



# Localisation Toolkit and Guidelines for the ASEAN Regional Plan of Action on Women, Peace and Security





# **Localisation Toolkit and Guidelines for the ASEAN Regional Plan of Action on Women, Peace and Security**

**ASEAN (ACW, ACWC, ASEAN WPS Advisory Group),  
UN Women**

**ASEAN Secretariat**

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The publication presents a toolkit and guidelines that emerged through consultations with representatives of ASEAN sectoral bodies, namely the ASEAN Committee on Women, the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children, and the ASEAN Women, Peace and Security Advisory Group, comprising 11 sectoral entities across three community pillars. In addition, relevant information was gathered from a survey of representatives from the ASEAN Committee on Women. This supplemented a review and analyses of extensive secondary literature.

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# Table of Contents

|   |           |
|---|-----------|
| <b>Foreword</b>   | <b>4</b>  |
| <b>Executive Summary</b>  | <b>6</b>  |
| <b>About this toolkit and guidelines</b>  | <b>7</b>  |
| Introduction  | 7         |
| Definition of localisation  | 8         |
| Objectives and structure of the toolkit   | 8         |
| <b>A brief overview of the women, peace and security agenda</b>   | <b>9</b>  |
| The global framework  | 9         |
| The ASEAN Regional Plan of Action on Women, Peace and Security  | 11        |
| <b>Different options to develop a national action plan on women, peace and security</b>   | <b>12</b> |
| National action plan models   | 14        |
| <b>Step 1 Planning a national action plan</b>   | <b>15</b> |
| 1. Establish a structure to oversee coordination, drafting and implementation   | 15        |
| 2. Raise awareness, sensitise key stakeholders on their responsibilities and build ownership  | 15        |
| 3. Define the roles and responsibilities of key stakeholders  | 16        |
| 4. Conduct a situation analysis   | 18        |
| 5. Conduct a stakeholder mapping  | 19        |
| 6. Build a consultative, inclusive platform of stakeholders from different backgrounds for regular information-sharing and transparency | 20        |
| 7. Facilitate the meaningful participation of civil society in developing and implementing the national action plan                     | 24        |
| 8. Identify key areas of alignment between existing policies, regional and global frameworks and the national action plan               | 26        |
| 9. Select priority actions guided by the key components of a high-impact national action plan   | 27        |
| 10. Ensure transparency and accountability  | 30        |
| <b>Step 2 Drafting a national action plan</b>   | <b>31</b> |
| 1. Create a committee or task force to begin drafting the national action plan  | 31        |
| 2. Draft a national plan aligned with the Regional Plan of Action   | 34        |
| 3. Devise a monitoring and evaluation plan  | 39        |
| 4. Establish mechanisms for monitoring and reporting  | 42        |
| 5. Acknowledge the value of monitoring feedback in the policy process   | 45        |
| 6. Resource the monitoring and evaluation plan  | 46        |
| 7. Recurring challenges and effective solutions in monitoring and reporting   | 46        |
| 8. Realign existing monitoring and evaluation frameworks with regional principles   | 48        |
| 9. Cost and create a budget for the national action plan  | 49        |
| 10. Identify innovative financing sources   | 50        |
| <b>Step 3 Operationalising a national action plan</b>   | <b>52</b> |
| 1. Validate the draft national action plan, and adopt and launch it   | 52        |
| 2. Raise awareness about the plan, sustain government commitment and enhance the capacities of key stakeholders                         | 53        |
| 3. Document promising practices and lessons learned   | 55        |
| <b>Glossary</b>   | <b>57</b> |
| <b>References</b>   | <b>60</b> |



# Foreword

**A**s we approach the twenty-fifth anniversary of UNSCR 1325 with the increasing emergence of expanded human security threats, this is an opportune moment not only to celebrate but also to Strategise how best to strengthen the pivotal role of national and local actors who are the first to respond when challenges strike. Despite their importance in the context of peace and security, their contribution has not been fully acknowledged.

In this regard, it is imperative to acknowledge that national governments and their sub-national counterparts including national civil society organisations and other entities are increasingly playing a crucial role in the prevention and response to the emerging human security threats. Therefore, localising the Women, Peace and Security (WPS) agenda is a recognition of the leadership at national and local levels as well as the capacity of civil society organisations to better address the needs of the affected population and develop appropriate mechanisms to meet future security challenges.

Since the launch of UNSCR 1325 in 2000, there have been several calls by the UN Security Council to Member States to develop national plans to advance the WPS agenda and develop targeted activities that focus on country, location, specific contexts and response strategies. Localisation of WPS was indeed one of the four main recommendations of the ASEAN Regional Study on Women, Peace and Security. The need to upscale the localisation of the WPS agenda among the ASEAN Member States was underscored for ‘enhancing the region’s peace and security architecture’ and further translated it into one of the Priority Actions of the ASEAN Regional Plan of Action on WPS especially to realise women’s meaningful participation in peace and security decision-making processes.

Against this background, the development of the localisation of the toolkit provides an invaluable resource for the ASEAN Member States to select and prioritise the options available to address the security challenges in alignment with national development goals. Additionally, it also presents a timely opportunity to develop a roadmap for implementing transformative actions in alignment with the key activities of the RPA WPS.

This toolkit will be a vital asset not only for the governments but also for civil society actors and other stakeholders from diverse backgrounds as the activities that have been identified are based on a collaborative effort between the stakeholders from diverse background through an inclusive and participatory process.

The toolkit promotes a shared vision among major stakeholders in developing the National and Local Action Plans of WPS. It provides practical information and guidance to translate the Priority Actions of the RPA WPS into practical actions with tangible results and ensure that no one is left behind.

The operationalisation of the localisation of the plans at the national and local levels is, therefore, a litmus test for the major stakeholders especially the national governments. The planning and budgeting of programmes/projects of WPS from a gender perspective, along with the impacts tracking is a significant step. At the same time, if implemented effectively, it will ensure a synergy between the ASEAN RPA WPS and the national priorities to sustain peace and security at all levels.

I would like to express my sincere appreciation to the ASEAN Committee on Women (ACW) for their unwavering commitment to advance WPS and to UN Women for long-standing partnership.

I encourage an effective utilisation of the toolkit and guidelines to support the implementation of the national policies on peace and security and the ASEAN Regional Plan of Action on Women, Peace and Security as it is our collective responsibility to foster an enabling and safe environment that reinforces women-led efforts towards a peaceful future.

**H.E. ING Kantha Phavi, M.D.**



**Minister**  
Ministry of Women's Affairs  
Kingdom of Cambodia





# Executive Summary

South-East Asia has a long history of innovative national and local approaches to peace and security, often led by women. The Regional Plan of Action on Women, Peace and Security of the Association of Southeast Asian States (ASEAN), launched in 2022, builds on consolidating the past and ongoing work of the region on pertinent issues relating to women, peace and security, and underlines the need to “develop guidelines to support local authorities and implementing partners at national and sub-national levels...with respect to implementation [and monitoring and evaluation of the plan]”. This requires strengthening the catalytic role of national governments in ensuring that the most affected and marginalised populations, especially women, inform and shape conflict prevention and a sustainable peace. Further, the evolving concept of security from a central focus on the State to an embrace of the human security of people at large calls for a multidimensional, human-centric framework.

Only this approach can meet challenges ranging from violent extremism to forced displacement, climate change impacts, trafficking in persons and gender-based violence, among many other non-traditional security threats.<sup>1</sup> These continue to pose challenges for ASEAN member States in promoting gender equality, women’s empowerment and inclusion in the context of peace and security in a diverse region.<sup>2</sup>

Against this background, this localisation toolkit and guidelines provide technical guidance on “how” to facilitate implementation of the Regional Plan of Action by adapting its key provisions to national contexts. The first section explains the toolkit and guidelines and defines localisation. The second section offers a brief overview of global and regional policies and frameworks relevant to the women, peace and security agenda.

The third section presents different approaches to implement the Regional Plan of Action. Depending on the context, ASEAN member States may choose different approaches to implementation. Some countries may integrate women, peace and security issues into their existing laws, policies and plans, including the overall national development plan to ensure long-term sustainability. Other countries may choose to develop stand-alone national action plans on women, peace and security. The toolkit and guidelines present the pros and cons of both approaches and outline key steps for developing national action plans, including the planning, drafting and Operationalisation phases. Some key steps include: awareness-raising and sensitisation of key stakeholders; a situation analysis and mapping of stakeholders; alignment of the national action plan with national policies, the Regional Plan of Action and the women, peace and security agenda through selecting priority action areas; and measures to ensure a high level of transparency and accountability. These steps are followed by drafting the national action plan, which covers monitoring and evaluation and the costing and preparation of budget components. The plan is then validated, adopted and launched, and the roll-out of initial implementation activities begins. The documentation of promising practices and lessons enriches learning and informs future practices.

The toolkit and guidelines offer user-friendly, step-by-step support for ASEAN member States and a wide array of other stakeholders such as national and local authorities, civil society Organisations (CSOs) and others to ensure that national action plans on women, peace and security have broad-based ownership and forge cross-sectoral collaboration as a foundation for effective implementation.



# About this toolkit and guidelines

## Introduction

The UN Security Council launched the historic women, peace and security agenda with the adoption of resolution 1325 on 31 October 2000. It reaffirms the important role of women in preventing and resolving conflicts and in peacebuilding, and stresses women's equal participation in all efforts to maintain and promote peace and security. The Security Council subsequently adopted nine additional resolutions on women, peace and security.<sup>3</sup> These provide more detailed guidance on specific aspects of war and its impact on women while addressing issues such as sexual and gender-based violence, trafficking in persons and the gendered dimensions of peacekeeping. Under Article 25 of the UN Charter, all UN Member States "agree to carry out and accept the decisions of the Security Council in accordance with the present Charter", underlining the binding nature of the resolutions.

In the ASEAN region, the peace and security context has rapidly changed, intersecting with structural gender discrimination and inequalities that have impacted women's rights and empowerment.<sup>4</sup> Recently, the insufficient integration of a gender perspective in responses to security challenges and the COVID-19 crisis has intensified gender inequalities.<sup>5</sup> New and still emerging concerns require national and location-specific strategies that respond to often unprecedented challenges and lead to lasting peace.<sup>6</sup>

Each country must find ways to implement the women, peace and security agenda that are most appropriate and relevant to its context. Most countries have positively attempted to integrate these issues into existing laws, policies and plans on peace and security, including national development plans to enable comprehensive implementation over the long term.<sup>7</sup>

This toolkit and guidelines provide technical guidance to national actors tasked with implementing the women, peace and security agenda. They support endeavours to increase women's participation in meeting emerging security threats and to integrate a gender perspective in national action plans on women, peace and security with strong links to regional and global frameworks. The national action plans present a unique opportunity to deepen engagement and achieve transformative changes so that women and girls assume their rightful roles as lead actors on peace and security at the national, regional and international levels.<sup>8</sup>

The toolkit emphasises how to implement the women, peace and security agenda at the national level. This can provide a unique opportunity for women and vulnerable groups to actively engage in and lead processes based on their in-depth understanding of local challenges and opportunities.

The toolkit also supports ASEAN member States in successfully implementing global and regional policy frameworks, including the UN Security Council resolutions and the ASEAN Regional Plan of Action on Women, Peace and Security. As warranted, key elements of the resolutions can be integrated in the plans of national ministries with portfolios on economic and social development, defence, foreign affairs, gender, interior and justice, among others. Developing a national action plan dedicated to women, peace and security is among many methods for implementation. Critically, it can trigger budget allocations to advance policies, plans and programmes.<sup>9</sup>



## Definition of localisation

The ASEAN Regional Plan of Action on Women, Peace and Security covers a comprehensive range of priority actions, opportunities and challenges linked to national contexts. Effective implementation of priority actions requires interventions that respond to people's priorities and support national leadership.<sup>10</sup>

The toolkit supports the localisation and implementation of the Regional Plan in the diverse country contexts of ASEAN member States. It defines the overall goal of localisation, in the context of peace and security issues, as improving the local, national, regional and global implementation of the 10 Security Council resolutions constituting the women, peace and security agenda, especially by strengthening the pivotal role of ASEAN and ASEAN's ownership in the localisation of the Regional Plan of Action. Specific objectives are to raise awareness and understanding of the resolutions among government authorities, traditional leaders, women's leaders, youth leaders, community members and their respective constituencies, and to help identify and respond to national priorities.

Localisation is defined as the promotion of national leadership, ownership and commitment to the implementation of the women, peace and security agenda among key national actors. Localisation enhances civil society capacities to hold national leaders and government authorities, regional Organisations, the United Nations, donors and other development partners accountable for their obligations under the Security Council resolutions and respective regional frameworks, in this case, the ASEAN Regional Plan of Action. Concrete legal and policy instruments that strengthen national implementation are essential elements, alongside systematic coordination and cross-sectoral cooperation among stakeholders.<sup>11</sup>

## Objectives and structure of the toolkit

The toolkit emphasises the way in which the link between national priorities and priority actions of the Regional Plan of Action can be established. Its primary objective is to strengthen the efforts of key national stakeholders in ASEAN member States to select, link and implement measures compatible with national priorities,<sup>12</sup> in line with a wide range of evolving human security threats.

The toolkit's secondary objective is to recommend a practical roadmap to identify key processes and provide step-by-step guidance to transform selected priority actions into demand-driven national initiatives. Identified processes should be complemented by efficient coordination, a resource mobilisation plan and a robust monitoring and evaluation framework for enhanced transparency and accountability.<sup>13</sup>

The toolkit includes:

- An introduction with a working definition of localisation and objectives that are fitting for the toolkit, work by the ASEAN Committee on Women and the ASEAN context
- A brief overview of the global and regional policy and legal framework of the women, peace and security agenda
- An elaboration of key steps for developing national action plans on women, peace and security, covering different models, achievements and lessons, and the basics of planning, drafting and Operationalising a plan as well as monitoring and evaluation

# A brief overview of the women, peace and security agenda

## The global framework

Five years after the 1995 Fourth World Conference on Women in Beijing, the UN Security Council adopted resolution 1325. For the first time, it calls on UN Member States to mainstream gender in all peace and security institutions and activities, ensuring they respond to the different needs of women and men, and consider the gendered impacts of interventions. Resolution 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.<sup>14</sup>

Resolution 1325 and nine related resolutions that followed it over the past two decades comprise the women, peace and security agenda (see Table 1 for key provisions). Obligations under the agenda extend from the national to the international level. They comprise specific actions to recognise and protect the rights of all women and girls, and ensure inclusiveness in peace and security institutions and operations, including during relief and recovery. The resolutions also call on all parties to address the need for women's access to health and wider services, such as economic opportunities, participation in leadership positions and an expansive range of issues pertinent to implementing the women, peace and security agenda.

In addition to the 10 core women, peace and security resolutions, other Security Council resolutions addressing related issues include resolution 2538 on gender and peacekeeping, introduced by Indonesia and passed in 2000, among others.<sup>15</sup>

**Table 1: Key provisions of the 10 UN Security Council resolutions on women, peace and security**

| Resolution year   | Key issues and core provisions  |
|-------------------|---|
| S/RES/1325 (2005) | Representation and participation of women in peace and security governance; protection of women's rights and bodies in conflict and post-conflict situations.   |
| S/RES/1820 (2008) | Protection of women from sexual violence in conflict; zero tolerance of sexual abuse and exploitation perpetrated by UN Department of Peacekeeping Operations personnel.  |
| S/RES/1888 (2009) | Creation of the office of the Special Representative of the Secretary-General on Sexual Violence in Conflict; creation of an inter-agency initiative, "United Nations Action Against Sexual Violence in Conflict"; identification of a "team of experts"; appointment of women's protection advisers to field missions. |
| S/RES/1889 (2009) | Need to increase participation of women in peace and security governance at all levels; creation of global indicators to map implementation of resolution 1325.   |

Continued ▼

| Resolution year   | Key issues and core provisions   |
|-------------------|--|
| S/RES/1960 (2010) | Development of monitoring, analysis and reporting arrangements related to sexual violence in conflict; integration of women's peace advisers in field missions alongside gender advisers.  |
| S/RES/2106 (2013) | Challenges impunity and lack of accountability for sexual violence in conflict.  |
| S/RES/2122 (2013) | Identifies UN Women as the key UN entity providing information and advice on the participation of women in peace and security governance; whole-of-UN accountability; civil society inclusion; 2015 high-level review of implementation of resolution 1325.  |
| S/RES/2242 (2015) | Integrates women, peace and security in all Security Council country processes; establishes an Informal Experts Group on Women, Peace and Security; adds women, peace and security considerations to sanctions committee deliberations; links women, peace and security to countering terrorism and extremism. |
| S/RES/2467 (2019) | Strengthens prosecution/punishment for sexual violence in conflicts; opens possibility for sanctions against perpetrators; affirms a survivor-centred approach; calls for reparations for survivors.   |
| S/RES/2493 (2019) | Calls on UN Member States to promote women's rights; encourages the creation of safe operational environments for those working to promote women's rights; calls for full implementation of all previous women, peace and security resolutions   |

Source: Reproduced in part from Kirby and Shepherd, 2016 and Myrtilinen et al., 2020.

