



National Action Plan for the Protection and Empowerment of Women and Children in Social Conflict (RAN P3AKS):

IMPLEMENTATION OF THE WOMEN, PEACE AND SECURITY AGENDA IN INDONESIA

About RAN P3AKS

Social conflict has various impacts on women and children, such as physical injuries, loss of access to basic needs, loss of access to the use of natural resources, and even becoming targets of violence or sexual harassment. Conflict and other emergencies also result in limited health services, limited water, sanitation, and hygiene, which then places women and girls at high risk in managing their specific needs, for example during menstruation, pregnancy, or breastfeeding. Acknowledging the specific impacts of conflict on women and girls, women's meaningful participation must be promoted in efforts to resolve social conflicts and build peace.

The Government of Indonesia issued Presidential Regulation Number 18 of 2014 on the Protection and Empowerment of Women and Children in Social Conflict (Perpres P3AKS) under the framework of Law Number 7 of 2012 on Social Conflict Management (UU PKS). The P3AKS policy is the Government's commitment to adapt United Nations Security Council resolution (UNSCR) 1325 on Women, Peace, and Security (WPS). The Presidential Regulation mandated the development of a National Action Plan (RAN) for the implementation of P3AKS which was regulated through the

Regulation of the Coordinating Minister for People's Welfare Number 8 of 2014. After the conclusion of the initial period, the RAN P3AKS for 2020-2025 was issued through the Regulation of the Coordinating Minister for People's Welfare Number 8 of 2014. After the conclusion of the initial period, the RAN P3AKS for 2020-2025 was issued through the Regulation of the Coordinating Minister for Human Development and Cultural Affairs (Permenko PMK) Number 5 of 2021.

The Women, Peace and Security agenda was established by the UNSCR 1325, issued in 2000, in response to the multiple impacts experienced by women during armed conflicts, and to recognize the important role of women in preventing and resolving conflicts, as well as building peace. UNSCR 1325 urges all actors to increase women's participation and include gender perspectives in all UN efforts to achieve peace and security. The resolution also calls on all conflicting parties to take special measures to protect women and girls from gender-based violence, in particular rape and other forms of sexual harassment, during armed conflict.¹

¹ UNSC Resolution 1325 of 2000
<https://documents.un.org/doc/undoc/gen/h00/720/18/pdf/h0072018.pdf?token=mzYm6mdN5ThAuyN4fy&fe=true>

UNSCR 1325 is in line with the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) which was signed and ratified by the Government of Indonesia through Law Number 7 of 1984 on 24 July 1984. In the Presidential Regulation on P3AKS, the Government emphasizes that all women and children entitled to the protection of their human rights, and should be given equal treatment, opportunities, and benefits to achieve justice and well-being; during social conflict, women and children tend to be more vulnerable to violence, including sexual violence, and have not adequately protected and empowered.²

In Indonesia, the existence of RAN P3AKS highlights the need for a unique strategy to promote women's leadership and meaningful participation in resolving social conflicts and building peace as well as ensuring the protection of women and children in conflicts that impact them disproportionately.

The legal framework for the Presidential Regulation on P3AKS is Law Number 7 of 2012 on Social Conflict Management. To implement the mandate of the Presidential Regulation on P3AKS, a number of regulations have been issued, including:

- a. **Regulation of the Coordinating Minister for People's Welfare Number 7 of 2014** on Working Group for the Protection and Empowerment of Women and Children in Social Conflicts
- b. **Regulation of the Coordinating Minister for People's Welfare Number 8 of 2014** on National Action Plan for the Protection and Empowerment of Women and Children in Social Conflicts 2014-2019
- c. **Regulation of the Coordinating Minister for Human Development and Cultural Affairs Number 2 of 2019** on Working Group for the Protection and Empowerment of Women and Children in Social Conflict
- d. **Regulation of the Coordinating Minister for Human Development and Cultural Affairs Number 5 of 2021** on National Action Plan for the Protection and Empowerment of Women and Children in Social Conflict 2020-2025
- e. **Regulation of the Minister of Women Empowerment and Child Protection Number 10 of 2022** on Technical Guidelines for Preparing Regional Action Plan (RAD) for P3AKS.



Focus areas of RAN P3AKS

RAN P3AKS covers 3 (three) focus areas: **prevention, handling, and empowerment and participation**

1. Prevention

Prevention includes efforts to increase awareness and participation of stakeholders to inform and protect women and children in conflicts as well as to develop institutional capacity on P3AKS.

