



**REPORT AND  
RECOMMENDATIONS**

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OF WORKSHOP HELD  
IN JAKARTA, INDONESIA  
20 AUGUST 2014

ASEAN  
AND THE PREVENTION  
OF VIOLENCE  
AGAINST WOMEN

in Conflict and Humanitarian Situations

# ASEAN and the Prevention of Violence Against Women in Conflict and Humanitarian Situations

*Report and Recommendations of the 20 August 2014, Jakarta, Indonesia Workshop*

## Summary

The Asia Pacific Centre for the Responsibility to Protect with the support of the Australian Department of Foreign Affairs and Trade, hosted a workshop on ASEAN and the Prevention of Violence Against Women in Conflict and Humanitarian Situations on 20 August 2014 in Jakarta, Indonesia. The event was attended by 48 leaders from the government sector, non-government organizations and international organizations from Cambodia, Indonesia, Malaysia, Myanmar, Philippines, Brunei, Thailand, Singapore and Viet Nam. Acting British Ambassador to Indonesia, ASEAN and Timor Leste, Rebecca Razavi, delivered the keynote address on the Preventing Sexual Violence in Conflict Initiative. This report highlights the key themes discussed at the workshop and recommendations put forward by participants to augment regional efforts to prevent violence against women in conflict and humanitarian situations.

## Key recommendations

1. Strengthen the case for engagement with UN Security Council 1325 (2000) Women, Peace and Security (WPS) agenda in the ASEAN Political Security Community.
  - a. In particular, promote WPS engagement within two ASEAN institutions strongly associated with the Political Security Community – the ASEAN Intergovernmental Commission on Human Rights (AICHR) and ASEAN Institute of Peace and Reconciliation (AIPR).
  - b. Continue to promote the complementarity of the WPS agenda in meeting the prevention of violence against women agenda in the ASEAN Ministerial Meeting for Women (AMMW) and the ASEAN Commission for Women and Children (ACWC).
2. Further consideration of how to engage the security sector in the prevention of sexual violence in conflict and humanitarian situations.
3. Facilitate peer-to-peer knowledge exchange on the value of WPS National Action Plans (NAPs) in building capacity to prevent violence against women and empowering women in peace and security institutions, particularly gender inclusion and mainstreaming in the judicial and security sectors.

4. Facilitate WPS awareness raising, advocacy and networking as part of R2P exchange in the region.
5. Conduct research, particularly monitoring and evaluation of national level performance, to help inform policy interventions aimed at implementing WPS at national and regional level.

## Background: WPS and R2P

The Asia Pacific Centre for the Responsibility to Protect (AP R2P Centre) exists to advance research and policy dialogue on the responsibility to protect principle and mass atrocities prevention in the Asia Pacific region. As agreed by all states, including all ASEAN Member States, at the 2005 World Summit, the Responsibility to Protect has three pillars:

1. All states have a responsibility to protect their populations from genocide, war crimes, crimes against humanity and ethnic cleansing, including prevention of these crimes and their incitement;
2. The international community, including neighboring states and regional organizations, has a responsibility to encourage and assist the state with meeting its protection obligations; and,
3. The international community has a responsibility to use diplomatic, humanitarian and other peaceful measures to protect populations and to take timely and decisive action in accordance with the UN Charter if a state is manifestly failing to protect its population from these four crimes.

A key focus of the AP R2P Centre is the prevention of genocide, war crimes and crimes against humanity. Prevention creates the best conditions for stability and prosperity, which enables populations to be protected effectively and inclusively. As the UN Secretary-General pointed out in 2013, prevention of these crimes requires engagement with the conditions that perpetuate gender inequality and gender discrimination, women's human rights violations and the disproportionate vulnerability to atrocity crimes, specifically those that constitute sexual and gender based violence, for which women and girls remain disproportionately targeted.

The AP R2P Centre has long argued that R2P advocates should engage with and promote the prevention, protection, participation framework outlined by the Women Peace and Security (WPS) agenda adopted by the United Nations Security Council.<sup>1</sup> The WPS agenda was first

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<sup>1</sup> Sara E. Davies and Sarah Teitt, 'Engendering the Responsibility to Protect', *Global Responsibility to Protect* 4 (2) 2012, p. 198-222, in Sara E. Davies and Eli Stamnes, eds. 'Special Issue: The Responsibility to Protect and Sexual and Gender Based Violence (SGBV)', *Global Responsibility to Protect*, Vol. 4, No. 2 (2012); Sara E. Davies, Zim Nwokora, Eli Stamnes & Sarah Teitt, eds. *Responsibility to Protect and Women, Peace and Security: Aligning the Protection Agendas* (Leiden: Martinus Nijhoff, 2013).

introduced in Security Council Resolution 1325 (2000). Since then, the UN Security Council has endorsed six additional WPS resolutions: 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013) and 2122 (2013). Included among the provisions endorsed in these resolutions are: the importance of women's leadership and political participation in peace and security institutions; the need to improve measures to protect women during conflict and instability, including against sexual and gender based violence; the need to address impunity for such violations; the vital role women's civil society organisations play in conflict prevention and peacebuilding; and the need for more systematic plans of action at the national, regional and international levels to advance gender equality and women's rights protection.

