



**REGIONAL STRATEGY
ON WOMEN, PEACE AND
SECURITY**

2018 - 2022

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I. ACKNOWLEDGEMENTS

The *Southern African Development Community Regional Strategy on Women, Peace and Security* advances the quest for a prosperous and peaceful Africa in which women, men, girls and boys are all able to live with human dignity. Gender equality, women's participation in peace and security processes, the prevention of sexual and gender based violence and the protection of women during conflict and post-conflict situations are essential to meet the objectives of the Southern African Development Community (SADC) Protocol on Gender and Development, The African Union (AU) Protocol to the African Charter on Human and People's Rights on the Rights of Women (Maputo Protocol) and the United Nations (UN) Sustainable Development Goals 5 and 16.

The SADC Secretariat took the lead in the development of this Regional Strategy Document and facilitating the participation of Member States in the consultative workshop on the development of a Regional Strategy and Action Plan to implement the Women, Peace and Security Agenda in the SADC region, on November 24-26, 2016. SADC Member States also participated in prior consultations such as the Regional Policy Seminar in March 2011 and the Symposium on United Nations Security Council Resolution (UNSCR) 1325 in October 2015, held in Johannesburg. We are appreciative of their valuable and thoughtful engagement on this issue.

The UN Women's South Africa Multi-Country Office and the UN Department of Political Affairs, through its Liaison Team in Gaborone, were also key partners in the facilitation of this Regional Strategy through their financial support and technical expertise. We are thankful for their assistance, which has enabled the development of this document. We also applaud the assistance provided by Professor Cheryl Hendricks of the University of Johannesburg in the development of this important Regional Strategy. Finally, we appreciate the generous financial support of the European Union, through the Regional Political Cooperation Programme towards the development of this Strategy and the Government of Norway.

II. FOREWORD

The mandate of the Southern African Development Community (SADC) is to advance the promotion of sustainable economic growth and socio-economic development through regional integration, good governance and durable peace and security. Among other things, this has to take place in an environment where gender sensitivity and gender mainstreaming take centre-stage in all the regional integration agenda, including national peacebuilding and peacekeeping endeavours.

SADC's commitment towards peace and security is enshrined in the SADC Treaty, the *SADC Protocol on Politics, Defence and Security Cooperation*; the Protocol on Gender and Development; and other strategies and policy frameworks. Increasingly, sub-regional organisations such as SADC have become more involved as first responders to conflict situations in the region. This trend, which involves the use of preventive diplomacy efforts, mediation, peace support operations, peacekeeping, peacebuilding, and post-conflict reconstruction and development efforts, has situated Africa at the forefront of peace processes on the continent. A gender perspective has to be integrated into all these processes, considering that women, men, boys and girls have different needs, experiences and are differently affected by the effect of conflicts.

As such, the thrust of this Strategy is that, more efforts, resources and energies should be directed towards the involvement of women in all these processes. This is informed by the realisation that sustainable development, including peace, can only be achieved when the Region and all its Member States have solid mechanisms, programmes and activities that are gender responsive, with the sole goal of achieving gender equality. Owing to the above, and in line with the provisions and spirit of the UNSCR 1325, and in operationalising Article 28 (Peace Building and Conflict Resolution) of the SADC Protocol on Gender and Development, it was necessary to craft this Strategy.

There is a plethora of policy documents and legal frameworks both at global, continental and regional levels that have spurred SADC to draft this Strategy, as a mechanism to ensure the implementation and alignment of regional and national policy framework to the global agenda specifically, the adoption of UNSCR 1325, in 2000, brought global attention to the need to mainstream gender into peace and security processes. This had a tremendous transformative effect on the International Community's perceptions on peace and security, since the focus shifted to the actors and victims, and the need for them to be involved in conflict prevention, management and peacebuilding, inter alia. There is, equally, an array of subsequent UNSC resolutions on women, peace and security, all attempting to bolster and give effect to the general principles in UNSCR 1325 and the various others seeking to protect children in armed conflicts. These include the Beijing Declaration and Platform for Action (1995); the Optional Protocol on the Involvement of Children in Armed Conflict (2000), the UNSCR 1820 (2008), which addresses the issue of sexual violence and calls for a zero tolerance policy for peacekeepers with regard to sexual

exploitation and abuse; the UNSCR 1888 (2009), which “urges Member States, international and regional organisations to improve women’s participation during all stages of the peace process, including by enhancing their engagement in political and economic decision-making at early stages of recovery processes. ”

