



Think deep
Inspire action

National Defense College of the Philippines
Philippine Center of Excellence in Defense, Development, and Security

The National Security Administrator's Guide

Gender, Peace, and Security





This publication is made in partnership with the Women and Gender Institute (WAGI) of Miriam College.

The National Security Administrator's Guide is an annual publication of the **Philippine Center of Excellence in Defense, Development, and Security (PCEDS)** of the **National Defense College of the Philippines (NDCP)**, General Arturo Enrile Avenue, Camp General Emilio Aguinaldo, Quezon City, Philippines 1100. You may contact us through pceds@ndcp.edu.ph or 8911-6001 (local 4652).

Copyright © 2023

Cover
Photograph by UN Women

The copyright of the articles and images in this compilation reverts to the individual authors and artists.

No part of this publication may be reproduced in any form or by any means, electronic or mechanical, including photocopying, recording, or by any information storage and retrieval system, without permission in writing from the NDCP, or individual authors.

Table of Contents

| | |
|--|--------------------|
| <i>Acronyms</i> | <i>i</i> |
| <i>About the College</i> | <i>iii</i> |
| <i>Message of the President</i> | <i>iv</i> |
| <i>Editor's Note</i> | <i>v</i> |
| <i>Message of the GPS Advocates</i> | <i>vi</i> |
| <i>Joint Statement of PCEDS and WAGI</i> | <i>viii</i> |
| <i>Part 1: Contextualizing Gender, Peace, and Security</i> | <i>1</i> |
| Chapter 1: Defining peace and security | 2 |
| Chapter Overview | 2 |
| Key Messages and Learning Points | 2 |
| Classical Theories and Alternative Approaches | 3 |
| Engendering Peace and Security: A Rationale | 3 |
| Women in Conflict: From Victims to Powerful Agents of Change | 4 |
| International Mandates for Women, Peace, and Security | 5 |
| UNSCR 1325 and its cousin resolutions | 5 |
| Chapter 2: Women, Peace, and Security Agenda in Southeast Asia | 9 |
| Chapter Overview | 9 |
| Key Messages and Learning Points | 9 |
| The ASEAN Regional Plan of Action on Women, Peace, and Security | 12 |
| WPS among ASEAN Members | 14 |
| Chapter 3: Philippine National Action Plan on Women, Peace, and Security (NAPWPS): From NAP 1-3 | 16 |
| Chapter Overview | 16 |
| Key Messages and Learning Points | 16 |
| National Mandates for NAPWPS and alignment with other policies | 17 |
| The Philippine NAPWPS Journey | 19 |
| The 2014 Midterm-Review and Evaluation | 20 |
| NAPWPS 2017-2022 | 21 |
| Implementing Strategy | 22 |
| Financing the NAPWPS | 23 |
| Chapter 4: Gaps and Challenges in the Implementation of the Philippine National Action Plan on Women, Peace, and Security | 25 |
| Chapter Overview | 25 |
| Key Messages and Learning Points | 25 |
| Challenges in its implementation | 25 |

| | |
|--|-----------|
| Chapter 5: Gains and Opportunities in Women, Peace, and Security in the Philippine Context | 28 |
| Chapter Overview | 28 |
| Key Messages and Learning Points | 28 |
| Institutionalization and Alignment with Key Policies and Priorities | 28 |
| Launching of the BARMM Regional Action Plan on Women, Peace and Security | 31 |
| Significant Contributions of Civil Society Organizations in Pushing for the WPS Agenda | 31 |
| Broader and More Inclusive Approaches: Baby Steps and Smal Gains | 32 |
| Chapter 6: From WPS to Gender, Peace, and Security: Towards a Holistic and Inclusive Approach | 34 |
| Chapter Overview | 34 |
| Key Messages and Learning Points | 34 |
| Gender and Disability: Intersectional Discrimination | 35 |
| Conflict-Related Gender-Based Violence Against Men | 36 |
| SOGIE Inclusion | 37 |
| Intersectionality: A Renewed Commitment to Inclusion | 38 |
| Transformative Masculinities: Working with Men and Boys | 38 |
| <i>Part 2: The Role of National Security Administrators in Advancing the GPS Agenda</i> | 45 |
| Case Study 1: OAGAD – the Philippine Army experience in Gender Mainstreaming: Then and Now | 48 |
| Case Study 2: Gender Mainstreaming of the Philippine Air Force | 53 |
| Background | 53 |
| PAF’s Policies and Programs on Gender Mainstreaming | 55 |
| Analysis of PAF Policies and Programs | 73 |
| The Role of the Office of the Air Force GAD (OAFGAD) | 75 |
| PAF’s implementation of the GAD paradigm and its effects on promoting gender equality among the men and women of the PAF | 77 |
| <i>Editorial Board</i> | 80 |

List of Acronyms

ACDM WG-PGI

ACDM

ACW

ACWC

AETDC

AFLOAC

AFP

AMMW

AMS

ARF

ARMM

ASEAN

BARMM

BPfA

CEDAW

CGPA

CHEd

CHR

CMO

COA

CODI

CPP-NPA-NDF

CSOs

CSW

CSS

DA

DAFA

DEVAW

DFA

DILG

DLO

DND

DOJ

DSWD

EG-S-MS

GAA

GAD

GADFPS

GenPeace

GEWE

GHQ

GM

GMEF

GPB

GPS

GST

HGDG/PIMME

HPAF

ICEI & PSE

IDP

IRR

ASEAN Committee on Disasters Management's Working Group on Protection, Gender, and Inclusion

ASEAN Committee on Disasters Management's Working Group on Protection

ASEAN Committee on Women

ASEAN Commission on the Promotion and Protection of the Rights of Women and Children

Air Education, Training, and Doctrine Command

Air Force Law on Armed Conflict

Armed Forces of the Philippines

ASEAN Ministerial Meeting on Women

ASEAN Member States

ASEAN Regional Forum

Autonomous Region of Muslim Mindanao

Association of South East Asian Nations

Bangsamoro Autonomous Region of Muslim Mindanao

Beijing Platform for Action

Convention on the Elimination of all forms of Discrimination Against Women

Commanding General of the Philippine Army

Commission on Higher Education

Commission on Human Rights

Civil-Military Operations

Commission on Audit

Committee on Decorum and Investigation

Communist Party of the Philippines- New People's Army-National Democratic Front

Civil Society Organizations

Commission on the Status of Women

Client Satisfaction Survey

Department of Agriculture

Defense and Armed Forces Attaché

Declaration on the Elimination of Violence against Women

Department of Foreign Affairs

Department of Interior and Local Government

Discipline, Law and Order

Department of National Defense

Department of Justice

Department of Social Welfare and Development

Group of Specialists on Mainstreaming

General Appropriations Act

Gender and Development

GAD Focal Point System

Generation Peace Network

Gender Equality and Women's Empowerment

General Headquarters

Gender Mainstreaming

Gender Mainstreaming Evaluation Framework

GAD Plan and Budget

Gender, Peace, and Security

Gender Sensitivity Training

Harmonized Gender and Development Guidelines for Project

Development, Implementation, Monitoring, and Evaluation

Headquarters Philippine Air Force

Initial Clothing and Equipment Issue & Personal Safety Equipment

Internally Displaced People

Implementing Rules and Regulations

| | |
|-------------------------|---|
| LD | Letter Directive |
| LGBTIQ | Lesbian, Gay, Bisexual, Trans and gender diverse, Intersex, Queer, and Questioning people |
| MEAL | Monitoring, Evaluation, Accountability, and Learning |
| MILF | Moro Islamic Liberation Front |
| NAP | National Action Plan |
| NAPC | National Anti-Poverty Commission |
| NAPWPS | National Action Plan on Women, Peace, and Security |
| NCIP | National Commission on Indigenous People |
| NCRFW | National Commission on the Role of Filipino Women |
| NEA | National Electric Administration |
| NEDA | National Economic Development Agency |
| NGAs | National Government Agencies |
| NGOs | Non-Governmental Organization |
| NSCWPS | National Steering Committee on Women, Peace, and Security |
| OAGAD | Office of the Army Gender and Development |
| OAFGAD | Office of the Air Force Gender and Development |
| OAFIG | Office of the Air Force Inspector General |
| OAFLOAC | Office of the Air Force Law on Armed Conflict |
| OAFPM | Office of the Air Force Provost Marshal |
| OCSAF | Office of the Chief Surgeon of the Air Force |
| OESPA | Office of the Ethical Standards and Public Accountability |
| OFM | Office of Muslim Affairs |
| OPAPP | Office of the Presidential Adviser on the Peace Process |
| PA | Philippine Army |
| PAF | Philippine Air Force |
| PAFBMS | PAF Basic Military School |
| PAFFS | PAF Flying School |
| PAFNCOS | PAF Non-Commissioned Officer School |
| PAFOCS | PAF Officer Candidate School |
| PAFOS | PAF Officers School |
| PAFTSS | PAF Technical and Specialization School |
| PAMANA | PAyapa at MASaganang PamayaNAn Program |
| PAMUs | Philippine Army Major Units |
| PAPs | Programs, Activities, and Projects |
| PCW | Philippine Commission on Women |
| PDP | Philippine Development Plan |
| PHIC | PhilHealth Insurance Corporation |
| PNP | Philippine National Police |
| RPA | Regional Plan of Action |
| RPMP-RPA-ABB-TPG | Rebolusyonaryong Partidong Manggagawang Pilipino- Revolutionary Proletariat Army-Alex Bongcayao Brigade-Tabara- Paduano Group |
| SDGs | Sustainable Development Goals |
| GBV | Sexual and Gender-based Violence |
| SOGIE | Sexual Orientation, Gender Identity, and Expression |
| SOMTC | Senior Officials Meeting on Transnational Crime |
| SOP | Standard Operating Procedures |
| SSR | Security Sector Reform |
| TI and E | Troop Information and Education |
| TWG | Technical Working Group |
| UN | United Nations |
| UNSCR 1325 | United Nations Security Council Resolution 1325 |
| UNSCR | United Nations Security Council Resolutions |
| USAID | United States Agency for International Development |
| WAC | Women's Auxiliary Corps |
| WeAct 1325 | Women Engaged in Action on 1325 |
| WPS | Women, peace, and security |

About the College

The National Defense College of the Philippines was first conceived in 1957 when the military advisors of the Southeast Asia Treaty Organization (SEATO) proposed the setting-up of a SEATO War College in the Philippines.

Cognizant of the need to establish a higher educational institution in the military that would be an institution at the zenith of the defense establishment where civilian-military cooperation for national security could be effectively forged, President Diosdado Macapagal signed Executive Order No. 44 on August 12, 1963, authorizing the establishment of the National Defense College of the Armed Forces of the Philippines (NDCAFP) and putting the College under the administrative and operational guidance of the AFP Chief of Staff. The College opened its first Regular Class (RC) on 15 February 1966.

There were legislative moves to pass a law creating the National Defense College of the Philippines. In the House of Representatives, Congressman Manuel A. Zosa filed the House Bill 1420 in 1970 proposing an "Act Creating the National Defense College of the Philippines and for other Purposes." Also in the same year, Congressman Ramon D. Bagatsing filed the House Bill No. 1447 proposing an "Act Creating the National Defense College of the Philippines, Providing an Academic Board, and for Other Purposes." In the Senate, Senator Leonardo B. Perez filed the Senate Bill 597 proposing an "Act Creating the National Defense College of the Philippines and for other Purposes." However, these legislative proposals did not reach third reading because President Ferdinand E. Marcos dissolved the Philippine Congress.

President Marcos subsequently issued P.D. No. 190 in 1973 to formally create the NDCP to "fulfill the need for an institution that will provide for continuing and intensive studies of the diversified problems related to national defense and security." NDCP was then placed under the Office of the Secretary of National Defense in 1974 by virtue of P.D. No. 452.

The Academic and Admission Boards were later established to oversee the academic program of the College. To carry out its teaching function, the NDCP draws top experts from the academe and senior officers with command and staff experiences from the major services of the AFP.

Lectures by foreign diplomats, technical experts and defense leaders also complement the instruction at the NDCP. The NDCP has managed to grow beyond its modest beginnings to train leaders in the military and civilian bureaucracy in strategic thinking.

On 22 February 1998, the College moved to its new and modern three-story building in the Academic Row, Camp General Emilio Aguinaldo in Quezon City.

Message of the President

The National Defense College of the Philippines (NDCP), the premier education and training institution for national defense and security, is in solidarity with the nation in recognizing and empowering women and girls, men and boys, and all minorities through the peace and security agenda. It is our utmost mission to ensure that we lead our students and stakeholders toward attaining security in all dimensions—socio-cultural, environmental, political, military, and economic. Therefore, movements geared toward ensuring security for all lie in the hands of national security administrators.

The NDCP recognizes that gender has been one of the core driving forces in the realm of peace and security—transcending mere traditional military viewpoints and putting emphasis on societal institutions. As such, we are intensifying our commitment to promoting gender advocacy to achieve equality and prosperity through impactful endeavors such as the conception and publication of the National Security Administrator's Guide to Gender, Peace, and Security. With this, we are amplifying our efforts in implementing gender mainstreaming in the security sector; making deliberate and purposive projects and actions to achieve our end state and goals.

This handbook, the second gender-related resource after the GAD Resource Handbook, is another tangible contribution of the College to the development of a progressive and transformative defense and security establishment. We are thrilled to share this knowledge product with our dear stakeholders, who in one way or another have been supporting our College's endeavors and initiatives over the last 60 years.

We are certain that this handbook will supply our readers with sufficient information on key concepts and ideas on the role of gender in peace and security; and it is our ardent hope that this handbook will pave the way for our readers to be proactive and join us in advancing the gender, peace, and security agenda.



LtGen Ferdinand M Cartujano PAF (Ret)
President, NDCP

Editor's Note

The issue of peace and security has historically been understood only in the context of conflict from the perspective of men from the military sector. Moreover, negotiations about peace agreements have been exclusive processes mainly dominated by elite political and military actors. Despite the efforts of the international community to prevent the recurrence of such catastrophic events like the two world wars from ever happening again, new, and more complex intrastate and even transnational conflicts continue to occur in national and local contexts arising from tribal, ethnic, geopolitical, and even religious factors. In the last decades such conflicts led by forces with regressive and hostile ideologies against women that restrict women's access to education and public life and subject them to physical and sexual such as rape, sexual slavery, forced marriages have become more alarming, widespread, and vicious.

In response to these developments, non-state actors such as peace movements, women's movements, and civil society organizations at the national, international and community levels have begun to demand their right to get involved in resolving conflicts and in peace building efforts alongside governments. More importantly, women's groups strongly asserted their right to be heard and to participate meaningfully in all phases of peace processes as well as giving due importance and consideration to the voices of the women survivors who were victims of gender based violence. UN Security Council Resolution 1325 the first international legal document on gender peace and security calls for the adoption of a gender perspective to address the special needs of women and girls during conflict, repatriation and resettlement, rehabilitation, reintegration, and post-conflict reconstruction.

The Philippines has been at the forefront in adopting UNSC Resolution 1325 and in concretizing the government's commitment to gender peace and security by producing a National Action Plan to implement the provisions of UN SC Resolution 1325. The Philippines' commitment and sense of accountability in seriously pursuing a systematic and long-term project on women peace and security stands out as an example for other countries. This Manual provides an essential reference material for both governments and civil society working towards a more inclusive, intersectional and gender informed engagement in the peace process. The Manual provides a critical analysis on the importance of integrating a gender perspective in framing peace and security issues and in linking peace efforts with the broader goals of gender equality and women's human rights. Using a whole government approach, the Manual comprehensively documents the specific plans and programs of the government in coordination with civil society partners in implementing and monitoring the National Action Plan within a five-year time frame. Moreover, it also reflects the contribution of NGOs and other partners in implementing, reviewing, and identifying problems and challenges to improve the next round of the National Action Plan. In the end, the inclusion of peace advocates—men and women are imperative in achieving effective prevention, resolution, and transformation of contemporary conflicts.



Dr Aurora Javate De Dios
Senior Project Director, MC-WAGI

Messages of the GPS Advocates

In 1995, over 25 years ago, at the United Nations Fourth World Conference on Women in Beijing, I chaired the Main Committee that negotiated the Beijing Declaration and Platform for Action which remains the most comprehensive and progressive blueprint for women's rights and empowerment. As I chaired the negotiations, I had to be totally fair and unbiased towards all points of view, allowing a thorough discussion of issues and finally managing the process to enable a genuine consensus to emerge.

I had however, two commitments (or one might call them biases) which I allowed to be manifested. First was a commitment to all 12 critical areas of concern in the draft platform. These critical areas of concern were after all the product of a complex consultation process at national, regional and global levels. The Economic and Social Commissions convened regional preparatory meetings in Jakarta, Vienna, Mar del Plata, Aman and Dakar and each of these meetings resulted in a regional platform for action. The 12 critical areas therefore reflected concerns common to all or most regions and women and armed conflict was one of them.

Another commitment I had during the Beijing process that may have helped the focus on women and armed conflict was the commitment to the participation of NGOs. Access for NGOs was always a thorny issue. But I can say looking back that partnership with NGOs throughout the Beijing process, though not without tension, was unparalleled. Among the NGOs, one must note the prominent presence of women peacebuilders pushing the women and armed conflict agenda.

One final reminder about Beijing over 25 years ago and its significance today, particularly for this handbook. We must remember that the theme of the UN Fourth World Conference on Women was Action for Equality, Development and Peace. This was the unanimous choice to reflect continuity with the UN Decade on Women (1976-1985) as well as the Nairobi Forward-looking Strategies for the Advancement of Women and the action necessary to move the women's agenda forward.

Equality, Development and Peace. Today, let us give Gender, Peace and Security the importance it deserves!



Dr Patricia Licuanan

Convenor, Southeast Asia Women's
Watch (SEAWWatch)

The Women, Peace and Security agenda, now termed, at least in this handbook, Gender, Peace and Security—arguably a more inclusive and comprehensive approach—has come a long way. We at the Young Feminists Collective have always pushed for an intersectional approach to addressing gender and development issues. It is, we believe, the necessary first step in ensuring genuine and transformative change in our society. Which is why it is refreshing to see this handbook not just highlighting the need for an intersectional and holistic approach, but even dedicating an entire chapter to it—covering Gender and Disability, Conflict-Related Gender-Based Violence Against Men, SOGIE Inclusion, and Transformative Masculinities: Working with Men and Boys. This is important because we cannot talk about peace if this peace is not fully realized by everybody; we cannot talk about peace if this peace is not for everyone. Given this, we hope to see more stories, more participation, and more involvement of women and girls in all their diversities, as well as gender-diverse groups, in our conversations, research, policy, and programming on peace and security.

Adopting an intersectional approach means understanding that even among women, we experience things differently. While we all share in this primary identity, while we all collectively experience multiple and often compounded discrimination, exploitation, marginalization, oppression, and subordination, our lived realities and intersecting identities—cutting across class, gender, religion, age, dis/ability, among many others—create further marginalization, leading to the invisibility of certain groups of people and individuals among us. Which is to say: we cannot and should not view women as monolithic. Our proposed reforms and solutions should take into consideration underlying and intersecting issues experienced by those affected by conflict.

We thank the champions from the National Defense College of the Philippines–Philippine Center for Excellence in Defense, Development, Security (NDCP-PCEDS) and their initiatives to begin this conversation, as well as their partners from the Miriam College–Women and Gender Institute (MC-WAGI) for sharpening the agenda on Gender, Peace and Security. This handbook is a crucial contribution towards ensuring that our future defense leaders approach peace and security with a more grounded and more nuanced—and thus more accurate and more responsive—understanding of gender equality.

We are certain that this is just the beginning of our attempt to interrogate and challenge the status quo. May we continue to defy the norm and shake the system. And in doing so, as in anything and everything that we do, may we always be guided by our feminism.



Shebana Alqaseer
Dawn Marie Castro
Diana Kathrina Fontamillas

Young Feminists Collective is a community and active platform for advocacy and collaboration on feminist issues.

Joint Statement of PCEDS and WAGI

As societies continue to grapple with the devastating consequences of conflict and instability, the recognition of the important role of gender in peace and security has become increasingly apparent. It is now widely acknowledged that women, men, girls, and boys are affected differently by conflict, and that gender dynamics play a significant role in shaping the conditions for peace and security. Thus, having this handbook on gender, peace and security can provide a roadmap for concrete actions that can help promote greater gender equality, reduce the risk of gender-based violence, and ensure that security policies and practices are inclusive, effective, and responsive.

One of the critical sections of this handbook is the discussion on the shift from “women, peace and security” to “gender, peace, and security” which reflects a broader recognition that conflict affects people of all genders, and that efforts to promote peace and security must take into account the diverse experiences and needs of all members of society. By shifting the focus to “gender,” the approach becomes more inclusive and recognizes that gender is a complex and multifaceted concept that goes beyond traditional notions of masculinity and femininity. This hopefully will lead to a broader range of interventions, including efforts to address sexual and gender-based violence, promote the participation of women and other marginalized groups in peace processes, and ensure that specific needs of people with diverse SOGIE are taken into account in peace building efforts.

We are pleased that our institutions, the National Defense College of the Philippines through the Philippine Center of Excellence in Defense, Development, and Security, and Miriam College through the Women and Gender Institute have partnered in this endeavor. It is this institutional support that directly contributes to our advocacy of furthering gender equality, peace, and security for all. Our collaborative work, combined expertise, knowledge, and commitment have been instrumental in ensuring that the guide is relevant, practical, and tailored to the specific needs of the Philippines. The dedication and handwork of both MC-WAGI and NDCP-PCEDS team have enabled us to create a comprehensive resource that promotes a more inclusive and effective approach to peace and security, one that recognizes the specific needs and vulnerabilities of all individuals affected by conflict. We are confident that this will make a meaningful contribution to the efforts towards sustainable peace and gender justice in the Philippines. We look forward to our continued partnership.

Dr Melanie Reyes
Executive Director
MC-WAGI

Mr Rej C Torrecampo
Director
NDCP-PCEDS

PART ONE

**CONTEXTUALIZING
GENDER
PEACE
AND
SECURITY**

Chapter 1: Defining peace and security

Chapter Overview:

This chapter explores different theoretical definitions of peace and security and explains the rationale behind the need to engender the peace and security agenda. This chapter provides a short historical overview of the impacts of war on women and the significance of their active and meaningful participation in all aspects of conflict resolution, peacekeeping, and peacebuilding. It also enlists international mandates for women, peace, and security (WPS).

Key Messages and Learning Points:

- Women's and girls' experiences of security and insecurity differ from men's. These experiences are defined by gender hierarchies and power inequalities, are compounded by intersecting and multiple forms of discrimination on the basis of age, sex, ethnicity, race, disability, religion, and social status; and are exacerbated by the context they are in.
- The gender division of labor in most societies is the underlying factor behind the dominance of men and masculine perspectives in peace and security discourses. It is why the experiences of women and girls, including the long-term impacts of the decisions made on their behalf, have rarely figured, until in recent decades, in conversations about peace and security.
- Women and girls take on various roles and responsibilities and experience multiple burdens in times of conflict. They suffer from psychological and emotional trauma, and face serious health risks, especially regarding their reproductive and sexual health. They also become more vulnerable to various forms of abuse, including sexual and gender-based violence.
- Concerted efforts from civil society, particularly from women's rights activists and peace groups for the international recognition of the impact of war on women's lives, the roles they have played in times of conflict, and their important contributions to peacebuilding have resulted in the adoption and implementation of global WPS agenda, including the United Nations Security Council Resolution 1325 (UNSCR 1325) and succeeding resolutions.
- Aside from UNSCR 1325 and its cousin resolutions, international mandates for WPS include the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the UN Declaration on the Elimination of Violence Against Women (DEVAW), and the Beijing Platform for Action (BPfA), and the 2030 Agenda.

Classical Theories and Alternative Approaches

Classical theories and methodologies on peace and security have largely been state-centric and focused on the role of the state and military in protecting territorial integrity and preserving state sovereignty. Peace is the absence of war, and security is the preservation of this status quo guaranteed by military and security actors (Zarkov & Hintjens, 2015; Cheung et al., 2021). As such, discussions about peace and security—how these terms are to be defined and who gets to define them—and the spaces where these occur have likewise been dominated by state and military actors. In these discussions and spaces, “politicians and soldiers”—mostly men, are “...key protagonists,” and “unarmed civilians”—mostly women and girls are “...victims of war” (Zarkov & Hintjens, 2015).