Other influential global frameworks related to women, peace and security include the Beijing Declaration and Platform for Action. It calls for strategic action to understand "the effects of armed or other kinds of conflict on women, including those living under foreign occupation", and recognises women's leadership as a "fundamental force for...conflict resolution and the promotion of lasting peace at all levels".

In 2013, Recommendation No. 30 under the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted, detailing the rights of women in conflict prevention, conflict and post-conflict reconstruction, and addressing the situation of women in all stages of the conflict cycle. It requires signatories to collect data on the women, peace and security agenda and report on compliance with UN benchmarks.

CEDAW's General Recommendation 37, agreed in 2018, focuses on the gender-related dimensions of disaster risk reduction in the context of climate change. The 2030 Agenda for Sustainable Development recognises gender equality and women's empowerment as central to peace, security and sustainable development, and promotes women, peace and security through the Sustainable Development Goals on gender equality, reduced inequalities, and peace, justice and strong institutions.<sup>16</sup>

Other relevant international frameworks are Security Council resolution 2250 on youth, peace and security. Adopted in 2015, it calls for ensuring that peace and security processes involve youth, including young women. Increasing efforts seek to ensure that the implementation of the women, peace and security agenda is intersectional and inclusive of women with disabilities, the elderly and the young, as well as women from underrepresented and marginalised groups.<sup>17</sup>

All these developments have cumulatively contributed to a gender-responsive *paradigm of security* that reflects transformed social relations.<sup>18</sup>

## The ASEAN Regional Plan of Action on Women, Peace and Security

The first Regional Symposium on Implementing the Women, Peace and Security Agenda, held in 2019 in Phnom Penh, Cambodia, recommended conducting a regional study to further understand interpretations of women, peace and security from across the region. The study was published in 2021. One of its major recommendations was to develop the Regional Plan of Action on Women, Peace and Security,<sup>19</sup> which was adopted by ASEAN leaders in 2022 at the fortieth and forty-first ASEAN Summits.

While the primary objective of the ASEAN Regional Plan of Action is to deliver clear guidance on implementation, it allows sufficient space to respond to national peace and security priorities and realities,<sup>20</sup> and supports national innovations. National ownership and participation in interventions are pivotal. This toolkit and guidelines will support major stakeholders in ASEAN member States to design, implement, monitor and evaluate national and local action plans through inclusive processes applicable to a wide range of contexts.<sup>21</sup>



# Different options to develop a national action plan on women, peace and security

After the adoption of resolution 1325, the UN Secretary-General and Security Council stressed the need for all countries to turn its principles into reality and practical actions by developing national action plans. These were expected to define concrete targets and commitments to guide domestic and foreign policies, institutions and initiatives. As of mid-2023, 107 Member States have national action plans on women, peace and security.

A national action plan details actions that a government is taking and will take within a given timeframe to meet obligations in the 10 Security Council resolutions. In 2002, the Security Council: “encourage[d] Member States...and other relevant actors to develop clear strategies and action plans with goals and timetables” and to “develop targeted activities focused on the specific constraints facing women and girls in post conflict situations”.

It reinforced this support in 2004 when it “welcome[d] the efforts of Member States in implementing resolution 1325 (2000) at the national level, including the development of national action plans, and encourage[d] Member States to continue to pursue such implementation”. In 2005, it “reiterate[d] its call to Member States to continue to implement resolution 1325 (2000), including through the development of national action plans or other national level strategies”.<sup>22,23</sup>

The ASEAN Regional Action Plan on Women, Peace and Security adopted in 2022 encourages member States to launch or further develop national action plans or policy frameworks, and to designate roles and responsibilities for national and local actors to implement the women, peace and security agenda.<sup>24</sup>

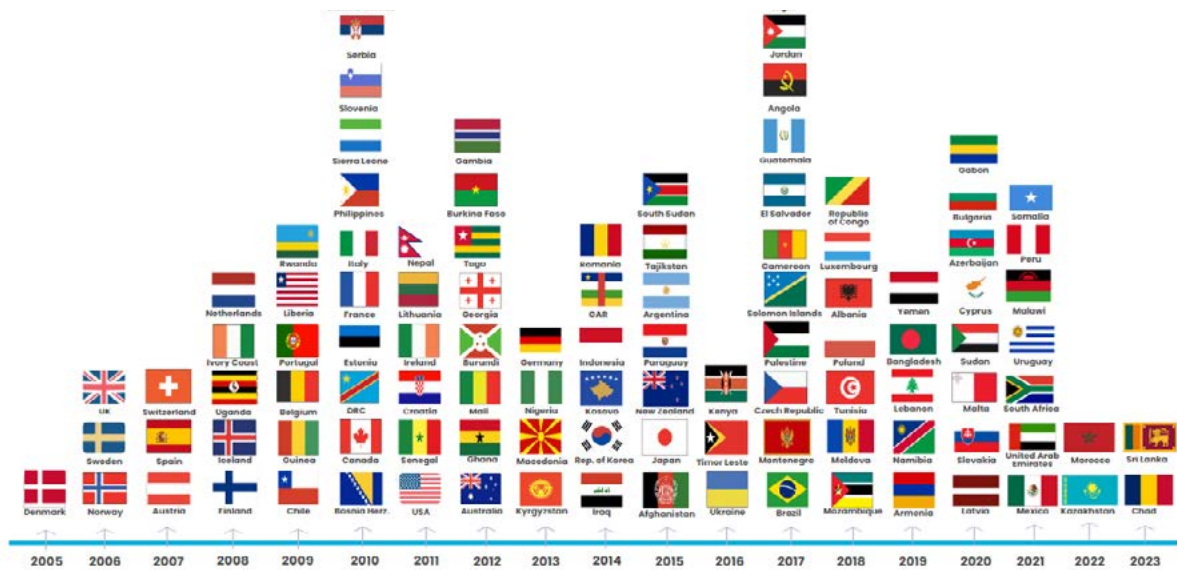
Depending on the national context, each country will determine the best ways of implementing the agenda within its specific context as part of promoting gender equality and the empowerment of women and girls. Some countries have integrated women, peace and security issues into existing laws, policies and plans, namely, national development plans (such as poverty reduction strategies) and relevant national security or defence strategies. Other countries have adopted stand-alone national action plans through a consultative process to generate awareness and ownership among different government stakeholders who play direct or indirect roles in implementation.<sup>25</sup> Table 2 summarises some advantages and disadvantages of integrating women, peace and security issues into existing policies or plans or adopting a stand-alone approach.<sup>26</sup>

**Table 2: Integrated and stand-alone national action plans: pros and cons**

|                                  | Advantages  | Disadvantages  |
|----------------------------------|---|--|
| Integrated into existing plans   | Development of the plan may require fewer resources. It can help ensure that women, peace and security issues are mainstreamed into major national directions and initiatives on security, justice and development.   | Women, peace and security issues might become an “add on” or token statement. Resources may be diverted from these issues to other programmes that receive more attention within the policy/law/plan.  |
| Stand-alone national action plan | Raises national awareness about the women, peace and security agenda in particular. Focuses on the implementation of WPS goals in the context of national priorities. Makes it easier to monitor progress and failures in implementation. If based on participatory planning and implementation, it can involve stakeholders from various areas in a community of practice that can build commitment. | Might require more efforts and resources to initiate the process, justify the need and implement. Might duplicate the efforts of existing national gender plans. The plan might be “ghettoised”/marginalised, regarded as simply tokenistic and not implemented. |

Figure 1 shows the number of countries that have developed national action plans as of mid-2023. In Asia and the Pacific as a whole, 13 countries have launched plans. Several ASEAN member States have made considerable progress in establishing plans and other national policy frameworks to implement resolution 1325. Indonesia and the Philippines have developed and implemented national action plans drafted in close partnership with civil society Organisations. Cambodia, Malaysia and Viet Nam have updated their respective national policy frameworks relating to women, peace and security.<sup>27</sup>

**Figure 1: Countries that have adopted national action plans on women, peace and security as of July 2023**



Source: WILPF, n.d.



Despite progress, some national action plans have been unrealistic, lacked political commitment and resources for implementation, or come with insufficient monitoring and accountability and inadequate coordination across government bodies and levels.<sup>28</sup> This toolkit provides concrete recommendations to address some of these constraints.

## National action plan models

Translation of the women, peace and security agenda into national policies largely depends on the national context. National action plans developed by donor countries are characteristically outward-looking and tend to focus on foreign policy, specifically, relations with conflict-affected countries receiving official development assistance. Post-conflict and conflict-affected countries are more likely to emphasise the domestic political context. The focus of a plan has several implications.

Some countries have combined inward- and outward-looking models. For instance, Indonesia's first- and second-generation plans, adopted in 2014 and 2021, respectively, used this mixed model. Table 3 presents some different models.<sup>29</sup>

**Table 3: Different models of national action plans**

| Inward-look plans | Outward-looking plans | Mixed approaches   |
|-------------------|-----------------------|--|
| Uganda            | Canada                | Indonesia, Philippines, Timor-Leste                                      |
| Sudan             | Norway                | Thailand (national measures and guidelines on women, peace and security) |

# Planning a national action plan

National action plans are formulated by and on behalf of national governments to translate international resolutions and regional frameworks into national actions. While government institutions usually take the lead in plan development, there is considerable space for the participation of civil society Organisations, academic institutions, the private sector, regional bodies and other stakeholders. This section summarises key elements of the planning process, Recognising that this should reflect country circumstances and factors such as the variety and number of stakeholders; distinct regional, national or community settings; political sensitivities and available resources.

## 1. Establish a structure to oversee coordination, drafting and implementation

A structure or secretariat can anchor and oversee all activities related to the development and implementation of a national action plan. It should be led by a government institution that enjoys full support in driving processes and can ensure that different steps are completed on time and effectively. Secretariat staff members should be selected from diverse Organisations engaged in implementation and have clearly assigned roles and responsibilities. The structure should be set up prior to the activities that follow.

## 2. Raise awareness, sensitise key stakeholders on their responsibilities and build ownership

Since a national action plan entails international resolutions and regional frameworks, awareness-raising is a crucial first step. This enhances stakeholders' knowledge, fosters political will, promotes broad-based ownership and builds cross-sectoral collaboration.<sup>30</sup> A collaborative strategy involving various actors from diverse backgrounds helps ensure that the wide-ranging interventions involved in women, peace and security initiatives are led and owned by them from the beginning. This will facilitate consensus-building based on a sound understanding of different frameworks and their relevance to the national context.

Socialisation and capacity-building sessions with key government officials, civil society Organisations, academia and private sector firms prior to formulating a plan are options to involve multiple stakeholders. These activities can help raise awareness, encourage broad-based ownership and establish early agreement on the content and formulation of the plan and the prioritisation of key action areas. They can motivate strong partnerships, including between the government and civil society actors. Other effective channels for raising awareness and conducting advocacy include media campaigns.<sup>31</sup>

To secure political will, the advantages of a plan should be lucidly communicated to key government officials in relevant ministries as well as interested actors in civil society Organisations, academia and the media, among others.<sup>32</sup> This process should strive to foster clearer understanding about the alignment between national and regional priorities.

Some major issues to highlight could include the following:

- Familiarisation with the women, peace and security agenda, and existing global and regional policy frameworks, and especially the rationale for why the agenda is critical to the promotion of gender equality and sustainable development
- Cross-cutting issues and the importance of coordination
- Relevant lessons learned and best practices from other countries
- Policy and legislative frameworks and key priority actions to address traditional and non-traditional national security challenges from a gender perspective, including the perspectives of girls
- Recurrent gender equality issues in peace and security, and how these are being addressed
- The evolving nature of the women, peace and security architecture in the ASEAN region, which calls for continuously updating security issues and scaling up stakeholder capacity
- Inclusion of programmes on women, peace and security in the government budget and identification of innovative sources of financing

## Key Takeaways

**Awareness-raising and advocacy can continue even after the formulation of the national action plan. For instance, after an assessment has been conducted, the information gathered can inform advocacy and awareness-raising materials. A global evaluation found that UN Women's support to national action plans can help improve alignment with the wider set of global and regional frameworks by building country-level knowledge and commitment on normative frameworks and their relevance to women, peace and security objectives.**

## 3. Define the roles and responsibilities of key stakeholders

Efficient planning requires clarifying specific roles and responsibilities based on terms of reference for drafting, coordinating and implementing the national action plan.<sup>33</sup> A coordination and drafting committee should prepare the terms of reference, identifying links with global and regional frameworks and national priorities. Committee members can include development partners, who may play roles in building the capacity of State and non-state institutions. They may support the mobilisation of stakeholders and resources and the establishment of the coordination mechanism.<sup>34</sup>

Some tasks for different actors are as follows.<sup>35</sup>

- Government officials ensure desired outcomes are consistent with national security priorities; dedicate resources (financial, human and technical) to support implementation; and coordinate the monitoring and evaluation of progress and impacts.

- Civil society Organisations provide meaningful and contextualised inputs and support government champions through advocacy; extend the government's outreach in communicating the purpose of a national action plan to local communities; partner on the implementation of key activities; and monitor and evaluate progress and impacts.
- The international community offers meaningful inputs to plan design; dedicates resources (financial, human and technical) to support implementation; collaborates on key activities; and contributes to monitoring and evaluation so that leaders inside and outside the government can hold each other accountable.
- The role of the private sector can be further explored in specific country contexts where there might be an interest to engage and collaborate in advancing the women, peace and security agenda

Table 4 presents a few important suggestions for strengthening the national ownership of national action plans.

**Table 4: Key entry points for national ownership**

| Government stakeholders  | Different steps in the preparation and implementation of the national action plan  | Suggestions for national ownership   |
|--|--|--|
| <p>Ministries: gender/ women's affairs, interior, justice, social development, health, education, agriculture, etc.</p> <p>Public agencies: law enforcement, security sector, human rights, bureau of statistics, etc.</p> | <p>Planning: dialogue with government officials and public agencies</p> <p>Stakeholder analysis</p> <p>Context/situation analysis</p> <p>Selection of drafting committee members</p> <p>Selection of priority areas</p> <p>Funding/resource mobilisation</p> <p>Coordination – lead agency and supervision of implementation</p> <p>Monitoring and evaluation</p> <p>Documentation of promising practices and lessons learned, and dissemination</p> | <p>Key government stakeholders should take responsibility for aligning national priorities with international and regional frameworks to complement national development.</p> <p>The selection of government stakeholders should be finalised by decision-makers of concerned ministries/public agencies.</p> <p>Selected government officials from the ministries/ agencies should take the lead in institutional audits and context/situation analyses.</p> <p>The head of the drafting committee should be a senior government official who can make decisions and has or can garner political support.</p> <p>The head of the drafting committee, in collaboration with other stakeholders, should lead the selection of priority areas in consultation with other policymakers (administrative and political).</p> <p>The priority actions should be included in sectoral budgets for implementation.</p> <p>The government should identify innovative sources of development financing, including through gender-responsive budgeting.</p> <p>The coordination mechanism should be led by the government (a specific ministry) accountable for transparent and effective implementation.</p> <p>The government's statistical entity should work closely with other development partners to collect data/information based on national development policies/plans.</p> <p>The selection of promising practices and lessons learned should complement the focus of national development goals.</p> |

## 4. Conduct a situation analysis

Analysing existing national institutions and development actors will help to identify entry points for alignment with national policies, ministries and departments, and the Regional Plan of Action. This supports an integrated approach to implementing the national action plan. It provides an opportunity for the government to reflect on what is already being done, identify future priorities/opportunities and ensure policy sustainability.