At the Continental level, there are Frameworks such as the AU Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women (2003) (the Maputo Protocol); the Solemn Declaration of Gender Equality in Africa (2004); the AU Framework for Post Conflict Reconstruction and Development (2006); the African Union Gender Policy (2008); the AU Policy Framework for Security Sector Reform (2011) and Agenda 2063 (2015) all which call for gender equality and the implementation of UNSCR 1325.

At the Regional Level, The Treaty of the Southern African Development Community (1992) outlines the principles that should guide SADC, some of which are peace and security; human Rights, democracy and the rule of law; as well as peaceful settlement of disputes. As a mechanism to ensure sustainable implementation of this, SADC Secretariat, amongst others, facilitates the achievement and maintenance of peace and security, the empowerment of women and the promotion of gender mainstreaming in order to achieve gender equality in the region, as outlined in the Protocol on Politics, Defence and Security (2001), the Strategic Indicative Plan of the Organ (SIPO) (2003 - revised in 2010), the SADC Gender Policy (2007) and the Protocol on Gender and Development (2008 – revised in 2016). These frameworks outline the specific objectives, mechanisms and targets to attain peace and security, women’s empowerment and gender equality.

Collectively, these resolutions and recommendations urge Member States and all relevant stakeholders to not only be cognizant of women as victims during conflict and to provide for their protection, but to also see them as actors and empower them to participate in creating more sustainable peace and security for all.

This SADC Women Peace and Security Strategy provides a more elaborate outline of the regional, continental and international frameworks on Women Peace and Security; a solid context and comprehensive grounding upon which the importance of such a Strategy is anchored.

It also outlines the Vision, Mission, Goal, Objectives and Strategies, including an implementation Matrix with identified activities and expected results, which makes the document real time and responsive to the demands on the ground. This Strategy will enhance and strengthen meaningful participation of women as active agents in the SADC peace and security architecture by incorporating a gender perspective in all the areas of conflict prevention and resolution; peace building and peacekeeping. In the furtherance of our proud history of a shared vision of an integrated southern African, defined by peace, security and prosperity, I have the

honor and privilege, on behalf of the Secretariat, to present this important Strategy to the region.

Dr. Stergomena Lawrence Tax

SADC Executive Secretary

JULY 2018

III. ABBREVIATIONS

ACLED	Armed Conflict Location and Event Data Project
ADF	Allied Democratic Forces
AU	African Union
CAR	Central African Republic
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
DDR	Disarmament, Demobilisation and Reintegration
DDRRR	Disarmament, Demobilisation, Repatriation, Reintegration and Resettlement
DRC	Democratic Republic of Congo
DRR	Disaster Risk Reduction
ECOSOC	United Nations Economic and Social Council
ECOWAS	Economic Community of West African States
EOC	Emergency Operational Centres
EU	European Union
EWS	Early Warning System
FDLR	Democratic Forces for the Liberation of Rwanda
FIB	Force Intervention Brigade
FLEC-FAC	Front for the Liberation of the Enclave of Cabinda – Armed Forces of Cabinda
GBV	Gender-Based Violence
ICGLR	International Conference on the Great Lakes Region
IDPs	Internally Displaced Persons
IGAD	Intergovernmental Authority on Development
ISDSC	Inter-state Defence and Security Committee
ISPMC	Inter-state Politics and Diplomacy Committee
LDF	Lesotho Defence Force
LRA	Lord's Resistance Army