2. Handling

The handling pillar includes efforts to increase access to and the quality of services needed by women and children who are survivors of violence in conflict areas.

3. Empowerment and Participation

This area encompasses initiatives related to the women's empowerment and children's participation. Women's empowerment is aimed at creating conditions that enable women survivors of conflict to live independently, actively participate in peacebuilding efforts, and play an active role in decision-making to resolve social problems in their communities. Children's participation is aimed at increasing children's understanding from an early age about national values and patriotism, plurality, tolerance, diversity, and fostering peace loving and non-violent attitudes.

Based on the evaluation of the implementation of the first period of the Nation Action Plan (RAN), which was initiated by civil society groups and supported by the government,³ the current 2020-2025 RAN P3AKS includes 4 additional focus areas related to security issues impacting the protection, participation, and empowerment of women and children in social conflict, namely:



Issues of intolerance, radicalism, and terrorism



Land dispute, indigenous people's rights, as well as natural resources management



Violence against women and children



Issues related to the spread of fake news and hate speech through social media

² Presidential Regulation Number 18 of 2014 <https://peraturan.go.id/files/ps18-2014.pdf>

³ RAN P3AKS Digital Review Report <https://amanindonesia.org/publikasi/laporan-final-konsultasi-digital-review-ran-p3aks/>



The Indonesian Government's Commitment to advancing the Women, Peace and Security agenda

Despite the fact that the scope of work in the current National Action Plan (RAN) is limited to addressing social conflict issues according to the Social Conflict Management Law (UU PKS), the Government continues to demonstrate its commitment to advancing the Agenda for Women, Peace, and Security both at the national and regional levels, as well as in international forums.

At the national level, the Indonesian government has attempted to internalize and harmonize the WPS agenda through the implementation of the National Action Plan for the Prevention and Management of Violent Extremism Leading to Terrorism (RAN PE) for 2020-2024, which was ratified through Presidential Regulation Number 7 of 2021 driven by the National Counterterrorism Agency (BNPT). RAN PE includes gender and human rights dimensions in preventing and managing violent extremism in Indonesia.

At the ASEAN level, Indonesia actively involved in the development of the Regional Plan of Action on Women, Peace, and Security (RPA WPS). Through its chairmanship of ASEAN in 2023, Indonesia hosted ASEAN High-Level Summit on WPS convening ASEAN countries and Timor-Leste to encourage the implementation of this global agenda. The High-Level Summit has produced a number of recommendations for ASEAN Member States to work together in overcoming current security challenges, including obstacles in resolving cross-border problems, non-traditional security threats, women's participation and leadership in the security sector including peacekeeping operations, conflict prevention and resolution, and resource mobilization.

At the global level, increasing the role of women in international peace is also one of Indonesia's foreign policy priorities. Indonesia is the largest troop contributor in UN peacekeeping missions and is the ninth largest troop contributor globally, deploying 82,245 personnel of which 5,327 (6.4%) are women.

Indonesia has a strong commitment to increasing women's participation in UN peacekeeping operations. On 28 August 2020, during the Indonesian presidency, the UN Security Council issued Resolution 2538 addressing the participation of female personnel in UN peacekeeping missions. This is the first resolution in the history of Indonesian diplomacy at the UN Security Council. This resolution, which was initiated by Indonesia and sponsored by 97 countries, including all members of the UN Security Council, calls on UN Member States and the UN to strengthen their collective efforts to encourage women in uniform and civilians to become fully, effectively, and meaningfully involved in peacekeeping operations in all levels and positions.

Implementation of RAN P3AKS and Coordination Mechanism

A Central Coordination Team was formed at the central level to implement the protection and empowerment of women and children in conflict.