Promoting greater awareness and support for the WPS agenda and supporting efforts to enhance women's political inclusion and empowerment has become a core focus of the Centre's work for four main reasons:

- (1) *It is now well recognized that sexual and gender-based violence can constitute acts of genocide, war crimes, ethnic cleansing and crimes against humanity.* At their most basic, R2P and WPS share important goals in common, not least, the elimination of these types of crimes.
- (2) *There is a strong explanatory relationship between endemic gender inequality and high rates of political violence and one-sided violence against civilians.* As Secretary-General Ban Ki-moon observed in his [2013 R2P report](#) on State Responsibility and Protection:
  - i. 'Gender discrimination and inequality increase underlying risks associated with sexual and gender-based violence, which can constitute genocide, war crimes and crimes against humanity...Specific gender discrimination practices include the denial or inadequate protection of basic rights relating to physical security and the status of women, compulsory birth control and unequal access to services and property'.
- (3) *Sexual and gendered violence are often the first types of mass atrocity crimes committed against populations to achieve political ends.* These crimes can occur before conflict, after conflict and during conflict as Syria, Mali, Sri Lanka and recent tragedy in Iraq with the Yazidi population demonstrate. There is a history of gendered crimes being used as tools of political violence to achieve political aims. This continues today, but the way in which sexual and gendered violence foments other atrocity crimes and violent conflict is not yet adequately understood.
- (4) *R2P and WPS share a common focus on prevention and in the development of international, regional, national and societal level tools to empower women and prevent mass atrocities.* This means that there is opportunity to align the R2P principle

and the WPS agenda on the targets and tools needed to prevent mass atrocity crimes, which – as stated by UN Secretary General in his 2013 report - demands action to address structural gender inequality and gender discrimination.

## Workshop Aims

The AP R2P Centre organized the ASEAN and Prevention of Violence Against Women in Conflict and Humanitarian Situations workshop with two key ambitions:

- (1) to identify, document and highlight the important regional, national and local work governments and civil society organizations have undertaken to protect populations from R2P crimes, which include widespread and systematic sexual and gender based violence.
- (2) to explore ways of assisting ASEAN and individual members to fulfill their responsibility to eliminate violence against women. The workshop sought to explore how the principle of the responsibility to protect might assist in advancing this aim and what further initiatives may enable a deepening of engagement in this issue.

The workshop sought to draw attention to high-level commitments made in the region to eliminate violence against women, and to illuminate best practice in three important agendas that currently have the attention of ASEAN and individual member states:

- (1) Declaration on the Elimination of Violence Against Women and Against Children progressed by ASEAN Commission on Women and Children (ACWC) and ASEAN Intergovernmental Commission on Human Rights (AICHR).
- (2) The UN WPS agenda – referred to in the ACWC Declaration on Prevention and Elimination of Violence Against Women and Children, and affirmed by ASEAN member states at the annual WPS Open Debates (Viet Nam representative, April 2013).
- (3) The British-led Prevention of Sexual Violence Initiative (PSVI), which has received both regional commitment through eight ASEAN members signing the UN General Assembly's Declaration of Commitment to End Sexual Violence in Conflict and the Indonesia, Philippines and East Timor joint ministerial statement as PSVI champions.

In addition to documenting and sharing the important work already being done in the region to prevent violence against women in conflict and humanitarian situations, the workshop sought to highlight what capacities existed in the area of WPS, what capacities still need to be built, and how the international community might support these efforts across Southeast Asia where further policy and collaboration may be required to improve prevention efforts at the local, national and regional levels.

# Keynote Remarks

Acting British Ambassador to Indonesia, ASEAN and Timor Leste, Rebecca Razavi, delivered the keynote address to the workshop, which highlighted the PSVI as an important normative development that recognises ending conflict-related sexual violence as fundamentally important to upholding international peace and security, an integral component of conflict prevention and a moral duty of governments and societies. Since the launch of the PSVI in May 2012, the UK has sought to raise global awareness of the issue and encourage concrete commitments to addressing it. In September 2013, the UK launched the Declaration of Commitment to End Sexual Violence in Conflict at the UN General Assembly in New York. This was followed by a Global Summit of Commitment to End Sexual Violence in Conflict in June 2014, at which the UK government launched the International Protocol on Documentation and Investigation of Sexual Violence in Conflict. As of August 2014, 155 governments had endorsed the UNGA Declaration.

Within the Southeast Asian region, 8 ASEAN member states have committed to this Declaration.<sup>2</sup> The Declaration calls upon states to legislate against and prosecute individuals for conflict-related sexual violence, have police and justice mechanisms in place to punish anyone for these crimes, and requests states *and regional organizations* to recognise and implement the WPS National Action Plans; as well as promote women's full participation in all political, governance, and security structures.

Ambassador Razavi highlighted the commitment of Indonesia, Philippines and East Timor Foreign Ministers to serve as Champions of PSVI and promote efforts to end sexual violence amongst the ASEAN membership. In their joint statement to the Global Summit, these states noted that ASEAN countries have a wellspring of experience and lessons learned that should be shared with the wider global community in preventing violence against women. With this in mind, the keynote address concluded with prompting participants to reflect on the concrete measures ASEAN has taken to deter or prevent conflict-related sexual violence, how ASEAN countries work to end impunity, and how governments in ASEAN support and recognise survivors.

***In response to Ambassador Razavi's presentation, participants highlighted three areas where regional PSVI Champions could focus their attention:*** (1) prevention, (2) training, and (3) legislation to deter attacks and address impunity.

