works to integrate WPS within all ASEAN activities related to peace and security.

Second, the challenges with respect to gender, peace and security are dynamic and complex. The implementation plan aims to ensure there is effective monitoring and systematic data collection so that the RPA WPS remains effective at achieving results as circumstances change.

Third is the need for inclusive approaches. Implementation of the RPA WPS will require not only coordination across ASEAN pillars and sectoral bodies, but also engagement with civil society,¹⁰⁴ those on the front lines of responses to conflict, emergency and disaster, and those who face myriad experiences of marginalisation¹⁰⁵ and insecurity, which are often exacerbated during times of conflict and crisis. Inclusive approaches aim to both give/create access and opportunities to those who are often overlooked or ignored, and also to remove barriers, such as discrimination

¹⁰⁴ There are different understandings of the term “civil society.” When referring to “civil society”, this RPA WPS is referring to organisations that are not directly affiliated with, or a part of government entities/institutions. This includes networks and organisations (indigenous, women’s, youth, etc.), advocacy groups, schools, religious institutions, universities, independent media, think tanks and research organisations. Private sector is also considered part of civil society in this RPA WPS.

¹⁰⁵ Reference is made throughout the RPA WPS to those from “marginalised groups” to emphasise the commitment of ASEAN to ensuring peace and security for the “whole-of-ASEAN” including populations in the region that face intensified and/or multi-layered challenges with respect to security. This RPA WPS aims to equip ASEAN to fulfill this objective by pursuing an intersectional approach to WPS that acknowledges that women and men may have different experiences, needs and concerns with respect to peace and security due to many variables, and the way these variables “intersect” with each other, resulting in multi-faceted and often increased experiences of marginalisation and exclusion. These variables include race, class, ethnicity, gender disability, religion, age, marital status, indigenous status, migration status and other factors.

and bias, that impact the full and meaningful participation of all individuals in peace and security.¹⁰⁶

Fourth, the RPA WPS is designed to respond to both shared priorities and distinct contexts across the ASEAN region. The implementation and coordination activities launched as part of the RPA WPS aim to strike the right balance between ensuring WPS implementation is responsive to local needs and priorities while also recognizing that security challenges, such as pandemics, extremism, climate change and cybersecurity threats, as well as conflict, do not recognise or stop at borders; they reverberate and have consequences regionally and beyond, and necessitate a coordinated response that integrates WPS.

Fifth, the RPA WPS aims to leverage the different expertise in the region on WPS implementation. As discussed in the ASEAN Report on WPS, “AMS have put different emphasis on different aspects of the WPS agenda. Some member states, such as Indonesia, Malaysia and the Philippines, have emphasised women’s role in conflict prevention, including preventing and countering violent extremism. 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.” While recognizing these different priorities, the RPA WPS expresses the commitment of ASEAN to make progress in every corner of the region on WPS priorities, and to build the needed capacity, systems and coordination mechanisms to support this progress. Moreover, given the expertise in the region on implementing innovative initiatives on WPS, the RPA WPS works to document these case studies and best practices so that the experiences can potentially inform and inspire further WPS programming.

2.1.2 Implementing bodies, roles and responsibilities

The ASEAN WPS Advisory Group was originally established in 2019 as a working group among ACW and ACWC representatives from five AMS (Indonesia, Philippines, Malaysia, Viet Nam and Cambodia) to steer the production of the ASEAN Regional Study on WPS. The establishment of the group followed a recommendation from the first ASEAN WPS Symposium held in Cambodia in 2018.

In January 2021, the WPS Advisory Group was expanded and its terms of reference (TOR) revised. The expansion of the membership and scope was considered key to engaging with ASEAN sectoral bodies and institutions across the three ASEAN community pillars and ensuring cross-sectoral engagement and inter-pillar dialogue to advance the WPS agenda at the regional level. As the WPS agenda is wide-ranging and necessitates collaboration across the three community pillars, strong engagement of the relevant ASEAN sectoral bodies and institutions, especially the ASEAN economic community and ASEAN political-security community, is critical for ownership and future implementation of the RPA WPS.

¹⁰⁶ A foundational premise of the WPS agenda is that peace and security can only be achieved through inclusive processes. COVID-19 made this especially apparent, as those without access to public health measures and vaccines were not only especially at risk themselves, but also made everyone less safe, and failed to halt the spread of the virus.