Alternative perspectives present broader definitions that explore peace as more than simply the absence of war. For example, for Johan Galtung, peace can either be negative, referring to the absence of war and direct forms of violence; or positive, which means the presence of conditions of well-being and just relationships that encompass social, economic, and ecological life (Galtung in Castro & Galace, 2010). The absence of such conditions is also often referred to as structural violence manifested in the uneven distribution of wealth and resources, power, and decision-making opportunities (Galtung in Castro & Galace, 2010).

Galtung’s concept of structural violence paved the way for a broader understanding of threats and prompted a shift in focus in the security referent point—from threats to the state to threats against the dignity of humans. For example, human security discourses point to the importance of economic, food, health, environmental, personal, community, and political security. These shifts also led to expanding who constitutes as security actors to include stakeholders outside of the military and the security sector.

However, both classical and alternative approaches have been criticized because, despite shifting away from male-dominated state and military perspectives, their analyses have nevertheless excluded women from discussions and decision-making spaces, making their voices unheard and rendering their experiences invalid. This is especially true in conflict and post-conflict situations.

Engendering Peace and Security: A Rationale

Between 1992 and 2019, women constituted, on average 13% of negotiators, 6% of mediators and 6% of signatories in major peace processes around the world.”

Source: www.unwomen.org

Structures, practices, and symbols in society define social expectations and norms that ultimately determine the resources and opportunities that are available and accessible to everyone. Women's and girls' roles are primarily tied to their biological and reproductive functions as mothers, nurturers, and carers, consequently limiting their access to opportunities outside these social expectations. On the other hand, men and boys are expected to perform roles as providers and protectors, in turn, giving them more access to productive opportunities as well as decision-making spaces. This gender division of labor is the underlying factor behind the continued dominance of men and masculine perspectives in security discourses—men are the protectors of peace; they fight the war and therefore make decisions about peace and security. It is why the experiences of women and girls, including the long-term impacts of the decisions made on their behalf, have rarely, until recent decades, figured in conversations about peace and security.

However, women and girls experience security differently from men and boys precisely because all social structures, practices, and symbols in society are gendered (Holzner & Truong in McKay, 2004). Women and girls are subject to gender hierarchies and power inequalities. Often, these intersect with multiple and other forms of discrimination on the basis of their race, ethnicity, age, disability, and socio-economic status, further exacerbated by the context they are in. Certainly, security must be examined as “a human experience of everyday life mediated through a variety of social structures” (Truong et al., 2007: xii) that are defined by...gendered understandings of so-called natural relationships between male and female” (Scott, 1998:47).

Women in Conflict: From Victims to Powerful Agents of Change

Women and Sexual Violence in Conflict

- 250,000-500,000 women and girls were raped during the 1994 genocide in Rwanda
- 20,000-50,000 women and girls were raped during the war in Bosnia-Herzegovina in the 1990s
- 50,000-64,000 internally displaced women in Sierra Leone were sexually attacked by combatants
- More than 200,000 women and children have been raped over more than a decade of conflict in the Democratic Republic of Congo
- 75% of the world's refugees are women and children

Source: PeaceWomen, n.d.

In times of conflict, women take on multiple responsibilities. Aside from socially expected roles as carers and nurturers, they often also become the sole providers for their families as men in their communities fight the war. The multiple burdens they face, coupled with the absence of the rule of law, the disruption of government and social services, the destruction and loss of livelihood, as well as their displacement from their homes and communities, have had tremendous impacts on

women. They become vulnerable to various forms of abuse, including sexual and gender-based violence, and human trafficking. They suffer from psychological and

emotional trauma, and face serious health risks, particularly in terms of reproductive and sexual health.

Women have carried the burden of war on their shoulders for centuries, yet as Machanda (2001) noted, "history provides no chronicle of women's experiences of organized political violence, ignoring... the differentiated way violence have impacted on their lives." Until recent decades, these experiences were rarely discussed, and women often spoke of their stories in whispers. Nevertheless, women have also unrelentingly played essential roles in peacebuilding as mediators, negotiators, carers, community organizers, and service providers. Women's experiences of war and post-conflict situations are clear indications that "gender is intrinsic to the subject matter of...security...security issues need to be extended to include the specific security concerns of women (Hudson, 2005).

Within this backdrop, women's rights and peace activists have called for the interrogation of "what states define as security and what is excluded from this definition" (Cheung et al., 2021). Feminist writer and theorist Cynthia Enloe has pointed to the urgent need to "rethink concepts such as security, stability, violence, and crisis beyond the dominating interpretations...to escape narrow, exclusionary, and misdirecting concepts" (Cheung et al., 2021).

In the last two decades, there have been concerted attempts calling for the recognition of the impact of war on women's lives, the roles they have played in times of conflict, and their significant contributions to building peace. These have resulted in the adoption of a global WPS agenda and accelerated efforts towards its implementation in various contexts of war and peace.

International Mandates for Women, Peace, and Security

Several international instruments provide the mandate for WPS, as an international agenda requiring the commitment of all states and cooperation at the global level. According to the Department of Peacekeeping Operations (2020), "the term WPS is used to highlight the linkage between women's roles and experiences in conflict and peace and security." To date, the United Nations has adopted ten (10) Security Council Resolutions that comprise the WPS Agenda.

UNSCR 1325 and its cousin resolutions

Adopted in October 2000, UNSCR 1325 is a landmark resolution providing an international legal framework that addresses the impact of war and "the pivotal roles that women should and do play in conflict management and peacebuilding. It recognizes that women experience security differently and mandates that women must be fully involved in all aspects and levels of peacebuilding. It has four pillars: participation, protection, prevention, and relief and recovery. Since its adoption, nine

other resolutions have been adopted since 1325 to elaborate on its four pillars.

The Four Pillars of UNSCR 1325

Participation calls for women to participate equally with men in peace, political and security decision-making processes at national, local, regional and international levels.

Protection seeks to ensure that women and girls' rights are protected and promoted in conflict-affected situations and includes protection from sexual and gender-based violence (SGBV).

Prevention refers to the prevention of all forms of violence against women and girls in conflict-affected situations and includes fighting impunity and involving women in conflict prevention.

Relief and recovery focuses on meeting women's and girls' specific humanitarian needs and reinforcing women's capacities to act as leaders in relief and recovery.

Source: UNDPO, 2020

Since its adoption, nine other resolutions (PeaceWomen, n.d.) (UN Department of Peace Operations, n.d.) were adopted to elaborate on its four pillars. These are:

- UNSCR 1820 (June 2008) recognizes sexual violence as a tactic of war and notes that rape and other forms of sexual violence are war crimes, crimes against humanity, or constitutive acts concerning genocide. It calls for the training of troops on prevention and response to sexual violence and the deployment of women in peace operations.
- UNSCR 1888 (September 2009) reiterates that sexual violence exacerbates armed conflict and strengthens efforts to end sexual violence in conflict by establishing a Special Representative of the Secretary-General and a team of experts where cases of sexual violence occur. It also calls for improving coordination among all stakeholders in response to sexual violence in conflict.
- UNSCR 1889 (October 2009) calls for strengthening the implementation of UNSCR 1325, including developing indicators to measure progress. It focuses on the participation of women in all levels of post-conflict peacebuilding and peace processes, and calls for the Secretary-General to submit a report in relation to this.
- UNSCR 1960 (December 2010) reiterates the call to end sexual violence in conflict and establishes a monitoring and reporting mechanism.

- UNSCR 2106 (June 2013) focuses on accountability for perpetrators of sexual violence in conflict and includes language on women's participation in ending sexual violence. It also stresses women's political and economic empowerment.
- UNSCR 2122 (October 2013) includes provisions to address persistent gaps in the implementation of the WPS agenda and reiterates gender equality and women's empowerment as critical aspects of international peace and security. It also recognizes the importance of addressing the root causes of war and the security risks women face. It calls for the provision of multisectoral services for women in conflict situations. The resolution also links disarmament and gender equality.
- UNSCR 2242 (October 2015) established the Security Council's Informal Experts Group, calls for improved ways of working within the Security Council. It addresses persistent obstacles to implementing the WPS agenda, including financing and institutional reforms, highlights the role of civil society, and encourages the integration of gender and WPS as cross-cutting issues in the counter-terrorism and countering violent extremism agendas.
- UNSCR 2467 (April 2019) reiterates that sexual violence in conflicts occurs on a continuum of violence against women and girls and highlights the need for a survivor-centered approach. It also urges member states to strengthen access to justice and improve accountability mechanisms. It calls on member states to support women's civil society organizations (CSOs) and requests a gap report and recommendations for local, national, and regional support to survivors of sexual violence in conflict.
- UNSCR 2493 (October 2019) calls for the implementation of previous resolutions on WPS and incorporates WPS commitments in the Secretary-General's Action for Peacekeeping initiative.

The WPS agenda is borne out of the struggle and resistance of many women and activists from the margins of decision-making spaces. It is the product of decades-long advocacy and mobilization among civil society actors and women's rights and peace organizations. It is anchored upon key international legal instruments that seek to protect and promote women's rights and empowerment and gender equality.

The ***Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)*** was adopted by the General Assembly in 1979. CEDAW is the international legal framework for women's rights. It recognizes the persistence of various forms of discrimination against women and emphasizes equality between men and women and their equal entitlement to fundamental freedoms and human rights. It has 189 state parties as of date.

CEDAW requires parties to incorporate principles of gender equality and non-discrimination into their legal systems and abolish discriminatory laws. It also

requires states to establish institutional protections against discrimination and to take positive measures to advance gender equality. CEDAW calls for eliminating discrimination against women by private persons and organizations. It identifies steps necessary to achieve gender equality in a wide range of areas, including those related to trafficking and prostitution, nationality, political participation, education, employment, healthcare, social and cultural life, and family relations. It also demands that states pay attention to “critical and emerging issues,” including women in armed conflict.

In 1993, the UN General Assembly adopted the ***Declaration on the Elimination of Violence against Women (DEVAW)*** which calls on all member states to address violence against women. It is the first international instrument to provide a framework for national and international action to end all forms of violence against women.

The ***Beijing Platform for Action (BPFA)***, although non-binding, was a resolution adopted during the Fourth World Conference on Women in Beijing in 1995. It identifies twelve (12) critical areas of concern and strategic objectives to address them. One of the critical areas is the situation of women in armed conflict where it outlines the following objectives:

- Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation;
- Reduce excessive military expenditures and control the availability of armaments;
- Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations;
- Promote women’s contribution to fostering a culture of peace;
- Provide protection, assistance, and training to refugee women, other displaced women in need of international protection, and internally displaced women;
- Provide assistance to the women of the colonies and non-self-governing territories.

The ***2030 Agenda***, containing the Sustainable Development Goals (SDGs) adopted in 2015, recognizes women’s empowerment as critical to sustainable development. SDG 5 has a particular focus on achieving gender equality and empowerment of women and girls. SDG 16 also seeks to “promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels.”

Chapter 2: Women, Peace, and Security Agenda in Southeast Asia

Chapter Overview:

This chapter examines how the WPS Agenda has been adopted and implemented in Southeast Asia. It gives particular focus on the work of the Association of Southeast Asian Nations (ASEAN) and its member states. This chapter provides a list of all regional mandates, as well as an overview of the ASEAN Regional Plan of Action (RPA) on WPS.

Key Messages and Learning Points

- ASEAN's efforts to implement a WPS agenda have been slowly gaining momentum. Since 2010, there have been several declarations that provide a mandate for WPS in the region.
- In 2017, the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC), released the Joint Statement on Promoting Women, Peace, and Security in the ASEAN. The statement also provides a broader definition of security that encompasses economic security, health pandemics, and disaster and climate change management.
- The WPS agenda in the region emphasizes the importance of recognizing women's participation in various sectors and their role as peace agents. It also highlights the need for intensified efforts at addressing gender inequality as a root cause and risk factor of conflict and violent extremism and the need for coordinated disaster management.
- The regional framework on WPS is integrated into the various streams of work within two of its sectoral bodies—the Socio-Cultural Community Pillar and the Political and Security Community Pillar.
- In 2022, the ASEAN RPA on WPS was launched, adopting a cross-sectoral and multi-stakeholder approach in line with international commitments and the 2017 Joint Statement on Promoting WPS in the ASEAN.

Within Southeast Asia, commitment to WPS has been slowly gaining momentum, particularly within the Association of Southeast Asian Nations (ASEAN). With all its members being state parties to CEDAW and recognizing the landmark contribution of the UNSCR 1325, the ASEAN has made significant strides in advancing the WPS Agenda.

In 2010, the ASEAN member states (AMS) adopted the *Hanoi Declaration on the Enhancement of the Welfare and Development of Women and Children*, which highlights the need to “encourage closer regional cooperation in promoting and protecting the rights of women and children, especially those living under disadvantaged and vulnerable conditions, including those in disaster and conflict-affected areas.”

This was followed by the *2013 Declaration on Ending Violence Against Women and Girls in the ASEAN Region*, which explicitly referenced UNSCR 1325 and succeeding resolutions on WPS. Its preamble acknowledges the importance of “promoting the rights of women and preventing violence against women in situations of vulnerability and armed conflict.” This commitment was reiterated in the *ASEAN Regional Plan of Action on the Elimination of Violence against Women*, launched in 2015.

Most notably, the *2017 Joint Statement on Promoting Women, Peace, and Security in the ASEAN* by the members of the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) committed to address the root causes of armed conflict and violent extremism, including gender inequality, discrimination, and poverty. The Declaration provides a broader definition of security, encompassing economic security, health pandemics, as well as disaster and climate change management (ASEAN Regional Study on Women, Peace, and Security, 2021). It also highlights the role of regional bodies such as the ASEAN and its partners in supporting and advancing “global obligations and commitments in advancing the WPS agenda to better protect women and girls from sexual and gender-based violence, discrimination, and social exclusion (ASEAN Regional Study on Women, Peace, and Security, 2021).” The *Joint Statement of the ASEAN*

| Salient Points in the 2017 Joint Statement on Promoting WPS in the ASEAN | |
|--|---|
| PARTICIPATION | Explicitly referencing the importance of women's participation in the political, security, and justice sectors, and in peace processes. |
| PEACE AGENTS | Reference to the need to recognize and support the role of women as peacebuilding negotiators, mediators, and first responders. |
| PREVENTION | Identifying gender inequality as a root cause of conflict and a contributing factor in the risk of violent extremism. |
| RECOVERY | Disaster management (including presumably natural and man-made disasters and pandemics). |
| Source: ASEAN Regional Study on Women, Peace, and Security | |

Foreign Ministers in 2019 affirmed the commitments outlined in this Declaration. The Declarations and Statements from various bodies of the ASEAN from 2010-2019 laid the foundations for the ASEAN Regional Framework for WPS integrated into the various streams of work within two of its sectoral bodies.

Within ASEAN's **Socio-Cultural Community Pillar**, the WPS Agenda is embedded in its work towards social protection and in addressing violence against women. Various bodies within this pillar have contributed to the agenda's advancement, including the ASEAN Ministerial Meeting on Women (AMMW), the ASEAN Committee on Women (ACW), and the ACWC. Furthermore, there is also the Joint Ad Hoc Working Group on Gender Mainstreaming, tasked to mainstream gender perspectives across all ASEAN Community pillars; and the ASEAN WPS Advisory Group mandated to conduct comprehensive regional studies on the state of the implementation of the

WPS agenda in the ASEAN.

In the ASEAN **Political and Security Community Pillar**, the WPS agenda is integrated into its work addressing trafficking in persons and in countering violent extremism by different bodies such as the ASEAN Intergovernmental Commission on Human Rights, which undertakes all matters in relation to human rights cooperation within ASEAN and with external partners and stakeholders; the ASEAN Institute for Peace and Reconciliation and the ASEAN Women

Key Regional Frameworks on WPS

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

Source: Compiled by Dinglasan, Anna Kristina

for Peace Registry which focuses on research on peace, conflict management, and conflict resolution in the region; and the ASEAN Regional Forum (ARF), the platform for high-level security dialogue in the Asia-Pacific.

In 2019, the **ARF Joint Statement on WPS** was launched, highlighting the importance of pushing for the WPS agenda within this forum and reiterating commitments to increasing the participation of women in all levels of peacebuilding, building capacities of women to enable them to participate as negotiators and mediators, engaging men and boys, preventing all forms of violence against women in armed conflict, supporting the role of women in the promotion of a culture of peace, and strengthening the capacity of peacekeeping operation towards advancing the WPS agenda (ASEAN, 2019).

The statement also urged member states to build on “ASEAN-led mechanisms and development partners to support the implementation of global commitments in advancing the WPS agenda to better support the empowerment of women and girls in the prevention and resolution of armed conflict, and post-conflict peacebuilding (ASEAN, 2019).

The ***ASEAN-United Nations Plan of Action 2021-2025*** reiterates, among other commitments, ASEAN’s promise to forward the WPS agenda in the region. It outlines areas for collaboration between the two bodies towards implementing UNSCR 1325 and subsequent resolutions on WPS, as well as the implementation of the Joint Statement on Promoting Peace and Security in the ASEAN (ASEAN, 2020). It aims to promote WPS as a multilateral approach to sustaining regional and global peace and security and highlights gender mainstreaming as a critical component in advancing WPS in the ASEAN (ASEAN Regional Study on Women, Peace, and Security, 2021).

The ASEAN Regional Plan of Action (RPA) on Women, Peace, and Security (WPS)

Arising from recommendations of the 2021 ASEAN Regional Study on WPS, a ***Regional Plan of Action (RPA) on Women, Peace, and Security (WPS)*** was launched on 5 December 2022. The process was led by an Advisory Group on WPS established in 2019, composed of representatives from the ASEAN Committee on Women (ACW) and the ACWC. Eleven sectoral bodies and institutions within the three ASEAN Community Pillars were likewise represented in the Advisory Group, including the AMMW, the ASEA Women Entrepreneurs Network, ASEAN IPR, the Working Group on Counter Terrorism of the Senior Officials Meeting on Transnational Crime (SOMTC), the ASEAN Intergovernmental Commission on Human Rights, and the ASEAN Committee on Disasters Management’s Working Group on Protection, Gender, and Inclusion (ACDM WG-PGI) (ASEAN, 2022).

The RPA is a product of a consultative process engaging multiple ASEAN Sectoral bodies that oversee regional cooperation on gender equality and women’s empowerment, defense, transnational crime, human rights, disaster management, and humanitarian assistance (Asean.org, 2022). It was informed by various technical briefings and inputs from AMS, UN and dialogue partners, as well as from CSOs including women’s and youth groups, think tanks, and research institutions.

The plan adopts a *cross-sectoral and multi-stakeholder approach* in line with international commitments and the Joint Statement on Promoting WPS in ASEAN. It builds on decades of political engagement in the region on WPS issues and takes mandate from the 2004 DEVAW in the ASEAN, the 2013 DEVAW, and the Elimination of Violence Against Children, and the 2015 ASEAN RPA on the Elimination of Violence Against Women. It also reaffirms the 2017 Statement on Promoting Women, Peace, and Security; and takes off from the 2020 ASEAN Ministerial Dialogue on

Strengthening Women's Role in Sustainable Peace and Security (ASEAN, 2022). The RPA reflects ASEAN's commitment to inclusivity as an essential aspect of the WPS agenda. It recognizes the role that everyone must play in its successful implementation, including men, youth, civil society, as well as those on the frontlines of conflicts, and humanitarian and emergency response and action. It has six parts: The first part provides a contextual overview recognizing the overlapping and intersecting threats and challenges concerning peace and security and emphasizing that the RPA is designed to respond to traditional, as well as emerging security challenges such as climate change, global pandemics, and violent extremism. Part 2 explains the foundational global and ASEAN Regional frameworks on which the RPA is built in the hope of amplifying ongoing work on WPS while addressing persistent gaps. Part 3 identifies gaps and provides a snapshot of progress, challenges, and opportunities in WPS work. Part 4 explains the rationale and objectives of the RPA. Part 5 provides an overview of the process of developing the RPA. Part 6 defines a results-based framework for implementation, including priority actions, outputs, and outcomes (ASEAN, 2022).

Objectives of the ASEAN Regional Action Plan on WPS

Promote gender mainstreaming in peacebuilding, peace processes, conflict prevention and resolution and, recovery in line with implementation of the JS, and ensure that WPS is situated under broader efforts to promote gender equality and empowerment of women and girls in the region;

Provide the regional normative framework to set strategic priorities and action to enhance synergies between regional and country-level efforts to advance the WPS agenda in the ASEAN region;

Provide an appropriate holistic and integrated approach to WPS issues in the region to address both traditional and non-traditional security issues and challenges, including a coordination mechanism for implementation that will promote cross-sectoral and cross-pillar cooperation;

Support AMS in the localization of WPS and articulation of relevant priorities in the development of NAPs and relevant policy frameworks at the country level;

Promote collaboration among the AMS and foster regional learning and exchange of knowledge and capacity building through ASEAN sectoral bodies and institutions working to advance WPS, including think tanks, research and academic institutes;

Raise awareness to advance ownership of the WPS agenda among policymakers, government departments and civil society, including by enhancing the capacity to apply the WPS to tackle emerging non-traditional security challenges, including pandemics, cybersecurity, climate related disaster and natural hazards and displacement, among others

Source: ASEAN, 2022

The RPA also outlines five guiding principles for its implementation. These include (1) multi-pillar, cross-sectoral, and an all-encompassing approach to WPS in the region; (2) effective monitoring and systematic data collection; (3) inclusive approaches to implementation, including engagement with civil society; (4) recognition and

response to shared priorities and distinct contexts across the region; and (5) leverage on different expertise, build needed capacities and document and share innovative practices (ASEAN, 2022).

The RPA recognizes that its implementation necessitates coordination and collaboration among the three ASEAN Community Pillars, as well as with relevant sectoral bodies and institutions. A Technical Working Group (TWG) on WPS Implementation was created to implement the RPA in its first year, with technical support from the ASEAN Secretariat, UN Women, USAIDPROSPECT, and other partners as needed (ASEAN, 2022).

Additionally, while the RPA provides the overarching framework, it has been designed to ensure that member states can customize implementation, thus allowing them to address specific and contextual realities and strategically respond to national and local contexts. In the first year of implementation, member states are encouraged to launch or further develop national action plans, customize implementation plans, including identifying financial and technical needs and developing processes, policies, and timelines. They are also expected to establish monitoring, reporting, and evaluation plans with context-specific indicators and have a resource mobilization strategy based on gender-responsive planning and budgeting. Member states are encouraged to use available support from the ASEAN Gender Focal Points and other entities on women, peace, and security, such as the WPS Community of Practice. Finally, member states are expected to participate in flagship ASEAN initiatives on WPS (ASEAN, 2022).

With respect to monitoring and evaluation, the RPA recognizes these as critical components in advancing the WPS agenda. The RPA also recognizes the importance of context-specific indicators and having a robust data collection mechanism to track progress, identify gaps, and address challenges to its implementation. The RPA commits to the confirmation of monitoring systems and reporting mechanisms, as well as to the development of an evaluation plan during the first year of implementation. These will be accomplished with the support of and partnership with implementing agencies and the WPS Advisory Group. Implementation of the RPA will be evaluated after five years (ASEAN, 2022).

WPS among ASEAN Members

The ASEAN Regional Study on Women, Peace, and Security examined how the WPS Agenda has been advancing between and among AMS. While country-specific data vary, the research explored progress generally within the participation, prevention, protection, and relief and recovery aspects of the WPS agenda.

In terms of *participation*, the study notes that while member states have increasingly contributed to peacekeeping missions globally and have committed to providing

improved training for troops before deployment, the ratio between women and men deployed as peacekeepers remains concerning. It cites data from 2020 that suggest that only 6.8% of peacekeepers deployed were women (ASEAN Regional Study on Women, Peace, and Security, 2021).

Additionally, political participation by women varies between countries. While there is generally a good representation of women across all member states at the ministerial level, there is low representation in legislative positions as well as low participation of women in decision-making and services associated with hard security; these include defense and interior government, and natural disaster prevention, management and response (ASEAN Regional Study on Women, Peace, and Security, 2021). Moreover, the participation of women in law enforcement across the ASEAN also remains low, making up between 6-20% of law enforcement workforces (UNODC, 2020). Their participation and representation in senior leadership are rare.

When it comes to **prevention**, the researchers noted a “limited focus on the gender impacts of policies and programs with regards to conflict prevention, resolution, and relief and recovery” (ASEAN Regional Study on Women, Peace, and Security, 2021). Currently, there are only three AMS that have formally committed to gender inclusion in peace and security deliberations.

ASEAN recognizes the importance of addressing all forms of gender-based violence in the **protection** of women and girls. However, though there are a number of policies in place across member states that reiterate commitments and ensure a legislative framework for addressing gender-based violence, there have been gaps in their implementation, including in reporting, investigating, processing, and prosecuting perpetrators (ASEAN Regional Study on Women, Peace, and Security, 2021).