As part of prevention efforts, national and regional mechanism (such as the ACWC) should endeavour to document practices that prevent sexual and gendered violence and give guidance to practitioners on what works in this area. Participants suggested that PSVI champions in the region should call on states to adopt legislation that expressly criminalises sexual violence. Participants further highlighted that more training and awareness raising, particularly among

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<sup>2</sup> Cambodia, Indonesia, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam.

the security sector, would help frontline protection efforts, promote a justice environment (investigate all forms of violence against women), and instil a culture of zero tolerance for sexual violence among police and armed forces in the region. In addition, it was suggested that an area of natural alignment between government, civil society and academic sector is to combine resources to monitor and report annual data on violence against women across ASEAN member states.

***One participant highlighted that the Ministerial support (particularly among male leaders) for PSVI in the ASEAN region has contributed to moving sexual and gendered violence from being seen as a ‘women’s issue’ to a security issue.*** The question now is how this high-level commitment can be extended to better integrate PSVI and WPS in the ASEAN Political-Security Community (APSC) – the area with greatest focus (and responsibility) on populations at risk in situations of civil strife, conflict and humanitarian disasters. Although the APSC has developed parallel to WPS and have made statements suggesting support for WPS goals but, thus far, ASEAN Member States have made few specific efforts to implement key provision of Resolution 1325 which calls for a whole-of-government and regional organization approach to incorporate WPS into political and security sectors.

## Key themes for Preventing Violence Against Women in Conflict and Humanitarian Situations

The workshop covered four key thematic areas relevant to the prevention of violence against women in conflict and humanitarian situations. The first focused on advancing WPS through national and regional level institutions and mechanisms. This session focused on lessons from the experience of the Philippines in crafting a WPS National Action Plan, and an analysis of opportunities for advancing WPS within ASEAN mechanisms. The second theme related to capacity building, and included presentations on the role of national human rights institutions and civil society networks in Myanmar. Theme 3 centered on protection in humanitarian and conflict/post-conflict settings, with an emphasis on training the security sector and documenting and reporting sexual and gender-based violence. How to prioritize WPS at the national level and build local, state and regional advocacy networks was the fourth theme discussed. The following section provides a synopsis of the presentations and highlights key lessons drawn from discussions.

## Theme 1: Preventing violence against women through National and Regional architecture

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### *Advancing WPS at state level: WPS National Action Plans*

WPS National Action Plans (NAPs) provide governments an opportunity to articulate priorities, coordinate policy and evaluate the implementation of UNSCR 1325 at the national level. WPS NAPs are intended to elucidate the range of government agencies and other stakeholders that are responsible for promoting women's participation and gender equality in peace and security institutions. Under-Secretary Maria Cleofe Gettie Sandoval from the Office of the Presidential Advisor on the Peace Process in The Philippines, shared lessons from the Philippine experience in crafting and implementing its 1325 NAP.

As a first step, advocates for the Philippine NAP drew on international commitments made by The Philippines' government (including CEDAW, the Beijing Platform for Action and UNSCRs 1325 and 1820) to call for national measures to implement policies aimed at gender equality and women's political inclusion. Three elements of domestic legislation and policy development formed the cornerstone for the Philippine WPS NAP:

- Republic Act No. 9710, which is known as the 'Magna Carta of Women' and is a comprehensive women's human rights law that includes provisions for increasing women's participations in the management of armed conflict;
- Philippine Development Plan 2010-16, in which Chapter 9 affirms the Philippine government's commitment to UNSCR 1325, 1820, 1888 and 1889, and Section 2F expressly commits to the implementation of UNSCR 1325, 'which entails close collaboration with the CSOs to fully comply with the government's commitment to increase participation of women in peace process and address sexual violence against women in armed conflict situations'; and
- Executive Order 865, which created a National Steering Committee on Women, Peace and Security to implement UNSCR 1325 and 1820 comprised of nine agencies: Office of the Presidential Adviser on the Peace Process (OPAPP); Philippine Commission on Women; National Defense; Social Welfare and Development; Justice; Interior and Local Government; Foreign Affairs; National Commission on Indigenous Peoples (NCIP); and National Commission on Muslim Filipinos.

These three measures provided the mandate for designing the Philippine WPS NAP, which was adopted in March 2010 and included two main pillars: (1) protection and prevention, and (2) empowerment and participation. The enabling policy environment and the WPS NAP translated into WPS projects and activities in Gender and Development Plans, Budgets and Reporting mechanisms. These are geared at enhancing the capacity of government agencies and other actors to mainstream prevention and protection through gender-responsive and conflict-sensitive policies, programs, and support services for women and children in conflict situations. The overall aim is for women in conflict and post-conflict situations to be protected, empowered and to play a decisive role in peace and security processes and mechanisms.