To leverage the momentum of developing the RPA WPS, the WPS Advisory Group will form a Technical Working Group on WPS Implementation (TWG-WPS Implementation),¹⁰⁷ chaired by Cambodia (which is currently serving as ASEAN Chair and as Chair of the WPS Advisory Group).

The ASEAN TWG on WPS Implementation will carry out the following tasks during the first year of the RPA WPS, with technical support from the ASEAN Secretariat (ASESC), UN Women, USAID-PROSPECT and other partners as identified/needed:

1. Developing TORs (roles/responsibilities) for the key implementing agencies/entities/institutions of the RPA WPS, such as the WPS Advisory Group and ASEAN Gender Focal Points.¹⁰⁸
2. Mainstreaming the WPS agenda across the three ASEAN pillars and relevant sectoral bodies.
3. Identifying needs for further baseline data and analysis, and commissioning a study to fill gaps with respect to baseline data.¹⁰⁹
4. Drafting and finalizing the M&E framework and plan for the RPA WPS, to be endorsed by the ACW.
5. Clarifying/identifying infrastructure and mechanisms for RPA WPS implementation, roles and responsibilities and needs. In line with the objective of integrating WPS, these mechanisms should utilise (and if needed, build the capacity of) existing ASEAN infrastructure and channels of coordination. However, there may be need for new mechanisms/infrastructure for implementation. Options to consider include:
 - Creating a funded consultancy or project-based position¹¹⁰ within ASEAN dedicated to coordinating entities involved in the implementation of the RPA WPS. Possible terms of reference for this position would include: i. serving as the point person for WPS within ASEAN; ii. creating and updating a website on WPS; iii. receiving and collecting data, best practices and case studies from AMS, CSOs and others engaged regionally on WPS implementation and publishing them on the website; iv. functioning as a resource person and go-between for ASEAN and AMS, as well as civil society, media, private sector, etc.; v. overseeing implementation and M&E activities in close cooperation with the WPS Advisory Group and TWG;

¹⁰⁷ To leverage momentum, this could be comprised of members of the Technical Working Group on the Formulation of the ASEAN Regional Plan of Action on Women, Peace and Security, which includes ACW, ACWC, ASEAN-IPR, AICHR, SOMTC, AWEN, and the ASEAN Secretariat, together with representatives from ASEAN-USAID PROSPECT and UN Women.

¹⁰⁸ Gender Focal Points are recommended by the ASEAN Gender Mainstreaming Framework Strategic Framework, 2021-2025.

¹⁰⁹ This is referring to data that is in advance of the implementation of the RPA WPS.

¹¹⁰ One suggestion was to create two consultancies to kickstart and guide RPA implementation, one focused on providing substantive and technical support (such as editing and publishing best practices, identifying data needs, collecting existing data, backstopping technical support for M&E plan development), and the other position focussed on coordination and administration.

- Identifying the number of proposed, established and/or active Gender Focal Points across all relevant ASEAN sectoral bodies and pillars that may be further engaged in WPS priorities as part of the RPA WPS.
6. If deemed relevant, commissioning proposals and funding for the launch of possibly two flagship initiatives on WPS.¹¹¹ The rationale for these early flagship initiatives is that they would be catalytic for implementation—building capacity for WPS implementation and attracting further interest and engagement. These would also leverage the momentum of the launch of the RPA WPS to make concrete progress on issues where there is already broad political support, increasing exposure, excitement and attention to the RPA at the early stages, locally, nationally, regionally and internationally.
 7. Establishing the WPS Community of Practice, comprised of “government, the security sector, academic experts, CSOs”,¹¹² including women’s groups and youth groups, among others, and in consultation with them, developing the schedule/mechanism for regular consultations.
 8. Holding a biennial summit on WPS in the ASEAN region, to facilitate the monitoring of implementation of the RPA WPS, to share best practices and support coordination and networking among relevant sectoral bodies, ACW, ACWC, dialogue partners and CSOs.

During the first year of implementation, key responsible parties for implementing priority actions of the RPA WPS have been agreed upon and specified, and they have developed, in coordination with the WPS Advisory Group and ASEC, the following information with respect to their WPS implementation plan:

- Anticipated technical, financial needs;
- Roles and responsibilities within their institution and of partners;
- Timelines and milestones, with clear benchmarks and deliverables;
- Proposed measures of effectiveness and methods of assessment that, at minimum, detail their involvement both pre- and post-intervention.

National mechanisms for implementation: The RPA WPS provides the overarching framework, principles, objectives and priority actions but is designed to ensure AMS can customise implementation to address contextual realities and strategically respond to national and local contexts.