Finally, in terms of **relief and recovery**, while there is recognition of the differentiated and intersecting impacts of disasters on women and girls, they have largely been left out of preparedness, recovery, and response efforts. Across all member states, post-disaster rehabilitation and reconstruction programs have limited gender and protection elements (ASEAN Regional Study on Women, Peace, and Security, 2021).

To date, only the Philippines and Indonesia have developed and reviewed their National Action Plan (NAP) on Women, Peace, and Security. Lao People's Democratic Republic is in the process of developing its own. Other member states have adopted the WPS agenda by integrating it into local and existing mechanisms within their countries (ASEAN Regional Study on Women, Peace, and Security, 2021).

Chapter 3: Philippine National Action Plan on Women, Peace, and Security (NAPWPS): From NAP 1-3

Chapter Overview:

This chapter provides a history of the Philippines' journey in adopting and implementing a National Action Plan on Women, Peace, and Security (NAPWPS). It gives a general overview of the collaborative politics between civil society and government that gave birth to Asia's first NAPWPS. The chapter also discusses national mandates for WPS and the government's implementing strategy, as well as some of the challenges in implementing the country's NAPWPS.

Key Messages and Learning Points

- The Philippine NAPWPS is borne out of collaborative politics between society and government. It is mandated by the country's commitment to UNSCR 1325, its cousin resolutions, international women's rights treaties, and various local legislation.
- The Philippine NAP has four focus areas or priorities: 1.) Protection and Prevention, 2.) Empowerment and Participation, 3.) Promotion and Mainstreaming, and 4.) Capacity Development, Monitoring, and Reporting.
- The NAPWPS is anchored on the Magna Carta of Women and is aligned with the Philippine Development Plans (2011-2016 & 2017-2022), Women's Empowerment, Development and Gender Equality Plan 2013-2016, and the updated Gender Equality and Women's Empowerment (GEWE) Plan 2019-2025.
- Implementation of the NAPWPS is through a two-tiered approach. At the national level, it is overseen by the National Steering Committee on Women, Peace, and Security (NSCWPS), which the Philippine Commission on Women co-chairs, and the Office of the Presidential Adviser on the Peace Process, as well as through PAMANA implementing agencies in seven conflict zone clusters. At the local level, the NAP is implemented by PAMANA local government units and closure areas.
- The Philippines has taken significant strides in the implementation of the NAPWPS. However, more work must be done, including providing technical support and capacity building for implementing agencies. There is also a need for more concerted efforts towards localization.

The Philippines is the first country in Asia to develop and adopt a NAPWPS.

Launched in 2010, the first Philippine NAPWPS is the result of collaborative politics that “weaved together priority areas of women’s concerns in armed conflict, and peace from the perspectives of the government and civil society” (Rallanza, 2013). It is anchored on the country’s commitment to the WPS agenda, including UNSCR 1325 and all succeeding resolutions, international women’s rights instruments, and local legislation, particularly the Magna Carta of Women. The NAP is the country’s framework for streamlining international commitments and government priorities on gender, peace, and security. It serves as a guide to national and local level implementation by identifying key actors and stakeholders (OPAPP, 2016). The NAP has four focus areas or priorities: 1.) Protection and Prevention, 2.) Empowerment and Participation, 3.) Promotion and Mainstreaming; 4.) Capacity Development and Monitoring and Reporting.



Key Priorities of the Philippine NAPWPS 2010-2016

Source: The Philippine National Action Plan on UNSCR 1325 & 1820: 2010-2016

National Mandates for NAPWPS and alignment with other policies

The NAPWPS is mandated by the Magna Carta of Women and its implementing rules and regulations, particularly Chapter 4 on Rights and Empowerment which emphasizes the protection of women from violence, particularly of women affected by disasters, calamities, and other crisis situations, as well as the highlights the role of women in the military (OPAPP, 2016).

WPS and Relevant Provisions in the Magna Carta of Women Chapter IV: Rights and Empowerment

SECTION 9(b).

Women shall have the right to protection and security in situations of armed conflict and militarization. Towards this end, they shall be protected from all forms of gender-based violence, particularly rape and other forms of sexual abuse, and all forms of violence in situations of armed conflict. The State shall observe international standards for the protection of civilian population in circumstances of emergency and armed conflict. It shall not force women, especially indigenous peoples, to abandon their lands, territories, and means of subsistence, or relocate them in special centers for military purposes under any discriminatory condition.

SECTION 10.

Women Affected by Disasters, Calamities, and Other Crisis Situations. – Women have the right to protection and security in times of disasters, calamities, and other crisis situations especially in all phases of relief, recovery, rehabilitation, and reconstruction efforts. The State shall provide for immediate humanitarian assistance, allocation of resources, and early resettlement, if necessary. It shall also address the particular needs of women from a gender perspective to ensure their full protection from sexual exploitation and other SGBV committed against them. Responses to disaster situations shall include the provision of services, such as psychosocial support, livelihood support, education, psychological health, and comprehensive health services, including protection during pregnancy.

SECTION 15.

Women in the Military. – The State shall pursue appropriate measures to eliminate discrimination of women in the military, police, and other similar services, including revising or abolishing policies and practices that restrict women from availing of both combat and noncombat training that are open to men, or from taking on functions other than administrative tasks, such as engaging in combat, security-related, or field operations. Women in the military shall be accorded the same promotional privileges and opportunities as men, including pay increases, additional remunerations and benefits, and awards based on their competency and quality of performance. Towards this end, the State shall ensure that the personal dignity of women shall always be respected.

Source: Magna Carta of Women (RA 9710), 2009

The Philippine NAPWPS also aligns with the Philippine Development Plans (PDP). The 2011-2016 PDP refers to Peace and Security in Chapter 9, with a specific intermediate outcome statement, “all armed conflicts are brought to a permanent and peaceful closure,” as an indicator of its goal of addressing causes of conflict and other issues that affect peace processes. Specific to WPS, the 2011-2016 PDP provides that part of addressing the causes of conflict and other issues that affect the peace process is “Support for the implementation of UN Security Council Resolution 1325, which entails close collaboration with the CSOs to fully comply with the government’s commitment to increase the participation of women in peace processes and address sexual violence against women in armed conflict situations (NEDA, 2011).”

This commitment includes ensuring the protection of women’s rights and the prevention of violations of these rights in conflict and post-conflict situations; empowering women and girls and guaranteeing their active and meaningful participation in peacebuilding, peacekeeping, conflict prevention, conflict resolution, prevention, and resolution; promoting and mainstreaming gender perspectives in all aspects of conflict prevention, resolution, and peacebuilding; and establishing a system to monitor, evaluate and report progress towards the implementation of the NAP (NEDA, 2011).

The same commitment is reiterated in the 2017-2022 PDP, which states that “Implementation of the United Nations Security Council Resolution (UNSCR) 1325 and National Action Plan on Women Peace and Security (NAPWPS) needs to be continued to ensure that women are further enabled and empowered to expand their role in conflict situations.” It likewise affirms mainstreaming of the NAPWPS at “the national level through its inclusion into the Gender and Development (GAD) annual plans and budgets; and inclusion of women, peace, and security in programs, projects, and activities of national government agencies (NGAs) and local government units (NEDA, 2011).”

NAPWPS also aligns with the Women's Empowerment, Development, and Gender Equality Plan 2013–2016. Chapter 12 of the plan on Peace and Security identifies three strategic issues to be addressed:

1. Vulnerability of women and girls in conflict-affected communities to SGBV and displacement;
2. Inadequate and culturally inappropriate support systems and responses for women and girls in conflict and post-conflict areas; and
3. Lack of capacities of government agencies and LGUs to establish and implement mechanisms for addressing the gender equality dimensions of peace and security and implementing the Philippine NAPWPS (PCW, 2013).

Likewise, the updated GEWE Plan 2019–2025 reiterates the government's commitment to WPS in Chapter 8, with an overall strategic outcome that "Women from diverse social groups, especially marginalized groups and women in conflict-affected and conflict-vulnerable areas have meaningful participation and leadership in all stages of peace and security processes, increased awareness about and improved implementation of the NAPWPS, strengthened women's voice and participation in all stages of humanitarian action in advancing gender-responsive security sector reforms (PCW, 2019)."

The Philippine NAPWPS Journey

The country's NAP journey was borne out of informal conversations among women's rights and peace advocates seeking to formalize local action on UNSCR 1325. From these conversations in 2007, an initial consultation with the government, including the Philippine Commission on Women (PCW) and the Office of the Presidential Adviser on the Peace Process and other CSO groups, was held. This was followed by the formation of the Preparatory Committee in 2009 to prepare, organize, and facilitate multi-stakeholder and regional consultations. This committee was also tasked to prepare the draft NAP and its implementing strategies based on the results of the consultations (Rallanza, 2012).

Mandate of the National Steering Committee on WPS

Update and/or revise the NAP as necessary

Provide overall policy direction, as well as manage, coordinate, monitor, evaluate, and report on the implementation of the NAP

Tap domestic and international donor agencies and non-government organizations for technical assistance and financial support to facilitate the implementation of the NAP

Source: Dinglasan, Anna Kristina. Adapted from Executive Order 865

During this year, a national consultation with the Armed Forces of the Philippines (AFP), the Philippine National Police (PNP), the Department of Interior and Local

Government (DILG), the Department of Social Welfare and Development (DSWD), the Commission on Human Rights (CHR), the National Anti-Poverty Commission (NAPC), the National Economic Development Agency (NEDA), the National Commission on Indigenous People (NCIP), the Office of Muslim Affairs (OFM), PCW and OPAPP, along with various peace and women's rights organizations were held through six regional cluster meetings. A validation workshop with CSOs and government stakeholders was also conducted later in the year (Rallanza, 2012).

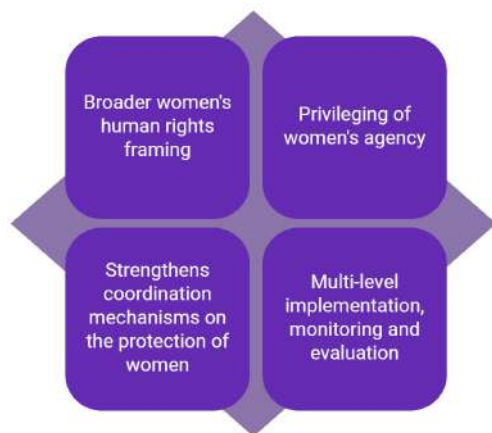
Alongside these efforts, then-President Gloria Macapagal-Arroyo established the National Steering Committee on Women, Peace, and Security (NSCWPS) through Executive Order 865. The NSCWPS is chaired by OPAPP, with PCW as its co-chair. It received an initial funding of 5 million pesos from the President's Contingency fund. Funding for succeeding years was to be drawn from the OPAPP budget, as well as from agency GAD allocations (Official Gazette of the Philippines, 2010).

The NAP 2010-2016 was officially launched on Women's Month in March 2010. It is operationalized through the government's Payapa at Masaganang Pamayanan (PAMANA) programs and its implementing agencies. The OPAPP oversees the implementation, reporting, monitoring, and evaluation of the National Action Plan.

The Women Engaged in Action on 1325 (WeAct 1325) was also launched in March 2010. It is a loose national network of civil society groups working on peace and women's rights, providing civil society support towards fully implementing the NAP.

NAP-WPS 2017-2022 Key Features

Source: Dinglasan, Anna Kristina. Adapted from NAP-WPS 2017-2022



The 2014 Midterm-Review and Evaluation

In 2014, the NAP was updated after a series of assessments and consultations between the Technical Working Group and implementing agencies. This version, also known as the second generation NAP, streamlines action points and indicators arising from these meetings and considers recommendations from civil society (WeAct 1325, 2013). These included, among others, the systematic integration of the NAPWPS agenda into GAD

plans and budgets to facilitate localization; provision of technical training for line agencies and local government units, especially in conflict areas, for more effective

implementation; training and other programs to increase women's participation in peacebuilding within communities; more robust systems for disaggregated data collection; greater coordination between and among implementing agencies for more efficient knowledge and information sharing; increased partnerships and collaboration with civil society; enforcement of, and alignment with other policies responding to situations of armed conflict, internal displacement, small arms proliferation, and disaster risk reduction and management (OPAPP, 2016).

NAPWPS 2017-2022

A third iteration of the NAP, covering 2017-2022, was developed by the Technical Working Group in collaboration with implementing agencies and civil society groups. It includes new features and uses a broader framework in addressing the situation of women in armed conflict, particularly focusing on women's roles and contributions to peacebuilding while also highlighting women's agency as leaders and participants in peace processes. It also seeks to continue best practices, including women's meaningful participation in formal peace negotiations and other informal spaces (PeaceWomen, nd).

The 2017-2022 NAP integrates principles arising from the 2015 UN report, Preventing Conflict, Transforming Justice, Securing Peace: A Global Study on the Implementation of UNSCR 1325 (UNWomen, 2015a). It also incorporates CEDAW General Recommendation 30 (UNWomen, 2015b) on women in conflict prevention, conflict, and post-conflict situations, guaranteeing women's human rights before, during, and after various contexts of conflict. As such, this version considers "international and internal armed conflict, foreign occupation, other forms of occupation, post-conflict phase, as well as low intensity civil and political strife, states of emergency, terrorism, and responses to terrorism, statelessness, and internal displacement (UNWomen, 2015b). Moreover, it also reflects the WPS issues highlighted in the Beijing Platform for Action +20 Review, including control of arms, women's participation in conflict resolution, and their roles in decision-making and as leaders of peace movements.

Aside from these new features, this version is aligned with the 2017-2022 Philippine Development Plan, which explicitly states that the "Implementation of the UNSCR 1325 and NAPWPS needs to be continued to ensure that women are further enabled and empowered to expand their role in conflict situations (NEDA, nd)." Moreover, it serves as the operationalization of the mainstreaming of gender perspectives in the Duterte Administration's Six-Point Peace and Development Agenda, which acknowledges the "necessity of...integrating gender in the peace process, including in the implementation of the NAPWPS (OPAPP, 2016)."

**Key Principles Relevant to NAP 2017-2022 from 2015 Global Study on the
Implementation of UNSCR 1325**

- Prevention of conflict must be the priority, not the use of force.
- Resolution 1325 is a human rights mandate.
- Women's participation is key to sustainable peace.
- Perpetrators must be held accountable and justice must be transformative.
- Localization of approaches and inclusive and participatory processes are crucial to the success of national and international peace efforts.
- Supporting women peacebuilders and respecting their autonomy is one important way to counter extremism.
- All key actors must play their role.
- The persistent failure to adequately finance the women, peace and security agenda must be addressed.

Source: ASEAN, 2022

Implementing Strategy

According to the 2016 OPAPP Report (OPAPP, 2016), the government takes a two-tiered implementation strategy for the NAPWPS. At the national level, implementation is overseen by the NSCWPS. Created in 2010 by then President Gloria Macapagal Arroyo through Executive Order 865, it is chaired by OPAPP and co-chaired by PCW. Its membership is composed of

the Secretaries of the following national government agencies:

- Department of National Defense (DND)
- Department of Social Welfare and Development (DSWD)
- Department of Justice (DOJ)
- Department of Interior and Local Government (DILG)
- Department of Foreign Affairs (DFA)
- National Commission on Indigenous Peoples (NCIP)
- Office on Muslim Affairs

The NSCWPS is responsible for updating or revising the NAPWPS as necessary, providing overall policy direction, and managing, coordinating, monitoring, evaluating, and reporting on the implementation of the NAPWPS. It is also mandated to tap domestic and international donor agencies and non-government organizations for technical assistance and financial support to facilitate implementation (Official Gazette of the Philippines, 2010). This work is executed by a TWG within the committee composed of the GAD focal persons from each member agency.

National implementation is also fulfilled by PAMANA—implementing agencies in seven conflict zone clusters defined in relation to conflict lines along the Communist and Moro fronts. Development projects are implemented as a strategy for peacebuilding in the following areas. These PAMANA programs support different peace tables the government is engaged with—the Moro Islamic Liberation Front (MILF), Moro National Liberation Front, Communist Party of the Philippines-New People's Army-National Democratic Front (CPP-NPA-NDF), Cordillera Bodong Administration-Cordillera People's Liberation Army, and Rebolusyonaryong Partidong Manggagawang Pilipino-Revolutionary Proletariat Army-Alex Bongcayao Brigade-Tabara-Paduan Group (RPMP-RPA-ABB-TPG) (OPAPP, 2016).

| PAMANA Conflict Cluster | | |
|--|---|--|
| LUZON (1) Cordillera Administrative Region; (2) Bicol-Quezon-Mindoro. | VISAYAS (1) Negros-Panay; (2) Samar-Leyte. | MINDANAO (1) Zamboanga Sibugay-Basilan-Sulu-Tawi Tawi (2) Bukidnon-Lanao del Norte-Lanao del Sur- Maguindanao-Sarangani-South Cotabato; (3) Davao-Compostela Valley-CARAGA. |
| Source: OPAPP, 2016. | | |

Implementation is coordinated among PAMANA implementing agencies—DILG, DSWD, NCIP, who are also members of the NSCWPs, plus the Commission on Higher Education (CHED), Department of Agriculture (DA), Department of Agrarian Reform (DAR), Department of Health (DOH), Department of Environment and Natural Resources, Department of Energy, DA-Bureau of Fisheries and Aquatic Resources, National Irrigation Administration, National Electric Administration (NEA), PhilHealth Insurance Corporation (PHIC), the Autonomous Region of Muslim Mindanao (ARMM), the AFP and the PNP.

At the local level, the NAPWPS is implemented through local government units of PAMANA and closure areas.

Financing the NAPWPS



Financing the NAPWPS is mandated by *Republic Act 7845 or the General Appropriations Act (GAA) of 1995*, which requires all government institutions to appropriate at least 5% of their budget for GAD. This commitment is reiterated in *Section 7 of Executive Order 865*, creating the NSCWPS, which states that "additional necessary funds for the implementation of the provisions herein may be taken by government agencies from their GAD budget as provided by the provisions of the GAA" (Official Gazette of the Philippines, 2010). Additionally, *Republic Act 7192, or the Women in Nation Building Act*, ensures that a "substantial portion of official development assistance funds received from foreign governments and multilateral agencies and organizations shall be set aside and utilized by the agencies concerned to support programs and activities for women." In 2014, a Joint Memorandum Circular

(2014-01) between the Office of the Presidential Adviser on the Peace Process (OPAPP) and the PCW required all members of the NSCWPS as well as PAMANA implementing partners/agencies to integrate WPS programs, activities, and projects into their Annual GAD Plans and Budgets, and to include these in their Annual GAD reports (League of Cities of the Philippines, 2014).

Chapter 4: Gaps and Challenges in the Implementation of the Philippine National Action Plan on Women, Peace, and Security (NAPWPS)

Chapter Overview:

This chapter highlights the gaps and challenges in the implementation of the Philippine National Action Plan on Women, Peace, and Security (NAPWPS), which includes the inadequate budget, limited mainstreaming of a gender perspective in conflict resolution and peacebuilding, failure to address root causes of conflict and systemic barriers to gender equality, and persistent cultural and societal norms that perpetuate gender-based violence and discrimination, among others.

Key Messages and Learning Points

- There is often a lack of political commitment to fully implement the NAP on Women, Peace, and Security, which results in insufficient budget allocation for its programs and initiatives.
- Women's participation in peace processes is limited, which hampers the achievement of gender equality and the effective implementation of the NAP.
- Resources for capacity building and training for government officials, CSOs, and other relevant stakeholders are often limited, hindering NAP's effective implementation.
- Lack of effective coordination and collaboration among key agencies hamper the NAP's implementation.
- Monitoring and evaluation mechanisms for NAP implemented are limited.
- There are often gaps in data collection and analysis that restrict the ability to implement the NAP and assess its impact effectively.
- Women human rights defenders and peace advocates face numerous risks, including violence and intimidation, constraining their ability to participate in peace processes and advocate for their rights effectively.
- Mainstreaming of a gender perspective remains a challenge.
- The lack of addressing the root causes of conflict and systemic barriers to gender equality shackles NAP's implementation and achievement of its objectives.

Challenges in its implementation

OPAPP notes a need for a broader analysis of the armed conflict that explores its links with governance and development and highlights a holistic approach that addresses its impact on women. Additionally, its 2016 report recommends further institutionalizing the NAPWPS within partner agencies and creating policies and

specific programs and services to better address the gender dimensions of conflict and peace. Alongside this institutionalization is the need for continuous and progressive capacity building of NAP implementing agencies. Data collection and information-sharing, including good practices and lessons learned, should also be improved. Monitoring and evaluation mechanisms must be further systematized to enable a more accurate way of measuring progress towards implementing the NAPWPS (OPAPP, 2016).

Similarly, the ASEAN Regional Study on Women, Peace, and Security notes that the promotion of the WPS agenda has slowed during the Duterte administration (ASEAN, 2021). The new administration should revitalize work towards promoting the WPS agenda, considering approaches that are well beyond the opportunities provided by the NAPWPS. A sustained, if not strengthened, collaboration and cooperation with civil society actors is also needed, particularly in changing social and cultural norms that hinder the active and meaningful involvement of women in conflict resolution and peacebuilding.

The Generation Peace Network (GenPeace) also notes several areas to focus on in implementing the NAPWPS 2017-2022. It notes the absence of a localization policy and technical support on NAPWPS as a barrier to its adoption at local levels. It also notes the lack of gender and social inclusion considerations in national-level policies on peace and security that could have otherwise effectively facilitated its localization. The report also found that effective implementation of the NAPWPS is hampered by “siloe approaches to local development planning,” where peace order and public safety plans and GAD plans fall short of building linkages between gender inequalities caused by armed conflict and strategic local development issues. This is compounded by inconsistencies in GAD plans across all priority areas of the NAP from 2017-2022 (GenPeace, 2022).

There is also a need to consider linkages between poverty incidence and vulnerability to recruitment by armed groups, as well as a more holistic and consistent approach to women, peace, and security programming to include access to livelihoods, psychosocial support and services, gender-based violence prevention, disaster preparedness and response, and leadership training, among others (GenPeace, 2022).

Another critical challenge is the lack of political will and inadequate budget allocation. There is often a lack of political commitment to fully implement the NAP on Women, Peace, and Security, which results in insufficient budget allocation for its programs and initiatives. This is a major challenge, as the NAP requires resources to effectively address the gaps and challenges in promoting women's participation in peace processes, protection from violence, and improving their rights in conflict-affected areas (UN Women, 2020).

Although many women's organizations are working in the areas of peace and security, there is still limited participation and engagement of women in peace processes. Women's participation in peace processes is limited, which hinders the achievement of gender equality and the effective implementation of the NAP. According to a study by the Asia Pacific Centre for the Responsibility to Protect (APCR2P), women's limited participation in peace negotiations, disarmament, demobilization, and reintegration programs results in the absence of gender perspectives in peace agreements and peacebuilding processes (APCR2P, 2019).

There is also a lack of capacity building and training for government officials and CSOs. Implementing the NAP requires capacity building and training for government officials, CSOs, and other relevant stakeholders. However, these resources are often limited, which impedes the effective implementation of the NAP (UN Women, 2020).

Implementing the NAP requires coordination and collaboration among relevant government agencies, including the DFA, the DND, the DILG, among others. However, the lack of effective coordination and collaboration among these agencies hampers the NAP's implementation (APCR2P, 2019). Monitoring and evaluation mechanisms for NAP implementation are also limited, which restrains the ability to assess progress and make necessary adjustments to improve its effectiveness (UN Women, 2020). There is also inadequate data collection, analysis, and use for informed decision-making. Data collection, analysis, and use are critical to informed decision-making in the implementation of the NAP. However, there are often gaps in data collection and analysis, impeding the ability to effectively implement the NAP and assess its impact (APCR2P, 2019).

One crucial gap is the insufficient protection measures for women human rights defenders and peace advocates. Women human rights defenders and peace advocates face numerous risks, including violence and intimidation, which restricts their ability to effectively participate in peace processes and advocate for their rights. The NAP on Women, Peace, and Security must include measures to protect these women from harm (UN Women, 2020). There is also a limited mainstreaming of a gender perspective in conflict prevention, resolution, and peacebuilding efforts. The NAP on Women, Peace, and Security aims to mainstream a gender perspective in conflict prevention, resolution, and peacebuilding efforts. However, the limited mainstreaming of a gender perspective remains a challenge, which withholds the NAP's implementation and the promotion of gender equality (APCR2P, 2019).