The following is a table Under-Secretary Sandoval presented which highlights key progress in implementing the Philippine WPS NAP to date:

Policy	People	Enabling mechanisms	Programs/ projects/ activities
Inclusion of women, peace and security indicators in the Philippine Development Plan 2010-2016	Capacity development activities:  Philippine National Police	Maximizing the GAD Focal Point System and PAMANA Focal Points  Enhancing GAD plans and budgets of key national agencies and local government units	Sustainable Livelihood Program  Comprehensive Integrated Delivery of Social Service
Inclusion of women, peace and security section in the Women's EDGE, the women's agenda for the current administration	Philippine Army  Department of Foreign Affairs  Department of National Defense		Training for Work, Cash for Training Program  Social protection packages for former rebels
Issuance of the Joint Memo Circular on mainstreaming NAP in the Gender and Development plans and budgets of National Security Council and PAMANA agencies	Department of Health  National Electrification Administration  5 provinces and 1 city in ARMM  21 PAMANA provinces		Inclusion of WPS in training modules for embassy and consulate staff  Halfway houses for former rebels

Under-Secretary Sandoval indicated that the task ahead is to establish institutional posts for continuing implementation of the Philippine NAP, with a priority placed on (a) gender budgeting, (b) gender –sensitive development projects (namely through PAMANA—the Philippine government's program to extend development projects and increase livelihood and job opportunities in isolated and conflict-affected communities); (c) collecting disaggregated data in conflict-affected areas (sex, age, ethnicity) to establish baselines and set benchmarks; and (d) working with civil society to address violence in the context of armed conflict and to increase women's participation in peacebuilding in the Philippines.

### *Advancing WPS within the region: ASEAN Architecture*

While Under-Secretary Sandoval offered insight into implementing WPS at the national level, Yuyun Wahyuningrum (Senior Advisor on ASEAN and Human Rights of the Human Rights Working Group, Indonesia) provided analysis of opportunities to advance WPS within ASEAN institutions and mechanisms. Yuyun reflected that with the achievement of peace amongst ASEAN member states, the Political-Security Community is well placed to be receptive to concerted advocacy to move WPS commitments forward. This is reflected in the fact that both the ASEAN Institute of Peace and Reconciliation; and ASEAN Inter-governmental Commission on Human Rights, are attached to the work of the Political-Security Community.

Yuyun advised that the most effective advocacy strategies leverage the mandate of various ASEAN institutions and mechanisms, in particular, through locating WPS champions amongst the membership to these bodies.

Below is a synopsis of Yuyun's analysis of opportunities for implementing WPS in ASEAN.

Institution or Mechanism	Relevant Mandate	Opportunity for advancing WPS
<b>ASEAN Political-Security Community</b>	11.7: 'promote a people-oriented ASEAN in which all sectors of society, regardless of gender, race religion, language, or social and cultural background, are encouraged to participate in, and benefit from, the process of ASEAN integration and community building'.  'should strive toward promoting and supporting gender-mainstreaming, tolerance, respect for diversity, equality and mutual understanding' <sup>3</sup>	
<b>ASEAN Commission on the Promotion and Protection of the Rights of Women and Children:</b>	Mandate 5.4: 'To advocate on behalf of women and children, especially the most vulnerable and marginalized and encourage ASEAN Member States to improve their situation'.  Mandate 5.12: 'To propose and promote appropriate measures, mechanisms and strategies for the prevention and elimination of all forms of violation of the rights of women and children, including the protection of victims'	With one of the strongest advocacy mandates which allows the Commission to speak before Ministers and the public, ACWC could promote WPS
<b>ASEAN Intergovernmental Commission on Human Rights:</b>	Purpose: Article 1.2 to uphold the right of peoples of ASEAN to live in peace, dignity and prosperity  ASEAN Human Rights Declaration 2012, Article 38: 'Every person and the peoples of ASEAN have the right to enjoy peace within an ASEAN framework of security	WPS could be integrated into AICHR's Study on the Right to Peace with aims to: (1) map existing regional, bilateral and national initiatives that contribute to the promotion of regional peace and security; (2)

<sup>3</sup> ASEAN Political-Security Community Blueprint, Characteristic of the Element of the APSC, Section 11.7.

	and stability, neutrality and freedom, such that the rights set forth in this Declaration can be fully realized'	contribute to normative development on human rights in the region; (3) encourage further research and study on the Right to Peace to contribute to building a people-oriented ASEAN
<b>ASEAN Minsters Meeting on Women</b>	<p>Purpose: To eradicate all forms of discrimination and violence against women and girls in ASEAN as affirmed in the Declaration on the Elimination of Violence Against Women in the ASEAN Region (2004)</p> <p>Mandate:</p> <p>To mainstream a gender perspective in the ASEAN regional policies and cooperation with all pillars of the ASEAN Community</p> <p>To strengthen regional cooperation for the enhancement of women's participation in the ASEAN Community building process</p> <p>To promote coordination, collaboration and/or partnerships with other ASEAN sectorial bodies, ASEAN Dialogue Partners, international organizations, and relevant stakeholders for the advancement of women and gender equality in the region</p>	Proposed by Indonesia and the Philippines as a mechanism for addressing issues affecting women at the level of ministers rather than senior officials.
<b>ASEAN Institute for Peace and Reconciliation</b>	Purpose: Conduct research on peace, conflict management and conflict resolution and promote activities agreed in APSC Blueprint and additional activities as agreed by ASEAN member states	<p>WPS could be integrated in AIPR's research by documenting best practice in conflict management, conflict resolution and post-conflict peace-building to prevent violence against women. Because of its mandate to promote the activities agreed in the APSC Blueprint, the AIPR could undertake studies to promote gender mainstreaming in peace process and conflict management</p> <p>AIPR could likewise conduct a gender analysis of ASEAN dispute mechanisms as part of its research function to enhance regional mechanism for the pacific settlement of disputes</p>

Drawing on HRWG's experience in advocating for greater human rights protection in ASEAN, Yuyun offered three suggestions for advancing WPS in ASEAN.