Two different situation analyses include:<sup>36</sup>

**Institutional audit:** an assessment of policies guiding relevant government departments on women, peace and security, available human and financial resources, and related issues.

**Context assessment:** an assessment of the status of the women, peace and security agenda in terms of women’s political participation, violent extremism, forced displacement, climate change impacts, trafficking in persons and gender-based violence, among many other non-traditional security threats.

Table 5 illustrates the main features of institutional audits and context assessments.

**Table 5 illustrates the main features of institutional audits and context assessments**

| Type of situation analysis | Commitment  | Laws   | Policies  | Institutions   |
|----------------------------|---|--|---|--|
| Institutional audit        | Is there a formal commitment to the women, peace and security agenda, such as a declaration or statement by high-level political leaders? | Do any national laws already advance the women, peace and security agenda?   | What major national policies support the agenda? Are there opportunities to include women, peace and security priorities and objectives in them, if not already done? | Which government institutions are most relevant to address women, peace and security issues? Do they have the financial resources to implement the national action plan? |
|                            | <b>Challenges</b>   | <b>Causes of emergencies</b>   | <b>Main barriers to women’s participation in women, peace and security issues in the national context</b>   | <b>Key contributions of women to conflict resolution and promoting sustainable peace</b>   |
| Context assessment         | What major challenges could inhibit progress in planning and focusing on gender perspectives and women, peace and security issues?        | What are the root causes of emerging security challenges within the country, and what are their specific impacts on women and girls? | What are the main barriers that prevent women’s participation in decision-making on women, peace and security issues?   | What key contributions do women make to conflict resolution and maintaining a sustainable peace?   |

## 5. Conduct a stakeholder mapping

Since national action plans depend on the collective efforts of diverse partners, a clear assessment of stakeholder roles and responsibilities helps to determine how they can support the plan. Some indicative questions for mapping stakeholder roles are:<sup>37</sup>

- How familiar are major stakeholders with the women, peace and security agenda and national action plans?
- Which stakeholders are directly affected by or engaged in peace and security efforts? What are their priority areas of involvement?
- Which stakeholders represent women from different backgrounds and/or apply a gender lens in work on peace and security issues? What particular areas of interest among different stakeholders add value to this activity (issues relating to the agricultural sector, perspectives of girls during and after conflict, women's challenges in labour markets, etc.) and to developing a more comprehensive list of partners?
- How do stakeholders coordinate activities to achieve the women, peace and security agenda?
- Which stakeholders promote women's participation in decision-making on peace and security?

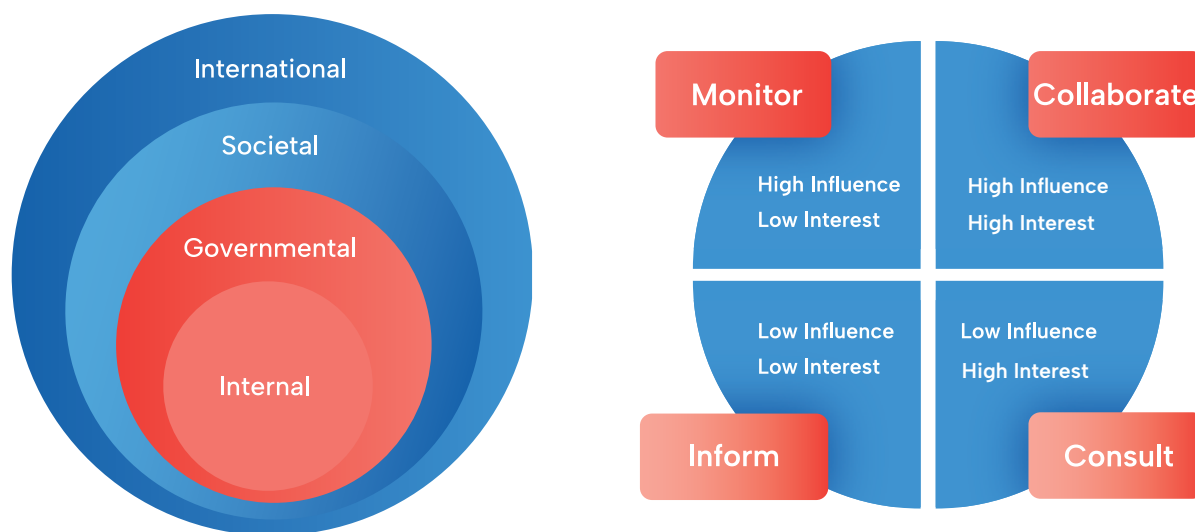
Table 6 provides an impact analysis matrix to assist in mapping stakeholders.<sup>38</sup> Figure 2 presents categories of stakeholders

**Table 6: Stakeholder impact analysis matrix**

| Stakeholder analysis | Interest (low, medium, high) | Influence (low, medium, high) | What is important to the stakeholder? | How could the stakeholder contribute to the national action plan? | Strategy for engaging the stakeholder |
|----------------------|------------------------------|-------------------------------|---------------------------------------|---|---------------------------------------|
| Stakeholder one      |                              |                               |                                       |   |                                       |
| Stakeholder two      |                              |                               |                                       |   |                                       |
| Stakeholder three    |                              |                               |                                       |   |                                       |



Figure 2: Categories of stakeholders according to their level of influence



## 6. Build a consultative, inclusive platform of stakeholders from different backgrounds for regular information-sharing and transparency

### *Coordination*

The establishment of an efficient internal coordination mechanism and selection of a lead government agency to drive planning is essential for broad institutional support and buy-in.<sup>39</sup> This should occur during the initial phases. Given the wide-ranging nature of the women, peace and security agenda, cross-sectoral collaboration is key for successful coordination and implementation. Examples of effective lead agencies in ASEAN include the Ministry of Women’s Empowerment and Child Protection in Indonesia, the Office of the Presidential Adviser on the Peace Process in the Office of the President of the Philippines and the Ministry of Internal Security in Timor-Leste.

The first step in establishing an effective coordination mechanism is to analyse the overall Organisational culture of the government by asking questions such as:<sup>40</sup>

- How will implementation decisions be made?
- Do multi-agency coordination mechanisms exist as a potential model?
- What has worked well previously (or not)?

The culture, mandate and any other issues of each agency also need to be considered:<sup>41</sup>

- Does every agency operate on the same timeline for strategic planning?
- Do the different agencies have the same guidelines for resource allocations during the development of their Organisational budgets?
- What are the major differences in budgets or staffing for agencies involved in the plan?
- What are the current staffing and resourcing commitments of each agency that could be built upon?

In identifying an entity to spearhead planning, it is advisable to place the planning process in or receive support from a prominent ministry, such as national planning, defence, foreign affairs, justice or interior. This can be crucial in maintaining continuous political support and securing necessary funding.

There are different models for coordination involving one or more institutions. About two thirds of existing national action plans have been developed by a consortium of ministries.<sup>42</sup> In some countries, plans have targeted external security issues beyond state borders and therefore have often been led by ministries that oversee external affairs and issues related to foreign relations. In other countries, the plan may focus on internal conflict and/or post-conflict settings. In the Philippines, for instance, the Office of the Presidential Adviser on Peace, Reconciliation and Unity leads the national action plan. Some plans are led by ministries responsible for gender equality and women's affairs, as is the case in 10 African countries – Burundi, Côte d'Ivoire, the Democratic Republic of the Congo, Guinea, Guinea Bissau, Liberia, Rwanda, Senegal, Sierra Leone and Uganda.<sup>43</sup>

Regardless of which ministry or ministries lead, the overseeing body should possess adequate support from the government as well as sufficient human and financial resources, and the authority to orchestrate a strategic document supported and executed by all relevant stakeholders.

Other initiatives to support coordination are:

- Sectoral committees for each of the pillars of the women, peace and security agenda with representatives from diverse backgrounds
- High-level task forces and coordination working groups
- Terms of reference for the coordination and implementation structure
- The official appointment of women, peace and security focal points with political decision-making authority from various line ministries engaged in the plan

### ***Configuring the coordination structure***

The coordination structure can be organised on two levels:<sup>44</sup>

**Strategic level**, with a high-level body comprising deputy/assistant ministers or heads of departments that sets strategic objectives, provides needed political support, encourages whole-of-government participation and acts as the primary accountability mechanism

**Operational level**, which comprises technical staff designated as national action plan/women, peace and security/gender focal points in their respective ministries/departments/agencies, and is charged with managing programmes in synergy with other actors.

Some different coordination channels are:<sup>45</sup>

**Vertical coordination:** Some countries, such as Nigeria, chose to assign a single agency responsible for managing coordination; it is also tasked with implementing activities.

**Horizontal coordination:** Coordination takes place in a body of representatives from a small number of key ministries involved in implementation, as in Bosnia and Herzegovina.

**Oversight coordination:** The United States uses this model, where an executive body, the National Security Council, oversees implementation.

One overarching principle is to establish the coordination structure by engaging line ministries in a participatory manner (Box 1). Due consideration should be given to managing dynamics among Organisations with differences in power, resources and mandates. Since plans are usually implemented over three to five years, successful management will determine sustainability and impact, particularly if there are frequent changes in political leadership that can disrupt policy commitments. Focal points or champions in concerned ministries and agencies also help to ensure continuity.<sup>46</sup>

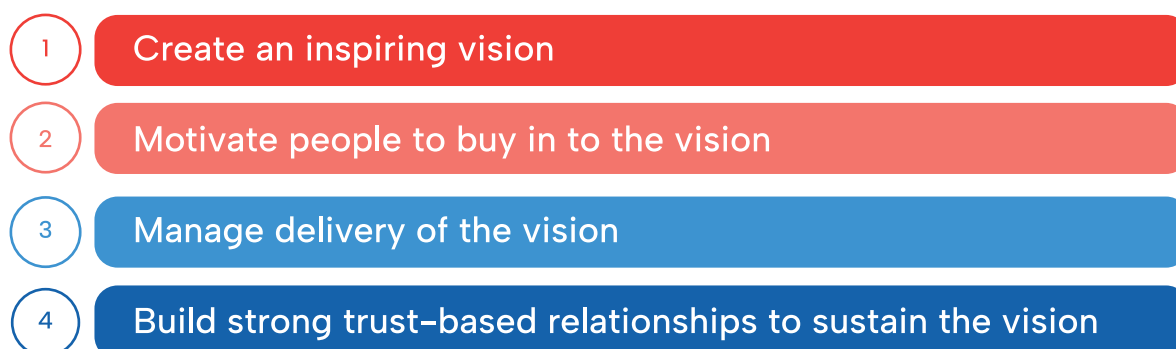
### Box 1: Creating an inclusive coordination mechanism

To strengthen the harmonisation of activities in its second national action plan, leaders in Bosnia and Herzegovina created a coordination board governed by clear terms of reference. The board included representatives of all ministries involved in implementing the plan. It was also tiered, meaning there was both an executive-level function (e.g., a higher-level steering committee) and a technical component (implementers and technical experts).

*Source: Lippai and Young, 2017.*

Figure 3 summarises key components for coordinating high-impact plans.<sup>47,48</sup>

### Figure 3: Coordination for high-impact plans



#### **Collaboration**

The development of a national action plan requires partnerships among national actors and with bilateral, regional and multilateral agencies that can generate political and financial support (Box 2).<sup>49</sup> One important resource is the Women, Peace and Security Focal Points Network established in 2017 to assist UN Member States and regional Organisations.<sup>50</sup> Malaysia, the Philippines and Thailand are part of this network. It supports countries, regional Organisations and the United Nations in integrating global commitments to women, peace and security in domestic policies and legislation, and is supported by UN Women as its Secretariat (see also Boxes 3 and 4). The network serves as a cross-regional forum to share experiences and best practices, improves the coordination of funding and assistance programmes, and encourages information flows with relevant forums such as the Security Council Informal Expert Group on Women, Peace and Security and the Group of Friends of Women, Peace and Security.<sup>51</sup>

#### **Box 2: Examples of international collaboration in developing national action plans**

The United Nations Population Fund and UN Women supported the development of Uganda's national action plan. Côte d'Ivoire drew assistance from the United Nations Development Programme. Liberia's Ministry of Gender and Development worked with the United Nations Mission in Liberia, UN Women and other international Organisations in developing its plan. In the Democratic Republic of the Congo and Nepal, the United Nations has supported activities to implement resolution 1325.

*Source: Lippai and Young, 2017.*

### **Box 3:**

#### **The added value of partnering with UN Women**

At the country level, UN Women’s inclusive approach, strong convening power and perceived neutrality enable it to fulfil a coordination mandate in supporting national action plans on women, peace and security. At the global level, through its normative role, UN Women leads on women, peace and security within the global policy space and helps establish standards for national processes.

*Source: UN Women, 2021.*

### **Box 4:**

#### **Engaging with civil society in Jordan**

Before launching Jordan’s national action plan, the National Commission for Women collaborated with UN Women to organise national consultations to gather diverse perspectives on priorities. These consultations also aimed to educate the broader community on resolution 1325 and the intentions of the Jordanian plan. More than 250 men and women representing government and civil society participated, identifying 14 priority issues.

*Source: Lippai and Young, 2017.*

## **7. Facilitate the meaningful participation of civil society in developing and implementing the national action plan**

A survey of members of the ASEAN Committee on Women confirmed that civil society plays a significant role in planning and implementing national action plans, especially through their ability “to reach remote and isolated locations that government agencies are not able to reach”<sup>52</sup> (see Box 5). The Joint Statement of the ASEAN Foreign Ministers in 2017 on Women, Peace and Security committed to increasing the meaningful participation of women’s civil society Organisations and networks “in the prevention, management, and resolution of armed conflict, and post-conflict peace building reconstruction and rehabilitation”.<sup>53</sup>

Engaging these groups is deeply rooted in the women, peace and security agenda, which continues to pioneer efforts to prevent violence, resolve a range of disputes in a constructive manner, and help build community strength and resilience to withstand human and natural threats to peace and security.<sup>54</sup> In countries with national action plans, civil society plays many roles. These include supporting consultations at the grass roots, as was done in the Philippines to prepare the national action plan and a regional action plan for Bangsamoro. Civil society was a partner in implementation, monitoring and reporting on results in the digital review of the first national action plan in Indonesia.

Recently, in addition to traditional actors such as community-based Organisations and women's groups, the participation of other segments of civil society in national action plans, including faith-based Organisations, youth leaders, Organisations representing the perspectives of girls during and after conflict, and others from different backgrounds, has significantly increased. This is particularly the case for academia/think tanks and the media.<sup>55</sup>

Civil society as a whole can play an invaluable role in raising awareness and advocating for national action plans. It can provide essential perspectives on the root causes of gender-based discrimination and the impacts on women, men, boys and girls in peace as well as conflict and post-conflict settings. In post-conflict or transitional contexts, where data are often lost, civil society can serve as an essential source of information and a valuable partner in implementation. With the emergence of non-traditional human security threats, the role of civil society has acquired added importance in helping women organise to advance transitional justice.<sup>56</sup>

### **Box 5:** **Collaboration between civil society and governments in Indonesia and the Philippines**

In Indonesia, the Asian Muslim Action Network, a faith-based Organisation, worked with the Government after the first national action plan to complete a digital review of its performance. The findings contributed to the inclusion of climate change, violent extremism and the COVID-19 pandemic in preparing the second plan.