MONUSCO	United Nations Stabilization Mission in the Democratic Republic of Congo
MS	Member States
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
OPDSC	Organ on Politics, Defence and Security Cooperation
OSCE	Organisation for Security and Cooperation in Europe
PCRD	Post-Conflict Reconstruction and Development
PRIO	Peace Research Institute Oslo
PSO	Peace Support Operations
RAP	Regional Action Plan
REC	Regional Economic Community
REWS	Regional Early Warning System
RPTC	Regional Peacekeeping Training Centre
SADC	Southern African Development Community
SADC ORGAN	Southern African Development Community's Organ on Politics Defence and Security Cooperation
SANDF	South African National Defence Force
SARPPCO	Southern African Regional Police Chiefs Cooperation Organisation
SDGs	Sustainable Development Goals
SEAC	SADC Electoral Advisory Council
SEOM	SADC Electoral Observation Mission
SGBV	Sexual and Gender-Based Violence
SIPO	Strategic Indicative Plan of the Organ
SSR	Security Sector Reform
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework

UNODC	United Nations Office on Drugs and Crime
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
USIP	United States Institute of Peace
WPS	Women, Peace and Security

IV. KEY CONCEPTS

Conflict – arises over “perceived incompatibilities of interests”. Conflict can be violent or non-violent, interpersonal, intra-personal, inter and intra-group and inter and intra-state. When parties to a group or state conflict take up arms to settle perceived irreconcilable differences, we enter the sphere of warfare.¹ Conflict moves through different stages, escalating and de-escalating over time. The different stages of conflict require different tools of intervention, i.e., in the build-up stage (conflict prevention), in the crisis stage (peace-making) and in the post-conflict stage (peace enforcement, peace-keeping, post-conflict peacebuilding and reconciliation).

Conflict Management – refers to the processes aimed at the limitation, mitigation and containment of conflict.

Conflict Prevention – strategies aimed at anticipating* or averting conflict.

Disarmament, Demobilization, Repatriation, Reintegration and Resettlement (DDRRR) – contributes to security and stability in post-conflict situations through political, military, humanitarian and socio-economic processes aimed at voluntarily resettling and re-establishing the livelihoods of ex-combatants. “It aims to deal with the post-conflict security problem that arises when ex-combatants are left without livelihoods and support networks.”²

Early Warning – in this context is defined as “communication of information of a crisis area, analysis of that information, and development of potential, timely, strategic response options to the crisis.”³ It is therefore concerned with the prevention and mitigation of conflict. Early warning is not confined to use in conflict situations, it has most often been used in disaster management.

Gender – refers to the socially constructed roles, behaviours, attributes and relationships between men and women.

¹ Kegley, C and Blanton S. 2010. *World Politics: Trend and Transformation*. Wadsworth, Boston.

² UN DDR Resource Centre. unddr.org. Accessed on 12 September 2016.

³ Walraven, K. ed. 1998. *Early Warning and Conflict Prevention: Limitations and Possibilities*. The Hague/London/Boston: Kluwer Law International.

Gender Equality – “Means that men and women have equal rights, opportunities and conditions for realising their full human rights and for contributing to, and benefiting from economic, social, cultural and political development.”⁴

Gender Mainstreaming - “is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”⁵

Gender Responsiveness – reflects an understanding of the gendered dimensions of a particular situation and creates an environment that responds appropriately.

Gender Sensitivity – means to be aware of the differences between men and women, how they are being included or excluded in particular programs or actions and to advance equal treatment for both.

Human Security – is a paradigm that challenges traditional notions of security that have focused on the state. It argues that the referent for security should be the individual and redefines security as ‘freedom from fear, freedom from want.’ Human security therefore broadens our conceptualisation of what constitutes a security issue and who are security actors.

Human Trafficking – is “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.”⁶

⁴ SADC Gender Mainstreaming Resource Kit (2009).

⁵ Definition of the Agreed Conclusions of ECOSOC in 1997.

⁶ UN Protocol to Prevent Suppress and Punish Trafficking in Persons, especially Women and Children effective since 2003.