*First*, it is essential to ***make the WPS agenda visible in all the institutions*** highlighted above through continually mentioning WPS in advocacy documents and submissions, and through establishing WPS dialogue partners within particular institutions mentioned above.

*Second*, ***advocates should seek Ambassadors with credential to ASEAN as champions***, and encourage these representatives to highlight the importance of WPS at bilateral or multilateral meetings. Indonesian Ministry of Foreign Affairs is known to be particularly disposed to raising WPS as a matter of political-security in the ASEAN processes.

*Third*, ASEAN is currently drafting its new blueprint for 2015-30, and there is still opportunity to ensure that WPS is visible in this important document. ***A particular institution of focus for introducing WPS into the ASEAN Political-Security Community may be the mandate of the ASEAN Institute for Peace and Reconciliation.***

## Theme 2: Preventing violence against women through capacity building

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The session on preventing violence against women through capacity building focused on (a) the contribution of women's rights and gender equality institutions, and (b) the role of civil society networks, with a focus on building capacity to address VAW in Myanmar.

According to Desti Murdijana, Vice Chairperson, Komnas Perempuan, National Commission on Violence Against Women, Indonesia, the national women's rights commission of Indonesia was established in response to women civil society organisations' demand for accountability for sexual violence experienced by Chinese women in mass riots in May 1998. Similar to the development of the Philippine WPS NAP, advocates for a national mechanism for women's human rights in Indonesia drew on international commitments and legal frameworks--namely Indonesia's obligations under CEDAW and the Convention Against Torture. Established by Presidential Decree, the key purpose of Komnas Perempuan is to eliminate all forms of violence against women, to prevent and address VAW and to protect and enforce women's human rights. In addition to international agreements, the work of Komnas Perempuan is enabled by (and in turn strengthens) state policies for ensuring women's human rights, including: Law to Eliminate Domestic Violence; policies at the national and provincial level regarding holistic services for women victims of violence; Law to Eliminate Human Trafficking; policy for 30% quota for women in Parliament; and the Law on Witness and Victim Protection. The Commission serves as a resource centre on women's rights and violence against women; as a negotiator and mediator between government, victims' communities and women's rights organizations; an initiator of gender-sensitive policy reform; and a monitoring body and rapporteur on gender-based violence.

Desti stressed that women's human rights institutions attempt to fulfil both a preventative and capacity building role:

- (1) Raising Public Awareness: work with the media, to promote public participation in strategic campaigns, and to connect local, national and international advocacy to promote women's solidarity (i.e., movements for Women Human Rights Defenders).
- (2) Supporting Survivors: strengthening national mechanism for integrated services to victims, strengthening the Witness and Victims Protection Agency, supporting local mechanisms for recovery and survivor support and providing letters of support for legal cases of VAW.
- (3) Advocating Legal Reform: providing recommendations for addressing VAW to the Executive; supporting the women desk in Parliament, and creating curriculum and training modules for the Judicative branch
- (4) Enhancing Monitoring and Reporting: enhancing fact finding on VAW, issuing annual reports on VAW, presenting independent reports to International Human Rights Mechanisms; and supporting community based monitoring
- (5) Research and data gathering: encouraging strategic religious institutions to analyse how religious teachings support addressing VAW and breaking silence; collecting data to benchmark prevalence of VAW (Indonesia does not presently have statistics on VAW), and providing evidence base on 'what works' to address VAW.

As a final note, Desti emphasized the need for security sector reform that is gender sensitive and gender responsive, and a need to strengthen ASEAN and Asia Pacific security mechanisms to be more response to women in conflict situations. Regional mechanisms are important for and feed back into national level mechanisms because they buttress normative developments and provide additional layers of accountability.

The second presentation for the session on preventing violence against women through capacity building focussed on the role of women civil society networks. May Sabe Phyu, Director of the Gender Equality Network (GEN) in Myanmar discussed recent efforts to address VAW in Myanmar. GEN was established following Cyclone Nargis in 2008, and is an inter-agency network of over 100 CSOs, NGOs and INGOs and technical specialists. As part of capacity building efforts, GEN has engaged in:

- (1) The development of the National Strategic Plan for the Advancement of Women (2013-2022), which is based in 12 areas of the Beijing Platform for Action and three key areas of CEDAW. The plan was launched in October 2013 as a whole of government approach, and the challenge now is to operationalise the plan.
- (2) The development of the Anti-Violence Against Women Law. GEN's work involved publishing briefing papers on legal reform related to addressing VAW; building capacity on good practices for VAW legislation; holding consultations with parliamentarians, government stakeholders and key CSOs; developing a 'roadmap' with key government agencies for drafting the law. After it is drafted, GEN will help promote public consultations on the draft law. The transparency GEN has helped promote in this legislation represents a notable departure from the general lack of transparency in the law-making process in Myanmar, and is a positive example of the role of women CSO networks and capacity building.

(3) Awareness Raising and Mobilisation of CSOs, including around research on cultural norms, social practices and gender equality.