In the Philippines, the second Bangsamoro regional plan (2020–2022) was assessed jointly by the regional government and civil society. It identified some notable achievements, such as in establishing links between armed conflict and governance issues as well as trafficking and violence against women, data collection, and continuous capacity development for implementing partners and others. The conclusions contributed to the formulation of the third regional plan (2023–2028), which is aligned with the regional development plan.

**Sources:** *Ministry of Women's Empowerment and Child Protection, 2022; Office of the Regional Chief Minister, 2023.*



## Key Takeaways

**Civil society can provide a wide range of services to implement national action plans, including capturing context-specific diverse realities, that help in mobilizing support and generating buy-in across broad-based constituencies (international, national, local and grass roots), building local capacity for implementation, contributing to fundraising campaigns, and assisting in monitoring and evaluation to help governments rethink national priorities from a gender perspective.**

## 8. Identify key areas of alignment between existing policies, regional and global frameworks and the national action plan

A successful national action plan needs to be grounded in a sound understanding of national policies and instruments to facilitate the integration of programmes on women, peace and security as well as alignment with national development priorities and regional and global frameworks.<sup>57</sup> Plans should promote links with the Sustainable Development Goals to foster political support and long-term viability, which can also contribute to financial backing. Box 6 showcases key areas for alignment; Figure 4 summarises policy areas that typically reoccur in national action plans.<sup>58</sup>

### Box 6: Key areas for alignment with existing policies, plans and strategies

| Protection of The Rights Women and Girls  | Participation and Representation  |
|---|---|
| The legislative, judiciary and constitutional systems   | Humanitarian programmes   |
| Systems for ensuring security and physical protection   | Conflict resolution negotiations (formal and informal) and peace agreements                             |
| Socioeconomic rights (land, property, education, literacy, economic security, primary health) | National contribution to peacekeeping personnel, uniformed and civilian                                 |
| The fight against sexual violence and gender-based violence                                   | The electoral process, including women's representation in political parties before and after elections |
| Maternal health and reproductive health   | Power structures put in place in the post-conflict transition period                                    |
| The fight against HIV/AIDS  | The rule of law and democratic governance institutions  |

Continued ▼

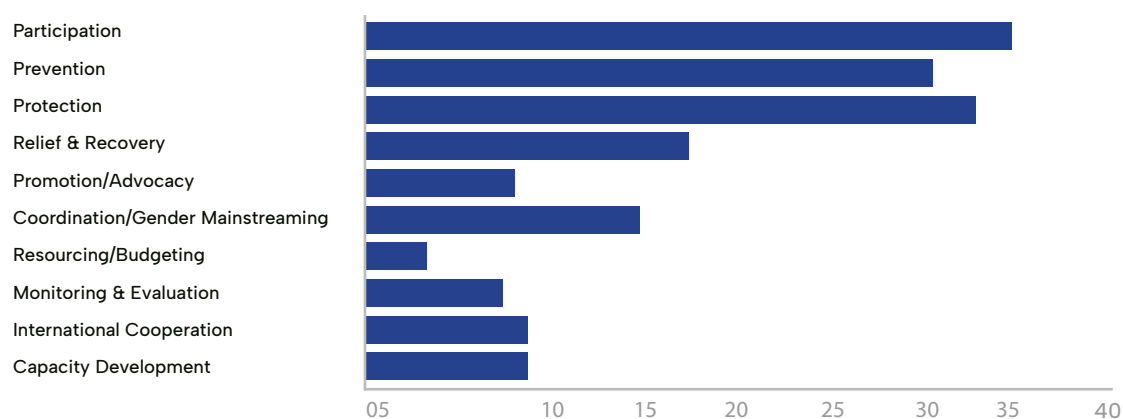
| Prevention   | Relief and Recovery  |
|--|--|
| Justice and reparations, including transitional justice  | Gender-sensitive post-conflict assessments   |
| Security sector reform; gender-specific requirements   | Gender budget analysis in post-conflict spending to enable tracking of resources allocated to promote gender equality or women's empowerment             |
| Justice reform; gender-specific requirements   | Gender equality in the distribution of peace dividends such as major post-conflict recovery investment in employment programmes or public basic services |
| A new peace culture based on women's contributions and built on gender equality                                | Effective inclusion of women combatants or women associated with fighting forces in disarmament, demobilisation and reintegration programmes             |
| Gender-sensitive conflict early warning systems  | Reparation programmes  |
| Education programmes in schools and other institutions on gender issues, peacebuilding and conflict resolution |  |
| Awareness-raising in the general public on gendered security issues  |  |

## 9. Select priority actions guided by the key components of a high-impact national action plan

The selection of priority actions for the national plan should be determined through a careful analysis of programme links with national priorities and international and regional instruments on women, peace and security issues. The information gathered from organising the awareness-raising workshop and sensitisation dialogues with key stakeholders and the situation analysis, where the process of selecting priority actions was initiated, can add value to this activity.

A context analysis can be important to starting the process of identifying strategic priorities for the national action plan.<sup>59</sup> The analysis can also produce a measurable baseline, including through the identification and design of specific indicators of women's experience of conflict and contributions to conflict resolution. Figure 4 lists some recurrent national priority areas selected in existing national action plans.<sup>60</sup>

**Figure 4: Recurrent priority areas in existing national action plans**



ASEAN’s Regional Plan of Action has four priority actions covering the key pillars of the women, peace and security agenda: protection, participation, prevention, and relief and recovery. Each pillar has one outcome, except for prevention, which has two, on fully integrating women into initiatives to prevent threats to peace and security and on the prevention of sexual and gender-based violence. A sixth outcome is on implementation, coordination, reporting, monitoring and evaluation.

The four pillars have 14 outputs<sup>61</sup> and 78 priority actions. A rapid appraisal of the most relevant country-specific outcomes, outputs and activities, and information gathered from the survey, coupled with select elements from the six major components of high-impact national action plans, can assist in identifying priority actions that are country specific.

Table 7 illustrates the six components of a high-impact national action plan with corresponding requirements. Table 8 can help ASEAN member States select priority actions for national plans with requisite adaptations to national contexts.<sup>62</sup>

**Table 7: Six components of a high-impact national action plan**

| Political will  | Design   | Coordination  | Civil society  | Monitoring and evaluation  | Budget and financing  |
|---|--|---|--|--|---|
| Leaders know about resolution 1325, perceive it as broadening country goals, see women as agents of change; and take steps (at high levels) to advance the women, peace and security agenda through implementation (at technical levels) of a national action plan. | The national action plan is supported by a logical framework that outlines specific outcomes, aligning with both resolution 1325 and existing strategies and policies (such as a national security strategy), and created through an inclusive, stakeholder-driven process (e.g. local leaders, and potential beneficiaries at a subnational level are consulted). | Roles and responsibilities are clearly delegated within a national action plan coordinating body, members of the body share a mission-driven commitment to long-term objectives and the body includes a mechanism for holding implementers accountable (e.g., an oversight function). | Civil society is fairly represented through the design, implementation, monitoring and evaluation processes. | A plan, tools and system are in place for collecting, analysing and reporting on data; this information is used to further improve results and educate stakeholders about national action plan progress and impacts. | The national action plan is accompanied by a budget addressing financial, human and technical resources necessary to implement all activities outlined in the strategy. |

Source: Lippai and Young, 2017.

**Table 8: Selection of priority actions for national action plans**

| National development priorities (laws/policies)  | Key issues of the four pillars of the women, peace and security agenda | Priority actions of the Regional Plan of Action relevant to the national context | Relevant elements of a high-impact national action plan | Priority areas selected for the national action plan |
|--|--|--|---|--|
| Protection   |  |  |   | Priority action 1: protection                        |
|  |  |  |   | Activities   |
| Participation  |  |  |   | Priority action 2: participation                     |
|  |  |  |   | Activities   |
| Prevention   |  |  |   | Priority action 3: prevention                        |
|  |  |  |   | Activities   |
| Relief and recovery  |  |  |   | Priority action 4: relief and recovery               |
|  |  |  |   | Activities   |
| Country-specific emerging threats: violent radicalism, climate-induced disasters and forced displacement, trafficking in person and others |  |  |   | Priority action areas:<br><br>Activities:            |

## 10. Ensure transparency and accountability

Accountability and transparency in the development and implementation of the national action plan are crucial, requiring constant vigilance to detect missteps and make relevant changes. Some critical questions to ask are:<sup>63</sup>

- To what extent are the principles of accountability and transparency mainstreamed into the planning and implementation of a national action plan?
- To what extent are interventions to achieve the shared priorities of national policies as well as the Regional Plan of Action implemented in a transparent and accountable manner?
- What major gaps need to be addressed? Which areas require acceleration?

Sustaining a high level of accountability requires practising it with various stakeholders on different levels, including:<sup>64</sup>

- **Horizontal:** engaging with people directly or indirectly affected by plan activities
- **Inward:** accountability to the team members of the national action plan
- **Outward:** accountability to people in communities linked to women, peace and security efforts
- **Upward:** reporting back to the government ministry/agency responsible for the implementation of the Regional Plan of Action or a donor that provided resources

Mainstreaming transparency within a national action plan calls for clarity and openness about activities, objectives and finances, and the management of expectations about its achievements. Equitable, efficient and effective allocation and use of resources helps enhance legitimacy and value for money.<sup>65</sup> Some actions to deepen accountability and transparency are as follows.<sup>66</sup>

- Provide details on how, where and for what the plan uses its resources to ensure value for money
- Establish an evidence-based framework for results.
- Develop clear channels of reporting at regular intervals based on an integrated overview of programmes.
- Support capacity development among implementing officials to comply with requirements for accountability and transparency.
- Ensure that the monitoring and evaluation plan and staff members can undertake an impartial evaluation of plan performance and provide assurances to designated authorities.

### Key Takeaways

**Integrating accountability and transparency in implementing the national action plan requires clear lines of responsibility and authority among implementing partners. These need to be established at the beginning to ensure continuous oversight. Other crucial elements are mainstreaming a culture of integrity and responsible decision-making from the planning phase, combined with a robust performance measurement and evaluation system.**

**It is equally important to have a practical and realistic approach to developing and implementing robust performance measurement. This may take time and a process to engage with a wide range of stakeholders and partners, including medium- to long-term capacity-building support to ensure ownership and collective efforts to enhance data collection, reporting and analysis of progress in implementation.**

# Drafting a national action plan

After the collection of data and information in Step 1, Step 2 focuses on compiling relevant details for drafting the national action plan. This step is the foundation that determines the quality of the plan as it addresses core issues such as the selection of draft committee members to ensure they represent a wide array of Organisations and that the drafting process is inclusive; the alignment of the national action plan with the Regional Plan of Action and the key activities required to facilitate this effort; and finally, the two critical components of monitoring and evaluation and the costing of the activities of the national action plan as pillars of effective implementation.

## 1. Create a committee or task force to begin drafting the national action plan

Creating an effective national action plan depends on involving representatives from relevant line ministries and civil society Organisations. In Step 2, a drafting committee or task force should bring together actors who can mobilise interest, promote awareness and lead the process overall. It can include individuals in charge of building initial political will for the national action plan and who have experience in strategic planning.

Some governments may decide to hire an expert on women, peace and security to support the process. For instance, in Liberia, the Government drew on UN Women's technical support for drafting its second national action plan. The working group coordinating drafting usually converts to a group supporting implementation, monitoring and evaluation.

Drafting committee members should:<sup>67</sup>

- Have a good understanding of key women, peace and security issues and national priorities on peace and security so as to advance both in unison
- Represent a wide array of Organisations from government, research, civil society and others with experience in strategic planning and skills to assess national activities

The drafting committee can comprise a few or more of the following:

- |   |  |   |
|---|--|---|
| 1 | <b>Government representatives</b>                              | <ul style="list-style-type: none"><li>• From relevant government ministries or departments, such as foreign affairs, defence, justice, interior and finance</li><li>• Gender focal points or experts within the government</li></ul>  |
| 2 | <b>Civil society Organisations</b>                             | <ul style="list-style-type: none"><li>• Representatives from women's rights Organisations</li><li>• Non-governmental Organisations working on gender and peace issues</li><li>• Representatives from Organisations focused on specific aspects of the women, peace and security agenda, such as conflict prevention or post-conflict reconstruction</li></ul> |
| 3 | <b>Academia</b>  | <ul style="list-style-type: none"><li>• Gender studies experts or researchers with knowledge on conflict and peace studies</li></ul>  |
| 4 | <b>United Nations entities and international Organisations</b> | <ul style="list-style-type: none"><li>• Representatives from UN Women and/or other relevant UN entities</li><li>• Experts from international Organisations with experience in conflict and gender issues</li></ul>  |



|    |  |  |
|----|--|--|
| 5  | <b>Community leaders</b>                             | <ul style="list-style-type: none"> <li>Representatives from local community Organisations or leaders with grass-roots experience in conflict-affected areas</li> </ul>   |
| 6  | <b>Youth representatives</b>                         | <ul style="list-style-type: none"> <li>Youth Organisations or advocates with a focus on peace and security</li> </ul>  |
| 7  | <b>Indigenous and minority groups</b>                | <ul style="list-style-type: none"> <li>Representatives from indigenous or minority communities to ensure consideration of their unique perspectives and needs</li> </ul>   |
| 8  | <b>Legal and human rights experts</b>                | <ul style="list-style-type: none"> <li>With knowledge of international human rights law and mechanisms relevant to women, peace and security</li> </ul>  |
| 9  | <b>Media representatives</b>                         | <ul style="list-style-type: none"> <li>Journalists or media experts to facilitate communications and awareness-building</li> </ul>   |
| 10 | <b>Gender experts</b>                                | <ul style="list-style-type: none"> <li>To provide technical expertise on gender mainstreaming and gender-responsive programming, including representatives of Organisations dealing with the integration of girls' perspectives in post-conflict situations</li> </ul> |
| 11 | <b>Conflict resolution and peacebuilding experts</b> | <ul style="list-style-type: none"> <li>Experts in conflict resolution, peacebuilding and conflict prevention</li> </ul>  |
| 12 | <b>People with disabilities</b>                      | <ul style="list-style-type: none"> <li>Representatives from Organisations or advocates focused on the inclusion of persons with disabilities in peace and security efforts</li> </ul>  |
| 13 | <b>Ethnic and religious leaders</b>                  | <ul style="list-style-type: none"> <li>From diverse ethnic and religious groups to promote inclusivity and religious tolerance in peace processes</li> </ul>   |
| 14 | <b>Youth and gender representatives</b>              | <ul style="list-style-type: none"> <li>Young women and men with expertise or advocacy experience related to gender and youth issues</li> </ul>   |
| 15 | <b>Independent experts</b>                           | <ul style="list-style-type: none"> <li>Individuals with relevant expertise in gender, conflict and peacebuilding who can provide impartial guidance.</li> </ul>  |

**Figure 5: Composition of the drafting committee**



The drafting committee should designate a coordinator and assign entities to lead specific tasks related to preparing the national action plan.<sup>68</sup> The committee will determine how to receive internal and external feedback from experts and stakeholders that will be incorporated into the document. Figure 6 presents seven elements of an innovative national action plan.<sup>69,70</sup>

Figure 6: Elements of an innovative national action plan



A tentative framework/outline for drafting follows.<sup>71</sup>

First step: Develop an outline of the national action plan, which may contain:

1. A table of contents and list of abbreviations
2. A letter of political support (ministers, etc.)
3. An introduction with information on:
  - Background/rationale
  - Global context, resolution 1325 and related resolutions
  - National context
  - Stakeholders and their roles
  - The development process, including a timeline for workshops, conferences, key meetings, consultations with civil society and other milestones

Second step: Elaborate the substance including:

- Objective
- Theory of change results matrix, including indicators for measuring progress, key priority actions/activities, specified implementing and responsible parties and other partners, and budgets (for prevention, protection, participation, relief and recovery, and coordination, monitoring and reporting)
- Monitoring and evaluation plan
- Coordination and implementation

The drafting committee should set specific target dates for each activity and a time period for completing the plan as a whole. This should be realistic and allow enough time to set up necessary administrative, resource, educational and infrastructure measures.