Finally, the NAP on Women, Peace, and Security must address the root causes of conflict and systemic barriers to gender equality to effectively promote women's rights and participation in peace processes. However, the lack of addressing these root causes remains a challenge, hindering the NAP's implementation and the achievement of its objectives (UN Women, 2020).

Chapter 5: Gains and Opportunities in Women, Peace, and Security in the Philippine Context

Chapter Overview:

This chapter discusses the accomplishments in the realm of Women, Peace, and Security since the launch of the NAPWPS in 2010. It outlines how it has been institutionalized and its alignment with critical policies and priorities of the Philippine government. It also describes achievements reached through extensive collaboration and cooperation between civil society and government, including initial steps towards a broader and more holistic approach to peace and security.

Key Messages and Learning Points

- The WPS agenda has been institutionalized through the TWG on NAPWPS and has been mainstreamed into the GAD framework of national agencies and local governments.
- Several programs, activities, and projects of various national government agencies and local government units have been implemented to respond to WPS concerns, particularly in PAMANA conflict zones.
- The NAPWPS has been instrumental in increasing the number of women engaged in negotiations not only as panel members but as members of various technical working groups and commissions drafting documents concerning the peace processes. This was especially significant in the peace talks between the government and the MILF where three of the technical working groups were chaired by women.
- Participatory and collaborative initiatives between the government and CSOs and non-governmental organizations (NGOs) on women's rights and peace resulted in various gains, including the localization of the NAP into local government and barangay level policy, increased awareness of women's rights and WPS in the security sector, a growing acceptance of women's decision-making and leadership capacities in peacebuilding, and collaboration with the media on gender-sensitive reportage.

Institutionalization and Alignment with Key Policies and Priorities

There have been significant gains since the adoption of the NAPs. OPAPP notes that since the adoption of the original draft, the WPS agenda has been institutionalized

through the TWG on NAPWPS. The TWG has also since expanded to include PAMANA implementing agencies. This expansion was instrumental in mainstreaming the NAPWPS agenda into the GAD framework of local governments, as well as in its localization in different LGUs, including in what was then the Autonomous Region of Muslim Mindanao (Ibid).

Furthermore, the NAPs align with the priorities of both the Philippine Development Plan and the Women's Empowerment Development and Gender Equality Plan. This alignment has allowed for the mainstreaming of the WPS programs, activities, and projects into annual GAD Plans and Budgets and is a requirement for GAD Accomplishment Reports. Key implementing agencies, national government agencies, and local government units, including the Regional Commission on Bangsamoro Women, have also received capacity building and technical support to efficiently integrate the NAP into GAD, particularly in the ARMM. OPAPP also notes that the NAPs

have been instrumental in providing baseline evidence to further policy advocacy and developing and strengthening specific NAPWPS programs, activities, and projects (Ibid).

Programs, projects, and activities: a convergence between government and civil society efforts

Several programs, activities, and projects of various national government agencies and local government units have been implemented to respond to WPS concerns, particularly in PAMANA conflict zones. These include several protection and prevention

measures such as women-friendly spaces in evacuation centers, training of security personnel to respond to gender-based violence in internally displaced people's (IDP) camps, creation of culturally sensitive guidelines and modules to respond to concerns of IDP women and girls, and provision of minimum initial service package on reproductive health in humanitarian contexts (OPAPP, 2016).

Women in Formal Peace Processes

Panel Members of the Peace Talks between the Government of the Philippines and Moro Islamic Liberation Front

- Emily Marohombas (2000-2003)
- Irene Santiago (2001-2004)
- Grace Rebollos (2008-2010)
- Miriam Coronel-Ferrer (2010-?), Chair of GPH Panel
- Yasmin Busran-Lao (2012-?)
- Leah Armamento (2007-2008), alternate member
- Zenonida Brosas (2013-?), alternate member

Members of the Bangsamoro Transition Commission

- Atty. Raisa Jajure
- Froilyn Mendoza
- Fatmawati Salapudin
- Johaira Yahab

Members of Technical Working Group for the Framework Agreement on the Bangsamoro

- Zenonida Brosas, Chair TWG on Normalization
- Lourdes Lim, Chair, TWG on Revenue Generation and Wealth Sharing
- Yasmin Busran-Lao, Chair TWG on Transitional Arrangements and Modalities

Panel Members of Peace Talks between the Government of Philippines and the CPP-NPA-NDF

- Alice Villadolid (1987)
- Zenaida Pawid (1993-1998)
- Ana Theresia Montiveros-Baraquel (1998-2004)
- Anabel Abaya (2004-2010)
- Paulyn Sicam (2005-2010)
- Jurgette Honculada (2010-2014)
- Maria Lourdes Tison (2010-2014)

Source: OPAPP, n.d.

While women have been included in formal peace processes between the government, the MILF, and the CPP-NPA-NDF even before the adoption of the NAP, the recent years after its launch saw increasing numbers of women engaged in negotiations not only as panel members but as members of various technical working groups and commissions drafting documents about the peace processes. This was especially significant in the peace talks between the government and the MILF where three of the technical working groups were chaired by women.

Participatory and collaborative initiatives between the government, CSOs, and NGOs on women's rights and peace resulted in the localization of the NAP into local government and barangay-level policy. This enabled better coordination and cooperation among local and national stakeholders. The localization process also allowed local actors to examine the applicability and use of the NAP in addressing peace and security issues in their areas, particularly in enhancing women's participation in decision-making and preventing sexual violence (WeAct 1325, 2012).

Several dialogues between CSOs and the security sector have also been conducted to raise awareness about the women, peace, and security agenda, particularly emphasizing the sector's critical role in its full implementation. Dialogues also addressed issues of discriminatory policies against women in the sector and provided avenues for increased collaboration with women's rights and peace advocacy groups to increase awareness, appreciation, and capacity on women, peace, and security issues. This included training on gender peace and security for police for effective implementation, as well as for members of the armed forces to be deployed as peacekeepers.

Civil society efforts also supported peace negotiators towards gender response peace agreements. This included consultations aimed at engaging women peace advocates, including women who were part of formal peace processes, to review the participation of women and advance the WPS agenda in the process. As noted above, the result was a growing acceptance of women's decision-making and leadership capacities in peacebuilding, evident in the inclusion of women in various aspects and levels of the peace process, including in the negotiating panels of both parties. Gender language was also adopted into the Framework Agreement on the Bangsamoro and in its implementing legislation, the Bangsamoro Organic Law.

Various media actors were engaged in training on gender-sensitive reportage on conflict-related issues. Finally, there have been continued initiatives to engage and ensure the participation of community women with the aim of promoting cooperation among strategic players from women's groups, peace movements, and increasing women's capacity in advocacy and leadership.

Launching of the BARMM Regional Action Plan on Women, Peace, and Security

Another breakthrough gain and opportunity is the launching of the Bangsamoro Autonomous Region of Muslim Mindanao (BARMM) Regional Action Plan on Women, Peace, and Security 2020-2022 which has the following pillars: (1) ensuring that the Bangsamoro women and their communities will be protected from violence and abuses, (2) providing a blazing environment for women and enhancing their political participation, especially in policy and decision-making, (3) ensuring that implementation experience of RAPWPS is documented and shared and that accountability in the implementation is executed. (BIO, 2020).

In preparation for its second phase, the Bangsamoro Women Commission staff underwent a Monitoring, Evaluation, Accountability, and Learning (MEAL) workshop last March 2022 to build consensus on the results framework and indicators, assessment/evaluation, and learning activities, including feedback mechanisms. They also developed a MEAL work plan and system for the RAP-WPS 2020-2022 and enhanced this system for the next cycle of the RAP-WPS 2023-2028.

Significant Contributions of Civil Society Organizations in Pushing for the Women, Peace, and Security Agenda

Civil society organizations (CSOs) and women's organizations in the Philippines have made significant Civil society organizations (CSOs) and women's organizations in the Philippines have made significant contributions to the implementation of the Women, Peace, and Security (WPS) agenda through various initiatives and advocacy efforts. Some examples include:

- **Advocating for women's participation in peace processes and decision-making:** CSOs and women's organizations have advocated for the meaningful participation of women in peace processes and peace building initiatives, including the negotiation of peace agreements and the development of policies related to WPS. For example, the Women Engaged in Action on 1325 (WeAct 1325) network has been instrumental in advocating for the inclusion of women's voices in peace processes in the Philippines. WeAct1325 advocates for the full implementation of. UNSCR 1325, including the development of a National Action Plan on Women, Peace, and Security. The Philippine Council for Islam and Democracy (PCID) also launched advocacy campaigns to raise awareness about the importance of women's participation in peace processes and to highlight the role of women in promoting peace and security. PCID also actively advocated for the inclusion of women in local peace and security committees, which has led to more women participating in decision-making processes.
- **Promoting gender sensitivity and women's rights:** CSOs and women's organizations have also worked to promote gender sensitivity and awareness of women's rights in conflict and post-conflict situations and address gender-based

violence. WeAct1325 conducts various training and capacity-building programs for women, particularly those living in conflict-affected areas, to enhance their skills and knowledge in peace building and conflict resolution. This includes training on human rights, gender sensitivity and leadership skills. The Association of Major Religious Superiors in the Philippines (AMRSP) also has implemented programs aimed at promoting gender sensitivity and the role of women in peace building.

- **Supporting women's empowerment and leadership:** CSOs and women's organizations have also worked to empower women and promote their leadership in peacebuilding efforts. For example, Miriam College-Women and Gender Institute (WAGI) provides capacity-building training for women potential candidates in Bangsamoro Region on how to run and win elections, and leadership training for young women in Mindanao, while GABRIELA Women's Party has been working towards the empowerment of women and their full participation in peace processes and decision-making. PCID also conducts training sessions and workshops to enhance the skills and knowledge of women leaders on conflict resolution, negotiation and peace building.

- **Advocating for the rights of indigenous women:** The Moro Women Development and Cultural Center has been advocating for the rights of indigenous women in conflict-affected areas and ensuring their participation in peace processes.

- **Establishing networks towards sustainable peace:** The Mindanao Commission on Women (MCW), WAGI, and PCID initiated the formation of a Women's Peace Table (WPT) which was later changed to Women's Peace Collective (WPC) which focuses on organizing, engaging, and strengthening capacity building for Muslim women groups, young women leaders and professionals and other peace advocates and community leaders. Continuous engagement and capacity building with Aleemat or Women religious leaders in Marawi, Sulu, Maguindanao, Cotabato, Tawi Tawi as human rights defenders, peace builders, educators and community leaders have turned them into first responders who lead in evacuation of communities affected by sporadic bombings and clashes between the military and the rebel and extremist groups as well as in humanitarian work in displaced communities. These groups are now formally organized as NOORUS SALAM, an NGO working for peace.

These are just a few examples of the contributions made by civil society organizations and women's organizations in the Philippines towards implementing the WPS agenda.

Broader and More Inclusive Approaches: Baby Steps and Small Gains

Calls for a broader approach to gender and a more inclusive framework have been met with small gains in the WPS agenda in the Philippines. The ASEAN SOGIE Caucus notes that while the institutionalization of peace mechanisms aggravated the

insecurity of Lesbian, Gay, Bisexual, Trans and gender diverse, Intersex, Queer, and Questioning (LGBTIQ+) and gender-diverse people, some wins can be accounted for. For example, the Universal Periodic Review joint submission of CSOs on the situation of Lesbian, Gay, Bisexual, Transgender, Intersex, and Queer persons in the Philippines notes two resolutions by the Bangsamoro Parliament that condemn human rights violations against LGBTIQ+ people in Mindanao. Resolution 176 calls on the Bangsamoro Transition Authority to promote adherence to the UN Human Rights Council Resolution providing protection against violence and discrimination based on sexual orientation and gender identity. This resolution was adopted in response to the public shaming of six allegedly lesbian women. While the resolution condemned the act, it did not include any specific measure to address violence against LGBTIQ+ people (Bangsamoro Parliament, 2021).

Resolution 170, "Resolution condemning the violence, discrimination, and murder committed against reportedly some members of the lesbian, gay, bisexual, transgender, and queer (LGBTQ++) community in the Municipality of Datu Piang, Maguindanao last September 18 and 19, 2021. This resolution expressed condemnation of the incident and called on the Bangsamoro government to "implement concrete measures to protect the rights of every person, including members of the LGBTQ++ community in all areas and spaces of the Bangsamoro" (Bangsamoro Parliament, 2021).

There is also increasing recognition of the role of men and boys in taking the WPS agenda forward. The Philippine GEWE Plan 2019-2025 includes among its key strategies on women, peace, and security the mobilization of support of "progressive men to be part of the action in support of WPS overall, and in addressing gender-based violence in armed conflict and vulnerable areas" (PCW, 2019).

The success of the Philippines in taking the women, peace, and security agenda forward can be attributed to several factors. The ASEAN Regional Study on Women, Peace, and Security notes that the existence of robust legal frameworks and policies supporting women's rights, gender equality, and a culture of peace have facilitated the institutionalization of the WPS agenda. This was made possible only by a strong history of political collaboration between the government and a vibrant civil society. The country's experience of prolonged conflict and peace processes that have been primarily monitored and influenced by women's rights and peace advocates have also been driving forces for the advancement of the WPS agenda.

Chapter 6: From WPS to Gender, Peace, and Security: Towards a Holistic and Inclusive Approach

Chapter Overview:

Chapter 6 explores how and why there is an ever-growing need for a more holistic and inclusive approach to peace and security. It highlights how the WPS agenda, particularly in its early beginnings, has represented women as victims of sexual violence in armed conflict, undermining their capacity as political actors and peacebuilders and obscuring the experiences, agency, roles, and vulnerabilities of other marginalized groups. The chapter focuses on the intersectionality of gender and disability, gender-based violence against men, and the need to include people of diverse sexual orientations and gender identities. The chapter also discusses intersectionality as an approach to gender, peace, and security and explores the potential positive impact of transformative masculinities.

Key Messages and Learning Points

- Women and girls with disabilities or disabled women and girls remain disproportionately vulnerable in times of conflict and are grossly under-represented in most post-conflict processes.
- Gender-based and sexual violence affect “women, girls, non-binary people, and men and boys who are rendered vulnerable by social norms and other factors” (Daigle & Myrntinen, 2018). However, the WPS Agenda’s binary approach to gender “has eclipsed and bracketed the complex forms of gender-based harm against men, queer, and transgender persons (Di Eugenio, 2019).”
- Men and boys have been largely portrayed as perpetrators of violence or secondary victims within the WPS agenda, but according to a 2018 UN Report, “men and boys also suffered from conflict-related violence. Incidents included rape, gang rape, forced nudity, and other forms of inhumane and degrading treatment.”
- Non-binary people and people of diverse sexual orientation and gender identity and expression (SOGIE) are vulnerable to violence in an armed conflict committed by a range of armed and civilian actors from the military and police, rebel factions, as well as non-combatants and civilians, including their family (Daigle & Myrntinen, 2018), and while the UN policies acknowledge the differentiated impacts of violence based on SOGIE, existing and current frameworks have failed to take into account its scope.

- According to UNWomen, an intersectional lens is necessary “to reach the furthest behind first.” It is imperative if substantive equality through inclusive and responsive policy-making and service delivery, particularly in conflict and post-conflict situations, is to be achieved.
- Leveraging on transformative masculinity can potentially bring the gender, peace, and security agenda to new heights. It is essential to engage with men’s interests and include them as part of the solution to the myriad of gender, peace, and security issues.

Remarkable milestones have been reached since UNSCR 1325 was adopted in 2000. Certainly, work towards the advancement of the WPS agenda has created significant strides, and many have been achieved in the last two decades not only in recognizing the disproportionate impacts of armed conflict on women and girls but also in recognizing the massive impact of the inclusion of women and girls in all aspects of conflict resolution, peacekeeping, and peacebuilding. Alongside these achievements have been further calls for broader perspectives and a more inclusive and intersectional approach to peace and security.

Calls for such an approach can be attributed to how the WPS Agenda, particularly in its early beginnings, has been framed in a way that presents women as victims of sexual violence and armed conflict. This, in turn, has undermined women’s capacity as political actors and peacebuilders and obscured the experiences, agency, roles, and vulnerabilities of other marginalized groups. As such, the early framing of the WPS agenda has reduced women to “an essentialist, homogenous group (Di Eugenio, 2019).”

Gender and Disability: Intersectional Discrimination

Gender and Disability: A case of multiple forms of discrimination

According to General Comment No. 6 (2018) on Equality and Non-Discrimination: Committee on the Rights of Persons with Disabilities:

“Intersectional discrimination” occurs when a person with a disability or associated to disability suffers discrimination of any form based on disability, combined with color, sex, language, religion, ethnic, gender, or other status. Intersectional discrimination can appear as direct or indirect discrimination, denial of reasonable accommodation, or harassment. For example, while denial of access to general health-related information due to inaccessible format affects all persons based on disability, the denial to a blind woman of access to family planning services restricts her rights based on the intersection of her gender and disability... State parties must address multiple and intersectional discrimination against persons with disabilities.”

Source: Intersectionality Resource Guide and Toolkit: A Intersectional Approach to Leave No One Behind

For example, there has been little focus on the convergence of gender and disability during armed conflict. Women and girls with disabilities or disabled women and girls remain disproportionately vulnerable in times of conflict and are grossly under-represented in most post-conflict processes. There is also a dearth of data about them. As noted by a report by the School of Public Policy and Global Affairs at the University of British Columbia, the 2015 Global Study on the Implementation of UNSCR

1325, disability is addressed primarily on the role of women in caring for those disabled in conflict, rather than “the rights to access, capacity, and agency to be empowered” of women and girls with disabilities. Moreover, the report also notes that most discourses related to disability “thus ignore women disabled by war, women with disabilities who are responsible for caring for others, and cultural differences in response to disability (United Nations, 2015).”

Gender-based and sexual violence exist on a continuum that traverses conflict and peace times, affecting “women, girls, non-binary people and men and boys who are rendered vulnerable by social norms and other factors” (Daigle & Myrntinen, 2018). However, the WPS Agenda’s binary approach to gender “has eclipsed and bracketed the complex forms of gender-based harm against men, queer, and transgender persons (Di Eugenio, 2019).”

Conflict-Related Gender-Based Violence Against Men

A broader framework also needs to explore conflict-related gender-based violence against men and boys. This necessarily entails challenging dominant forms of masculinities that perpetuate patriarchal beliefs and attitudes. It means challenging deeply entrenched roles, behaviors, attitudes, and attributes associated with maleness and interrogating their personal, interpersonal, institutional, and ideological manifestations. This is important to ensure that the peace and security agenda does not reinforce harmful social norms and render invisible specific gendered experiences of men and boys.

For example, men and boys have been largely portrayed as perpetrators of violence or secondary victims within the WPS agenda. In many cases, the experiences of men and boys are reported and framed as torture, and while they may be considered as such, it obscures the gendered nature of these violations and renders the gendered experiences of men and boys invisible.

The 2018 Report of the UN Secretary-General on Conflict-Related Sexual Violence notes that “men and boys also suffered from conflict-related violence. Incidents included rape, gang rape, forced nudity and other forms of inhumane and degrading treatment” (UN, 2018). Additionally, survivors face reporting barriers because of “stigma relating to perceived emasculation, as well as particular physical and psychological consequences” (Ibid.). The report further notes that in many contexts, there are no legal provisions on the rape of men, and survivors often face repercussions for illegal adult consensual same-sex conduct. This creates fear of prosecution despite being victims (Ibid.).

SOGIE Inclusion

LGBTQI+ individuals who experience sexual abuse are also negatively affected by such laws and risk severe penalties when they report their experiences (Ibid). The privilege of a binary distinction between men and women does not allow the "automatic inclusion and representation of non-binary people who, until now, remain largely absent from research, policy, and programming" (Di Eugenio, 2019). Non-binary people and people of diverse sexual orientation and gender identity and expression (SOGIE) are vulnerable to violence in an armed conflict committed by a range of armed and civilian actors from the military and police, rebel factions, as well as non-combatants and civilians, including their family (Daigle & Myrtilien, 2018). Many are targeted by homo- and trans-phobic rhetoric entrenched in nationalist, religious, or other extremist propaganda by various actors within a conflict situation. As such, many also suffer from isolation and exclusion in community life. This, coupled with the stress of conflict and displacement, often cause many LGBTQI+ people to suffer from paranoia and other mental health illnesses and resort to substance abuse, self-harm, or suicide.

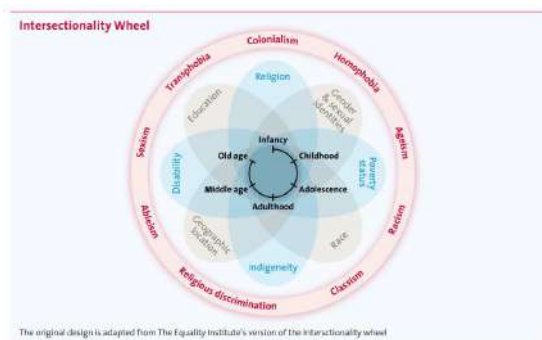
This is affirmed by the independent expert's report on the protection against violence and discrimination based on sexual orientation and gender identity submitted to the Human Rights Council. It examined the experience of LGBTQI+ and gender-diverse people in the context of armed conflict and within peacebuilding and peacekeeping. The report notes that "in times of conflict or when the rule of law is threatened, the intensification of gender roles gives rise to extreme codes of conduct whereby LGBT and gender-diverse persons are expected to 'correct' their 'deviations'" and become "victims of differentiated methodologies and experience specific patterns of violence in connection with their sexual orientation and gender identity (Madrigal-Borloz, 2022)."

The report acknowledges that violence against LGBTQI+ and gender-diverse persons during armed conflict "differs depending on relevant ideologies, types of conflict, stakes, tactical approaches and overall strategies related to armed conflict." It also notes that while UN policies acknowledge the differentiated impacts of violence based on SOGIE, existing and current frameworks have failed to consider its scope. The report posits, "an exclusive focus on conflict-related sexual violence as the paradigmatic form of gender-based violence in the international policy and legal frameworks, as well as the monitoring endeavors that stem from them, might lead to a narrow understanding of the gendered and sexuality dimensions of conflict," and in turn, result in limited responses to address causes, consequences that are detrimental to LGBTQI+ and gender-diverse people (Ibid.).

As such, it calls for a broader definition of gender beyond the binary approach to recognize the identity and rights of non-binary and gender-diverse people. This necessarily entails that policies and legal frameworks acknowledge and take into consideration their profile and needs.

Intersectionality: A Renewed Commitment to Inclusion

Inclusivity within the WPS agenda, including recognizing the need for an intersectional approach—in research, policy, and programming on peace and security, has increasingly been gaining ground. Intersectionality posits that “people’s lives are shaped by their identities, relationships, and social factors” that intersect to create multiple and varying forms of privilege and oppression “depending on a person’s context and existing structures” within that context. Power structures within a given society can be defined by patriarchy, ableism, colonialism, imperialism, homophobia, and racism, among others (UN Women, 2021).



Source: UN Women, 2011

An intersectional approach, therefore, requires examining how identities, relationships, and social factors mutually strengthen or weaken each other (Winker & Degele, 2011) to create hierarchies and systems of discrimination or privilege. According to UN Women, an intersectional lens is necessary “to reach the furthest behind first.” It is imperative if substantive equality through inclusive and responsive policy-making and service delivery, particularly in conflict and post-conflict situations, is to be achieved. Intersectional analysis allows for a better understanding of local contexts, particularly the unique experiences of those who are most affected, in turn making possible more holistic and appropriate measures to address the specific needs of the most marginalized, including women, children, people with disabilities, gender-diverse people, and ethnic minorities, among others. An intersectional approach can enable a better understanding of how hidden structural barriers can exacerbate experiences of a continuum of violence within the context of war (UN Women, 2021).

Transformative Masculinities: Working with Men and Boys

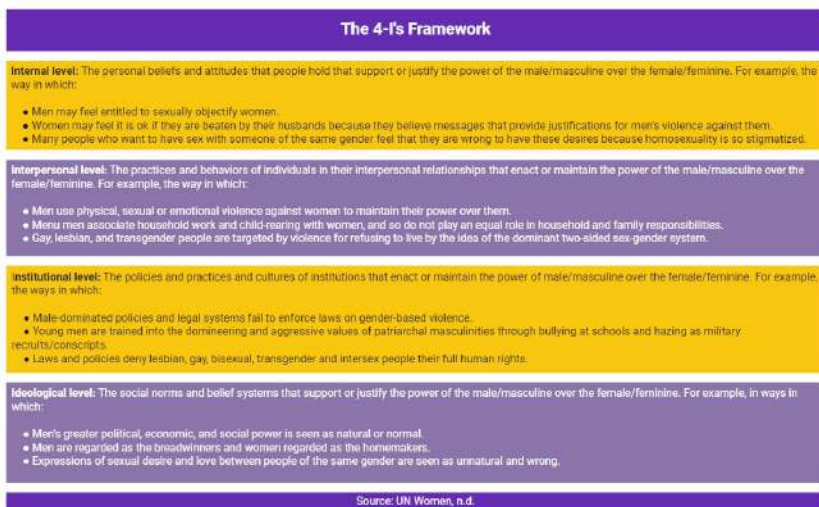
There has been a growing emphasis on the importance of working with men and boys to affect transformative change. This, alongside the recognition that unequal gender and power relations that perpetuate structural forces of patriarchy and harmful practices of masculinities, are among the root causes of gender-based violence and insecurity, including in times of conflict.