HEAD

COORDINATING MINISTER FOR HUMAN DEVELOPMENT AND CULTURAL AFFAIRS

DEPUTY HEAD

COORDINATING MINISTER FOR POLITICAL, LEGAL, AND SECURITY AFFAIRS

HEAD OF OPERATIONS

MINISTER FOR WOMEN'S EMPOWERMENT AND CHILD PROTECTION

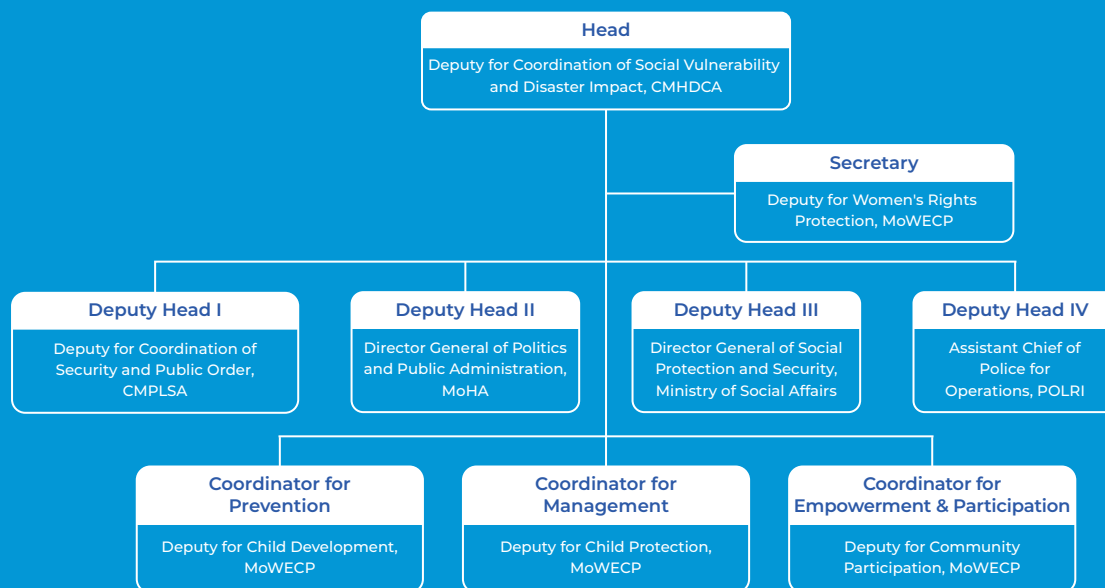
MEMBERS

MINISTER OF HOME AFFAIRS, MINISTER OF DEFENSE, MINISTER OF RELIGIOUS AFFAIRS, MINISTER OF LAW AND HUMAN RIGHTS, MINISTER OF EDUCATION, CULTURE, RESEARCH AND TECHNOLOGY, MINISTER OF HEALTH, MINISTER OF SOCIAL AFFAIRS, MINISTER OF LABOUR, MINISTER OF TRADE, MINISTER OF COMMUNICATIONS AND INFORMATICS, MINISTER OF COOPERATIVES AND SMALL AND MEDIUM ENTERPRISES, MINISTER OF PUBLIC WORKS AND PUBLIC HOUSING, MINISTER OF VILLAGES, DEVELOPMENT OF DISADVANTAGED REGIONS, AND TRANSMIGRATION, CHIEF OF THE INDONESIAN NATIONAL POLICE, ATTORNEY GENERAL, COMMANDER OF THE INDONESIAN NATIONAL ARMED FORCES

In carrying out its duties, the Central Coordination Team is assisted by the working group for the protection and empowerment of women and children in social conflict (Pokja P3AKS). The Pokja P3AKS consists of representatives from government, civil society organizations, professional organizations, and researchers/academics.

P3AKS Working Group (Pokja)

(Regulation of the CMHDCA No. 2 of 2019)



RAN P3AKS is implemented by the relevant ministries/agencies in coordination with Pokja P3AKS based on the program outlined in the strategic plan. At the national level, the Coordinating Ministry for Human Development and Cultural Affairs, as the Chair of the Working Group, together with the Ministry of Women's Empowerment and Child Protection, as the secretary, coordinate with other ministries and collaborate with various civil society organizations to consolidate the implementation results. For the implementation in the provincial level, the Coordinating Ministry for Human Development and Cultural Affairs and the Ministry of Women's Empowerment and Child Protection coordinate with the Ministry of Home Affairs to encourage Regional Governments to prepare P3AKS Local Action Plan (RAD) and form Pokja P3AKS. In addition, to ensure the achievement of P3AKS, the government is taking a penta-helix approach involving strategic groups such as the government

(central and regional), civil society organizations, academics, journalists/media, and the private sector.

Meaningful Participation of Civil Society Organizations

One of the best practices for implementing RAN P3AKS involves the meaningful participation of civil society organizations (CSOs) in the planning, implementation, monitoring and evaluation process. CSOs play an active role in supporting government advocacy efforts at both national and regional levels for policy formulation and the implementation of the WPS agenda, extending down to the village level. They have worked at the grassroots level to enhance community resilience and foster peace through capacity building initiatives for government entities and local CSOs. Additionally, they provide support throughout the policy advocacy process.