Although the presentation highlighted the positive impact of capacity building for CSO networks, it likewise stressed a number of challenges for preventing VAW in Myanmar. Among these include: inadequate health services to survivors, limited legal redress and lack of counselling support services, lack of funding for gender initiatives, and weak legal framework for addressing sexual violence (no law for marital rape). As was highlighted in both the Philippines and Indonesia, there is also a lack of data on the prevalence of VAW in Myanmar. The presentation stressed that these obstacles and challenges require international solidarity and raising awareness of WPS and gender justice at all levels (local, national, regional and international level).

Discussion at the end of this session focused on the need to enhance peer to peer exchange, amongst policy officials, civil society sector and academic sector, on lessons learnt in the area of creating national level human rights institutions that address violence against women, gender discrimination and gender inequality.

### Theme 3: Preventing violence against women through protection in humanitarian settings

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The session on protection in humanitarian and conflict settings included a presentation on engaging the security sector in WPS training and curriculum development in the Philippines, and a presentation on the importance of documenting and reporting sexual and gender based violence, with lessons from Cambodia.

Dr. Lourdes Veneracion-Rallonza from Ateneo de Manila University in The Philippines focused on the on-going process of integrating WPS in Philippine security sector, which has focused primarily on capacity building and entailed initiatives on behalf of both the government and CSOs. In the area of protection and prevention, identified issues are women's physical security (harassment, sexual violence, reproductive health), psychological trauma, and economic burdens (vulnerability to labour exploitation and trafficking of internally displaced women/girls); as regards women's empowerment and participation, concerns would be the recognition of grassroots women peacebuilders and the potential of women in the security sector. Given these WPS areas of concern, WPS training for the security sector focus on immediate and sustained protection that seek to address women's vulnerabilities in conflict-affected areas; additionally, exploration into women as peacebuilders is a key idea advanced in WPS trainings. These items are included in the training modules – such as the Gender and Conflict-Sensitivity Training (GCST) and the WPS Executive Course – developed by the Office of the Presidential Adviser on the Peace Process (OPAPP) as part of their technical assistance package to the Philippine Army. Currently, there are plans to institutionalise WPS through policy formulation in the Philippine Army and cascading of capacity-development

modules. As such, identified WPS identified organization-based interventions at the ground level include the establishment of women's desks, training and awareness raising on link between violence against women in conflict settings and IHL and HR, and training on handling female former rebels. On the part of CSOs, capacity-building for the security sector focus on WPS norms and its operationalization within the institution.

In terms of next steps, Dr. Rallanza pointed to Philippines' efforts to include WPS in strategic and operational protocols, development of internal capacities of security sector personnel through the inclusion of WPS in Training and Doctrine (TRADOC) as linked with IHL and HR, and build on existing enabling strategic mechanisms – such as the Stakeholders' Engagement, Army Transformation Roadmap, and Internal Peace and Security Plan – and seek to 'engender' them from the lens of WPS. These processes are driven by normative 'champions', who have emphasized the operational importance and strategic value of WPS. The challenge now is guidance on how WPS training can be translated into concrete action on the ground, particularly in conflict-affected areas in the Philippines.

Professor Kasumi Nakagawa, Pannasastra University of Cambodia, delivered the second presentation for the session, which focused on lessons for documenting and gathering evidence concerning acts of sexual violence drawn from the Cambodia experience. Prof. Kasumi noted that a key lesson from the experience in Cambodia to document crimes of sexual and gender-based violence under the Khmer Rouge is that the act memorialization has a positive influence on transitional justice: documenting past crimes results in more attention and awareness of the past and present prevalence of this type of violence, and has a positive influence on catalysing policy and mobilising advocacy to end VAW in Cambodia.

As of 2004, there was no systematic documentation of past SGBV, and there was a very low level of awareness of the high rates and extremity of SGBV under the Khmer Rouge. Prof. Kasumi's research from 2005-6 engaged 1500 men and women (over 40 years old) in 5 provinces; the second phase from 2006-7 involved over 200 students in gender studies to interview 6000 people in Phnom Penh. These interviews provided oral testimony that pointed to widespread and systematic SGBV, including rape (before exaction and gang rape), forced marriage and rape within marriage, sexual abuse and harassment, forced prostitution and survival prostitution and other crimes and degrading sexualised acts such as mutilation and public nudity. Similar to the cultural barriers that many participants noted as a key challenge to confronting SGBV in the region, Prof. Kasumi attributed the culture of silence in Cambodia to shame, fear, stigma and discrimination, and a fear of reprisal attacks, along with a general resistance to acknowledge that SGBV was part of the Khmer Rouge's genocidal violence. Efforts to document and raise awareness of these crimes has countered this culture of silence; however, the challenge now is the inadequate legal system to deal with crimes and lack of psychological, economic and other support services for survivors.

The positive impact of rigorous documentation is the potential to influence the transitional justice process in Cambodia, to bring parallel justice for survivors that is outside the formal court system, to move from a culture of silence to a culture of condemnation of both past and



present SGBV, and to create momentum for preventing future acts of SGBV, including through a Cambodian National Action Plan to Prevent VAW.

Discussion at the end of this session focused on the need to clearly understand the different but complementary benefits from seeking Ministerial support both Violence Against Women legislation and policy, along with Women, Peace and Security National Action Plans. Again, the conversation returned to the importance of identifying country level Champions on WPS.