Hegemonic or dominant forms of masculinities make heterosexuality compulsory and marginalize practices that do not conform to this norm. They stigmatize working wives or stay-at-home husbands and outlaw homosexual practices and behaviors. Such forms of masculinities regulate relations between women and men and produce strategies, practices, and ideologies that promote dominance over women (Tosh, 2004).

Masculinity is defined as roles, behaviors, attitudes, and attributes associated with maleness. In most cultures, anything considered masculine usually means a greater social status, including greater economic reward and political power. This is most pronounced in the gendered division of labor in many societies where leadership is relegated to men, and authority would most likely have a male face.

This is known as **patriarchal masculinity** or ideas and practices of masculinity that emphasize the superiority of masculinity over femininity and the authority of men over women. Patriarchal masculinity maintains gender inequalities. There are multiple forms of masculinities that differ from culture to culture and have changed throughout history. Multiple masculinities also co-exist in some contexts.

Masculinities are deeply entrenched. The 4-I's framework (UNWomen, n.d.) developed by UN Women is helpful in understanding how masculinities operate at different levels and identifying where we must work towards transforming these practices.



Understanding masculinities means understanding varying notions of power. Power can have many meanings for different people. For patriarchal masculinity, power

means control and domination of men over women and other men in society. This is often referred to as a system of “power over.” In this form of masculinity, control and domination can either be in direct violence or manifest more indirectly through community, cultural, or religious beliefs and practices that put men in a far more superior position than women. In many societies, these practices are so deeply entrenched that it may seem natural that men should be politically, economically, and socially dominant over women and other men in their communities. This way of thinking has resulted in harmful behaviors that negatively affect women and girls and many boys and men (Ibid). According to UN Women, some examples of the negative impact of patriarchal masculinities on men and boys include:

- Boys who are bullied at school because they are seen as weak
- Military recruits who endure violent and humiliating induction rituals into male-dominated military hierarchies
- Men who are seen as feminine because they have sex with other men and/or because of the way they dress and behave
- Men who are raped by other men in prisons and during conflict situations

| Models of Power | Definition | Shifting from patriarchal to transformative masculinity or practices of masculinity that are focused on gender equality, and emphasize values of respect and dignity for people of all gender identities, requires change from and at different levels. This entails a shift from a dominating perspective |
|---|--|---|
| Power Over | Control and domination of men that perpetuates and feeds off social inequalities | |
| Power With | The power that we have when two or more people come together to do something that they could not do alone. It is about our collective power to respond to injustice and make social change. | |
| Power To | The beliefs, energies, and actions that individuals and groups use to create positive change. It occurs when individuals proactively work to ensure that all community members enjoy the full spectrum of human rights and can achieve their full potential. | |
| Source: UN Women, Self Learning Booklet: Understanding Masculinity and Violence Against Women and Girls | | |

that seeks to have “power over” towards a more equitable understanding of power. UN Women notes the need to “build on other models of power, including the ‘power to’ challenge injustice and inequalities, and ‘power with’ others” to affect social change (Ibid).

Transformative masculinity seeks a more equitable and balanced distribution of power in all aspects of life. It is crucial in challenging social norms and practices, particularly in relation to decision-making, parenting and care work, sexual and reproductive health and rights, and gender-based violence. It has the potential to enhance women’s economic empowerment and women’s leadership during conflict and post-conflict situations—all important pillars of the GPS agenda.

Leveraging on transformative masculinity can have the potential to bring the gender, peace, and security agenda to new heights. It is thus important to engage with men's interests and include them as part of the solution to the myriad of gender, peace, and security issues. This includes not only holding men and male-dominated institutions accountable for harmful practices but also addressing men's vulnerabilities and recognizing that not all men are equal. They must also work in solidarity with women-led initiatives to end gender-based violence. Equally important is the creation and deployment of optimistic messaging that emphasizes equity and dignity for all and the provision of safe spaces for reflection and continued learning. Working with men and boys to transform masculinities can have a greater impact on social justice, especially in ensuring the human rights and dignity of all persons, including those of different genders.

References

- 26th ASEAN Regional Forum. (n.d.). JOINT STATEMENT ON PROMOTING THE WOMEN, PEACE, AND SECURITY AGENDA AT THE ASEAN REGIONAL FORUM. Retrieved from https://aseanregionalforum.asean.org/wp-content/uploads/2019/08/ARF-WPS-Statement_FINAL-00000002.pdf.
- Asia Pacific Centre for Responsibility to Protect (APCR2P). (2019). (rep.). *Women, Peace, and Security in the Philippines: Progress and Challenges*. Retrieved from <https://www.responsibilitytoprotect.org/2019/07/women-peace>.
- Association of South East Asian Nations (ASEAN). (2020). (rep.). *Plan of Action to Implement the Joint Declaration on Comprehensive Partnership between ASEAN and the United Nations (2021-2025)*. Retrieved from <https://asean.org/wp-content/uploads/2021/09/ASEAN-UN-POA-2021-2025-final.pdf>.
- Association of South East Asian Nations (ASEAN). (2022). (rep.). *ASEAN Regional Plan of Action on Women, Peace, and Security*. Retrieved from https://wps.asean.org/wp-content/uploads/2022/12/FINAL-ASEAN-Regional-Plan-of-Action-on-Women-Peace-and-Security_reduced.pdf.
- Association of South East Asian Nations (ASEAN). (2022). ASEAN develops Regional Plan of Action to advance Women, Peace, and Security agenda. Retrieved from <https://asean.org/asean-develops-regional-plan-of-action-to-advance-women-peace-and-security-agenda/#:~:text=The%20development%20of%20the%20ASEAN,ASEAN%20Summit%20in%20November%202022>.
- Bangsamoro Information Office (BIO) (2020 Oct 31). "BWC launches Bangsamoro Regional Action Plan on Women, Peace, and Security" in BARMM Website <https://bangsamoro.gov.ph/news/latest-news/bwc-launches-bangsamoro-regional-action-plan-on-women-peace-and-security/>
- Bangsamoro Parliament - Bangsamoro Autonomous Region of Muslim Mindanao (BARMM). (2021). *Resolution No. 176 - Resolution Condemning the Public Shaming of the Six (6) Young Women Whose Heads Were Shaved in Public View in the Province of Maguindanao*. Retrieved from <https://parliament.bangsamoro.gov.ph/wp-content/uploads/2022/03/AR-176-Condemning-the-Public-Shaming-of-the-Six-Young-Women.pdf>.
- Bangsamoro Parliament - Bangsamoro Autonomous Region of Muslim Mindanao (BARMM). (2021). *Resolution No. 170 - Resolution Condemning the Violence, Discrimination and Murder Committed Against Reportedly Some Members of Lesbian, Gay, Bisexual, Transgender, Queer (LGBTQ++) Community in the Municipal of Datu Piang, Maguindanao Last September 18 and*

- 19, 2021. Retrieved from <https://parliament.bangsamoro.gov.ph/wp-content/uploads/2022/03/AR-170-Members-of-Lesbian-Gay-Bisexual-Transgender-Queer-LGBTQ.pdf>.
- Castro, L. & Nario-Galace, J. (2010). *Peace Education: A Pathway to a Culture of Peace*. Quezon City, Philippines: Miriam College–Center for Peace Education
- Cheung, J., Gürsel, D., Kirchner, MJ & Scheyer, V. (2021). *Practicing Feminist Foreign Policy in the Everyday: A Toolkit*. Berlin, Germany: Internationale Frauenliga für Frieden und Freiheit Deutschland
- Daigle, M. & Myrntinen, H. (2018). Bringing diverse sexual orientation and gender identity (SOGI) into peacebuilding policy and practice, *Gender and Development*, vol. 26, no. 1, pp. 103-120. Retrieved from <https://doi.org/10.1080/13552074.2018.1429091>.
- Di Eugenio, A. (2019). 1325+20=? Mapping the development of the Women, Peace, and Security agenda. An overview of the historical events leading up to the development and establishment of the Women, Peace, and Security (WPS) agenda, and of new directions. British Columbia, CA: School of Public Policy and Global Affairs, University of British Columbia. Retrieved from <https://csiw-ectg.org/wp-content/uploads/2020/05/Mapping-the-Development-of-the-Women-Peace-and-Security-Agenda.pdf>.
- Executive Order 865 on the Creation of a National Steering Committee on Women, Peace, and Security (NSCWPS) to Implement UN Security Council Resolutions 1325 and 1820 and Providing Funds Thereof. Retrieved from: <https://www.officialgazette.gov.ph/2010/03/01/executive-order-no-865-s-2010/>
- Facts and figures - peacewomen.org*. PeaceWomen. (n.d.). Retrieved February 16, 2023, from https://www.peacewomen.org/assets/image/Resources/facts_and_figuresrev1.pdf
- Generation Peace. (2022). *Of Barriers, Blankets and Baskets: Assessing the Implementation of the NAPWPS 2017-2022*.
- Hudson, H. (2005). 'Doing' Security As Though Humans Matter: A Feminist Perspective on Gender and the Politics of Human Security. *Security Dialogue*, 36(2), 155–174. Retrieved from <https://doi.org/10.1177/0967010605054642>.
- Intersectionality explained: Our work*. UN Women Australia. (2022, June 24). Retrieved February 16, 2023, from <https://unwomen.org.au/our-work/focus-area/intersectionality-explained/>
- League of Cities of the Philippines. (2014). *Joint Memorandum Circular No.2014-01: Philippine Commission on Women and Department of the Interior and Local Government*. League of Cities of the Philippines. Retrieved from https://lcp.org.ph/UserFiles/League_of_Cities/file/DILG-PCW_JC_2014-01.pdf.
- Madrigal-Borloz, V. (2022). Protection against violence and discrimination based on sexual orientation and gender identity. Report of the Independent expert on protection against violence and discrimination based on sexual orientation and gender identity to the United Nations Human Rights Council, Geneva. Retrieved from https://www.ohchr.org/sites/default/files/Report_Work_Plan_2021_2023.pdf.
- Manchanda, Rita (ed.) (2001). *Women, War and Peace in South Asia*. New Delhi: Sage Publications India Pvt.
- McKay, S. (2004). *Women, Human Security and Peace Building: A Feminist Analysis in Conflict and Human Security: A Search for New Approaches of Peace Building*, IPSHU English Research Report Series No. 19. Retrieved from https://www.peacewomen.org/sites/default/files/wps_womenhuman_security_and_peace-building.2007_0.pdf.
- National Economic and Development Authority (NEDA). (2011). (rep.). *Philippine Development Plan 2011-2016*. Pasig. Retrieved from <https://nro3.neda.gov.ph/wp-content/uploads/2013/10/Philippine-Development-Plan-2011-2016.pdf>
- National Economic Development Agency (NEDA). (n.d.). *Chapter 17 Attaining Just and Lasting Peace*. Retrieved from <http://pdp.neda.gov.ph/wp-content/uploads/2017/01/Chapter-17->

[Prepublication-1.pdf](#).

Office of the Presidential Adviser on the Peace Process Philippines. (2009). *National Action Plan on Women, Peace, and Security 2010-2016*. Pasig.

Office of the Presidential Adviser on the Peace Process Philippines. (2016). (rep.). *National Action Plan on Women, Peace, and Security 2017-2022*. Pasig. Retrieved from https://gnwp.org/wp-content/uploads/Philippines_20172022NAP.pdf.

Office of the Presidential Adviser on the Peace Process. (2016). Women, Peace, and Security: A Study on the Initiatives to Implement United Nations Security Council Resolution 1325. Retrieved from <http://1325naps.peacewomen.org/wp-content/uploads/2020/12/pdfresizer.com-pdf-resize-2.pdf>.

Official Gazette of the Philippines. (2010). Executive Order 865 on the Creation of a National Steering Committee on Women, Peace, and Security (NSCWPS) to Implement UN Security Council Resolutions 1325 and 1820 and Providing Funds Thereof. Retrieved from <https://www.officialgazette.gov.ph/2010/03/01/executive-order-no-865-s-2010/>.

PeaceWomen. (n.d.). 1325 National Action Plans - Philippines. 1325 National Action Plans. Retrieved January 30, 2023, from <http://1325naps.peacewomen.org/index.php/philippines/>.

Philippine Commission on Women (PCW). (2013). (rep.). *Women's Empowerment, Development and Gender Equality Plan 2013-2016*. Retrieved from <https://pcw.gov.ph/womens-empowerment-development-and-gender-equality-plan-2013%E2%88%922016/>.

Philippine Commission on Women (PCW). (2019). (rep.). *Gender Equality and Women's Empowerment Plan 2019-2025*. Quezon City. Retrieved from <https://pcw.gov.ph/assets/files/2020/05/GEWE-Plan-2019-2025-Results-Matrices.pdf?x12374>.

Philippine Commission on Women (PCW). (2022). Updated Gender Equality and Women's Empowerment Plan 2019-2025.

Rallanza, V. (2013). Grounding the international norm on women, peace, and security: the role of domestic norm entrepreneurs and the challenges ahead. *Femina Politica-Zeitschrift für feministische Politikwissenschaft*, 22(2), pp.67-68. Retrieved from <https://nbn-resolving.org/urn:nbn:de:0168-ssoar-447286>.

Republic of the Philippines. (2009, August 14). *Republic act no. 9710- The Magna Carta of Women*. Official Gazette of the Republic of the Philippines. Retrieved February 16, 2023, from <https://www.officialgazette.gov.ph/2009/08/14/republic-act-no-9710/>.

Republic of the Philippines. (2010, March 1). *Executive order no. 865, S. 2010: GOVPH*. Official Gazette of the Republic of the Philippines. Retrieved January 30, 2023, from <https://www.officialgazette.gov.ph/2010/03/01/executive-order-no-865-s-2010/>.

Scott, J. (1998). Gender: A useful category in historical analysis in *Gender and the Politics of History*, New York: Columbia University Press, pp. 28-49. Retrieved from <https://www.jstor.org/stable/1864376>

THE RESOLUTIONS. PeaceWomen. (n.d.). Retrieved January 30, 2023, from <http://www.peacewomen.org/why-WPS/solutions/resolutions>.

Truong, T., Weirunga, S. & Chachhi, A. (eds.) (2007). *Engendering Human Security: Feminist Perspectives*. Zed Books.

United Nations-Committee on the Rights of Persons with Disabilities. (2018). *General comment No.6 on equality and non-discrimination*. OHCHR. Retrieved February 16, 2023, from <https://www.ohchr.org/en/documents/general-comments-and-recommendations/general-comment-no6-equality-and-non-discrimination>

United Nations DEPARTMENT OF PEACE OPERATIONS. (n.d.). (rep.). *Gender Equality and Women, Peace, and Security Resource Package*. Retrieved from https://peacekeeping.un.org/sites/default/files/gewps19_respack_v7_eng_digital_4.pdf.

- United Nations. (2015). (rep.). *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325*. Retrieved from [https://www.peacewomen.org/sites/default/files/UNW-GLOBAL-STUDY-1325-2015%20\(1\).pdf](https://www.peacewomen.org/sites/default/files/UNW-GLOBAL-STUDY-1325-2015%20(1).pdf).
- United Nations Office on Drugs and Crime. (2020). *Women in Law Enforcement in the ASEAN Region*. Retrieved from https://www.unodc.org/documents/southeastasiaandpacific/Publications/2020/women_in_law_enforcement_in_the_asean_region_full.pdf.
- United Nations Security Council. (2019). *Conflict Related Sexual Violence: Report of the United Nations Secretary-General*. 2019. Retrieved from <http://undocs.org/en/S/2019/280>.
- UN Women. (2021). *Intersectionality Resource Guide and Toolkit: A Intersectional Approach to Leave No One Behind*. Retrieved from <https://www.unwomen.org/sites/default/files/2022-01/Intersectionality-resource-guide-and-toolkit-en.pdf>.
- UN Women. (2015). *Guidebook on CEDAW General Recommendation No. 30 and the UN Security Council Resolutions on Women, Peace, and Security*. Retrieved from <https://asiapacific.unwomen.org/en/digital-library/publications/2015/08/guidebook-on-cedaw-general-recommendation-no-30#:~:text=CEDAW%20General%20Recommendation%2030%20is,women%2C%20peace%20and%20security%20agenda>.
- UN Women. (2015). *Preventing Conflict, Transforming Justice, Security the Peace: A Global Study on the Implementation of Security Council Resolution 1325*. Retrieved from <https://wps.unwomen.org/resources/>.
- UN Women (n.d.). *Self-Learning Booklet: Understanding Masculinity and Violence Against Women and Girls*. Retrieved from https://trainingcentre.unwomen.org/RESOURCES_LIBRARY/Resources_Centre/masculinities%20booklet%20.pdf.
- Winker, G. and Degele, N. (2011). 'Intersectionality as multi-level analysis: Dealing with social inequality' in *European Journal of Women's studies* (18)1 pp. 51-66. Retrieved from <http://www.ejw.sagepub.com>.
- Women Engaged in Action on 1325. (2012). *Initial Initiatives at NAP Implementation November 2010-March 2012*. Quezon City Philippines: Miriam College-Center for Peace Education.
- Women Engaged in Action on 1325. (2013). *Implementing the Philippine National Action Plan o UN Security Council Resolutions 1325 and 1820: A Civil Society Monitoring Report, March 2010—January 2013*. Quezon City Philippines: Miriam College-Center for Peace Education.
- Women's International League for Peace and Freedom. (n.d). *Country data on National Action Plan for Peace and Security*. Retrieved from <http://1325naps.peacewomen.org/index.php/philippines/>.
- Zarkov, D & Hintjens, H. (2015). *Introduction: Conflict, peace, and development: theories and methodologies in Conflict, peace and development: theories and methodologies*. NY, USA: Routledge. Retrieved from https://www.researchgate.net/publication/268074557_Conflict_Peace_Security_and_Development_Theories_and_Methodologies.

PART TWO

**THE ROLE OF
NATIONAL SECURITY
ADMINISTRATORS
IN ADVANCING
THE GPS AGENDA**

Gender, peace, and security are complex and interconnected issues that require strong leadership to advance in the global, regional, and national arenas. Leaders play a critical role in promoting gender equality, preventing conflicts, ensuring that women are included in peacebuilding processes, and eliminating gender-based violence in conflict situations.

Gender equality is a fundamental human right and a key component of peace and security. The Philippines has made remarkable progress in this area, particularly in integrating mainstreaming in government as a strategy to achieve gender equality. However, achieving gender equality remains a challenge, especially when progress is met by resistance and regressive policies and practices take over.

Leaders, therefore, have a responsibility to promote gender equality and ensure that women and girls have equal opportunities in all areas of life, including education, employment, and political participation. This now requires the commitment of national security administrators to make a great impact to sustain the gains achieved and continuously advance the gender, peace, and security (GPS) agenda at the global, regional, and national levels.

Situating national security administrators in the GPS space is also informed by the broader security agenda of the Philippines, as reflected in its adopted definition of national security, that is,

“a state of condition wherein the people’s welfare, well-being, ways of life; government and its institutions; territorial integrity; sovereignty; and core values are enhanced and protected.”

First, national security administrators can advance gender equality by implementing policies and laws that promote women’s rights, including equal pay, maternity leave, and access to healthcare. They can also create new opportunities for women to participate in decision-making processes, including political representation and leadership roles in various sectors. In the security sector, gender mainstreaming in the military contributes directly to promoting gender equality. It aims to increase the representation of women in traditionally masculine spaces and provide opportunities to exercise their leadership.

Second, national security administrators should prevent conflicts by addressing the root causes, including inequality, poverty, and political instability. Advancing gender equality is crucial in preventing conflict since gender inequality is considered a driver of conflict and is related to security issues such as terrorism and internal instability, among others. As discussed in chapter 1, conflicts often disproportionately affect women and children, who are more vulnerable to violence and displacement and take on multiple responsibilities.

Third, national security administrators can also promote peace by opening spaces for women to be part of the peacebuilding processes. They should ensure that women are included in peace negotiations and decision-making processes and that their voices are heard and valued. In fact, the Philippines recognizes that women's participation in peacebuilding is vital, as they can bring different perspectives and experiences that can help build more inclusive and sustainable peace, in its NAPWPS.

Fourth, national security administrators can promote security by ensuring that women's rights and safety are protected. Women and girls are often subjected to sexual violence and other forms of gender-based violence during conflicts. Thus, leaders have the responsibility to ensure that perpetrators are held accountable and that survivors have access to justice and support services.

Therefore, advancing gender, peace, and security requires national security administrators to address the underlying societal norms and attitudes that perpetuate gender inequality, discrimination, and violence. They can use their influence to challenge harmful stereotypes and promote positive attitudes towards gender equality and peacebuilding. Also, by working together, they can build even more inclusive and peaceful societies that benefit everyone.

The two featured case studies in this handbook demonstrate how national security administrators have pursued the GPS agenda through increasing and strengthening the participation of women in the military sector.

Case Study 1

OAGAD – the Philippine Army experience in Gender Mainstreaming: Then and Now

Col Maria Victoria I Blancaflor CAV (GSC) PA

Advocacy in gender mainstreaming traced its roots when the United Nations (UN) was officially organized on 24 October 1945. A year after, the Commission on the Status of Women (CSW) was established following the creation of the UN Charter. The CSW then became the first intergovernmental body specifically focused on promoting gender equality and women empowerment. Conferences on Women were convened by the UN through the CSW. The term “gender mainstreaming” was first proposed at the UN Conference on Women held in Nairobi (1985). In the succeeding year, recommendations from the said forum were translated into implementation imperatives for UN bodies to integrate “forward-looking” strategies to advance the status of women, incorporating these in their programs, statements, objectives, action plans, and important policy documents. In 1995, the Fourth UN Conference on Women held in Beijing formally endorsed gender mainstreaming as a Platform for Action. During preparations for the said conference, a technical working group called the Group of Specialists on Mainstreaming (EG-S-MS) was organized by the Council of Europe, which developed the conceptual framework and methodology for gender mainstreaming.

In this regard, the Group of Specialists agreed upon this definition:

“Gender mainstreaming is the (re)organization, improvement, development, and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels, and at all stages, by the actors normally involved in policy making.” (EG-S-MS, 1998)

In the Philippine setting, the country had been a signatory to several agreements and conventions adopting gender equality advocacies like the Convention of the Elimination of all forms of Discrimination Against Women (CEDAW) last 15 July 1980, adopted by the UN General Assembly in 1979. The convention aimed to achieve gender equality by ensuring equal access and opportunities as well as reproductive rights of women. As a member of the UN, the Philippines was also mandated to follow UN Security Resolutions 1325 and 1820 adopted in 2000 and 2008, respectively, referred to as the UN “Women, Peace, and Security” agreements that advocated preventing violence of women in times of war and armed conflict, support for women’s roles in peace negotiations and decision-making bodies among others (OAGAD, 2021). It was not until 1992 when RA 7192 was enacted, the first law that promoted women’s role in nation-building with its landmark

provision of allowing women to enter its police and military academies. Relatedly, it was in 1994 when gender mainstreaming was formally introduced in the Philippine government when the National Commission on the Role of Filipino Women (NCRFW) was organized. The NCRFW was the first to introduce the Gender Mainstreaming Evaluation Framework (GMEF) as a tool to assess the level of gender mainstreaming initiatives and integration in an organization (NCRFW, 2001). By 1996, they were able to develop the GMEF tool with some slight revisions on the rating system in the succeeding years. This likewise came in tandem with the provision of allocating 5% in the government agency budgets for GAD programs, activities, and projects (PAPs). This mandate was formally institutionalized into law with the enactment of RA 9710, Magna Carta of Women, in 2009. At this point, the NCRFW was renamed the Philippine Commission on Women (PCW), which oversaw the implementation of RA 9710 and 5% GAD budget allocation compliance of government agencies and GOCCs (PCW, 2023).