## 2. Draft a national plan aligned with the Regional Plan of Action

National action plans should align with the Regional Plan of Action. The latter primarily concentrates on implementing actions at the national level, with over 80 percent of tasks falling within the jurisdiction of each ASEAN member State (Figure 7). The pivotal role of countries in embedding the plan into national practice can make it a catalytic force in fostering positive, impactful changes for women and girls (Figure 8).

Figure 7: Priority actions of the Regional Plan of Action

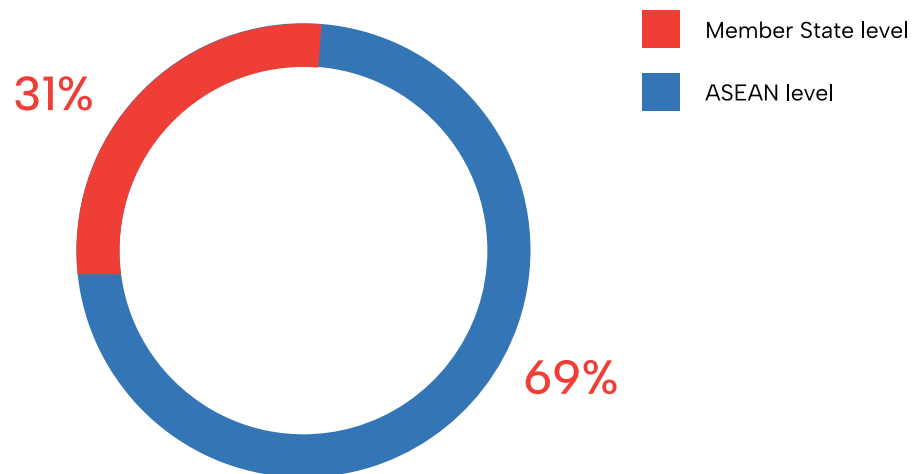
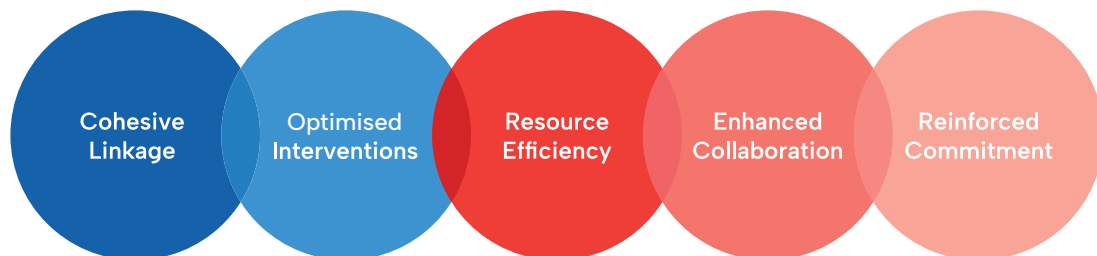


Figure 8: Benefits of aligning national and regional plans



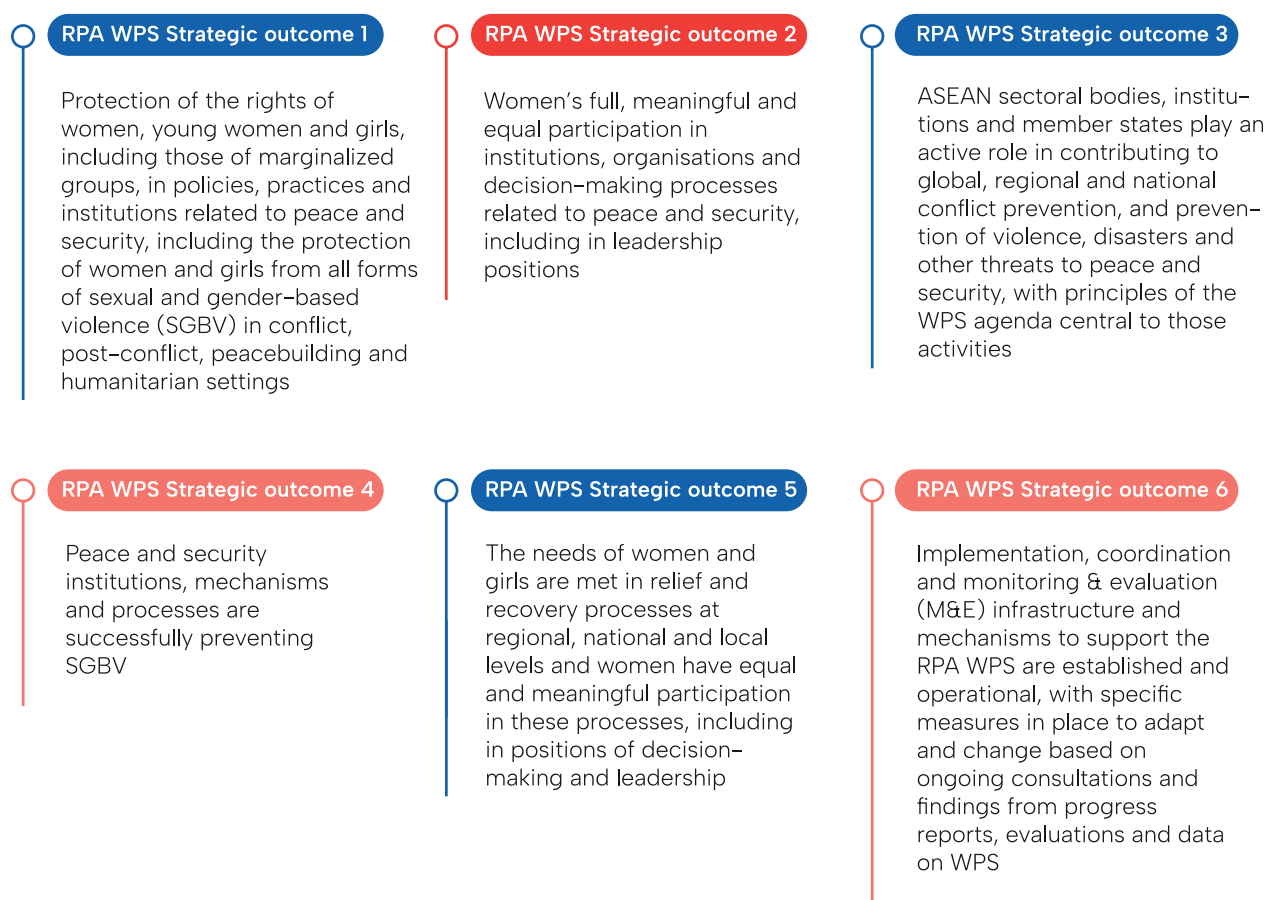
Strategic national and regional alignment, managed through well-crafted monitoring and evaluation, optimises the effectiveness of local and regional interventions and keeps the region on track as a whole. Synchronization eliminates duplication and overlap, enables the targeted allocation of resources to areas requiring significant attention, streamlines reporting procedures and enhances accountability by introducing shared indicators and benchmarks to gauge progress.

Alignment notably facilitates collaboration among member States, fostering an environment to exchange best practices, share knowledge and pursue collaborations to amplify impact. It reinforces ASEAN's unified approach to addressing gender-sensitive challenges within the realm of peace and security and conveys a strong message about collective dedication to women, peace and security. Through this demonstration of unity, ASEAN can enhance its credibility and global influence, potentially attracting increased support and collaboration from international stakeholders.

The Regional Plan of Action offers explicit directives on implementing the women, peace and security agenda while acknowledging the significance of evidence-based innovations and localised approaches. The plan highlights exemplary practices and encourages partnerships between grassroots and broader national or regional strategies.

By furnishing priority actions aligned with the key pillars of protection, participation, prevention, relief and recovery, the regional plan effectively steers endeavours to weave the women, peace and security agenda into broader peace and security initiatives. Notably, a distinct matrix is dedicated to tracking progress and coordination (Figure 9).

**Figure 9: The Regional Plan of Action matrix of actions**



### ***Undertaking a mapping exercise***

A mapping exercise can assess how the national plan can align with the strategic objectives of the Regional Plan, pinpointing areas of congruence and possible discrepancies. The mapping equips national governments with tools to balance various regional priority actions. It facilitates the identification of key national priorities that resonate with regional goals, considering impacts and interconnectedness. This deepened understanding can help in refining the country-level focus and shaping more precise priorities, and steer resource allocation and targeted actions.

## SELF-ASSESSMENT OF ALIGNMENT WITH REGIONAL PLAN OUTCOMES

### 1. Strategic outcome 1: protection of rights

- How are national policies and practices addressing the protection of women, young women and girls from sexual and gender-based violence in conflict, post-conflict, peacebuilding and humanitarian settings?
- Are marginalised groups adequately represented in national policies related to peace and security?
- How can the effectiveness of sexual and gender-based violence prevention measures be measured and improved?

### 2. Strategic outcome 2: women's participation

- What measures are in place to ensure women's full and meaningful participation in decision-making processes related to peace and security at various levels?
- How can the number of women in leadership positions within relevant institutions and Organisations be tracked and increased?
- Are there mechanisms to address barriers to women's participation in leadership roles?

### 3. Strategic outcome 3: ASEAN's role in conflict prevention

- How is the national government contributing to global, regional and national conflict prevention efforts in line with the principles of the women, peace and security agenda?
- What specific actions have been taken to integrate women, peace and security principles into existing conflict prevention strategies?

### 4. Strategic outcome 4: preventing sexual and gender-based violence

- How are peace and security institutions effectively preventing sexual and gender-based violence?
- What mechanisms are in place to address and respond to instances of sexual and gender-based violence within security forces or conflict-related contexts?
- How can the success of sexual and gender-based violence prevention efforts be measured and improved?

### 5. Strategic outcome 5: needs of women and girls in relief and recovery

- How are relief and recovery processes addressing the specific needs of women and girls at the regional, national and local levels?
- What steps are being taken to ensure women's meaningful participation in decision-making during relief and recovery processes?
- How can the impact of gender-responsive relief and recovery efforts be assessed and enhanced?

### 6. Strategic outcome 6: implementation, coordination, and monitoring and evaluation

- Are there established national mechanisms and infrastructure to monitor and evaluate progress related to the Regional Plan of Action?
- What consultation processes exist to gather inputs from relevant stakeholders and make necessary adjustments based on their feedback?

## Developing a logical framework and theory of change

In developing the national action plan, setting clear and specific goals that align with national and regional objectives shifts the focus from merely measuring outputs to understanding outcomes. While outputs are quantifiable, prioritisation of broader effectiveness and societal outcomes helps avoid potential distortions and limitations. A logical framework, or log frame, should delineate plan objectives, outcomes and outputs. A structured roadmap that embodies links between inputs and eventual results is key. This requires understanding underlying assumptions about causality based on a theory of change (Figure 10).

Action plans in general often outline strategies for driving change at higher levels. This may result in a lack of comprehensive descriptions of how specific activities will unfold. The degree of clarity and completeness in detailing activities is important because it can significantly impact the ability to capture how they contribute to desired outcomes. Articulating specific and measurable changes to achieve involves crafting well-defined indicators that correspond with desired outcomes, allowing the meaningful tracking of progress (Boxes 7 and 8). A solid foundation can be built by selecting indicators based on the theory of change.

Figure 10. What is a theory of change?

## A theory of change is a conceptual map of how activities lead to outcomes.

- ▶ It clarifies the objectives of the activities and the means to achieve them.
- ▶ It provides a case for the importance of achieving intermediate outcomes.
- ▶ It establishes a structure for identifying what metrics to measure.
- ▶ It helps identify what is and is not working.
- ▶ It offers a simple, clear way to articulate the mission and impact.

| PROBLEM                | INPUTS                                       | ACTIVITIES                       | OUTPUTS                                     | OUTCOMES   | INDICATORS  | IMPACT  |
|------------------------|--|----------------------------------|---|--|---|---|
| The key issue to solve | Resources required to implement the activity | Actions taken to produce outputs | The result of a set of completed activities | The changes you hope to achieve as a result of national action plan activities | Specific, measurable, achievable, relevant and time-bound | The broader, long-term effect of the national action plan |

## Box 7: Switzerland's National Action Plan 2018–2022

The indicators in Switzerland's National Action Plan are particularly valuable because they strike a balance between quantitative measures, such as the number of participants, and qualitative assessments, like mediators' increased sense of preparedness, providing a more comprehensive view of the effectiveness and inclusivity of mediation processes.

### Sub-goal 2

**Inclusive, gender-sensitive mediation processes enable the perspectives of all actors involved to be included.**

| Measures  | Reporting indicators  | Responsibility |
|---|---|----------------|
| <ul style="list-style-type: none"> <li>▶ Raise key persons' awareness of the advantages and effectiveness of inclusive teams in mediation processes.</li> <li>▶ Develop, implement and evaluate training modules on gender in mediation.</li> <li>▶ Briefings and debriefings for practising mediators on gender-relevant issues in mediation.</li> </ul> | <ul style="list-style-type: none"> <li>▶ Number of contacts with key persons to raise awareness of inclusive mediation processes.</li> <li>▶ Thanks to training and briefings, Swiss mediators feel prepared to tackle gender-relevant issues in mediation and are able to apply acquired knowledge.</li> </ul> | FDFA           |

## Box 8: Sri Lanka National Action Plan 2023–2027

The indicators in the Sri Lanka National Action Plan are specific, covering various levels within the police force, and outline means of verification. Additionally, they clearly assign responsibilities to lead implementing agencies while also designating specific agencies responsible for monitoring progress. This enhances accountability and transparency in the recruitment and retention of women police officers.

| Key Activities   | Indicators   | Means of Verification                            | Lead Implementing agencies   | Supporting Agencies  |                       | Time Frame        | Monitoring Agency   | Budget |
|--|--|--|--|--|-----------------------|-------------------|---|--------|
|  |  |  |  | State Actors   | Non-State Actors      |                   |   |        |
| 2.12 Ensure that women police officers are sufficiently recruited and are stationed in all police stations, and ensure that such women police officers are retained in service and are provided with equal opportunities in promotions and decision-making capacities of the police. | <p># of women police officers recruited. % of women police officers stationed at each Police Station.</p> <p># of women police officers serving in the top 3 official ranks of the police.</p> <p># of annual surveys conducted to ascertain the number of women police officers recruited between 2023 and 2027</p> <p># of surveys conducted to ascertain the number of women police officers remain in service for over 5, 10, 15, 20, 25 years</p> | <p>Police Commission</p> <p>Sri Lanka Police</p> | <p>Police Service Commission</p> <p>Police Commission</p> <p>Sri Lanka Police</p> <p>Ministry of Public Security</p> | <p>Police Service Commission</p> <p>Police College of Sri Lanka</p> <p>Ministry of Justice, Prison Affairs and Constitutional Reforms</p> <p>Ministry of Women, Child Affairs and Social Empowerment</p> | Research Institutions | Jan 2023–Aug 2023 | <p>National Police Commission of Sri Lanka</p> <p>Ministry of Women, Child Affairs and Social Empowerment</p> | TBC    |

### 3. Devise a monitoring and evaluation plan

Developing a monitoring and evaluation plan should ideally commence in parallel with the drafting of the national action plan to ensure continuous, real-time monitoring. Early development allows a deep understanding of national action plan objectives and priorities. Budgets, personnel and technical support can be earmarked in advance, preventing potential delays and bottlenecks later on.

Early planning allows the identification of data collection requirements and potential challenges. This helps ensure that data collection mechanisms are in place as soon as the national action plan is launched, avoiding delays in gathering crucial information. It also fosters the early engagement of key stakeholders; builds ownership, commitment and shared responsibility for monitoring outcomes; and can incorporate feedback loops. Lessons and emerging insights can inform real-time adjustments to the national action plan, increasing adaptability and effectiveness.