#### Theme 4: Prioritising the Women, Peace and Security Agenda

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The final session focused on how to prioritise the WPS agenda, with presentations from UN Women and *Women. Seriously!* The Global Campaign on Women, Peace and Security.

UN Women focused on integrating CEDAW and UNSCR 1325 into the Indonesian National Action Plan on WPS. The presentation stressed that an Indonesian WPS NAP is crucial to the fulfilment of the human rights agenda in Indonesia, particularly with regard to the impact of armed conflict on women, and the need to address VAW in during conflict and in post conflict settings. It was stressed that formulating a WPS NAP is a preventive measure to protect women's rights: because the discrimination, inequalities and violence women experience during conflict to linked to women's experience during peacetimes, adopting measures to address women's low level of political participation, high levels of SGBV/VAW, the denial of property rights and economic opportunities and the lack of access of justice all contribute to societal resilience and women's protection during conflict. Moreover, WPS NAPs are important in the region because the tendency to associate women as victims of conflict, rather than to recognise women's active role in conflict and their contribution to fostering peace and security.

Because women in different conflict areas in the region face similar vulnerabilities and challenges, UN Women highlighted the need to promote South to South solidarity for advocacy and interventions on WPS. Best practice should be shared across countries in Southeast Asia, including learning from the Philippine experience in developing a WPS NAP and documenting women's roles in peacebuilding at grassroots levels in Indonesia. Network building among women peace negotiators could help share lessons learned for strengthening women's roles in peacebuilding in the ASEAN region and ensuring that peacebuilding is gender sensitive and inclusive.

Both CEDAW and UNSCR 1325 are legal instruments that urge governments and international agencies to protect and fulfil women's rights. State members are obliged to uphold both CEDAW and UNSCR 1325 and develop relevant programs and policies to implement their commitments. The Indonesian NAP process began in 2004 with consultations and the formation of a drafting team. The NAP was drafted between 2011-2014 through a series of consultations, and was facilitated by the enactment of a Presidential Decree that allowed for budget allocation to integrate the NAP into the National Medium Term Development Plan



(NMTDP). The NAP has been drafted, and the present task is to conduct training and raise public awareness to facilitate implementation at both the national level and in local governments. The areas of focus are Aceh and Papua, due to past and ongoing conflict, the exclusion of women as peace negotiators, and the violence and discrimination against women in these areas.

The session on prioritising WPS concluded with a presentation by Irene Santiago on the *Women, Seriously!* campaign, which is a global advocacy campaign to enhance women's participation in peace processes. Santiago stressed that women are underrepresented in peace negotiations—representing only 4% of the signatories and only 9% of the negotiators of a sample of 31 major peace processes between 1992 and 2011. The *Women, Seriously!* campaign was launched at the Global Summit to End Sexual Violence in Conflict in London as a broad-based movement to engage concerned citizens from civil society, government, international institutions, academia and the private sector to advocate for greater implementation of the participation pillar of the WPS agenda. A key component of the campaign is to showcase women as leaders and agents of peace and security, and to build broad-based movement that links local coalitions of women and peace advocates to lobby for the formulation and implementation of 1325 NAPs in their respective countries/regions.

## Recommendations and Future Initiatives

The workshop closed with an interactive session for participants to put forward recommendations on measures to assist ASEAN member states to fulfil their responsibility to eliminate violence against women, particularly in conflict and humanitarian settings. Participants were divided (self-identified) into three groups to discuss how to achieve progress in following areas:

- (1) How to align advocacy, messages and policy across the three agendas (PSVI, WPS and VAW) at the national and regional levels?
- (2) Trace and report state-level commitments towards VAW, WPS and PSVI across political, governance and security sectors?
- (3) How (and whether) to promote the adoption and inclusion of Women, Peace and Security agenda in regional political-security processes?

Based on the discussions during this session and a follow-up online survey of participants, 5 key recommendations stood out:

- (1) *Strengthen the case for WPS integration* into the work of AICHR, AIPR, AMMW and ACWC. Measures to further this aim include:
  - a. Identifying champions in the AICHR and AIPR to make WPS 'visible' in the mechanisms' work and advocate that integrating WPS fits with their purpose and mandate.

- b. Seek engagement with UN Women Country Offices and Regional Offices, as well as the UN ESCAP Asia Pacific Working Group on Women Peace and Security in the region to hold consultations on drafting a WPS regional action plan.
  - c. Work with civil society to incorporate WPS in advocacy, and to encourage AICHR and AIPR to integrate WPS in their work on a regular basis.
- (2) *Engage the security sector* in discussions on WPS, including through:
- a. Training modules on the connection between WPS and IHL/HR in policing, military and peacekeeping institutes
  - b. Measures to increase women's representation and leadership in the security sector
  - c. Training on best practice for ensuring the security of internally displaced women and women human rights defenders
- (3) *Facilitate peer-to-peer knowledge exchange* on the value of WPS NAPs in building capacity and prioritising policies to prevent violence against women, especially with regard to:
- a. The unique role that WPS NAPs can play in promoting women's leadership and representation in peace and security institutions, and in ensuring gender-sensitive and gender-responsive security sector reform.
  - b. Strategies for National Human Rights Institutions to promote the rights dimension of WPS agenda, through NAPs, particularly amongst women in conflict areas and frontline human rights defenders.
- (4) *Facilitate opportunities* for WPS Champions to emerge within the ASEAN Political Security Community, and specifically, ensure that:
- a. ASEAN Chair 2015 to take up WPS as an important agenda item
  - b. A WPS side event at a key ASEAN meeting;
  - c. Review, under blueprint, of all TOR of all ASEAN institutions and mechanisms includes WPS
- (5) *Conduct research* to help inform policy, including:
- a. Monitoring, analysis, and annual review of existing agreements, declarations and mandates of ASEAN to trace consistent recognition and engagement with WPS obligations
  - b. The development of a model training curriculum for academics and CSOs to disseminate information on WPS and R2P
  - c. Document the prevalence of VAW in conflict and humanitarian situations
  - d. A comparative study among ASEAN countries that shares best practices in developing WPS NAPS, documenting and reporting on VAW, and protecting women's rights in conflict situations.
  - e. WPS and Security Sector Report - High Level Consultation with ASEAN member states to identify existing capacity within protocol, guidelines and training concerning WPS. Identify areas for engagement and peer to peer exchange.