That said, AMS will be encouraged during the first year of implementation to undertake activities such as:

¹¹¹ To give examples of possibilities (there are many, these are just examples): “The ASEAN Initiative to Eradicate Conflict-Related Sexual Violence from the ASEAN Region,” “ASEAN Women and Peacekeeping Initiative,” “ASEAN Women and Peacebuilding Initiative,” or “ASEAN Women and Demining Initiative,” that could include collection of best practices, training components, innovative pilot programmes, etc.

¹¹² Recommendation from the ASEAN Report on WPS, p.2.

- Launch or further develop NAPs or policy frameworks to designate roles and responsibilities of actors at the national and local levels for implementation of the WPS agenda;
- Develop customised implementation plans that include, where appropriate, the tasks mentioned above, such as anticipating technical and financial needs, outlining processes/policies/mechanisms to be further developed, and creating timelines;
- Establishing a monitoring, reporting and evaluation plan, including context-specific indicators (using or adapting those in the RPA WPS), to measure progress and results based on efforts and interventions. Ensure these are aligned with other reporting cycles and responsibilities (such as CEDAW reporting), to ensure synergies in reporting and avoid duplication and inefficiency;
- Developing a resource mobilisation strategy which might include innovative financing modalities.¹¹³ Gender-responsive planning and budgeting might be utilised to enhance accountability and the allocation of financial resources for WPS national policy frameworks, including NAPs on WPS;
- Utilise the support offered by the ASEAN Gender Focal Points and other specific entities on WPS, as well as the WPS Community of Practice, to access technical and financial support;
- Participate in ASEAN flagship initiatives that are initiated as part of the launch of the RPA WPS where relevant

¹¹³ Innovative financing for development refers to initiatives that aim to raise new funds for development or optimise the use of traditional funding sources. They aim to narrow the gap between resources needed to achieve the Agenda 2030, and the resources actually available. While there is no agreed definition of innovative financing for development, existing initiatives can be broadly classified as those aiming to raise new funds for development ("innovative sourcing") and those which optimise the use of traditional funding sources ("innovative spending") including through strengthened monitoring mechanisms. Options to consider for innovative sourcing include:

- Diaspora bonds: Diaspora bonds are debt instruments issued by a country to mobilise and leverage diaspora savings for development purposes from its overseas population.
- Air ticket levy: AMS could levy a small tax on air tickets (i.e., \$5) to support financing of specific activities stipulated in the NAPs WPS. To date, more than \$1.5 billion was mobilised globally through this modality in countries such as Benin, Cameroon, Mali, Mauritius and Niger.
- Matching funds: AMS can consider setting up a three-way matching fund in which donors match contributions from corporations, foundations and other organisations, including the UN.

2.2 Monitoring, reporting and evaluation

Monitoring and evaluation are critical components of WPS implementation. Developing indicators that are relevant given contextual realities and collecting reliable data are necessary to track progress with implementation, and to identify and address challenges. Data is also important for conducting advocacy, raising awareness, ensuring accountability and strengthening future implementation.

Monitoring systems will be established as part of the implementation of the RPA WPS to collect, analyse and use information about the launching and progress of activities to track the RPA's progress. During the first year of the RPA WPS, the monitoring and reporting mechanisms should be confirmed and an evaluation plan developed.¹¹⁴ This should be done in partnership with key implementing agencies to identify their needs with respect to M&E and to ensure they have the support needed to carry out M&E of the activities that they are responsible for or that they initiate as part of the ASEAN RPA.

The monitoring system should be decided/agreed upon by the WPS Advisory Group and other key implementing partners. This should also build upon and learn from other monitoring and reporting systems for other ASEAN RPAs related to gender or women's rights issues, such as the ASEAN Gender Mainstreaming Strategic Framework to harness synergies and enhance reporting, rather than duplicate work. For example (and consistent with other RPA monitoring), the PEGD (Poverty Eradication and Gender Division), the ACC (ASEAN Coordinating Council) and the Monitoring Directorate within ASEC, in partnership with the WPS Advisory Group and other key implementing bodies of the RPA WPS, could be responsible for coordinating and producing annual monitoring reports for submission to the AGMSC¹¹⁵/ASEAN Ministerial Meeting on Women for approval. ASEAN should also consider undertaking a Mid-Term Review of this Strategic Framework in 2026 to assess progress and identify and integrate lessons from the first three years of implementation.