It was from this context that awareness of GAD as a concept and compliance was framed. It provided the Philippine Army (PA) leadership impetus to make good to comply with allocating 5% GAD budget. Its non-compliance has been a perennial inclusion in the annual Commission on Audit findings of the PA. Through the command guidance of the then Commanding General of the Philippine Army (CGPA), Gen. Hernando Iriberry, the Office of the Army Gender and Development (OAGAD) was activated as a special staff on 16 October 2014. The Chief, OAGAD became the designated adviser of the CGPA on all matters pertaining to GAD and gender mainstreaming in the PA.

At the outset, the GAD was a section under the Career Management Branch of OG1, PA. At first, all personnel of the branch transitioned to the separate office but eventually stabilized its organization some months later with newly recruited officers from PA line units as well as NCOs and hired civilian researchers. At the start of 2015, the GAD office was able to lay out and implement its strategy-action plan with a focus on the following programs (OAGAD, 2015):

- Conducted gender audit of HQs staff and PA major units (PAMUs) to establish baseline of GAD PAPs development
- Integrated GAD in PA training courses (Basic and Advance Officer and NCO)
- Established GAD Focal Point System (GADFPS)
- Established GAD officers in PAMUs down to battalion unit level
- Integrated GAD in PA budget development programming, planning, and review processes

- Conducted GAD orientation, promotion, and advocacy campaigns for senior leaders as well as capacity-building for GADFPS members and GAD officers

The OAGAD has flourished through the years and has been able to comply with the 5% GAD budget mandate in 2017 but had been inconsistent due to the following reasons:

- Crafting of GAD Plan and Budget (GPB) is too technical and highly dependent on the PCW reviewer of the agency GPB. This needed the personnel assigned to undertake this job for an extended period. Such a case can be possible for EP or CHR¹, but officers need to be rotated or reassigned to other positions to comply with their promotion requirements (QRS points).²
- Leadership buy-in is personality-based, and implementation is highly dependent on the agency and values of the implementor, be it the commanding officer, chief of office, or the designated GAD officer of the unit. Gender Sensitivity Training (GST) was conducted throughout the PA as part of the GPB compliance, but the execution of said program and the quality of the training still needs verification. Some participants achieved some insight and may probably instill some behavior or values change, but no formal study had been done to measure this.

The dynamics of GPB compliance seemed likewise far removed from the actual challenges of addressing pressing gender issues in the organization:

- Incidents of sexual harassment cases were a mixed indicator viewed positively or negatively. A low number of complaints or cases filed could either mean no SH incidents or that victims were afraid to report their perpetrators, who could be their senior NCOs or officers in the unit. Likewise, a high number of cases could create a negative perception of the unit, but this can also signal that victims trust the process being implemented by the PA, that they are 'safe' (no retaliation, victim blaming and shaming, etc.) and perpetrators could be brought to justice. (OAGAD, 2021)

¹ Civilian Human Resource (CHR) formerly termed Civilian Employees (CE)

² Qualitative Rating System (QRS) is the promotion rating system of the PA where points for various assignments in field and garrison duties have equivalent points. The effect of this is that the officer needs to be rotated to difference designations, level of unit (Company, Battalion, and so on), and geographical assignment to gain promotion points.

- Gendered effects of PA career development to female officers and enlisted personnel. Research findings³ stated that PA women become less competitive in their promotion when they are required to comply with field assignments as platoon leaders, battalion staff, and company commanders during their childbearing/family-building life phase. Commander's prerogative prevailed as well in determining whether a women officer or EP would be deployed in the field and given combat tasks depending on said commander's personality.⁴ Women were also 'ghettoized'⁵ in assignments and units that are "women-friendly," such as being in garrison camps (HPA, PAMU camps) or stereotyped in CMO/7 and Personnel officer/1 positions. (Hall, 2018)

Despite said challenges, OAGAD continued to improve its gender mainstreaming program as assessed by the PCW's GEMF.⁶ In 2016, the baseline of the office was at Level 3. As of the latest report of PCW, the OAGAD was already at Level 4, the Institutionalization level (PCW 2022). Programs have been sustained through the years as OAGAD tries to find more imperatives to push gender equality to the forefront of the PA's drive toward military professionalism by ingraining respect for all genders and giving more premium to soldiers' competencies in accomplishing their tasks with excellence.

In this regard, the OAGAD could do well to drive momentum in the following directions:

- Capacity-building on GST and GPB development leveraging on knowledge management systems to democratize learning for personnel when and wherever they are
- Data-driven strategic communication to be consistent and effectively attuned to the changing needs, issues, and trends in the organization and how to raise the value of integrating the GAD perspective with a focus on instilling military professionalism and respect

3 Gendered effects of PA career development to female officers and enlisted personnel. Research findings

4 PA directives exist that allow female in combat deployments and duties, but it also includes 'commander's prerogative' provision who are either patriarchal ('protective' of female, not exposing or imposing on them 'hard' task of going to combat operations), risk-averse (having perceived reputational cost in case women under their command become casualties if deployed), or liberal (allowing women to do combat or field deployment tasks).

5 Women are said to be visible in 'comfort zone' assignments such as headquarters and garrisons, combat service support units, and Civil-Military Operations (CMO) Group (now CMO Regiment).

6 The GMEF consists of four (4) key evaluation areas – Policy, People, Enabling Mechanisms, and PAPs. Government agencies are given point for each parameter of the 4 areas through a desk review of agency-provided documents as a means of verification. The final points will be added to determine the level of GM accomplished by the agency that can be Foundation Formation (Level 1), Installation of Strategic Mechanisms (Level 2), GAD Application (Level 3), Commitment Enhancement and Institutionalization (Level 4), and Replication and Innovation (Level 5).

- For GADFPS and GAD officers to upgrade their skills towards credibility and influence building across internal and external stakeholders to leverage the relationships built toward long-term advocacy goals

As our organization continues to evolve, hopefully adapting to the VUCA-D⁷ security and strategic environment, we aspire to find relevance in this often-sidelined advocacy to promote gender perspectives, gender equity, and equality in the military. Though counter-intuitive as it sounds, promoting these ideals drive the organization to purposively revive military professionalism and respect for the soldiery vocation where such values imbued in everyone can converge to a collective and powerful culture – that of imbibing excellence in accomplishing one's task or mission, being ethically-grounded in character, and having a client-oriented mindset to truly become a Philippine Army that "Serves the People, Across the Land."

References

- Arcala-Hall, R. (2018). *Comprehensive Research on Philippine Army Women*. Army Journal (1st Semester 2018).
- Group of Specialists on Mainstreaming. (1998). Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices. Council of Europe: Strasbourg, France. Retrieved from <https://www.unhcr.org/3c160b06a.pdf> on 14 Feb 2023.
- NCRFW. (2001). The Rationale behind Gender Mainstreaming Book 1. PCW website. Retrieved from <https://library.pcw.gov.ph/the-rationale-behind-gender-mainstreaming-book-1/> on 15 Feb 2023.
- OAGAD. (2020). Gender Sensitivity Training (GST) Trainer's Handbook. Philippine Army.
- OAGAD. (2021). Assessment Report regarding Survey on Sexual Harassment in the PA CY 2020-2021.
- PA GMEF Validation Form Findings. Issued by PCW to PA dated December 2022.

⁷ Volatile, uncertain, complex, ambiguous, disruptive

Case Study 2

Gender Mainstreaming of the Philippine Air Force

Col Cecilia B Frias PAF (MNSA)

Background

Gender and Development (GAD) is a development paradigm that was adopted by the Philippine government in its efforts to promote gender equality and women's welfare and empowerment, as enshrined in the 1987 Constitution. The 1987 Constitution recognizes the role of women in nation-building, ensuring equality of women and men before the law, including the protection of working women, the enhancement of their welfare, and the realization of their full potential as contributors to the state.

These provisions were part of the country's positive response to international commitments such as the 1979 United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), the 1995 Beijing Platform for Action on the Fourth World Conference on Women, the 2000 United Nations Security Council Resolution (UNSCR) Number 1325, the Millennium Development Goals 2015, and SDGs 2030.

In February 1992, former President Corazon C. Aquino signed into law the Republic Act 7192, also known as the Women in Development and Nation Building Act, which aims to promote the integration of women as full and equal partners of men in development and nation-building. The concept of mainstreaming gender concerns in the development process was first embodied in the Implementing Rules and Regulations (IRR) of this document. It was also in the same IRR that the 5% budget allocation to support gender mainstreaming was required of all government agencies.

With the enactment of RA 7192, the AFP and the Philippine Air Force (PAF) ventured into fully integrating women into its force. The law allowed women to join the armed forces as regular officers and enlisted personnel, whereas before, they were only allowed to serve in the reserve ranks and the technical services as part of the Women's Auxiliary Corps (WAC) established in 1963. Some of the WAC Officers went on to join regular classes of the Officer Candidate School and rose in the ranks of the regular officers of the PAF. Among the pioneering regular female officers of the PAF are Brigadier General Maxima Oximoso Ignacio PAF, Brigadier General Sharon G Gernale PAF, who were the first female pilots of the PAF, and Colonel Nieves Escaño Gat-eb PAF, who became the Air Force Adjutant in 2019. Over the years, women in PAF managed to grow in number, with female officers serving as combat pilots, tactical officers as well as commanders, and female soldiers performing duties as admin specialists, with some serving as aircraft mechanics, aircraft specialists,

combat support operators, managing to join the ranks of their male counterparts in almost all areas of Air Force career specialization, albeit in a lesser number.

Harmonized Gender and Development Guidelines

The Philippine Air Force has committed to upholding gender mainstreaming by adopting the process of program attribution. It is among the less than ten government agencies that have been able to use the Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring, and Evaluation (HGDG/PIMME)¹ as a tool for measuring the gender responsiveness of its ongoing programs. This also makes the PAF the only major branch of service that was able to attribute part of its budget using the HGDG/PIMME guidelines, as approved by the Philippine Commission on Women (PCW) and duly endorsed to the COA. Since 2018, a total of 17 programs of the PAF have been approved for attribution, which includes all the six schools of the Air Education, Training, and Doctrine Command (AETDC), thus comprising a huge chunk of the GPB of the PAF and enabling the PAF to meet the requirements of the RA 9710 or the Magna Carta of Women of 2009.

The process of attribution is being used to gradually increase the gender-responsiveness of certain government programs and projects, where a portion or whole of their budgets is being attributed to the GAD budget by conducting a general analysis using the HGDG tool and carrying out the programs, projects, and activities in a gender-responsive manner as determined following the application of the HGDG. Using the tool, addressing the needs and issues of both men and women are integrated into the program implementation, with specific needs of women addressed as part of empowerment. The administration of the HGDG will yield a maximum score of 20 points for each program or project. Based on the HGDG score, a percentage of the budget of the agency's existing and proposed regular or flagship program/project may be attributed to the GAD budget.²

As of 2020, the PAF's approved GPB is equivalent to 12.14% of its ₱24.90B GAA, amounting to around ₱3.0B. The GPB, as approved by the Commanding General of PAF, was submitted to the PCW for its endorsement through the online Gender Mainstreaming Monitoring System. A PCW-endorsed GPB becomes the basis of the COA in determining compliance to the required 5% of the GAA's direct GAD expense of the agency or, in the case of PAF, attributed GAD expense. The schools of AETDC

¹ The HGDG/PIMME was formulated by the National Economic and Development Authority (NEDA) in 2004, in collaboration with National Commission on the Role of Filipino Women (NCRFW) and the Official Development Assistance-Gender and Development (ODA-GAD) Network, with funding support from the United Nations Development Programme (UNDP) and the Asian Development Bank (ADB). The set of guidelines serves as a common instrument among government agencies for ensuring the gender responsiveness of programs and projects in their various stages, with a view to contribute to the protection and fulfillment of women's rights, the promotion of gender equality, and the improvement of the quality of lives of both women and men.

² Procedures on how to conduct attribution to the GAD budget and other related policies and documents may be found at Policy imperatives for GAD planning and budgeting. Gender and Development: Bulacan GAD Focal Point System. <https://gad.bulacan.gov.ph/attribution.php>.

contribute significantly to the GAD attribution process, with a total contribution of ₱604M to the PAF GAD Plan and Budget. It is but fitting that the schools of AETDC, as training institutions, should be among the first units that will undergo GAD mainstreaming since all Officers and Enlisted Personnel pass through their portals during entry-level training as well as when undergoing specialization and mid-level career courses. By the time PAF personnel has been assigned to the units post-training at the AETDC schools, they would have been gender-responsive and able to integrate GAD into their respective tasks and spheres of influence.

The other PAF units that implemented gender mainstreaming through the HGDG are three flying units, namely, the 5th Fighter Wing, 205th Tactical Helicopter Wing, and 220th Airlift Wing. Other Headquarters, PAF offices that met the requirements for attribution are as follows: Office of the Air Force Inspector General (OAFIG), Assistant Chief of Air Staff for Civil-Military Operations (OA-7), Assistant Chief of Air Staff for Logistics (OA-4), Air Force Law on Armed Conflict (AFLOAC), Air Force Provost Marshall Office (AFPMO), Office of the Chief Surgeon of the Air Force (OCSAF), Office of the Air Force Dental Service, and Office of the Ethical Standards and Public Accountability (OESPA).

PAF's Policies and Programs on Gender Mainstreaming

PAF's policies take reference from DND Circulars and Civil Service Commission Memorandum Circulars, which in turn, emanate from the provisions stipulated in laws such as RA 7192 or Women in Nation-Building of 1992, RA 9710 or the Magna Carta of Women of 2009, RA 7877 or the Sexual Harassment Act of 1995, and RA 11313 or the Safe Spaces Act of 2018. The laws, in turn, are based on international commitments such as the 1979 United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), the 1995 Beijing Platform for Action on the Fourth World Conference on Women, the 2000 United Nations Security Council Resolution (UNSCR) Number 1325, the Millennium Development Goals 2015, and SDGs 2030.

PAF's programs on gender mainstreaming, on the other hand, also emanate from these laws and, in particular, are hinged on the application of the Harmonized Gender and Development Guidelines (HGDG) for Project Development, Implementation, Monitoring, and Evaluation (PIMME), which in itself is sanctioned in the IRR of RA 9710 or the Magna Carta of Women. The HGDG is the common tool for gender analysis being prescribed by the Philippine Commission on Women to be used by government agencies in achieving their gender mainstreaming goals as well as fiscal attribution to GAD. The HGDG tool has been designed to achieve "the twin goals of gender equality and women's empowerment," as stated in the background statement on the Third Edition of the HGDG document published by PCW in 2016. The PAF was the first agency in the AFP and the DND to utilize the HGDG tool for its gender mainstreaming and fiscal attribution strategies.

Gender Mainstreaming Policies

PAF's issued policies take reference from issued General Headquarters (GHQ) Circulars and other policy statements, which are in turn based on Philippine laws that intend to promote gender equality and the empowerment of women. Where there are no PAF policies drawn up to elucidate on the GHQ policies, GHQ policies are made applicable with no specific interpretations for the PAF. The policies on gender mainstreaming observed by the PAF will be briefly discussed in the table below. Also shown are the laws from which the said policies emanate.

Table 1. List of Policies on GAD in the AFP and PAF.

| RA 7192, Women in Development and Nation-Building Act of 1992 | |
|---|--|
| 1. AFP Message dated 10 April 2008 | <p>This AFP message expeditiously lifted the three-year marriage ban imposed on female soldiers upon entering the military. The said formal message also dismissed ongoing cases of honorable discharge for violations of the said ban. Cases that had not been decided were to be reversed, while cases that had already been made final were not reversed anymore, but the said message became the basis for allowing female soldiers previously dismissed for the said violation to return to the service. The AFP Message referred to a DND memorandum that lifted the three-year ban, which in turn cited RA 7192 as the basis for the rescission of the ban.</p> |
| 2. GHQ Personnel Directive No. 05, "Procurement, Separation, and Retirement of Female Members of the AFP," dated 12 September 2008 | <p>The policy intends to guide female AFP personnel's procurement, appointment, separation, and retirement. It intends to ensure the free exercise and protection, as well as the professionalism of female military personnel in the AFP, "for them to perform their duties for the best interest of the country." It is intended as an update to the policies pertaining to training, classification, assignment and utilization, and career pattern and promotion of female military personnel, where previously there was none, as the old policies on these matters did not mention the women. It also did not limit the number of female personnel for procurement into the service to ten percent of the quota set forth for admission, meaning the percentage of women could go beyond ten percent of the quota and shall be based on the needs of the AFP. The policy stated that requirements for procurement, appointment, separation, and retirement of females are the same as that of male AFP personnel. The height requirement of 60 inches or 152.4 cm for females has since been made to apply for males as well in succeeding policies, whereas before, the height requirement for males was taller at 64 inches or 162.56cm.</p> |

3. PAF Subject-To-Letter, "Changes in the AFP Female Military Uniform," dated 06 February 2009

This letter reiterated GHQ's LD No. 01 dated 08 January 2009 of the same subject, detailing changes in the female military uniform in order to conform with the requirements of RA 7192 or the Magna Carta of Women, which specified occasions when women in the military may wear pants and service shoes in lieu of the pump shoes with heels that accompany their blouse and skirt uniform.

RA 7610, Special Protection of Children Against Abuse, Exploitation, and Discrimination Act of 1992

1. AFP Regulations G 131-272 Change 1 dated 10 March 2000

A segment of a major AFP regulations book, this amendment specifically provided leave allowances for military personnel whose spouses are detailed abroad as Defense and Armed Forces Attaché (DAFA), Assistant DAFA, and Administrative Assistants. In support of the families of military spouses deployed as attachés, the spouse is allowed a maximum of one year's leave without pay and three year's authorized leave, deductible to leave credits and balance, so they can spend time with their spouse abroad, bringing with them the whole family until the said allowed number of leaves have expired, allowing the spouse to return to military service.

2. GHQ Personnel Directive No. 03, "Alternate Deployment of Military Couples," dated 10 December 2018

This directive was issued, citing the specific guidance of President Rodrigo Duterte, to implement the alternate deployment of military couples to ensure that at least one parent is assigned near their child or children to provide parental supervision and care.

RA 7877, Anti-Sexual Harassment Act of 1995

1. GHQ Personnel Directive No. 04 dated 26 August 2008

This policy emphasizes the value given to human rights, specifically deterring and sanctioning the commission of rape, sexually-related offenses, and sexual harassment cases. It defined the forms and specific acts of sexual harassment, detailing the responsibilities of commanding officers in dealing with related complaints and the procedures in the disposition of such cases. Related offenses were classified as grave offenses and less grave offenses, with corresponding recommended sanctions. Preventive measures were also cited in the policy, advising commanding officers to issue reminders and policies that will create an environment that is unfavorable to the commission of said acts.

2. GHQ Standard Operating Procedure (SOP) No. 28, "Uniform Disposition of Immoral Conduct of Complaints in the AFP," dated 30 December 2019

This SOP prescribes the policies and procedures for handling and disposition of complaints for immoral conduct against military personnel. Its provisions serve as a set of guidelines to be observed by the Office of the Ethical Standards and Public Accountability, Unit Provost Marshal offices, and other AFP offices or units in handling immoral conduct among AFP personnel, who are expected to conduct themselves with the highest standard of discipline.

Acts that are deemed as gross or grave misconduct under this SOP include siring of a child through deceit, maintaining two or more sexual relationships at the same time unless authorized by law, incestuous relationship, sexual relationship with a married person, commission of any crime against chastity as defined in the Revised Penal Code, and immoral conduct prejudicial to good order and military discipline as defined under the Articles of War.

Under this SOP, sexual relations between a man and a woman who are neither married nor have no impediment to marriage are not considered subject to disciplinary action. Ditto with pregnancy or siring a child out of wedlock if the pregnancy occurred under the above circumstances.

RA 9710, Magna Carta of Women of 2009

1. GHQ Letter Directive (LD) No. 30, "GAD Focal Point System in the AFP," dated 15 October 2010

This LD created the AFP's GAD Focal Point System (GADFPS) in the PAF as headed by the Vice Commander, PAF and Vice-Chaired by the Assistant Chief of Staff for Personnel (A-1) and Co-Vice-Chaired by the most female senior member, who is usually one of the most senior female officers of the PAF. The other members are culled from the various offices of all Headquarters Philippine Air Force (HPAF) staff offices. Created in compliance with RA 9710 or the Magna Carta of Women of 2009, which mandated the creation of GADFPS as the advisory, policy-making, and recommendatory body to the Chief of Staff, AFP and the Major Service Commanders and their counterparts in all other agencies of the government.

2. GHQ LD No. 25, "Use of Gender-Fair Language in All Official Documents, Communications, Policies, Designations, Publications, and Manuals in the Armed Forces of the Philippines," dated 08 September 2015

This LD prescribes the promotion of gender sensitivity in the AFP through the use of gender-fair or non-sexist language in all official communications, policies, designations, publications, and manuals. The directive also included examples of the use of gender-fair language in verbal communication and became the basis for the need to deliver lectures, videos, presentations, and other forms of communication using gender-fair language.

3. GHQ LD No. 26, "Marriage, Pregnancy, Maternity, and Special Leave Benefits of Female Military Personnel in the AFP," dated 09 September 2016

This LD prescribes the AFP policies on marriage, pregnancy, and maternity leaves of its female military personnel, including special gynecological leaves for women as recognized under RA 7192 or the Magna Carta of Women. It includes additional provisions for women soldiers that effectively updated GHQ Personnel Directive No. 05 of 2008. The policy authorizes marriage between an Officer and enlisted personnel, between two Officers, and between two enlisted personnel, provided that the couples will not be assigned to the same unit or office upon contracting the marriage. It also accorded protection to pregnant women, who are exempted from performing duties involving physically strenuous activities. The policy also specifies that females who become pregnant during entry-level training will be dismissed from the service. It also details policies on maternity leave and other special leaves favorable to women in accordance with existing laws at the time of the approval of the policy.

4. PAF SOP No. 08, "The PAF Committee on Decorum and Investigation (CODI) and Disposition of Sexual Harassment and Other Sexually-Related Offenses, dated 23 July 2020

This SOP created the CODI to investigate and address complaints of sexual harassment, with emphasis on its functions, responsibilities, composition, and qualifications of the members. It is based on RA 11312, also known as the Safe Spaces Act of 2018, which expanded the definition of sexual harassment as covered by a previous law, RA 7877 or the Anti-Sexual Harassment Act of 1995. The SOP defines the nature of sexual harassment acts as grave and less grave offenses and, among other provisions, provides guidance for the issuance of penalties, and requires the most senior female officer as Committee Chairperson, with the female members of the committee to consist not less than half of the total number of members.

5. PAF Staff Memorandum 2019-02, "General and Specific Functions and Organization of the Office of the Air Force Gender and Development (OAFGAD)," dated 11 March 2019.

This staff memo created the OAFGAD with the general function to assist and advise the Commanding General, PAF on all matters pertaining to GAD, among other specific functions, to conduct assessments on gender responsiveness of plans, programs, and policies based on the needs of personnel and external stakeholders and as required under the Magna Carta of Women, the Philippine plan for Gender-Responsive Development, the NAPWPS, the PDTR, and all other plans.

R.A. No. 11210, the Expanded Maternity Leave Act of 2019

1. GHQ LD No. 71, "Guidelines in the Implementation of the Expanded Maternity Leave for Female Personnel in the AFP," dated 29 July 2019

This directive provides guidelines for the implementation of the 105 days of expanded maternity leave for its female military personnel, including paternity leave for the male personnel as accorded in RA 11210 or the Expanded Maternity Leave Law. The directive also cited applicable leaves for solo parents as provided in the said law as well as in the Solo Parents' Welfare Act of 2000.

2. PAF LD No. 19, "Guidelines during Modified Enhanced Community Quarantine (MECQ) at CJVAB and BGBNEAB"

Provides specific guidelines for PAF personnel in order to mitigate and contain the spread of COVID-19 during the re-implementation of MECQ at Col. Jesus Villamor Air Base in Pasay City and Brigadier General Benito Ebuen Air Base in Lapu-Lapu City. In practice, all the air bases used this policy to manage alternative work arrangements for PAF personnel, allowing for WFH schemes for everyone.

Gender Mainstreaming Programs

The PAF currently has 17 programs undergoing the process of HGDG, using the set of guidelines that apply to generic project development in lieu of the security sector-specific set of guidelines still to be developed by the PAF and the AFP as a whole. The 17 programs correspond to 17 units/offices of the PAF that have undergone the HGDG process as validated by the PCW.