The AP R2P will continue engagement with ASEAN member states and civil society groups on this topic with a focus on implementing these recommendations.

# Annex

## Workshop Program

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Wednesday 20 August 2014	
9.00-9.20	<b>Welcome</b> <ul style="list-style-type: none"><li>• Introduction and presentation of workshop agenda Dr Sara Davies Asia Pacific Centre for the Responsibility to Protect (AP R2P) and Senior Research Fellow (QUT)</li></ul>
9.20-10.00	<b>Prevention of sexual violence in conflict and humanitarian situations</b> Chair: Dr Sara Davies, AP R2P <ul style="list-style-type: none"><li>• Prevention of Sexual Violence Initiative, UK Foreign Commonwealth Office Ms Rebecca Razavi Acting Ambassador to Indonesia and Timor Leste - UK Foreign and Commonwealth Office (FCO)</li></ul>
10.30-11.30	<b>Prevention of violence against women through regional and national architecture</b> Chair: Ms Olin Monteiro, Peacewomen Across the Globe <ul style="list-style-type: none"><li>• Optimising National Level Opportunities to Include Women in Political and Security Initiatives: The Philippine Experience Under-Secretary Maria Cleofe Gettie Sandoval Office of the Presidential Adviser on the Peace Process (OPAPP), Philippines</li><li>• Optimising opportunities for inclusion of Women, Peace and Security agenda in ASEAN political-security community Ms. Yuyun Wahyuningrum Senior adviser on ASEAN and Human Rights, Human Rights Working Group</li></ul>
11:30-12:30	<b>Prevention of violence against women through capacity building</b> Chair: Ms Hjh Mordiah Hj Jackia, Women's Rights, Brunei Darussalam <ul style="list-style-type: none"><li>• Contribution of national women's rights and gender equality institutions Ms Desti Murdijana Vice Chairperson, Komnas Perempuan, National Commission on Violence Against Women, Indonesia</li><li>• Issue of VAW and recent initiatives in Myanmar Ms May Sabe Phyu Director, Gender Equality Network, Myanmar</li></ul>

1.30-2.30	<p><b>Prevention of VAW through protection in humanitarian settings</b> Chair: Ms Adriana Venny Aryani, N-Peace Network</p> <ul style="list-style-type: none"> <li>Philippine experience on integrating WPS in the programs of the security sector Dr. Ma. Lourdes Veneracion-Rallonza Ateneo de Manila University and OPAPP Consultant on the Implementation of NAP WPS</li> <li>Roles and responsibilities concerning documentation and gathering evidence concerning acts of sexual violence in conflict: Cambodia experience Professor Kasumi Nakagawa Pannasastra University of Cambodia</li> </ul>
2.30-3.30	<p><b>Prioritising Women, Peace and Security Agenda</b> Chair: Dr Barbara King, Gender Equality Section, Department of Foreign Affairs and Trade, Australian Government</p> <ul style="list-style-type: none"> <li>Integrating CEDAW and UNSCR 1325 into development of the Indonesian national action plan on Women, Peace and Security</li> </ul> <p>Mr Iriantoni Almuna, National Programme Officer, Women Peace and Security, UN Women Indonesia Ms Ita Fatia Nadia, Senior Gender Adviser, UN Women Indonesia</p> <ul style="list-style-type: none"> <li><i>Women. Seriously!</i> The Global Campaign on Women, Peace and Security Mrs Irene M. Santiago, Lead Convener, Global Campaign on WPS</li> </ul>
4.00-5.00	<p><b>Group Interactive Session: Suggestions for future Initiatives</b></p> <p><b>Group A: Value of Resolution 1325 National Action Plans to advance Women, Peace and Security Commitments</b> Chair and Rapporteur: Ms Jasmin Galace, National Coordinator, Women Engaged in Action on 1325 (WE Act 1325), and Executive Director, Centre for Peace Education</p> <p><b>Group B: Enhancing ASEAN mechanisms for women's peace and security</b> Chair and Rapporteur: Dr Sri Danti Anwar, Focal Point Indonesia, ASEAN Committee on Women</p> <p><b>Group C: Documenting and reporting VAW and Enhancing women's access to justice</b> Chair and Rapporteur: Ms Yuyun Wahyuningrum, Senior adviser on ASEAN and Human Rights, Human Rights Working Group</p>
5.00-5.15	<b>Acknowledgements, Report and Survey</b>





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