A number of countries and regional Organisations have a dedicated pillar on coordination, monitoring, reporting and evaluation in their national action plans. This sends a strong signal that progress will be rigorously tracked and reported, enhancing transparency and trust among stakeholders.

An effective monitoring and evaluation system should build on the following principles (see Boxes 9 and 10 for examples).

- Focus on outcome indicators: Limited monitoring capacity can make it wise to emphasise outcome indicators over output indicators. Outcome indicators are more closely aligned with the overarching goals of the national action plan and provide a higher-level perspective on progress.
- Aligned with specific goals: Each indicator should be directly linked to a specific goal within the national action plan to solidify the relationships between actions and desired outcomes.
- Informative insights: Indicators should provide valuable and informative data that allow a complete understanding of implementation progress. This empowers policy- and decision-makers to make well-informed decisions and adaptations as needed.
- Simple tracking: Indicators should offer easily measurable ways to track progress. Selection should consider the existence of regular data sources.
- Consistent measurement: Choose indicators that can be consistently measured over time, allowing for reliable tracking of progress.
- Capturing complexity: Indicators should capture intricate, complex aspects of changes that the national action plan aims to achieve.
- Consider costs: While selecting indicators, factor in the cost of measuring them, and opt for a good balance between being informative and practical to measure.
- Cross-reference indicators: Cross-reference your selected indicators with relevant global and regional frameworks, such as the Sustainable Development Goals and Regional Plan of Action, to identify common indicators. This simplifies reporting and promotes consistency.



- Harmonise with government systems: Ensure that the chosen indicators align with the government's existing monitoring and evaluation system. If the government primarily uses an activity-based approach, consider integrating outcome indicators into the existing government structure rather than creating a separate framework.
- Capacity-building: It may be necessary to build government capacity in monitoring and evaluation. Training and support can enhance abilities to effectively monitor and report on selected indicators.
- Adopt a "less is more" approach to indicators. Strive for a manageable number that captures the essence of progress. Having a smaller set of well-selected indicators will facilitate more effective monitoring and reporting, and reduce the burden on government monitoring and evaluation teams.

### ***Aligning national monitoring and reporting with the regional plan.***

Each national monitoring and evaluation plan should correspond with the overarching goals of the regional plan to provide clear guidance on implementation and encourage evidence-based strategies. The monitoring and evaluation plan should be a dynamic tool that helps keep all stakeholders on the path to achieving complementary national and regional goals. It should contribute to evidence-based decision-making by supplying accurate, up-to-date information on the outcomes of aligned actions, enhancing the credibility of the alignment process.

### ***Grounding indicators in institutional mandates***

Indicators should align with the mandates and activities of relevant ministries, departments and agencies to accurately capture the specific outputs and contributions of each entity while also considering broader impacts that span different areas. Joint sessions of programme/policy and monitoring and evaluation staff from various departments can foster collaboration and serve as valuable forums for reviewing, evaluating and improving selected indicators.

### ***Don't forget qualitative insights***

Establishing indicators is just one aspect of the broader monitoring process. Although indicators offer important insights, they do not capture the complete picture. Qualitative insights from projects, discussions and collaborative endeavours contribute to a holistic understanding of the impact of a national action plan. Both quantitative and qualitative data sources should be used for a combination of measurable insights and a deeper understanding of the subjective experiences of stakeholders.

## Box 9:

### Jordan National Action Plan 2018–2021

- **Establishment of a secretariat:** A secretariat within the Jordanian National Committee for Women was set up to oversee the monitoring and evaluation of the national action plan, with support from UN Women and funding from the Government of Finland.
- **Monitoring and evaluation framework:** A systematic framework was developed based on a national participatory approach, engaging all parties in the implementation of national action plan activities. The framework included SMART indicators to measure progress towards strategic goals, outcomes and outputs.
- **Responsibilities and data collection:** The framework specified entities responsible for implementation and the collection of relevant data for performance indicators. It also determined the frequency of data collection.
- **Progress reporting:** Implementing parties were expected to cooperate in monitoring and evaluating progress in initiatives assigned to them. Each implementing party had to submit periodic progress reports to a central focal point responsible for monitoring and evaluating the plan as a whole.

## Box 10:

### Ireland's third National Action Plan 2019–2024

Ireland's national action plan monitoring and evaluation framework consists of several components.

- **Oversight group:** It ensures coordination and accountability during implementation.
- **Monitoring framework:** A comprehensive monitoring framework features specific and measurable indicators that track both quantitative and qualitative aspects of progress, including activities and outcomes, with a focus on establishing baselines for effective tracking.
- **External evaluation:** Independent consultants conducted a midterm review in 2021, guiding adjustments in the plan for its final two years. A final evaluation at the end of the third national action plan assessed progress across multiple plans.
- **Alignment with CEDAW:** The national action plan aligns with Ireland's CEDAW and Universal Periodic Review obligations, with civil society encouraged to shadow report on these commitments under General Recommendation 30 of the CEDAW Committee.
- **Alignment with national policies:** National action plan activities and indicators are integrated in various national policies, including those related to women and girls, migrants, intercultural health and gender-responsive budgeting.
- **Risks and assumptions:** The plan recognises critical success factors, such as political support and budget allocations. Risks, such as resource limitations and stakeholder engagement, are addressed to ensure plan objectives are met.

## SELF-ASSESSMENT

### 1. Review of national action plan objectives and regional strategic goals

- Do we understand how different programmes and actions detailed in the national action plan contribute to achieving the strategic goals of the Regional Plan of Action?
- Are there any discrepancies or gaps between the national and regional plans that need to be addressed?

### 2. Clear and specific goal-setting

- Have we identified specific goals within the national action plan that directly align with the strategic objectives of the Regional Plan of Action?
- Are these goals clearly articulated and free from ambiguity?

### 3. Shift from outputs to outcomes

- Are the goals aligned with the broader effectiveness of the national action plan and its contribution to the Regional Plan of Action's overall impact?
- Do indicators capture not only quantifiable outputs but also qualitative changes and improvements in societal outcomes?

### 4. Avoiding potential distortions

- Are chosen goals balanced, avoiding an overemphasis on one aspect at the expense of others?
- Are the goals designed to avoid potential negative trade-offs, such as achieving numerical targets while neglecting the quality of outcomes?
- Have feedback and perspectives from diverse stakeholders been considered to avoid unintentional distortions?

### 5. Continual alignment and adaptation

- Have mechanisms been set up for regular review and the alignment of goals with evolving needs and contexts?
- Are provisions in place to adapt the goals based on progress reports, evaluations and consultation findings?
- Is there a plan to communicate to relevant stakeholders any adjustments to national action plan goals that are in line with the Regional Plan of Action?

## 4. Establish mechanisms for monitoring and reporting

An institutional mechanism for monitoring progress on the national action plan is pivotal as it provides a clear delineation of where accountability resides. Potential configurations are versatile, encompassing interinstitutional task forces or committees comprising representatives from both government and civil society. A monitoring mechanism may be housed within the existing government structure or established statutory authorities, or function autonomously.

In ensuring effective oversight, the mechanism amplifies accountability for monitoring across the scope of the national action plan. Designating a political and administrative coordinator may help in harmonizing multifaceted efforts, consolidating information and facilitating communication internally and externally.

A reporting mechanism for the national action plan should be user-friendly and well structured, with clearly assigned roles to uphold accountability and smooth coordination. This entails defining who will be responsible for data collection, submission, analysis and reporting. It may encompass assigning roles for facilitating reflection sessions and documenting practical examples.

The duration of the national action plan should influence the frequency of data collection, including when outcome, midterm and output data will be collected. Specifying reporting intervals helps ensure consistent and timely data submission. Aligning reporting intervals with existing cycles, such as those outlined in CEDAW or other relevant frameworks, supports both consistency and timeliness in data submission.

Using simple and standardised forms for data submission makes it convenient for implementers and stakeholders to report progress and findings. Ideally, forms should integrate seamlessly with pre-existing templates used by line ministries. Including a dedicated section on national action plan implementation within existing templates can prevent duplication. Whether forms are paper-based or online, they should be determined based on what best suits the national context and reporting practices. User-friendly tools for data storage and analysis, such as Google Forms and Excel spreadsheets, are accessible and familiar to many, and can streamline data management.

### ***Managing data limitations related to sex disaggregation***

Suggestions to overcome the challenge of incomplete sex disaggregation in data collected by governments include the following.

- **Awareness and training:** Launch awareness campaigns and provide training sessions for government officials responsible for data collection and reporting. Make sure they understand the importance of sex-disaggregated data for the effectiveness of the national action plan and its alignment with international commitments like CEDAW. Offer guidance on how to collect and analyse such data.
- **User-friendly reporting templates:** Develop standardised, user-friendly reporting templates that prompt government agencies to include sex-disaggregated data in their regular reports, making it a routine practice.
- **Data champions network:** Establish a network of “data champions” within government agencies who advocate for sex-disaggregated data and share best practices among colleagues.
- **Collaboration with civil society:** Partner with local civil society Organisations to collect sex-disaggregated data through community surveys or outreach activities, and leverage their existing networks and expertise.

- **Regular review and feedback:** Conduct regular reviews of data collection processes and seek feedback from staff members to identify obstacles to sex disaggregation. Use this feedback to refine and improve data collection procedures.
- **Legal and policy frameworks:** Ensure that national legal and policy frameworks support the collection and use of sex-disaggregated data. This may involve amending existing regulations to reinforce the importance of gender-sensitive data collection.

### ***Complementing quantitative data***

Enhance the reporting mechanism by integrating practical examples alongside quantitative data. This involves combining numerical indicators and figures with qualitative case studies. Case studies help interpret trends observed in the data, adding context and depth. They can highlight the effects of projects on vulnerable groups, showcase partner contributions and provide a nuanced understanding of local impacts.

A comprehensive reporting mechanism not only collects data effectively but also promotes meaningful discussions, informed decision-making and continuous improvement of national action plan initiatives. The reporting process becomes a collaborative effort that drives positive change and advances the goals of the plan.

## **ESTABLISHING AN INSTITUTIONAL MECHANISM FOR MONITORING: SELF-ASSESSMENT**

### **1. Clear responsibility and accountability**

- Are there clearly defined roles and responsibilities for the institutional mechanism for monitoring progress on the national action plan?
- Is it clear where the accountability for monitoring resides?

### **2. Effective oversight**

- Has the crucial role of the institutional mechanism in ensuring effective oversight of national action plan implementation been recognised?
- Is this mechanism well equipped to cater to the breadth of the plan as it aligns with the Regional Plan of Action's broader vision?

### **3. Coordination and communication**

- Has a political and administrative coordinator been appointed to harmonise efforts, consolidate information and facilitate communication internally and externally?
- Is the coordinator well versed in handling multifaceted tasks and fostering effective collaboration?
- Does the coordinator understand the significance of alignment with Regional Plan of Action principles and goals?
- Can the coordinator effectively report progress on the national plan at the ASEAN level and contribute to regional monitoring?

## 5. Acknowledge the value of monitoring feedback in the policy process

The significance of monitoring goes beyond assessment; it is critical to the policy process. It invites deep introspection, where asking critical questions is key. What strategies are yielding positive results? Where are improvements needed? This process can provide feedback that unveils the intricacies that drive success and challenges alike, identifying areas for refinement and helping to devise adaptive strategies.

Monitoring empowers authorities with substantial data and best practices that substantiate policies at the national and local levels. These insights fuel persuasive advocacy for specific projects or themes. When facing sceptics or stakeholders, this evidence can help articulate decisions convincingly. Furthermore, monitoring helps chart the course for future policy directions based on existing opportunities and emerging challenges. Engaging in this process with strategic intent can significantly bolster commitment to sustainability, even attracting support from donors who share a common vision for positive change on the ground.

### SELF-ASSESSMENT OF FEEDBACK LOOPS IN A POLICY PROCESS

#### 1. Feedback integration in policy development

- Are there regular reporting mechanisms within the monitoring and evaluation system that provide timely updates to decision-makers on the progress, outcomes and challenges encountered during national action plan implementation?
- How are these updates tailored to facilitate informed policy adjustments based on real-time insights?

#### 2. Feedback-driven policy adaptation

- Are there established protocols for translating feedback collected through the monitoring and evaluation system into actionable policy changes, ensuring that the national action plan remains responsive to changing dynamics?

#### 3. Collaborative decision-making from feedback

- Is a collaborative approach being fostered where feedback collected from the monitoring and evaluation system involves relevant stakeholders and experts in decision-making?
- How are feedback discussions integrated into policy review sessions to harness diverse perspectives and enhance policy effectiveness?

#### 4. Addressing emerging needs from feedback

- Is the monitoring and evaluation system designed to capture emerging needs and unforeseen challenges identified during implementation, and how are these addressed within policy revisions?
- Are mechanisms in place to swiftly address critical issues highlighted by feedback loops to prevent potential roadblocks?

## 6. Resource the monitoring and evaluation plan

For a monitoring and evaluation plan to work effectively, it needs proper resources and the right people. A dedicated committee or group should oversee the plan and trained staff in relevant departments. Clearly defined responsibilities should be established and could be included in job descriptions and guidelines for departments. Training on data collection, analysis, reporting and necessary standards should ensure consistent approaches. Having well-established procedures for data work is also vital, while regular updates ensure accuracy and relevance.









Some strategies for how line ministries can resource monitoring and evaluation effectively are as follows:

- 1. Incorporate specific monitoring and evaluation actions in the national action plan:** Clear, actionable steps related to monitoring, reporting and coordination should outline what is expected of each line ministry concerning data collection, reporting frequency and collaboration with other government bodies. When these responsibilities are detailed within the national action plan, it becomes easier for line ministries to allocate necessary resources to fulfil their commitments.
- 2. Budget for data collection and analysis:** Monitoring and evaluation activities often require financial resources for data collection, analysis and reporting. Line ministries should allocate funds in their budgets specifically for these purposes. This may include investing in technology, tools and training necessary for effective data management.]
- 3. Capacity-building:** Building line ministry capacity in monitoring and evaluation is a crucial investment. Allocate resources for training and capacity-building programmes to enhance the skills of staff responsible for monitoring and reporting so they can carry out efforts effectively.
- 4. Feedback mechanisms:** Implement feedback mechanisms within the national action plan to capture insights from line ministries about resource needs for monitoring and evaluation. Periodic reviews and evaluations can help identify areas requiring additional resources or adjustments.
- 5. Advocacy for resource allocation:** Line ministries can advocate for resources for monitoring and evaluation by highlighting the importance of these activities for the success of the national action plan. Presenting evidence of the impact of monitoring and evaluation on achieving national action plan objectives can be a persuasive argument for securing necessary funds.

## 7. Recurring challenges and effective solutions in monitoring and reporting

Global evidence shows recurrent challenges to monitoring and reporting on national action plans. These are detailed in Figure 11 along with some of the most effective solutions to overcome those potential challenges. Overall, addressing challenges in monitoring and reporting on national action plans on women, peace, and security requires a multidimensional approach that combines political will, data-driven monitoring and institutional strengthening.

**Figure 11. Some recurrent challenges to monitoring and reporting**

|   |   |
|---|---|
| Challenge   | <b>Limited resources</b>  |
|    | Strategically allocate resources to ensure a robust monitoring process, encompassing skilled personnel, technical tools and budgetary support.  |
| Challenge   | <b>Centralisation</b>   |
|    | Establish a clear focal point responsible for orchestrating, coordinating and owning the monitoring process to ensure consistency and accountability.                                       |
| Challenge   | <b>Unclear coordination</b>   |
|    | Develop a streamlined communications strategy that identifies essential information, assigns responsible parties and outlines effective channels for dissemination.                         |
| Challenge   | <b>Learning deficit in reporting</b>  |
|   | Establish a platform that encourages cross-departmental collaboration and enables partners, including civil society, to share best practices, fostering a culture of continuous learning.   |
| Challenge   | <b>Cumbersome data collection</b>   |
|  | Simplify data collection procedures to ensure that invested time and efforts yield valuable insights. Provide comprehensive training to enhance data collection accuracy and communication. |
| Challenge   | <b>Complex indicators</b>   |
|  | Anchor indicators in the mandates and activities of respective agencies, making them relevant and showing their direct contributions to broader objectives.                                 |
| Challenge   | <b>Lack of clarity in translating plan activities</b>   |
|  | Prioritise policy implementation by identifying implementation barriers. Shift the focus from output-driven monitoring to assessing the impact of plan actions.                             |
| Challenge   | <b>Insufficient impact assessment</b>   |
|  | Supplement quantitative measures with qualitative indicators to holistically assess desired changes, providing a more nuanced understanding of impact.                                      |



## 8. Realign existing monitoring and evaluation frameworks with regional principles

The following action points are especially pertinent to countries that have already established a national action plan with a well-constructed and adaptable monitoring and evaluation system. Several suggestions can help alignment with the Regional Plan of Action.