The 17 offices and units of the PAF that are involved in the HGDG process consist of eight offices at HPAF, six schools of the Air Education, Training, and Doctrine Command (AETDC), and three flying units. An eighteenth program, the Family Readiness Support Program managed by the Office of the Assistant Chief of Air Staff for Personnel, OA-1, is still about to undergo the PIMME stage of the HGDG process and will not be included in this study. The program is designed to address

the concerns of soldiers and their families in the course of the former's active military service and subsequent honorable separation from the service.

The PIMME-validated programs have attained the passing scores being determined at the end of the validation process, which then merits the programs to be described as either gender-sensitive or gender-responsive. Per PCW's scoring system, programs that do not meet the passing score will either be returned to the proponent or will earn a conditional pass. The following are the programs of the PAF that the PCW has validated as either gender-sensitive or gender-responsive.

Table 2. PAF's Gender Mainstreaming Programs.

| 1. PAF Basic Military School (PAFBMS) |
|---|
| <p>The PAFBMS training program involves basic military training for new recruits in the PAF. The course intends to inform, indoctrinate, and prepare new soldiers joining the ranks, from carefree civilians to well-rounded, well-disciplined military personnel who will be part of the security and defense force of the PAF. The program accepts qualified and physically fit individuals - women and men - and is the main training program for incoming enlisted personnel.</p> <p>The PAFBMS training program, during the earlier evaluation, scored poorly for it to be gender-responsive. However, the succeeding PIMME Validation conducted to check the program yielded positive results.</p> |
| <p>Gender-initiatives:</p> <ol style="list-style-type: none">1. An approved Revised Edition of the BMS Blue Book that reflected GAD-related provisions;2. An approved Office Order that provides for female tactical officers and female MTIs to handle all matters pertaining to the training, physical development, behavior, and morale and welfare of all female trainees;3. Three GAD experts are being tapped by the school to assist in giving lectures and integrating GAD;4. The POI reflects GAD perspectives and includes training on GAD awareness for both the students and instructor courses;5. Increased participation of women in non-traditional roles, i.e., performing instructor and guard duties; and6. BMS GAD Monitoring Framework showing specific targets and indicators for GAD. |

2. PAF Non-Commissioned Officer School (PAFNCOS)

The PAFNCOS training program involves a higher level of military training for future NCO leaders of the PAF. The courses offered include Basic NCO, Advance NCO, and the Sgt Major Course. The program is a requirement for promotion to higher ranks, preparing Enlisted Personnel to assume leadership positions in the different units of the PAF. The program is inclusive since it accepts women and men who qualify to become future NCOs of the PAF.

The PAFNCOS Training Program was assessed as gender-responsive using the generic HGDG checklist. Succeeding PIMME Validation that was conducted to check the program yielded positive results.

Gender initiatives:

1. Inclusion of GAD topics in the POI;
2. A newly crafted SOP that provides for one personnel from the Excellence of Leadership Department (ELD) to be on detail daily as an action NCO overseeing the school activities and, among other tasks, to inspect the barracks and enforce the prohibition of male students' access to female barracks and vice versa;
3. Periodic and regular invitations of GAD experts and former GAD officers;
4. All data on the distribution of resources, participation of women in project activities, and decision-making are classified by sex;
5. End of Course Survey includes targets/indicators on GAD as reflected in the Training Course Monitoring Framework; and
6. GAD efforts are reflected in the School's spending plan.

3. PAF Technical and Specialization School (PAFTSS)

The PAFTSS program involves training qualified personnel to handle specialized jobs in support of the different units of the PAF. It is inclusive to women and men who qualify for the technical and specialization courses being offered, such as Aircraft Maintenance Officer Course (AMOC), Aircraft Maintenance Apprentice Course (AMAC), Electronic Computer Systems Apprentice Course (ECSAC), Safety Management Apprentice Course (SMAC), Aviation Medical Examiners' Course (AMEC), among others. These are training necessary for individual professional advancement and career development of officers and personnel of the PAF. The Training Program was assessed as gender-responsive.

Gender initiatives:

1. An existing policy designates female personnel as facilitators in every course;
2. There are GAD Experts who act as lecturers and course GAD integrators;
3. Organic Personnel have joined the GAD lectures being given to students;
4. An existing directive provides the additional role of a GAD officer to monitor and evaluate the effect of GAD interventions in the training course;
5. Revised format of the After-Training Report to include GAD information;
6. Female forum conducted to generate gender issues; and
7. A plan is on the way to have a GAD monitoring framework and to include GAD in the unit spending plan/master training plan.

4. PAF Officer Candidate School (PAFOCS)

PAFOCS is the entry-level training curriculum for Officer Candidates. The fifteen-month course is open to men and women applicants who will pass stringent screening to qualify for the regimented training.

The PAFOCS training program, during the earlier evaluation, scored poorly and was not gender-responsive. However, the succeeding PIMME Validation conducted to check the program yielded positive results.

Gender initiatives:

1. Revision of Blue Book to include GAD components;
2. Maximum and consistent participation of students and organic personnel in GAD-related activities/lectures;
3. GAD Interventions of the program are integrated into the 2020 GPB;
4. All staffs are now technically prepared to integrate GAD in their deliverables as having completed the GST;
5. Increased awareness of students on GAD;
6. Increased competence of personnel on GAD; and
7. Increased participation of women in non-traditional roles, i.e., as instructors and duty guards.

5. PAF Officers School (PAFOS)

The PAFOS training program involves a four-month academic and leadership training for officers, accepting qualified and physically fit women and men. The PAFOS is the core of Professional Military Education (PME) of all Air Force Officers conducting Basic Air Force Officer Course for Pre-entry Officers and newly commissioned Officers of the PAF as well as Squadron Officer Course for O-3 or Captains.

Like other schools, the PAFOS training program scored poorly during the earlier evaluation and is not gender-responsive. However, the succeeding PIMME Validation yielded positive results.

Gender initiatives:

1. Issuance of GAD-related school policies;
2. Maximum and consistent participation of students and organic personnel in GAD-related activities/lectures;
3. GAD Interventions of the program are integrated into the 2020 GPB;
4. GAD perspectives are reflected in the POI;
5. Established a fully functional Lactation Room; and
6. Increased participation of women in non-traditional roles, i.e., performing instructors and guard duties.

6. PAF Flying School (PAFFS)

The PAFFS handles the training program for the Military Pilot Training (MPT) for men and women who qualify to be accepted into the program to become future pilots of the PAF. It consists of a three-stage training, beginning with the 103rd Ground Training Squadron, after which students proceed to the 101st Primary Training Squadron, and finally, to the 102nd Basic Pilot Training Squadron. Using the generic HGDG checklist, the PAFFS training program was assessed as gender-responsive.

Gender initiatives:

1. Commandant's guidance on the assignment of organic female officers to supervise female aviation students;
2. Adopted measures that ensure issues and concerns of female students related to gender are taken and addressed thru dialogues with organic female instructor pilots and enlisted personnel of PAFFS;
3. There are organic personnel who can provide GAD technical assistance;
4. Regular conduct of Squadron Commander and Commandant's Time where discussion of GAD-related concerns is already integrated into the agenda; and
5. Reproduction of IEC materials (posters) to sustain and instill GAD awareness.

7. 5th Fighter Wing (5th FW)

The 5th FW training program is about the conduct of jet qualification and training for future jet fighter pilots of the PAF. The programs are implemented, managed, monitored, and evaluated by the 5th FW, responsible for air defense and interdiction operation in support of the accomplishment of the Philippine Air Force mission. All training programs accept qualified male and female individuals.

This program, based in Basa Air Base in Floridablanca, Pampanga, is involved in the conduct of three courses, namely the AS-211 Pilot Training, Advance Jet Qualification Training, and FA-50 Lead-in-Fighter Training. These training programs are necessary for the individual professional advancement and career development of male and female pilots assigned at the 5th Fighter Wing.

After undergoing the HGDG process, the program implementers identified and carried out the required activities to make the programs gender-responsive.

Gender initiatives:

1. Monthly GAD Focal Point System meeting;
2. Gender-Sensitive Parenting Seminar conducted among 14 married couples;
3. Celebration of the Women's Month attended by all personnel;
4. Lecture on GAD Basic Concepts attended by all pilots, maintenance officers, training officers, and other key personnel; and
5. Lectures on RA 11313 or the "Safe Spaces Act," RA 9262 or the "Anti-Violence Against Women and Children," and Code of Conduct & Ethical Standards for Military Personnel in the AFP among personnel involved in the training program.

8. 205th Tactical Helicopter Wing (205th THW)

The 205th THW program involves training for pilots, aircrew, and maintenance personnel assigned at 205th THW, which is responsible for the conduct of tactical helicopter operation in support of the accomplishment of the Philippine Air Force mission. The training program accepts qualified male and female individuals assigned to the unit.

The training program, based in Benito Ebuen Air Base in Mactan Island, offers courses such as UH-1H, Bell 412, and S-70 Pilot Qualification Courses, UH-1H Aircraft Electrical System Course, among others. These courses are necessary for the individual professional advancement and career development of personnel of 205th THW.

Gender initiatives:

1. Conduct of GAD Orientation to all students and instructors prior to the conduct of the training;
2. Integration of GAD in program documents such as Survey Forms, After Training Report, and Performance Indicators;
3. Periodic conduct of Marriage Enrichment Seminar and Gender Sensitive Parenting helps spouses and dependents to strengthen the work-life balance of personnel; and
4. Renovation of female barracks to make the facility more gender-responsive and to avoid harassment and other forms of GBV.

9. 220th Airlift Wing Training Program (220th AW)

The 220th Airlift Wing Training Program, based in Benito Ebuen Air Base in Mactan Island, provides training to qualified male and female personnel to fulfill tactical airlift operations in support of the AFP. The training is one of the major Training Programs of the Philippine Air Force (PAF) and accepts qualified and physically fit women and men.

The PAF intended to mainstream gender perspectives in the 220th Airlift Wing Training Program. A training and practical application of the Harmonized Gender and Development Guidelines (HGDG) was conducted using the Generic Checklist in previous years. The Training Program, during the earlier evaluation, scored poorly and is not gender-responsive. However, the succeeding PIMME Validation conducted to check the program yielded positive results.

Gender Initiatives:

1. Regular meeting of the GAD FPS;
2. Support and approval of the conduct of GAD activities;
3. Sustained maximum participation/attendance of personnel to GAD-related activities; and
4. Aside from an organic personnel who conducts GAD lectures, the Wing also invites resource persons from the City Social Welfare Development Office to conduct other GAD-related lectures.

10. Office of Ethical Standards and Public Accountability (OESPA)

The OESPA is one of the HPAF offices that manage and handle violence against women (VAW) and sexually-related offenses. OESPA functions to resolve and settle complaints and disputes raised against PAF personnel and presents agreeable resolution of cases for both the complainant and the accused. The program also supports activities that advocate gender equality and gender equity.

GAD perspectives are already included in the Discipline, Law, and Order (DLO) function of the OESPA since the program underwent PIMME Validation in 2020. Using the PIMME Checklist, the Management and Handling of VAW and SRO Cases program was assessed, garnering a rating of gender-responsive. The following initiatives were in place that merited a higher score:

Gender Initiatives:

1. Members of the implementing team have attended GAD-related training such as GST, Orientation on RA 11313, GAD Orientation, and GPB Seminar and integrated gender requirements in drafting resolutions for VAW and SRO cases;
2. The PAF CODI Policy is in place, and implementors of the program manage the Women's Desk and provide initial services to complainants of VAWC and SRO cases;
3. The revised PAF Policy on gender-based sexual harassment is compliant with the requirements of RA 11313 as the membership to the CODI has been revised and updated; and
4. An office policy requires monitoring and evaluating VAW and SRO cases with female office personnel included.

11. Office of the Air Force Provost Marshall (OAFPM)

The OAFPM is another HPAF office that deals with managing and handling disciplinary cases, including personnel involved in VAW and SRO cases as accomplices or as culpable individuals who are not themselves the perpetrators. The program also intends to resolve and settle complaints and disputes raised against PAF personnel. The program also supports activities that advocate gender equality and gender equity. Having scored one of the highest in the HGDG, the office is considered gender-responsive.

Gender Initiatives:

1. The office sent its personnel to attend GST for DLO facilitated by OAFGAD and other GAD-related training;
2. One of its officers is the Vice President of DND's Men Opposed to Violence Everywhere (MOVE);
3. The office includes GAD lectures in Pre-Trial Investigators Modules;
4. Conducts regular TI&E among PAF personnel on VAW and SRO prevention;
5. Maintains a gender-responsive investigation room, per PCW-approved set of standards;
6. There are trained female investigators available to handle sensitive cases; and
7. GAD initiatives are being supported in the office spending plan.

12. Office of the Air Force Law on Armed Conflict (OAFLOAC)

The OAFLOAC is the HPAF office that provides management and handling of violations of human rights cases committed by PAF personnel. It functions to resolve and settle cases concerning human rights violation complaints and disputes raised against PAF personnel and presents agreeable resolutions of cases for both the complainant and the accused. Since women's rights are basic rights, the program augurs well and highly supports activities that advocate gender equality and gender equity.

Gender Initiatives:

1. The full participation of members of the implementing team in program activities was sustained;
2. Chief of Office spearheads and extend assistance in implementing all activities;
3. Implementation and monitoring of the Human Rights Desk is compliant with GAD perspectives;
4. The budget is incorporated in the HPAF GAD Plan and Budget, allocating sufficient budget for GAD-related activities; and
5. There is an approved and endorsed PAF Monthly Publication on AFHRO Reminders with GAD perspectives.

13. Office of the Air Force Inspector General (OAFIG)

The OAFIG is a crucial leadership tool that determines where command involvement is needed to correct systematic, programmatic, or procedural weaknesses and to ensure resources are used effectively and efficiently. The office functions to promptly and objectively resolve problems affecting the Air Force mission within an atmosphere of trust where issues can be objectively and fully resolved without retaliation or fear of reprisal. The office also assists commanders in instilling confidence in Air Force leadership.

Gender Initiatives:

1. The revised Leadership, Morale, and Discipline (LMD) Survey included gender indicators, although additional indicators are required to be included;
2. Integrated compliance with GAD requirements in the annual AFIG Inspection Parameters Rating System;
3. Issued an office directive to ensure that gender-related concerns will be included during the dialogue being conducted to male and female personnel during the AFIG inspection; and
4. Came up with a monitoring and evaluation framework with gender-sensitive indicators and sub-outcomes for GAD.

14. Civil-Military Operations (CMO) Program

The Assistant Chief of Air Staff for CMO (OA-7) is the Office responsible for the civil-military operations program of the PAF. It performs outreach community projects and activities to help marginalized areas adjacent to PAF bases as well as identified communities that need assistance. The program involves projects to alleviate the condition of women, children, and the elderly through medical missions, information dissemination, and other similar projects. The function of the CMO (OA-7) is one of the major programs of the Philippine Air Force (PAF) directly geared towards the improvement of people's lives in poor communities with inclusive services for both women and men, children, and the elderly. The program highly supports activities that advocate gender equality and gender equity.

Gender Initiatives:

1. Participation and involvement of members of the implementing team in program activities were sustained;
2. The new reportorial template for lower units included gender-related information needed in program monitoring and evaluation;
3. There is a CMO Survey conducted at the end of every activity to determine effectivity and relevance of the activities provided to the stakeholders, which can be reviewed to enable it to gather data needed for gender impact assessment; and
4. The office has started gathering SDD among its beneficiaries.

15. Troop Information and Education (TI and E) Program

The OAFGAD is responsible for the TI and E program of the PAF. The TI and E program is a regular and routine PAF-wide endeavor conducted usually during the daily morning formation of troops. The daily activity is one of the most convenient ways to communicate information or new issuances to personnel. It is also a venue to enlighten troops on issues of men and women in the Command and is one of the earliest methods used to create awareness about GAD provisions and requirements as indicated in the Magna Carta of Women (RA 9710).

The program is conducted to keep the PAF personnel informed about current issuances, directives, and policies and is highly supportive of activities that advocate gender equality and gender equity. The TI and E program advocates GAD perspectives since it has undergone PIMME Validation in 2019 and 2020. Using the PIMME Checklist, the TI and E program was assessed and rated as gender-sensitive.

Gender initiatives:

1. Participation and involvement of members of the implementing team in program activities were sustained;
2. Reportorial requirements are completed and updated; and
3. The onset of the current pandemic limited TI and E face-to-face activities.

16. Health Services

The Medical and Dental Health Service Program is one of the major programs of the PAF that provides health and well-being services for female and male PAF personnel, children, and senior dependents of PAF personnel. During community-outreach activities and response to disaster relief and rehabilitation events, the services are extended to the civilian populace of depressed areas adjacent to or within the area of responsibility of PAF bases and installations.

The Gender-Compliant Health Service Program includes the Annual Physical Examination (APE) for all personnel, pre-entry physical examination for recruits, hospital services, dental checkups, preventive medicine, convalescent care, physical therapy, and maternal and child care, among others. These are services necessary to maintain the health and well-being of the personnel and dependents as well as authorized external clients of the PAF.

The health service program is considered gender-responsive, and identified gender initiatives were sustained. Healthcare providers were included in the parameters to measure the gender responsiveness of the program, including its facilities.

Gender initiatives:

1. A number of medical and dental personnel have received gender awareness training, although the rest have yet to attend such training;
2. The dental service adopted an alternating work-from-home scheme for pregnant, lactating mothers and senior citizens;
3. The OCSAF directed all MTFs to ensure that medical and physical fitness tests for female personnel will be conducted by female doctors, practitioners, or tactical officers in compliance with the provisions of RA 9710 or the Magna Carta of Women;
4. There is a PCW-approved and OAFGAD-administered monitoring and evaluation tool for medical treatment facilities and dental dispensaries, although this is not yet being used by the facilities for self-assessment;
5. There is a Client Satisfaction Survey (CSS), although it does not allow for sex-disaggregated responses and is still to be revised to allow for SDD analysis; and
6. The integration of GAD training in the delivery of both medical and dental health programs helped the personnel develop their gender lens, as evidenced by the positive rating in the CSS in areas that are GAD-related, i.e., maintenance of patient case confidentiality, friendly delivery of service, compliance to the policy on same-sex of patient and health service provider especially when conducting a routine physical examination.

17. Gender Compliant Initial Clothing and Equipment Issue & Personal Safety Equipment (ICEI & PSE) for Military Personnel Program

The Assistant Chief of Air Staff for Logistics (A-4) is the office responsible for the procurement program of the PAF. It ensures the procurement of Gender Compliant ICEI & PSE for military personnel that is in line with Section 18, para 9-C of the Magna Carta of Women that directs to *"provide women in the military, police, and similar services with well-fitting personal protective equipment and other operational equipment that shall ensure their safety while in the performance of their duties."* The procurement program implemented by OA-4 is one of the major programs of the Philippine Air Force (PAF) and highly supports activities that advocate gender equality and gender equity and have been validated as a gender-responsive program.

Gender initiatives:

1. Parameters for the differential needs of men and women (particularly uniform and shoe sizes) have been identified and encoded in a system;
2. The gender issues collected, especially the concerns on female military uniforms, were raised to higher management, such as the PAF Uniform Board, and also forwarded to the PAF GAD TWG and Executive Committee (EXECOM) to address gender concerns;
3. Field testing of uniforms was conducted to gather gender-related concerns made by both men and women on their issued sets of uniforms; and
4. A study was undertaken as to the comfortability of the pump shoes of female personnel. The result of the study was made the basis of changing the design of the pump shoes so that females could perform their duties better.

Analysis of PAF Policies and Programs

The PAF leadership can be credited for being fully cognizant of the legal requirement for the organization to adopt and uphold gender mainstreaming. The Commanding Generals of the PAF have consistently built upon the GAD gains made by their predecessors in ensuring that PAF policies and programs are undergoing the requisite gender processes, that gender initiatives are being supported, and they have been genuinely proud to exhibit the positive results and outcomes of the GAD efforts of the organization.

Gender mainstreaming (GM) efforts in the PAF were greatly facilitated by AFP's formulation of policies that intend to download the implementation of gender laws enacted in Congress, such as RA 7192 or Women in Nation-Building of 1992, RA 9710 or the Magna Carta of Women of 2009, RA 7877 or the Sexual Harassment Act of 1995, RA 11313 or the Safe Spaces Act of 2018, and other policies implementing GM laws, which reflect the commitment of AFP and DND to promote an enabling environment for men and women to thrive in their work as military personnel. These policies have also allowed the PAF to do the same to benefit the men and women assigned in the lower units, especially those schools and units that are undergoing the HGDG and PIMME process, which have crafted policies that are intended to prevent gender-based violence (GBV), such as the prohibition of males in female barracks, student-to-student and student-to-instructor fraternizing, among others, that encourage the participation of women—the requirement for the inclusion of females in basic military training, officer training, and flying training, the requirement for women to perform guard duties and other duties just like the men do. All these policies are being crafted with specific applications to the peculiarities of their units.

The PAF programs that undergo the GM process, using PCW's prescribed Harmonized GAD Guidelines for Project Implementation and monitoring, were selected to maximize the breadth of influence and impact among as many male and female personnel. Hence, the schools of AETDC and the HPAF staff were the first programs to undergo the HGDG process, followed by the flying units in the succeeding years of GAD program attribution.

The PCW allowed the PAF a great deal of flexibility in executing its GM strategies and identifying its targets and indicators. PAF offices and units are given a free hand in designing and implementing their GM modalities, even among similar programs such as the military schools of AETDC. This can be seen in the variety of GAD initiatives implemented in the PAF. Even the OAFGAD does not require the programs to follow a strict set of guidelines, apart from what is required in the HGDG, thus allowing creativity and a wide range of options in implementing GM among the PAF units.

Likewise, the creation of the OAFGAD has become crucial to the PAF's meeting of its gender mainstreaming goals in accordance with the HGDG tool. The Office has proven to be effective in ensuring that programs undergoing GAD attribution are up on their toes in meeting the elements cited in the guidelines, which are intended for the programs to be gender-sensitive and gender-responsive. The proactive efforts of the OAFGAD, such as its internal audit of HGDG programs, unit inspection of facilities, the conduct of various training and forum for GAD staff, the coordination being made with other HPAF staff, and its regular consultation with PCW and GAD consultants, have enabled it to meet its GAD goals, consistently increasing in scores in its HGDG programs and the GMEF.

Megan Bastick (2007), a gender and security fellow with the Geneva Centre for the Democratic Control of Armed Forces (DCAF), argues for the integration of gender in the security sector, citing that its inclusion "increases responsiveness to the security needs of all parts of the community, strengthens local ownership of reform and enhances security sector oversight." She is linking this argument to the security sector reform (SSR) concept, saying that "SSR has much to gain by integrating the gender dimension; becoming more legitimate, more responsive to local needs, and better able to address security and justice priorities."

The integration of gender considerations in PAF programs is in keeping with the SSR concept, particularly the aspect of generating and addressing gender issues among the men and women beneficiaries of PAF programs, which would facilitate participatory processes in the organization in a way that makes the beneficiaries take ownership of and become more involved in the program, leading them to become more motivated and more productive members of the organization. This would also tend to increase gender equality in the PAF, and increase the level of cooperation of men and women, making them more effective in their roles as soldiers or members of the security sector. Likewise, Bastick issued the caveat that "SSR approaches

that ignore gender will fall short of achieving their goal of effective and accountable delivery of security" to the society to which they belong. This happens when soldiers feel that they are "just following orders" and do not take ownership of the consequences of their actions in the community.

The Role of the Office of the Air Force GAD (OAFGAD)

The role of the OAFGAD is crucial to meeting the program objectives to the extent that they have all been attributed as gender-sensitive or gender-responsive. The effectiveness of the OAFGAD in ensuring that the HGDG programs are being met can, in turn, be attributed to the following factors:

Supportive PAF Command

The PAF Command, headed by the Commanding General, PAF (CG, PAF), and the Vice-Commander as the Head of the GAD Focal Point System, have expressed support and commitment to attaining PAF's GAD goals. They have likewise approved the release of sufficient budget for the OAFGAD and have given commanders of the lower units the free rein in deciding their respective GAD allocations. The PAF Command have likewise represented the PAF during high-level GAD meetings and have recognized the Philippine Commission on Women as one of its outstanding stakeholders, with no less than the CG, PAF conferring the Plaque of Appreciation during the PAF's 75th Anniversary Celebration.

OAFGAD's Effectiveness

The OAFGAD has proven to be effective in ensuring that programs undergoing GAD attribution are up on their toes in meeting the requisite elements cited in the guidelines. The following proactive efforts of the OAFGAD ensure that the program objectives will be met: conduct of internal audit of the offices and units undergoing the HGDG programs at least once a year, with follow-ups being made on lacking compliances; physical inspection and audit of facilities where the programs are being carried out, the conduct of various training and forum for GAD staff, such as GST, GAD Preparation and Budget, HGDG/PIMME briefing or review; constant coordination with other HPAF staff undergoing HGDG and those that need to support the HGDG requirements of the units undergoing attribution; and regular consultation with PCW and GAD professionals. These efforts are being made to ensure that the 17 programs consistently increase scores, which would also redound to the increase in the PAF's rated GMEF level.