Evaluations of the impact of the RPA could be undertaken after five years and upon completion of the RPA WPS. Evaluations should aim to measure the impact of what can be considered the interventions to implement the WPS agenda, such as a training programme, policy change or delivery, for example, of certain health, education or essential services. To guide monitoring, reporting and evaluation, the Matrices of Priority Actions on Protection, Prevention, Participation, and Relief and Recovery above specify "Outcomes" and "Outputs" as well as "Priority Actions." Each of these categories serve a specific function in the results-based logical framework as follows:

¹¹⁴ One of the key goals of monitoring is to allow for corrections during implementation. Implementing agencies should modify or reassess if activities are not being carried out or are not on-track to achieve intended results, and should document learnings to inform future planning and implementation. The objective of monitoring is not to showcase results but is instead to investigate and understand the activities that have taken place, what has been difficult to launch and why, consider how challenges can be overcome, and consider what is going well and why.

¹¹⁵ ASEAN Gender Mainstreaming Steering Committee.

Outcomes: These specify expected results of the RPA WPS, and include measurable changes for beneficiaries and key stakeholders (such as further protection of women’s rights). These also can include institutional changes in policies, practices and behaviours that are considered important for implementing WPS, such as an **implemented** policy or **passed** legislation, and evidence of attitude change or measurable/documentated change in capacity/skills of frontline responders, for example.

Although changes in policies may be a critical or desired outcome, conducting rigorous impact evaluation is necessary to determine whether these types of “outcomes” (even when successful, such as better policies on SGBV) had the desired impact on the ultimate and specified beneficiary (such as, depending on the priority action, women, young women, men, or those from marginalised groups). For example, there may be an intervening factor or crisis that resulted in the successful outcome not achieving the intended impact, or perhaps the assumptions were flawed and the intended action would never achieve the desired impact.¹¹⁶

Outputs are important interim results that tend to be considered necessary to reach ultimate WPS goals and outcomes. These pertain to activities that are within the control of the implementing agency. These include trainings, reports, capacity-building, the drafting of laws and policies and the launch of programmes, research, advocacy, media campaigns, etc.

A series of outcome **indicators** are listed in the matrices. These constitute the necessary benchmarks to determine the progress made in achieving each of the outcomes. Output indicators can be developed in partnership with the implementing agencies (leading on priority activities) to measure whether these activities took place, and to guide reporting on the status of their implementation.

¹¹⁶ Impact assessments can be technically challenging and costly; the RPA WPS suggests impact assessments that could be considered, where feasible, such as conducting a randomised controlled trial (RCT) to compare those that experienced a change of policy, training or programme with a matched control group that did not (if successful, the programme would subsequently be given to the control). Although often seen as the “gold standard” of evaluation, RCTs are not often possible or appropriate and there are other ways to conduct rigorous effective evaluations and impact assessments of what can be considered “treatments” or interventions that were carried out as part of the RPA WPS. At a conceptual level, for impact evaluation, the question should be asked: what would we have reasonably expected to happen or to have been the case in the absence of the RPA doing *x*? i.e. What if there was no RPA WPS activity or intervention in this case? (Would the situation be similar? Better? Worse? In what ways?)

Annex 1. Members of the ASEAN Advisory Group on WPS

No.	ASEAN Sectoral Body/Entity	Name and Designation
1.	ACW Focal Point – Cambodia	H.E. Kheng Samvada Permanent Secretary of State, Ministry of Women’s Affairs Chair of the ASEAN Advisory Group on WPS
2.	ACW Focal Point – Viet Nam	Dr. Ha Thi Minh Duc Deputy Director General International Cooperation Department Ministry of Labour, Invalids and Social Affairs (MOLISA)
3.	ACWC Representative on Women’s Rights – Indonesia	Dr. Sri Danti Anwar Senior Advisor Family Development Ministry of Women Empowerment and Child Protection
4.	ACWC Representative on Women’s Rights – Malaysia	Dr. Maziah binti Che Yusoff Secretary General Ministry of Women, Family and Community Development
5.	ACWC Representative on Women’s Rights – Philippines	Prof. Lourdesita Sobrevega-Chan, PhD Chairperson, University Research Council, and Member, Board of Trustees, Ateneo de Davao University Chair, Board of Trustees, Davao Medical School Foundation and Hospital
6.	Working Group on Counter Terrorism (WG-CT) of the Senior Officials Meeting on Transnational Crimes (SOMTC)	Mr. Andhika Chrisnayudhanto Deputy for International Cooperation of National Counter Terrorism Agency, Indonesia Chair of the SOMTC WG-CT
7.	ASEAN Defence Senior Officials’ Meeting (ADSOM)	General Nem Sowath Special Advisor to Samdech Pichey Sena Tea Banh,