Participation – in this Strategy Document refers to creating equal opportunities for women and men to be represented in and to fully engage on peace and security structures and processes.

Peace – is often viewed as the “absence of violence, absence of war.” Johan Galtung refers to this conceptualization of peace as “negative peace” and prefers a conceptualization of peace as: “the integration of human society” and/or “non-violent and creative conflict transformation.”⁷ He is therefore including a focus on the structural conditions of society that are experienced as violent (poverty, hunger, discrimination, injustice, etc). “Positive peace” is when we move beyond the absence of war to creating the social, economic and political conditions that enable peaceful lives.

Peacebuilding – processes aimed at resolving and transforming conflicts and enabling durable peace. It “strengthens the synergy among the related efforts of conflict prevention, peace-making, peacekeeping, recovery and development, as part of a collective and sustained effort to build lasting peace.”⁸

Peace-making - is action to bring hostile parties to agreement through peaceful means such as mediation and negotiation.

Peacekeeping - is the deployment of military, police and civilian personnel into a post-conflict country with the consent of all parties concerned: normally by the UN/AU or Regional Economic Communities (RECs).

Security Sector Reform - “Refers to the process by which countries formulate or re-orient the policies, structures and capacities of institutions and groups engaged in the security sector, in order to make them more effective, efficient and responsive to democratic control and to the security and justice needs of the people.”⁹

Sexual and Gender Based Violence – includes physical, sexual and psychological violence such as domestic violence; sexual abuse, including rape and sexual abuse of children, in some circumstances, by family members; forced pregnancy; sexual slavery; forced marriage; traditional practices harmful to men and women; violence in

⁷ Galtung, J. 1969. “Violence, Peace and Peace Research”. *Journal of Peace Research* Vol 6 No 3

⁸ United Nations Peacebuilding Support Office accessed at allianceforpeacebuilding.org 1 February 2017.

⁹ AU Policy Framework on Security Sector Reform adopted in 2011

armed conflict; violence in post-conflict situations; neglect; trafficking of persons particularly women and girls and emotional abuse.¹⁰

UNSCR 1325 National Action Plan - is a strategy or plan developed by a state to implement UNSCR 1325 and other resolutions of the Women, Peace and Security agenda. Plans should contain concrete recommendations on how women should be included in all peace and conflict related decisions and processes, and how to prevent sexual and gender based violence and protect women. Plans should contain clear goals, actions and responsibilities and mechanisms for monitoring and evaluation.¹¹

Women, Peace and Security Agenda— is an agenda that recognises that women in particular are victims of conflict, but places emphasis on the transformative potential of including them as actors in peace and security structures and processes. “Women’s agency, voice, and capacities, and a real gender perspective are critical to local dialogues, better policies and more equitable peace deals.”¹²

¹⁰ Hrlibrary.umn.edu. Accessed on 12 September 2016.

¹¹ PRIO, 2014. “OSCE Study on National Action Plans on the Implementation of the UNSCR 1325.”

¹² Peacewomen.org. Accessed on the 12 September 2016.

1. INTRODUCTION

The *SADC Regional Strategy on Women, Peace and Security* serves as an overall guide for the Southern African Development Community (SADC) to mainstream gender into SADC's peace and security mechanisms and processes in order to address the specific challenges experienced by women and children.

The Women, Peace and Security (WPS) agenda is a key part of the international and regional programme for attaining sustainable peace.

There is wide-spread acknowledgement that war and peace are gendered. Conflict and post-conflict situations have a differential impact on women, men, girls and boys. Studies have shown how, during conflict, women and children become more

"If the goal of a peace process is only to end violence, then women – who are rarely the belligerents – are unlikely to be considered legitimate participants. If the goal is to build peace, however, it makes sense to gain more diverse inputs from the rest of society."