- **Strategic indicator integration:** Identify key performance indicators within the existing monitoring and evaluation framework that can be strategically aligned with regional objectives. Integrate specific regional indicators alongside current national ones.
- **Parallel tracking:** Implement a parallel tracking system within the existing framework to monitor progress specifically related to the regional plan. This allows for dedicated tracking without overhauling the entire system.
- **Regional Plan of Action-focused reporting:** Develop dedicated reports or a specific section within the existing reporting structure. These reports can highlight progress, challenges and achievements related to the Regional Plan of Action while maintaining the overall monitoring and evaluation framework.
- **Stakeholder engagement workshops:** Organise workshops or working groups with relevant stakeholders to explore innovative ways to capture Regional Plan of Action-related data within existing monitoring and evaluation processes without significantly disrupting the current system.
- **Dual-purpose data collection:** Optimise existing data collection processes by modifying data points to serve both the existing monitoring and evaluation framework and regional requirements. This minimises duplication.
- **Cross-functional teams:** Form cross-functional teams that focus exclusively on data collection and reporting for the Regional Plan of Action while collaborating with the existing monitoring and evaluation team. This ensures a targeted approach.
- **Regular monitoring and evaluation framework reviews:** Schedule regular reviews of the framework to identify opportunities for streamlining and optimizing the integration of Regional Action Plan-related data without overburdening the system.
- **Flexibility in adaptation:** Design the monitoring and evaluation framework with built-in adaptability to accommodate evolving regional priorities or emerging regional challenges, ensuring that the framework remains responsive to changing needs.
- **Storytelling:** Use storytelling techniques to present data on the Regional Plan of Action within existing reports, making it more engaging and understandable for stakeholders.

## 9. Cost and create a budget for the national action plan

The costing exercise for the national action plan should begin once the monitoring and evaluation framework has been finalised, roles and responsibilities have been clearly demarcated, and coordination and implementation structures have been established. The costing and budgeting of the plan facilitates the translation of women, peace and security standards into executable, measurable and accountable actions in alignment with national priorities (Box 11).<sup>72</sup> These steps inform fund-raising strategies and help obtain concrete budgetary commitments from governments.<sup>73</sup> Different tools for costing should be understood clearly by implementing officials.<sup>74</sup>

### **Box 11:** **Importance of a dedicated budget for a national action plan**

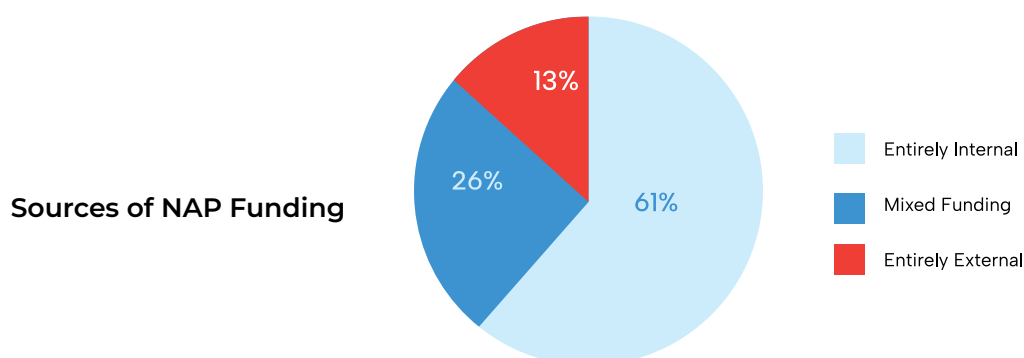
In 2017, out of 68 countries with a national action plan, only 16 had a dedicated budget. The Secretary of Nepal's Ministry of Peace and Reconstruction, Gajendra Kumar Thakur, made a compelling remark during a national action plan costing and budgeting workshop in 2017, saying, "A plan with no budget is like a car without fuel!"

Source: GNWP, 2017b.

The first option for financial support of key national action programmes is to integrate these within the plans and budgets of ministries, departments and other public entities addressing women, peace and security issues. This will enhance national ownership and provide certainty about available resources as long as the annual budgets of concerned offices have the requisite funds. The allocation of financial resources is a good indicator in assessing plan implementation.<sup>75</sup> Entry points for aligning with government budgetary allocations require careful analysis and planning and regular interactions with concerned officials.

Based on a survey of 23 UN Member States, Figure 12 shows a breakdown in sources of funding for a national action plan.<sup>76</sup>

**Figure 12: The typical composition of funding for a national action plan**



Some key questions to ask during the costing exercise are:

- Can this activity be funded by a specific government ministry?
- If the national ministry cannot pay for this activity, can alternative sources of financing be arranged?

Calculating the cost of one of the national action plan's priority areas starts with selecting an output along with the related activities and associated costs and the estimated unit cost of each item. Once the unit cost and desired number of units have been decided and inserted in the template in Table 9, it will automatically calculate the total cost in the local currency and another currency (for example, United States dollars or euros). Additionally, information on the key implementing agency responsible for the specific activity and the source of funding for each activity needs to be indicated in the last two columns.<sup>82</sup>

**Table 9: Costing of units of activities for inclusion in the budget**

| Unit | Unit cost | Number of units | Total cost (in local currency) | Conversion to US dollars | Total cost in dollars | Percentage of the total cost | Implementing agency/ ministry/ agency | Projected source of funding (national/ internal/ others) |
|------|-----------|-----------------|--------------------------------|--------------------------|-----------------------|------------------------------|---------------------------------------|--|
|      |           |                 |                                |                          |                       |                              |                                       |  |

## Key Takeaways

**Costing is a reality check in preparing a comprehensive and realistic budget for a national action plan. Without identifying the costs and dedicating the resources needed, activities will not be implemented and the national action plan will remain just a plan. Costing helps ensure dedicated resources for implementation, prioritise specific activities and identify resource gaps as well as existing or potential bottlenecks. It promotes ownership and accountability among all stakeholders accountable for implementing each activity.**

## 10. Identify innovative financing sources

Innovative financing can support the mobilisation of resources for a national action plan. One option entail integrating the core components of gender-responsive budgeting in preparing the national action plan budget. Gender-responsive budgeting is not a parallel exercise. It involves a gender analysis of the budget to ensure that financial resources are raised and allocated according to the specific needs and roles of women and men.<sup>77</sup> This requires the collection of comprehensive sex-disaggregated data on financial and technical deliverables.

Negotiations with focal points in ministries of finance and development planning working on public sector management reforms can encourage the application of gender-responsive budgeting during budgetary allocations and the tracking of spending for interventions on women, peace and security. Consultations with the public institutions responsible for national development plans, poverty reduction strategies and integrated national financing frameworks, among other policy frameworks, are additional options for institutionalizing national action plan allocations within the budgets of national ministries, agencies and departments.

A few key channels are as follows:

- Inclusion of national action plan programmes during the planning of the women, peace and security programmes of major international Organisations
- Development of proposals for programmes and projects based on partnerships with private sector funders
- Joint needs assessments with civil society Organisations shared with national and international actors for financial backing
- Tapping into climate financing to support marginalised groups exposed to climate threats
- Potential for funding from social and development impact bonds that harness private capital to fund social projects, including those linked to the women, peace and security agenda,<sup>78</sup> as well as Islamic financial instruments such as sukuks
- South-South cooperation for countries to share knowledge, skills and successful initiatives.
- Green taxes to fund mitigation of climate change impacts and related issues that may affect the women, peace and security agenda
- Diaspora bonds to mobilise diaspora savings for development purposes<sup>79</sup>
- Air ticket levies for specific activities stipulated in a national action plan, a modality that has mobilised more than \$1.5 billion for countries such as Benin, Cameroon, Mali, Mauritius and Niger<sup>80</sup>
- A three-way matching fund in which donors match contributions from corporations, foundations and other Organisations, including the United Nations<sup>81</sup>

In conclusion, when considering the development of national action plans on women, peace, and security, ASEAN member states may want to focus on raising awareness of the women, peace, and security agenda and emphasize the significance of developing national action plans at the national level. While drafting the national action plan, it is essential to clearly assign roles and responsibilities to a coordinating body that shares a mission and establishes a mechanism for holding implementers accountable. Moreover, it is advisable that the National Action Plan be reinforced by a logical framework that outlines specific outcomes in alignment with the ASEAN RPA on women, peace, and security, as well as the UN Security Council Resolutions on women, peace, and security. Additionally, the active participation of civil society organizations and the creation of monitoring and reporting frameworks and tools for implementation are crucial considerations. Lastly, it is crucial to ensure that high-impact NAPs include a budget that comprehensively addresses the financial, human, and technical resources required to effectively carry out the designated activities.

# Operationalising a national action plan

Once the drafting process has been completed, the next activities for rolling out the national action plan are its validation, adoption by the national government and official launch. The last gives the official signal for the take-off of preparatory implementation efforts and related activities. Step 3 highlights the significance of continuing with awareness-raising and capacity development among key stakeholders and documenting promising practices and lessons during implementation to strengthen learning and inform future interventions.

## 1. Validate the draft national action plan, and adopt and launch it

Once the draft national action plan is complete and incorporates comments from partners, drafting committee members could meet to:<sup>83</sup>

- Review objectives and activities for harmony with existing national legislation and policies as well as the Regional Plan of Action.
- Ensure that a clear narrative supports the log frame.
- Ensure that key roles of responsible parties align with their mandates and priorities.
- Check that the budget has been prepared with adequate resources and/or alignment with existing budgets and resource allocations of relevant responsible parties.
- Validate the proposed monitoring and evaluation mechanism, ensuring that it is realistic and implementable, proposed indicators can capture work across different entities, and data are available or collectible.

After the drafting committee reviews and adopts the draft, every attempt should be made to obtain formal government approval through the ministry leading the implementation of the Regional Plan of Action as well as by all major stakeholders.

Specific features of the launch of the national action plan will depend on each country. In general, it should entail a high-profile media event involving senior government officials and representatives of various target groups. It should ensure media and public dissemination of key outcomes and programmes followed by continued awareness-raising on progress and ways forward.

User-friendly formats such as leaflets and posters might be produced and distributed by the government and non-governmental Organisations, and sent to schools, community Organisations and members of the public.

## Early implementation efforts

National action plan implementation depends heavily on how responsive it is to national realities.<sup>84</sup> Some recommended actions during the first year of implementation are:<sup>85</sup>

|  |  |  |   |
|--|--|--|---|
|  <p>Official appointment of members of coordination and implementation structures to carry out programmes.</p>  |  <p>Development of customized implementation plans that officially integrate priority activities in the plans of select line ministries, and that include technical and financial resources for officials to generate momentum and build collaboration.</p> |  <p>Designated roles and responsibilities of national and local actors to implement the women, peace and security agenda.</p> |  <p>Development of a baseline for monitoring, reporting and evaluation to measure progress, including a mapping of indicators already established for other reports. For example, Sustainable Development Goal target 16.7 speaks directly to the development and implementation of national action plans.</p> |
|  <p>Development of a resource mobilisation strategy to tap innovative finance and promote gender-responsive planning and budgeting to enhance accountability and efficiency in the allocation of financial resources.</p> |  <p>Use of technical support offered by the ASEAN Gender Focal Points and other specific entities on women, peace and security.</p>   |  <p>Participation in ASEAN flagship initiatives related to the Regional Plan of Action.</p>                                  |  <p>Identification of key relevant advocacy and capacity-building support to ensure the practical and realistic implementation of the national action plan.</p>  |

Some conditions that have proven useful for effective national action plan implementation are:<sup>86</sup>

|   |   |   |  |
|---|---|---|--|
|  <p>High-level government commitment</p>   |  <p>Close partnerships with civil society, the academic community, and regional and multilateral Organisations</p> |  <p>An efficient and effective inter-agency (interministerial) coordination body</p> |  <p>Adequate allocations from the national budget for priority actions</p>              |
|  <p>Accountability procedures with adequate indicators for monitoring and evaluation</p> |  <p>Positive incentives created to motivate high-level performers in implementation</p>                            |  <p>Ongoing capacity development for stakeholders</p>                               |  <p>Collection of good practices to inform policymakers and for wider dissemination</p> |

## 2. Raise awareness about the plan, sustain government commitment and enhance the capacities of key stakeholders

Raising awareness is crucial in garnering support for the implementation of national action plans on women peace and security. Educational campaigns, public forums, and media coverage are essential. By highlighting real-life stories of women affected by conflicts, we can bring their voices

to the forefront and emphasize the importance of including them in all stages of peace negotiations, post conflict, peace building, and sustaining peace processes . Additionally, engaging with diverse stakeholders such as civil society organizations, governments, and international bodies is crucial. Through collaboration and dialogue, a strong network of support for the implementation of national action plans can be built, ensuring that women’s rights and meaningful participation in peacebuilding are upheld.

One innovative approach to ignite interest and mobilize support is through the use of technology and social media platforms. By leveraging the power of digital communication, organizations and individuals can reach a wide audience and disseminate relevant information on women’s rights, the impact of conflict on women, and the importance of gender equality in peacebuilding.

Soon after the launch of the national action plan, carrying out awareness-raising and outreach programmes will help to further disseminate details about its key features among implementing partners.

This process could include:

- Arranging dialogues or focus group discussions among key officials at levels of the government vital for successful Operationalisation
- Organising capacity development programmes for stakeholders from different backgrounds.

Organising public debates, panel discussions, and town hall meetings to facilitate dialogue on women, peace, and security. Encourage policymakers, civil society representatives, and community leaders to actively participate and share their perspectives on the benefits of national action plans.

Collaborate with academic institutions and researchers to conduct studies, organize seminars, and launch publications on women, peace, and security. Create opportunities for students and scholars to participate in research projects and disseminate knowledge about the importance of national action plans.

Commission or carry out research to gather evidence on the positive outcomes of implementing national action plans. Share findings and data through publications, reports, and infographics to illustrate the importance of gender-responsive policies and actions in promoting peace and security.

Build partnerships with international organizations, regional alliances, and other stakeholders working in the field of women, peace, and security.

Collaborate on joint initiatives, share best practices, and support each other’s efforts to raise awareness and advocate for the implementation of national action plans.

Engaging with influencers, activists, and digital communities can help create online discussions, amplify the message, and encourage participation in initiatives. Additionally, incorporating creative visuals, videos, and interactive content can captivate audiences and inspire them to take action. Through these modern avenues, we can amplify the voices of women affected by conflict, spark compassion, and mobilize a collective effort towards the effective implementation of national action plans on women, peace, and security.

## Key Takeaways

**Sustained political commitment will largely determine the efficient and effective implementation of the national action plan. Activities to cultivate public awareness of performance and sustain implementing partners' commitment are also key. Regular awareness-raising events and capacity development programmes need to be carefully targeted to different audiences. The routine review of these activities will help to make necessary changes and inform future interventions.**

### 3. Document promising practices and lessons learned

Successes and challenges encountered in implementing the national action plan should be captured to enrich learning and inform future interventions. Steps to analyse data, reflect, learn and apply lessons should be incorporated into implementation with appropriate support. Documentation of promising and good practices and lessons can also emerge from monitoring and evaluation.