		Director-General, General Department of Policy and Foreign Affairs, Ministry of National Defence, Cambodia ADSOM Chair
8.	ASEAN Inter-Governmental Commission on Human Rights (AICHR)	H.E. Keo Remy AICHR Chair
9.	ASEAN Institute for Peace and Reconciliation (ASEAN-IPR)	Ambassador I Gusti Agung Wesaka Puja Executive Director
10.	Working Group on Prevention and Mitigation of the ASEAN Committee on Disaster Management (ACDM)	DG Vongkham Phanthanouvong (Lao PDR) Dir. Susana Juangco, (Philippines) Dir. Saharat Wongsakulwiwat (Thailand) Co-Chairs of the ACDM Working Group on Prevention and Mitigation
11.	ASEAN Women Entrepreneurs Network (AWEN)	Mrs. Dyah Anita Prihapsari AWEN Chair

Annex 2: Members of the Technical Working Group for the formulation of the ASEAN RPA on WPS

No.	ASEAN Sectoral Body/Entity	TWG Members
1	ACW Focal Point – Cambodia	<p>H.E. Kheng Samvada Permanent Secretary of State, Ministry of Women’s Affairs Chair of the ASEAN Advisory Group on WPS</p>
2	ACW Focal Point – Viet Nam	<p>Dr. Ha Thi Minh Duc Deputy Director General International Cooperation Department Ministry of Labour, Invalids and Social Affairs (MOLISA)</p>
3	ACWC Representative on Women’s Rights – Indonesia	<p>Dr. Sri Danti Anwar Senior Advisor Family Development Ministry of Women Empowerment and Child Protection</p>
4	ACWC Representative on Women’s Rights – Malaysia	<p>Mr. Satish Ranggayah Under Secretary International Relations Division Ministry of Women, Family and Community Development</p>
5	ACWC Representative on Women’s Rights – Philippines	<p>Prof. Lourdesita Sobrevega-Chan, PhD Chairperson, University Research Council and Member, Board of Trustees, Ateneo de Davao University Chair, Board of Trustees, Davao Medical School Foundation and Hospital</p> <p>Mr. Amerson R. Aguinaldo Gender and Development (GAD) Specialist II, Sectoral Coordination Division, Philippine Commission on Women (PCW)</p> <p>Ms. Avery Silk Arevalo</p>

		<p>Senior GAD Specialist, International Affairs Section, Philippine Commission on Women (PCW)</p> <p>Ms. Marianne Kristine V. Delgado Supervising GAD Specialist, Sectoral Coordination Division, Philippine Commission on Women (PCW)</p>
6.	Chair of the Working Group on Counter Terrorism (WG-CT) of the Senior Officials Meeting on Transnational Crimes (SOMTC)	<p>Mr. Andhika Chrisnayudhanto Deputy for International Cooperation of National Counter Terrorism Agency, Indonesia</p> <p>Mr. M. Zaim A. Nasution Director for Regional and Multilateral Cooperation of National Counter Terrorism Agency, Indonesia</p> <p>Mr. Hadi Setiyono Head of Sub Division of Cooperation of Special Detachment 88 Anti-Terror of Indonesian National Police</p> <p>Mr. Bangun Riyadi Girdayanto Officer of International Organisation of International Relations Division of Indonesian National Police</p> <p>I Putu Eka Dimi A Data and Information Analyst of Directorate of Regional and Multilateral Cooperation of National Counter Terrorism Agency, Indonesia</p>
7.	Chair of the ASEAN Defence Senior Officials' Meeting (ADSOM)	<p>Major General Sam Sophea Deputy Director, Department of ASEAN Affairs, Ministry of National Defence, Cambodia</p>
8.	Executive Director of the ASEAN Institute for Peace and Reconciliation (ASEAN-IPR)	<p>Kartika Budhi Wijayanti Project Management Officer</p>
9.	Chair of the ASEAN Women Entrepreneurs Network (AWEN)	<p>Ms. Cindy Chaw AWEN Focal Point Myanmar</p>

	<p>Ms. Sinda Sutadisastra AWEN Secretary</p>
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	<p>Ms. Ana Bobadilla AWEN Focal Point Philippines</p>
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