vulnerable to sexual violence and exploitation, displacement, kidnapping (including as sex slaves and child soldiers), changed household relations and poverty.¹³ Women are, however, not only victims of conflict. They occupy differing roles, some of which constitute them as actors in conflict situations. For example, during the liberation struggles in Southern Africa, many women participated as combatants, activists and/or human rights defenders. Currently, there are women who are combatants in defence forces, rebel movements and extremist organisations across the continent. Many more women are local peacebuilders, civil society activists and providers of humanitarian support; examples from the Mano River Region, East Africa and Central Africa abound. However, when formal peace processes (peace-making, peacekeeping and peacebuilding) begin, the women who have been either victims or actors in these conflict situations are often excluded. Their experiences, interests, concerns and well-being are not adequately accounted for, leaving women vulnerable and insecure in the post-conflict phase. It is therefore imperative that we mainstream gender into all peace and security frameworks, policies and practices, particularly those related to conflict prevention, peace-making, peacekeeping and recovery, i.e. into the full spectrum of peacebuilding processes and activities.

¹³ Sheila Meintjes, Anu Pillay and Meredith Turshen, eds, 2001. *The Aftermath: Women in Post Conflict Transformation*. London: Zed Press; Sandra Cheldelin and Maneshka Eliatamby, 2011. *Women Waging War and Peace: International Perspectives on Women's Roles in Conflict and Post-Conflict Reconstruction*. London: Continuum.

Although insecurity and women and children's vulnerability are heightened in conflict and post-conflict situations, peace and security is not limited to these contexts, or to combatting victimhood. Human insecurity is an everyday occurrence in many countries. Unemployment, poverty, crime, marginalisation, Sexual and Gender-Based Violence (SGBV), human trafficking, kidnapping, cyber-crime, extremism, patriarchal culture, etc. are the many forms of structural violence that generate insecurity in society. It is therefore important for governments and intergovernmental organisations to address these issues and in the context of the WPS agenda to particularly ensure the prevention of SGBV, the protection of women in conflict and non-conflict situations and to enable women's participation in national, regional and international peace and security processes and structures.

Despite the many international protocols, resolutions and declarations on WPS, women continue to bear a disproportionate burden of the consequences of conflict, remain marginalised from peace processes and high SGBV prevalence rates continue unabated. This is in part due to the non-domestication of these global instruments and a lack of translation of the policy frameworks into specific strategies at national and regional levels. It is also due to the silo approach to peace and security, that is, women's peace and security concerns are often separated from the main peace and security agenda. There is need for a more integrated approach, hence the global call to mainstream gender into all peace and security structures and processes.

Globally, since 2011, there has been a spike in the number of conflicts and conflict related fatalities. Many of these continue to be in Africa and they include armed conflict, election related violence, and violent protests. Extremism may have decreased in terms of the number of incidents, but the destructive scale of these acts has multiplied. Southern Africa is not immune to violent conflict, extremism (including piracy) and SADC and its Member States have put in place measures to mitigate these incidents

Conflict, however, as earlier noted, has a direct impact on the security of women and men, girls and boys. It is therefore imperative that SADC develops gender sensitive conflict management and counter-terrorist frameworks and strategies and endeavour to ensure the protection of women during conflict and non-conflict situations and their

participation in peace and security processes. SADC is cognizant of the necessity to mainstream gender into its peace and security architecture. The Regional Strategy on Women, Peace and Security is aimed at facilitating the protection of women in conflict and non-conflict situations and to promote their participation in peace and security structures and processes.

Countries that are not in armed conflict in the region continue to have human security challenges that directly impact on women and children (in this context, discrimination, SGBV, human trafficking, crime, cybercrime, xenophobia, displacement, and so forth, differentially impact on women and girls). A security sector that is gender sensitive and gender responsive should give due attention to address these challenges. The SADC Gender and Development Protocol¹⁴ has a strong focus on the prevention of all forms of gender based violence that cover countries irrespective of whether they are at war or not; or during armed and other forms of conflict. Member States in SADC have developed policies and programmes to address issues such as SGBV and Human Trafficking. However, these scourges continue to be a challenge for the majority of countries in the region. Framing these human security challenges as security concerns enables the security sector institutions to deal with them more coherently in both non-conflict and conflict situations.