Some key questions to consider for documenting experiences could be:

- What good practices ensure coherent coordination and cross-sectoral collaboration in implementation?
- What promising practices and lessons have emerged in integrating gender into security sector plans and operation?
- What is the best information to include in documenting promising practices and lessons for dissemination to other stakeholders?
- What are the most effective channels for disseminating this information?
- How can this information strengthen institutional memory and inform future interventions?
- How can the information enhance engagement between government stakeholders and with ordinary people, and build trust and communication about conflict prevention, resolution and recovery in a given national/local context?
- How can regional case studies on the inclusion of a gender-perspective in non-traditional security issues, including trafficking in persons, disaster management and response, climate change and public health emergencies, be disseminated at the national level?

**Lessons learned**<sup>87,88</sup> from the implementation of national action plans in different parts of the world can provide guidance for national action plan implementation. Examples include:

- Convening government actors who rarely coordinated their work before, such as from the ministries of interior, defence and women's affairs, to address the women, peace and security agenda.
- Integrating key elements of the plan into national policy and planning processes on women, peace and security issues; this broadens ownership, enhances implementation and assures funding.



- Using national action plans to engage government actors at various levels and work with ordinary people to build trust and communication about stability and security issues.
- Including qualitative indicators that can track transformative changes, and using results-oriented reporting and granular financial information to understand if levels of investment in national action plans lead to positive results.
- Ensuring data analysis, reflection, learning and application of lessons have appropriate support, monitoring and evaluation, and are not seen only as accountability tools.
- Reporting and disseminating stories of impact resulting from the national action plan.

In conclusion, to effectively operationalise a national action plan on women's peace and security, strengthening the capacity of the coordination body on WPS and the existence of sustainable funding are crucial. The lack of sustainable funding poses a major obstacle to the implementation of the WPS agenda. For an NAP to be effective, it requires a specific budget allocation for WPS activities, a predictable and sustainable financing source, and proper management and tracking of funds.

Other aspects to consider include the engagement and meaningful participation of women's organisations, civil society groups, and other stakeholders in the development, implementation, and monitoring of the national action plan. This will help ensure diverse perspectives and ownership of the plan.

Another key consideration is the development of a monitoring and reporting framework aligned with the government's existing monitoring and reporting frameworks to track progress, identify lessons learned, and measure the impact of the national action plan. This requires collecting sex-disaggregated data, establishing indicators, and regularly monitoring the implementation process to identify gaps and adjust strategies accordingly. Lastly, it is essential to invest in awareness-raising and the capacity building of relevant stakeholders, including government officials, security forces, and civil society organisations. This will help strengthen their understanding of gender issues, enable effective implementation of gender-responsive strategies, and enhance coordination among different actors.



# Glossary

**Agency:** refers to the ability and capacity to engage in action under one's own power and control, consciously aware of social structures and norms that may influence, limit or shape one's action and choices.<sup>89</sup> In the context of the women, peace and security agenda, agency enhances the equal participation and full involvement of women in all efforts to maintain and promote peace and security.

**Conflict-related sexual violence:** refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict. The term also encompasses trafficking in persons when committed in situations of conflict for the purpose of sexual violence/exploitation.<sup>90</sup>

**Conflict sensitivity:** means to carefully assess the possibly negative impacts of interventions while considering conflict dynamics.

**Gender:** refers to the socially constructed roles and relationships between men and women. It is commonly expressed in terms of masculinity and femininity, and it is culturally determined. Thus, gender-based roles and attributes change over time and are culturally context-specific. Gender is not determined by biology but is instead learned; women and men, boys and girls are taught that certain roles and behaviours are appropriate according to their sex.<sup>91</sup>

**Gender norms:** are the informal rules and shared social expectations that distinguish expected behaviour on the basis of gender. Although context-specific, globally, gender norms often dictate that the roles expected of women are in the private sphere, such as in caring roles, and those of men are in the public sphere, in paid employment, leadership and decision-making.

**Gender analysis:** a framework and methodology to guide the gathering of information and data and its analysis to better understand the relationships among women, girls, men, and boys as individuals, their access to resources and decision-making, their rights, and the constraints and opportunities they experience relative to each other.<sup>92</sup>

**Gender-based violence:** is directed against an individual or group of individuals based on their gender. Gender-based violence encompasses violence against women and girls, as well as violence against men and boys.<sup>93</sup>

**Gender balance or parity:** actions taken to ensure the full and equal representation of women and men in institutions and security decision-making, e.g., in enforcement agencies, the military or parliamentary oversight committees.<sup>94</sup>

**Gender equality:** the state of being equal in status, rights and opportunities, and of being valued equally, regardless of whether a person is a man or woman, boy or girl.

**Gender mainstreaming:** involves assessing and addressing the implications for women and girls, men and boys of any planned action, including legislation, policies or programmes, in all stages of the intervention, from design to monitoring and evaluation, and at all levels, even when gender equality is not the principal focus of an intervention.<sup>95</sup>

**Gender-responsive approach:** is informed by gender analysis and/or agreement. Gender responsiveness as a concept and a practice seeks to enable operational and practical capacity to address gender inequalities, exclusions and differences through action or implementation efforts that are feasible, monitored and evaluated.<sup>96</sup>

**Gender-sensitive interventions:** recognise the specific needs and realities of men and women, boys and girls based on their gender roles in a given context. At a minimum, they should avoid entrenching or exacerbating existing gender inequalities. Where possible, they should aim to challenge existing inequalities between and among women and men, taking steps to promote gender justice and equality.<sup>97</sup>

**High-impact national action plan:** a national action plan resulting from an inclusive process that ensures the full and meaningful participation of women in processes and decisions related to security; has timelines and mechanisms for public accountability; and reserves priority funding. High-impact plans have potential to compel governments, multilateral institutions and civil society to develop coordinated, actionable policy changes and deliver sustained results.

**Human security:** a people-centred view of security. It emphasises the everyday safety of populations through improved public services and programmes to combat poverty. It addresses key issues, such as health, environment, economy, society, education and community. Human security not only protects but empowers people and societies as a means of security. By focusing on the individual, the human security model aims to address the security of both men and women equally.

**Inclusivity:**<sup>98</sup> affirms the idea that diverse groups across a broad spectrum of society should have a say in processes that affect them, with a specific focus on marginalised groups. While participation and representation are key aspects of inclusion, efforts to ensure respect for human rights and strengthen the capacity of marginalised communities may be as important for meaningful inclusion as inviting them to the table.

**Intergenerational:** the engagement of members of two or more generations in activities that can make them consider different (generational) perspectives. This implies improving interactions, seeking collaboration to achieve common aims and mutual learning.

**Localisation:** defined as the promotion of national leadership, ownership and commitment to the implementation of women, peace and security commitments among key national actors. It enhances civil society capacities to hold national leaders and government authorities, regional Organisations, the United Nations, donors and other development partners accountable for their obligations under the Security Council resolutions and respective regional frameworks, such as the ASEAN Regional Plan of Action on Women, Peace and Security. Concrete legal and policy instruments that strengthen national implementation are essential elements, alongside systematic coordination and cross-sectoral cooperation among stakeholders.<sup>99</sup>

**Peace:** means not only the absence of violent conflicts (negative peace) but also the presence of justice and equity, as well as respect for human rights and for the Earth (positive peace).<sup>100</sup>

**Policy coherence:** consistency and coordination of goals and actions among various national and subnational policies whenever possible, or in simple terms, when policies “go together in the same

direction” instead of seeking opposing or different goals.

**Security:** the state of being free from danger or threat, which includes threats to human security such as the rise of radicalization and violent extremism, trafficking in persons, the climate crisis, the global health crisis and others

**Sex:** refers to the different biological and physiological characteristics of males and females.

**Sex- and gender-based violence:** the World Health Organisation defines sexual violence as: “any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic women’s sexuality, using coercion, threats of harm or physical force, by any person regardless of relationship to the survivor, in any setting, including but not limited to home and work.” The term covers forced sex, sexual coercion and rape of adult and adolescent men and women, and child sexual abuse.<sup>101</sup>

**Social norms:** Shared expectations of specific individuals or groups regarding how people should behave. Norms act as powerful motivations either for or against individual attitudes or behaviours, largely because individuals who deviate from group expectations are subject to shaming, sanctions or disapproval by others who are important to them.<sup>102</sup>

**Tokenism:** the practice of making a symbolic effort to employ inclusive practices to give the appearance of inclusiveness and fairness.

**Violence:** often understood as the use or threat of force that can result in harm or death. It may be physical, verbal or psychological.

**Women, peace and security agenda:** the agenda pursuant to UN Security Council resolution 1325 and the nine resolutions that followed: 1820 (2008), 1888 (2008), 1889 (2009), 1960 (2010), 2106 and 2122 (2013), 2241 (2015), and 2467 and 2493 (2019). The agenda applies a gender perspective to peace and security.<sup>103</sup>

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  - 25 Ibid.
  - 26 UN Women, 2012.
  - 27 ASEAN Secretariat, 2022, p. 13.
  - 28 Coomaraswamy et al., 2015.
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  - 32 Jacevic, 2022.
  - 33 They include representatives from government ministries, agencies and departments engaged in advancing issues related to women, peace and security; civil society; faith-based Organisations, including traditional leaders; community-based Organisations led by women activists; the private sector; academia; the media and others.
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  - 37 Ibid.
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  - 39 Ibid.
  - 40 Ibid.
  - 41 Ibid.



- 42 Ibid.
- 43 Ibid.
- 44 Ibid.
- 45 Lippai and Young, 2017.
- 46 Jacevic, 2022.
- 47 Based on the UN Global Study on the Implementation of United Nations Security Council Resolution 1325, the key elements that create a high-impact national action plan are an inclusive design process and an established coordination system for implementation, strong and sustained political will, identified and allocated implementation resources, and a results-based monitoring and evaluation plan. See Coomaraswamy et al., 2015.
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- 52 Results of a survey of members of the ASEAN Committee on Women conducted in August 2023 during the preparation of this toolkit.
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- 59 For detailed guidance on identifying gender issues in the context assessments of conflict-affected situations, see the following sites: <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Library/Publications/2012/10/WPSsourcebook-03B-WomensPeaceSecurityPriorities-en.pdf> and [https://www.unwomen.org/sites/default/files/Headquarters/Media/Publications/UNIFEM/0201\\_GenderAndConflictAnalysis\\_en.pdf](https://www.unwomen.org/sites/default/files/Headquarters/Media/Publications/UNIFEM/0201_GenderAndConflictAnalysis_en.pdf)
- 60 UN Women, 2012.
- 61 Outcome 1 of pillar 1 on protection has three outputs with 24 priority actions; outcome 2 of pillar 2 on participation has four outputs with 25 priority actions; outcomes 3 and outcome 4 of pillar 3 on prevention have four outputs with 17 priority actions, and outcome 5 of pillar 4 on relief and recovery has three outputs with 20 priority actions.
- 62 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 peace and security at all stages.
- 63 CARE, n.d.
- 64 Lippai and Young, 2017.
- 65 IFAD, 2017.
- 66 Adapted from ILO, n.d.
- 67 Adapted from Myrntinen et al., 2020.
- 68 Jacevic, 2022.

69 Ibid.

70 Ibid. When developed through a consultative process, and supported by political will and international engagements, this approach has been shown to not only produce a better document but to build a strong architecture for the national action plan, which in turn facilitates effective and efficient implementation.

71 Ibid.

72 GNWP, 2017b.

73 Ibid.

74 Ibid.

75 Ibid.

76 Ibid.

77 Ibid.

78 Potential for funding from social and development impact bonds that harness private capital to fund social projects being implemented by different stakeholders, including those linked to the women, peace and security agenda, as well as Islamic financial instruments such as *sukuks*.

79 ASEAN Secretariat, 2022.

80 Ibid.

81 Ibid.

82 Ibid.

83 In some countries, the review has not been undertaken.

84 ASEAN Secretariat, 2022.

85 Ibid.

86 UN Women, 2012.

87 Jacevic, 2019.

88 UN Women, 2021.

89 Global Coalition on Youth, Peace, and Security, 2022.

90 Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, 2017; DFID, 2015.

91 DFID, 2019.

92 UN Women, 2018.

93 DFID (2015), "Addressing Violence against Women and Girls, guideline's part B", Department for International Development, London, U.K.

94 HM Government, 2015.

95 IGWG, 2002.

96 UN Women, 2018.

97 IGWG, 2002.

98 The Dag Hammarskjöld Foundation, 2021.

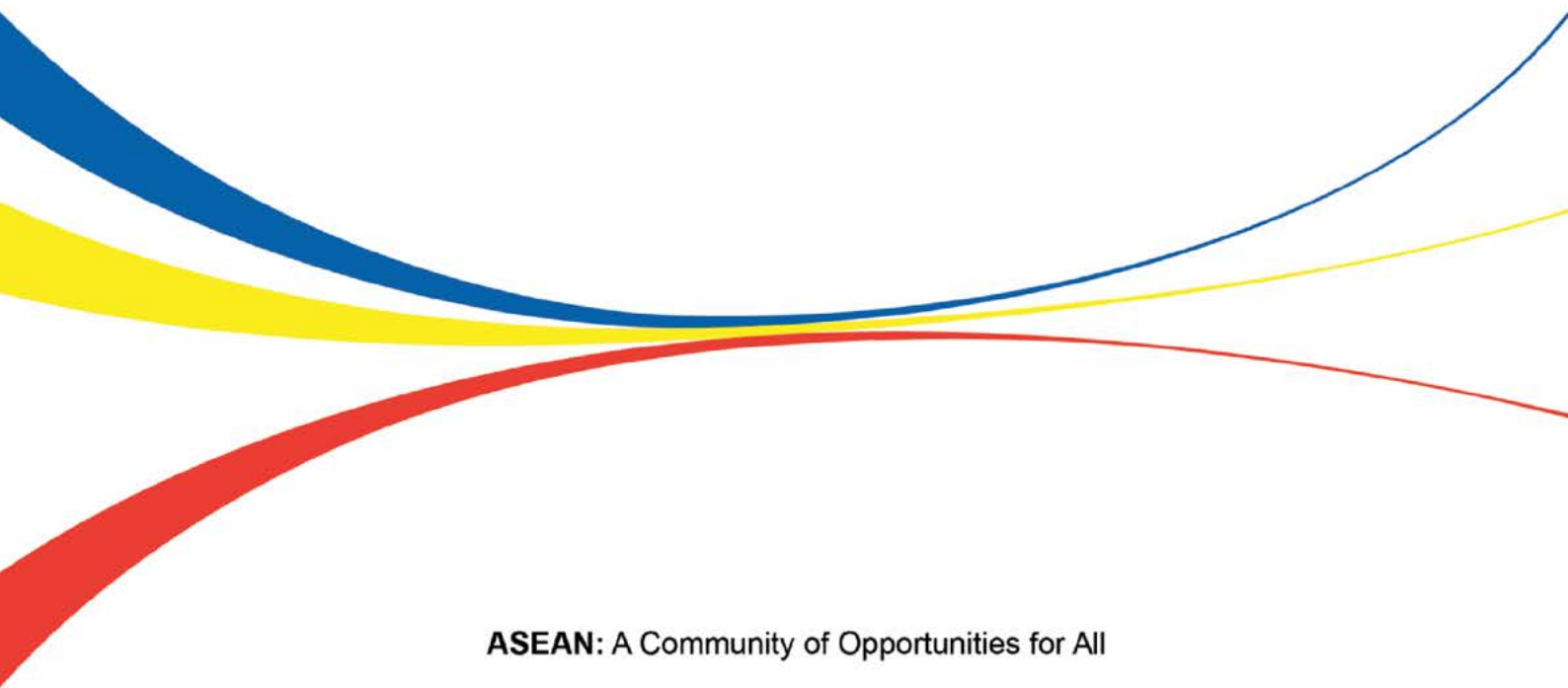
99 GNWP, 2017a.

100 Global Coalition on Youth, Peace, and Security, 2022.

101 DFID, 2015.

102 Heise, 2011.

103 Peace Women, 2012.



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