Funding

Funding in RAN P3AKS comes from (1) the State Revenue and Expenditure Budget for ministries/agencies; and/or (2) Funding in RAD P3AKS comes from the Local Revenue and Expenditure Budget for provincial, district/city governments.

Indonesia already has a policy on gender-responsive budgeting, where each ministry is directed to allocate adequate resources for programs that promote gender equality and women's empowerment. This policy can support the implementation of RAN P3AKS by encouraging ministries/agencies to allocate budget to meet women's specific needs in relation to peace and security issues.



Monitoring, Evaluation, and Reporting

Regulation of the Coordinating Minister for Human Development and Cultural Affairs Number 5 of 2021 specifies the monitoring and evaluation procedures carried out by ministries/agencies and coordinated by Pokja P3AKS. Monitoring is carried out to determine the progress of RAN P3AKS implemented by each ministry/agency, by direct field observations and/or indirect monitoring through Pokja P3AKS coordination meetings; while evaluation is conducted to assess the overall effectiveness of P3AKS. Evaluation is carried out periodically every 4 (four) months and/or at any time if necessary, the results of which are used as references in formulating policies for the Protection of Women and Children in Social Conflict. Finally, the reports are submitted by the Pokja P3AKS to the Coordinating Minister as Head of the Central Coordination Team.

The monitoring, evaluation, and reporting framework has been prepared by the Pokja P3AKS with the support of UN Women to ensure that the implementation of RAN P3AKS is measurable and accountable as planned.

The scope of the RAN P3AKS monitoring and evaluation framework is focuses on two main aspects:

1. Monitoring developments in the context of social conflict and its impact on women and children, as well as the implementation of RAN P3AKS during the reporting period.
2. Evaluating the effectiveness of RAN P3AKS by assessing the effectiveness of the approach, process and implementation, coordination mechanisms and overall synergy.

The RAN P3AKS monitoring and evaluation framework adheres to principles that are gender responsive, participatory, results-based, and transparent.





Challenges

Current threats to security in Indonesia are not limited to social conflicts, but also disasters, climate change, humanitarian crises, online gender-based violence, etc. Currently, RAN P3AKS only covers protection and empowerment of women in Social Conflict. It is necessary to review various policies related to the adoption of the wider WPS agenda in the upcoming NAP. Moreover, the implementation of RAN P3AKS faces a set of institutional challenges. National-regional synergy and collaboration between the regional apparatuses need to be strengthened. Limited budget remains a challenge. In non-conflict-prone regions, program/activities for social conflict management are not set as priority hence the budget is often reallocated to other priorities. Shifts in priorities, changes in nomenclature within the ministries/institutions, and turnover of focal points are factors that influence the institutionalization and implementation process of P3AKS.

Furthermore, there is a fundamental challenge related to gender justice issues awareness and interpretations. Ensuring the State's commitment to fulfill the rights of women and children in social conflicts requires concerted efforts, both at the national and regional levels.

To overcome these challenges, the Government has built collaboration with civil society, academics, and development partners to continue to promote gender equality and sustainable peace.

Milestones

- 2002-2014:** Advocacy and preparation of a National Action Plan led by the Ministry of Women's Empowerment and Child Protection (MoWECP), supported by civil society movements as well as by UNDP, UNFPA, UN Women, Komnas Perempuan
- 2012:** Indonesia ratified Law number 7 of 2012 on Social Conflict Management
- 2014:** Indonesia adapted UNSC 1325 on WPS Agenda through Presidential Regulation no. 18 of 2014
- Indonesia formed a Working Group (Pokja) and issued National Action Plan on P3AKS (2014-2019)
- 2015-2019:** Socialization, Stakeholder Capacity Building and Assistance for RAD development
- 2020:** Evaluation of the implementation of RAN P3AKS through a digital review carried out by civil society groups, which resulted in recommendations to expand the scope of social conflict
- 2021:** Indonesia issued the second National Action Plan on P3AKS (2020-2025)
- Formation of P3AKS Working Group Secretariat Team in MoWECP
- 2022:** Strategic Planning which produced the Work Plan for Pokja P3AKS
- Pokja P3AKS Secretariat issued technical guidelines for RAD development
- 2022-2023:** Socialization, stakeholder capacity building and assistance for RAD development
- Development of RAN P3AKS Monitoring and Evaluation Mechanism
- 2023:** ASEAN High-Level Summit on WPS in Yogyakarta
- 2024:** Launching of P3AKS Working Group Report (2014-2023)