Implementers are cooperative

The efforts of OAFAD are complemented by the cooperation of the program implementers, the HR officers and staff at the lower units, and the admin officers and staff at the HPAF who act as GAD staff in charge of identifying the activities, measures, policies that need to be laid out and implemented as part of the compliances to the PIMME. These compliances are weaved into or integrated into

the regular administration of their respective programs and properly documented as well with means of verification (MOVs), which is what gender mainstreaming is all about.

End-users/beneficiaries are cooperative

The cooperation of the end-users or beneficiaries, who are the men and women of the PAF as students or personnel of lower units, is also an element in meeting the program's objectives. Their inputs to the program, such as gender issues and feedback raised, the harmony and synergy of their teamwork in fulfilling the mandates of their respective units, and the efforts of the students to complete the requirements of the course—these are all enablers to meeting the program's objectives, along with the long-term objective of attaining gender equality and women's empowerment.

Clear consequences

The PAF leadership, OAFGAD staff, program implementors at the office/lower units, and the PAF personnel as beneficiaries have all been aware of the legal mandate of implementing gender mainstreaming and the great potential of attaining development when gender concerns are put into consideration. This positive reinforcement is coupled with the legal and administrative consequences of non-compliance to directives from higher authorities, which have been made clear to the leadership and members of the PAF organization.

Seventeen good programs and more to go

PAF's 17 programs currently undergoing the process of HGDG/PIMME have all reached gender-sensitive and gender-responsive status. However, they are but a fraction of the units that need to undergo the HGDG and PIMME processes in order for the whole PAF to be fully gender-responsive as an organization. Among the 31 HPAF staff offices, six are currently undergoing the HGDG process. Among the seven functional commands of the PAF, three have units undergoing the HGDG programs, while HGDG is still not being conducted yet among the eight tactical and operational wings and the eight service-support and separate units. There being 58 lower units under these major units, only nine are undergoing gender attribution. Likewise, the PAF Headquarters Service Support Group, and all the headquarters units of the lower units, are not undergoing the GAD attribution process. In terms of fiscal attribution, the PAF is currently at 12.14% attribution, which means that the rest, or 87.86% of its fiscal budget, is still not attributed to GAD in accordance with the validation set by PCW.

Sundevall and Persson (2019), having done historical and ethnographic research in the Swedish Armed Forces (SAF) on gender, work, and military organizations, have noted that the inclusion of women in the armed forces was part of the larger project of mainstreaming gender in all areas of society, a prerequisite to maintaining the self- and international image of Sweden as a vanguard of gender equality. Similarly, the inclusion of women in the PAF and the rest of the AFP and other institutions in the

security sector contributes to mainstreaming gender in all areas of Philippine society. The presence of uniformed women would hopefully tend to inspire civilian women to adopt the attitude that they, too, can perform roles that are traditionally men's, and the civilian men would also be inspired to accommodate the women, respect them, and allow them to contribute and realize their full potentials as individuals. Hence, although still at its early stages of GAD attribution, the gains made by the PAF in having 17 programs that are either gender sensitive or gender-responsive are already a big step forward and *tend to promote gender equality in the PAF*, which could usher in similar GAD attribution in other branches of service in the AFP and the rest of the society.

PAF's implementation of the GAD paradigm and its effects on promoting gender equality among the men and women of the PAF

The PAF's gender mainstreaming efforts affected the promotion of gender equality in the PAF in a positive, negative, or neutral manner. The findings reveal that the effect had been positive; that is, the PAF's efforts have decidedly led to enhance gender equality in the PAF in the following ways:

a. The PAF's GM efforts improved the ability of women's participation in the PAF. The programs of the PAF that underwent HGDG required the participation of women and addressing gender issues encountered during the conduct of military courses at AETDC, or while undergoing training as pilots in the flying units. Gender issues encountered by women in their day-to-day activities in their assigned units were addressed by HPAF offices as they fulfill their respective functions be it in handling sexually related offenses and other disciplinary offenses, issuances of initial clothing and equipment, conducting unit inspections and audits, conducting TI&Es and other functions discussed in the succeeding pages under the section on PAF programs. The PAF's GM efforts gave confidence to the women that they are valued members of the PAF, treated equally in terms of opportunity for career progression and access to resources, thereby encouraging them to compete as co-equals of their male counterparts.

b. Increased appreciation of PAF leadership in generating and addressing gender issues in the service. The gains made by the PAF in adopting GAD attribution allowed the PAF leadership to appreciate GAD not only in terms of increasing compliance with fiscal attribution but also in realizing that the organization can address many of the gender issues raised during the imposition of the GAD guidelines. They have realized that addressing gender issues can lead to enhanced motivation and productivity among men and women, lessen disciplinary issues in the organization and increase the overall efficiency of the organization. Further, having realized these GAD gains, leaders are more prone to giving women the opportunity to occupy decision-making positions and perform roles that were traditionally given to males, which would then promote gender equality in the PAF.

c. The male population of the PAF has come to value women. As the various PAF programs have required the presence and the participation of women, their increased participation has shown that they are also able to perform well as well and as ably as their male counterparts, contributing in ways that are not necessarily better than the males, but in their own ways that are different from the ways that men do, thus offering a new set of dynamics in the organization. This has led to the males seeing the value of women in the organization, which leads to them accepting instead of resisting the presence of women, having seen that the laws, the institution, and the society puts value on them and seeks for women to be equal with the men. Nevertheless, it should be noted that the acceptance of males is not a prerequisite for gender equality because, as Stachowitsch (2013) said, the full integration of women is an issue that “does not need to be ‘good’ for it to be right.”

References

- Adusei-Asante, K. & Pelden, S. (2018). Gender Impact Assessment: Theoretical Challenges. *Environmental Justice in Societies in Transition 38th Annual Conference of the International Association for Impact Assessment*. Retrieved from: https://d1wqtxts1xz1e7.cloudfront.net/63058842/Gender_and_Social_Impact_Assessment20200422-68325.
- Bastick, M., 2007, 'Integrating Gender in Post-Conflict Security Sector Reform', Centre for the Democratic Control of Armed Forces (DCAF), Geneva. https://www.sipri.org/sites/default/files/YB08_149_04.pdf · PDF file
- Gasztold, Aleksandra. (2017). A feminist approach to security studies. *Przegląd Politologiczny* ISSN 1426-8876. 179-189. 10.14746/pp.2017.22.3.13. https://www.researchgate.net/publication/320196299_A_feminist_approach_to_security_studies/citation/download
- Kim, D. & Kang, M. (2016) Rapid Growth—What's Next for Gender Mainstreaming? Analyzing the Gender Impact Assessment System in Korea. *Journal of Women, Politics & Policy*, 37:2, 168-189, DOI: 10.1080/1554477X.2016.1152875. Retrieved from: <https://www.tandfonline.com/doi/abs/10.1080/1554477X.2016.1152875>
- Li, Fung et al. (2009). Women, Communities and Mining: The Gender Impacts of Mining and the Role of Gender Impact Assessment. *Oxfam Australia*. Retrieved from: [Women, Communities and Mining: The gender impacts of mining and the role of gender impact assessment \(openrepository.com\)](https://www.oxfam.org.au/publications/Women_Communities_and_Mining_The_gender_impacts_of_mining_and_the_role_of_gender_impact_assessment_(openrepository.com)).
- National Defense College of the Philippines. (2020). Research Agenda 2020-2022. Quezon City.
- Newby, V. and Sebag, C. (2021). Gender sidestreaming, Analysing gender mainstreaming in national militaries and international peacekeeping. *European Journal of International Security*, 148-170. DOI:10.1017/eis.2020.20. Retrieved from: <https://www.cambridge.org/core/journals/european-journal-of-international-security/article/gender-sidestreaming-analysing-gender-mainstreaming-in-national-militaries-and-international-peacekeeping/03D-289F63C51F678217229BEB8555501>.
- Nur, A.A. (2018). The Implementation of Gender Mainstreaming in ASEAN. *The Indonesian Journal of Southeast Asian Studies*. Vol 1, No 2 (2018). DOI: 10.22146/IKAT.V1I2.32360. Retrieved from: <https://jurnal.ugm.ac.id/ikat/article/view/32360>.

Office of the Presidential Adviser on the Peace Process. National Action Plan on Women, Peace and Security, 2017-2022.

O'Hanlon, Michael and Robinson, Lori. (2020). Women Warriors: The ongoing story of integrating and diversifying the American armed forces. *Brookings*. <https://www.brookings.edu/essay/women-warriors-the-ongoing-story-of-integrating-and-diversifying-the-armed-forces/>.

Philippine Commission on Women. (n.d.) Gender Mainstreaming. <https://pcw.gov.ph/gender-mainstreaming>.

Philippine Commission on Women, National Economic Development Authority, and Department of Budget Management. *Joint Memorandum Circular 2012-01*. 2012.

Philippine Constitution, 1987. Republic of the Philippines.

Republic Act 7192, Women in Development and Nation Building Act 1992, (Congress of the Philippines) (Philippines).

Sauer, A. (2018). Equality Governance Via Policy Analysis?: The Implementation of Gender Impact Assessment in the European Union and Gender-based Analysis in Canada. Retrieved from: <https://library.oapen.org/handle/20.500.12657/26024>.

Stachowitsch, S. (2013). Feminism and the Current Debates on Women in Combat <https://www.e-ir.info/2013/02/19/feminism-and-the-current-debates-on-women-in-combat/>

Sundevall, F&Persson, A. (2019). Conscripting women: gender, soldiering, and military service in Sweden 1965–2018. *Women's History Review*, 28:7, 1039–1056. DOI: 10.1080/09612025.2019.1596542. <https://doi.org/10.1080/09612025.2019.1596542>.

The UN Development Program. (2007). *Gender Mainstreaming Training Manual*.

True, J. (n.d.). Gender Mainstreaming in Peace and Security Policymaking https://www.peacewomen.org/system/files/global_study_submissions/Gender%20mainstreaming%20in%20peace%20and%20security_Jacqui%20True.pdf

Woodward, A.E. (2001): Gender mainstreaming in European policy: Innovation or deception? *WZB Discussion Paper*, No. FS I 01-103, Wissenschaftszentrum Berlin für Sozialforschung (WZB), Berlin. Retrieved from: <https://www.econstor.eu/bitstream/10419/44052/1/345123883.pdf>.

Woodward, A.E. (2008). European Gender Mainstreaming: Promises and Pitfalls of Transformative Policy. *Review of Policy Research*. Vol. 20, Issue 1, 2008. <https://doi.org/10.1111/1541-1338.d01-5>.

EDITORIAL BOARD

LtGen Ferdinand M Cartujano PAF (Ret)
Chairperson

Dr Aurora De Dios
Editor-in-Chief

Mr Rej C Torrecampo
Associate Editor

Michaela F Gonzales
Managing Editor

Dr Melanie Reyes
Anna Kristina M Dinglasan
Col Maria Victoria I Blancaflor CAV (GSC) PA
Col Cecilia B Frias PAF MNSA
Contributors

Editorial Staff

Danica C Gonzalez-Saurombe
Jose Emmanuel E Paraiso
Research Assistants

Mar Jensen L Arinto
Layout Artist

Jonahley M Jaucian
Copy Editor



LtGen Ferdinand M Cartujano PAF (Ret)
Chairperson

Lieutenant General Ferdinand M Cartujano PAF (Ret) was the 82nd Superintendent of the Philippine Military Academy (PMA). He led the Cadet Corps at the height of the COVID-19 pandemic by facilitating the provision of vaccines, booster shots to cadets, personnel, dependents, tenant units, Armed Forces of the Philippines units in Baguio, and even the surrounding community. His proudest legacy was the eradication of maltreatment practices and hazing at the Academy by emphasizing education and corrective training policies.

Prior to his assignment at PMA, he was the Commander, Air Training, Education and Doctrine Command, where his unit was named as the Philippine Air Force Functional Command of the Year in 2019 and 2020. He has also occupied major responsibilities such as the Deputy Wing Commander of the 600th Air Base Wing and Chief of Division Staff of 1st Air Division in Clark Air Base. He was also the Group Commander of the 505th Search and Rescue Group of the Philippine Air Force.

A testament of 38 years of continuous, committed and faithful service to the nation, earned him the various awards such as the Philippine Legion of Honor; Distinguished Service Stars; an Outstanding Achievement Medal, and countless Military Merit and Commendation Medals among others. He has accumulated varied accolades, appreciations, and Letters of Commendation from private and public sectors, including some from the Office of the President of the Republic of the Philippines.

LtGen Cartujano entered the PMA, and became one of the distinguished members of "Maringal" Class of 1988. Afterwards, he joined the Philippine Air Force and took the Undergraduate Pilot Training and finished with flying colors. He took his Masters in Management in Defense Studies (MMDS) from the University of Canberra in Australia. He is also a product of the Senior Executive Course in National Security (SECNS) Class 10 of the National Defense College of the Philippines (NDCP).



Dr Aurora De Dios
Editor-in-Chief

Dr Aurora Javate de Dios is currently the Senior Project Director of the Women and Gender Institute after serving as its Executive Director for 10 years. WAGI is a specialized center for feminist learning and teaching, as well as research and training at Miriam College, in the Philippines. She was former College Dean and currently Professor at the International Studies of Miriam College teaching courses on international relations with focus on Asia, global governance, migration, gender, peace and security and feminist leadership. She introduced the first MA course on Migration Studies in the same school.

Dr de Dios held various government positions as the Philippine Representative to the ASEAN Commission on the Promotion and Protection of Women and Children's Rights (2010-2017) Chair of the National Commission on the Role of Filipino Women (2001-2003); Member and Rapporteur of the UN Committee on the Convention on the Elimination of All Forms of Discrimination Against Women (UN CEDAW). Member of the CHED Technical Panel on Gender and Women's Studies. She was a faculty member in the Raoul Wallenberg Institute on Human Rights in their Online Program on Human Rights in Southeast Asia for three years.

Dr de Dios is President of the Coalition Against Trafficking in Women International and its Asia Pacific chapter. She is also a member of Women's Peace Collective a network of Muslim NGOs, women religious, teachers and professionals working with women in conflict affected communities to strengthen their political participation in the governance of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) communities as well as in preventing violent extremism. She is part of a Panel of Experts developing Tertiary Education Curriculum on Atrocity Prevention and the Responsibility to Protect in Southeast Asia. She is Gender Consultant on CEDAW and its Optional Protocol, Gender and Migration and Feminist Leadership and Gender Peace and Security.

Among her notable publications include : Dictatorship and Revolution: The Roots of People's Power (co-editor, 1988); Springbook: Readings in Women's Studies (2001) Violence Against Women is Not Inevitable (2008) Social Cost of Migration (co-writer) (UN Women, 2012); Promoting Women's Economic Empowerment in ASEAN : Focus on the Elderly, Persons with Disability and the Youth (co-author-2020) and Beijing @ 25 NGO Report on Human Rights and Armed Conflict in the Philippines (2020) and Breaking Barriers for Women's Participation in the Peace Process in Mindanao in a new book Development for Peace: The Case of BARRM (2021). Her recent article "Democracy under Strain in the Philippines: The Politics and Diplomacy of Rodrigo Duterte" (2021) is included in the book Asia-Pacific Diplomacy in Transition: Ideas, Institutions and Issues published by Springer; Manual on Gender Peace and Security, (ed) (NDCP, 2023). Her current research is on Elusive Justice: The Failure of Transitional Justice in Addressing Martial Law Atrocities in the Philippines.



Mr Rej C Torrecampo
Associate Editor

Rej Cortez Torrecampo is an Associate Professor and the Director of the Philippine Center of Excellence in Defense, Development, and Security (PCEDS) at the National Defense College of the Philippines. He is also a Senior Lecturer at the International Studies Department of Miriam College. He has been with the defense sector since 2015; serving as a defense analyst at the Office of Naval Strategic Studies of the Philippine Navy until 2018 and research consultant for the Philippine Navy until 2019.

He obtained a degree of Master in Development Management from the Asian Institute of Management (AIM) and a Bachelor of Arts in International Studies, with a specialization in International Politics minor in Peace Studies from Miriam College. He completed 30 units of coursework for the program Master of Arts in Foreign Service from the Philippines Women's University from 2014-2016.



Michaela F Gonzales
Managing Editor

Michaela F Gonzales is currently the Head of Training and Conferences Section under the Philippine Center of Excellence in Defense, Development, and Security (PCEDS) of the National Defense College of the Philippines (NDCP). She leads the design, implementation, and evaluation of training projects and related activities such as conferences and fora. She spearheaded the following extension services of the NDCP: The Security Lounge for National Security Administrators, Gender Analysis of Violence and Security short course, and the 1st NDCP Research Conference.

She took up her Bachelor of Arts degree in Social Science, Major in Social Anthropology, and Minor in Psychology, at the University of the Philippines Baguio.



Anna Kristina M Dinglasan
Contributor

Anna M Dinglasan has a Master's Degree in Development Studies focusing on Social Justice Perspectives and specialising in peace and conflict studies from the International Institute of Social Studies at Erasmus University, the Netherlands. She also holds a BA and MA in International Studies from Miriam College.

Anna has extensive experience in gender and women's rights having previously worked in various local and international organisations leading programs, doing research, conducting training, and providing technical advice on gender justice, including on gender, peace and security. Anna has been a faculty associate at the Women and Gender Institute, and a part-time lecturer at the International Studies Department at Miriam College since 2016.

Currently based in Sydney, she is the Equity and Inclusion Lead at Caritas Australia overseeing all matters in relation to gender equity, disability and social inclusion in the organisation's international development and humanitarian programs in Asia, Africa and the Pacific. She enjoys cooking and baking, and being crafty in her free time.



Dr Melanie Reyes
Contributor

Dr Melanie Reyes is the Executive Director of Miriam College-Women and Gender Institute (WAGI) and also the Chairperson of the Department of International Studies at Miriam College. She is a member of the National Gender Resource Pool of the Philippine Commission on Women providing training and capacity building for government agencies, LGUs, the academe, and other civil society organizations on gender sensitivity, gender mainstreaming, gender analysis tools, gender responsive education, gender responsive planning and budgeting, among others. Dr Reyes is also a subject matter expert in the National Defense College of the Philippines (NDCP) handling sessions on Women, Peace and Security and a Fellow of the Policy Research and Legal Services of the Bangsamoro Parliament.

Dr Reyes finished her Doctor of Social Development and Master in Public Administration Major in Public Policy at the University of the Philippines, Diliman. She is also a Senior Lecturer at the University of the Philippines Open University (UPOU) teaching Women and Development Research. She is a Board Officer of the Women and Gender Studies Association of the Philippines (WSAP) and the Philippine International Studies Organization (PHISO).



Col Maria Victoria I Blancaflor CAV (GSC) PA
Contributor

Col Maria Victoria I Blancaflor CAV (GSC) PA joined the Philippine Military Academy and graduated with the Kalasag-Lahi Class of 1997. She was previously the Chief of the Office of the Army Gender and Development, from October 2014 to March 2018, wherein she oversaw the implementation of gender mainstreaming in the staffs, offices, and subordinate units of the Philippine Army. She then entered the National Defense College of the Philippines for her Masters in National Security Administration (MNSA), subsequently joining the MNSA Regular Course 58. She was the Battalion Commander of the 2nd Cavalry Bn, based in Camp Nakar, Lucena City, providing armor operations support to Army Units in the Southern Luzon Command. She was also the Commanding Officer of the Armor Maintenance Battalion.



Col Cecilia B Frias PAF MNSA
Contributor

Col Cecilia B Frias PAF MNSA joined the Philippine Military Academy and graduated with the MASIKHAY Class of 1999 and is one of the third batch of female graduates. She then joined the Philippine Air Force, becoming a pilot of the Sikorsky S-76A, flying maritime patrol and medical evacuation missions for the 505th Search and Rescue Group for eleven years.

As a staff officer of the Headquarters Philippine Air Force, she was assigned in various offices, namely air force safety management, air force cultural and historical affairs, air intelligence, air force adjutant service, and air force gender and development. As Chief of the Air Force Gender and Development or (GAD) since 2019, she was able to oversee the gender mainstreaming efforts of the Philippine Air Force, to include the attribution of 17 Philippine Air Force programs using the Harmonized Gender and Development Guidelines (HGDG) as prescribed by the Philippine Commission on Women. She later on became the Commandant, Philippine Air Force Basic Military School. She steered the pre-entry school into attaining a perfect HaGaDaGa score so that other Philippine Air Force programs may have a template to follow in their similar efforts.

She would later join the Masters in National Security and Administration Regular Class 57 where she decided to take up the gender theme for her thesis, having realized the potential of GAD in enhancing the service and well-being of the members of the security sector as they fulfill their roles as one of the main actors of national security.



Danica C Gonzalez-Saurombe
Research Assistant

Danica C Gonzalez-Saurombe holds a Bachelor's Degree in International Studies major in International Politics, minor in Peace Studies from Miriam College. She has been working in the development field for over five years in partnership with various local and international organizations in the public and private sectors. She has extensive experience in training, organizing, research, writing, managing end-to-end processes and providing technical assistance in various gender and development projects that intersect gender with human rights, inclusion, gender, peace and security, reproductive health, and the environment.

Currently, Dani is the coordinator for the Young Women's Leadership Program of the Women and Gender Institute (WAGI) which aims to bring young women together through various spaces, hone their leadership skills, and encourage them to uphold gender equality, human rights, and inclusion. She is also an entrepreneur and is working on finishing her master's degree in Anthropology at the University of the Philippines Diliman.



Jose Emmanuel E Paraiso
Research Assistant

Jose Emmanuel E Paraiso is the Training Specialist I of the Training and Conferences Section (TCS) under the Philippine Center of Excellence in Defense, Development, and Security (PCEDS) of the National Defense College of the Philippines (NDCP). He is part of the planning, implementation, and execution of training activities and conferences under the Gender, Peace, and Security, and Smart Power program areas of the Center. Prior to joining PCEDS, NDCP, he was a Logistics Management Officer in the Office of the Deputy Chief of Staff for Logistics, J4; working under the Contract Management and International Logistics Division where he focused on and contributed to the institution's international military affairs.

He graduated, with latin honors, from the Ateneo de Manila University with a degree in Bachelor of Arts in Diplomacy and International Relations with Specialization in East and Southeast Asian Studies, and a Minor in Japanese Studies.



Mar Jensen L Arinto
Layout Artist

Mar Jensen L Arinto is a Project Development Officer II at the Philippine Center of Excellence in Defense, Development, and Security (PCEDS) of the National Defense College of the Philippines (NDCP), wherein he leads the Creatives and Publication Section (CPS). As the head of CPS, he prepares communication plans, creative proposals, and other related documents for the activities and tasks of the section. He also oversees all creative, publication, and multimedia projects of the Center, including the conceptualization and execution of social media campaigns for conferences, short courses, and engagements. He provides open-source intelligence briefings to the President of the NDCP as well on a weekly basis.

Mr Arinto previously worked as a news writer for a U.S. research and media company focusing on the defense contracting industry. He covered topics concerning the U.S. Department of Defense, federal and state politics, cybersecurity, and nuclear energy.

He graduated from the University of Santo Tomas (UST) in 2019 with a bachelor's degree in journalism. Mr Arinto is currently taking up his master's degree in public administration at the UST Graduate School.



Jonahley M Jaucian
Copy Editor

Jonahley M Jaucian is a Project Development Officer I working under the Creatives and Publication Section of the Philippine Center of Excellence in Defense, Development, and Security (PCEDS). She primarily assists in the production and execution of creative, multimedia, publication, and innovation projects of the Center. Currently, Ms Jaucian is assigned as the Publication Coordinator of PCEDS. She copyedited the GAD Resource Handbook Filipino Version and the NSSP Class 2 Policy Paper Compendium.

Ms Jaucian started serving the government sector as a Junior Editor and Associate Coordinator for the Information and Publication division of the Commission on the Filipino Language and was promoted as Project Coordinator for the Office of the Chairman. Under the Publication Unit of the agency, she edited, managed, and published a total of 10 books and 40 monographs within a year of service. As a Project Coordinator, she successfully spearheaded native poetry and dramatic monologue writing contests.

She is a graduate of the University of Santo Tomas where she earned her Bachelor of Arts in English Language Studies degree with a Magna Cum Laude distinction.