All UN and AU Member States and Regional Economic Communities are urged to develop Regional and National Action Plans (RAPS/NAPS) for the implementation of UNSCR 1325 and its related resolutions. Countries not at war should examine the ways in which women are included in their peace and security structures and find ways to address their human security challenges. *Goal 16 of the UN's Sustainable Development Goals (SDG's) specifically calls for the promotion of peaceful and inclusive societies for sustainable development, noting the need to reduce all forms of violence and to end abuse, exploitation and trafficking in all countries.¹⁵

Regional and National Action Plans and Strategies are tools to guide and localise the implementation of the women's peace and security agenda. They articulate the ways in which States and Regional Economic Communities (RECs) will address the key

¹⁴ SADC, Protocol on Gender and Development. Adopted in 2008 and revised in 2016.

¹⁵ UN. Sustainable Development Goals. Adopted on the 25th September 2015. Accessed at un.org.

pillars of UNSCR 1325, namely, Participation, Prevention, Protection and Relief and Recovery. They therefore promote greater visibility, policy coherence, ownership, transparency and accountability for women's peace and security. SADC's Regional Strategy on Women, Peace and Security is centrally concerned with implementing the main pillars of UNSCR 1325 and the subsequent WPS resolutions that seek to strengthen the implementation of UNSCR 1325. It also gives due attention to the need to include women in national security sector institutions and processes and the need to combat any human rights violations of women and children with emphasis on combatting SGBV.

2. POLICIES AND LEGAL FRAMEWORKS ON WOMEN, PEACE AND SECURITY

2.1 International Frameworks

Internationally, there has been a concerted effort to identify and address the impact of conflict on women and children and to provide for more representative and inclusive peace and security structures and processes. The Nairobi Forward Looking Strategies (1985), Declaration on the Elimination of Violence Against Women (1993), Beijing Declaration and Platform for Action (1995) and the Windhoek Declaration and Namibia Plan of Action for Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (2000) emphasized the need to mainstream gender into peace and security. The UN Convention on the Rights of the Child (1989) and the Optional Protocols on the Involvement of Children in Armed Conflict (2000) as well as the Optional Protocol on the Sale of Children, Child Prostitution and Pornography (2000) and the various UNSC Resolutions seeking to protect children in armed conflicts¹⁶ are additional key frameworks that need to be considered in the women's peace and security agenda.

African women, many from Southern Africa, played a key role in the formulation and adoption of the various Strategies and Declarations. It was, however, the adoption of UNSCR 1325, in 2000, which brought global attention to the need to mainstream gender into peace and security processes. This resolution transformed the way in which the International Community thinks about peace and security i.e. who are the

¹⁶ See for example UNSCR's 1261 (1999); 1296 (2000); 1314 (2000); 1379 (2001); 1460 (2003) and 1539 (2004)

actors and victims and who should be involved in conflict management and peacebuilding. Again, this resolution was adopted whilst Namibia chaired the UNSC in 2000.

UNSCR 1325 calls for the increased **participation** of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflict; “in peace operations as soldiers, police and civilians” and to appoint more women as special representatives and envoys.¹⁷ It calls for the **protection** of women and girls from sexual and gender based violence, “including in emergency and humanitarian situations, such as in refugee camps.”¹⁸ It calls for the **prevention** of violence against women, “including by prosecuting those responsible for violations of international law; strengthening women’s rights under national law, and supporting local women’s peace initiatives and conflict resolution processes.”¹⁹ It calls for gender-sensitive Disarmament, Demobilization and Reintegration (DDR) programmes²⁰ and it calls for the advancement of **relief and recovery** measures to address international crises through a gendered lens, including “taking into account the design of refugee camps and settlements.”²¹

There have been many subsequent UNSC resolutions on women, peace and security, all attempting to bolster and give effect to the general principles in UNSCR 1325. These are:

- UNSCR 1820 (2008), which addresses the issue of sexual violence and calls for a zero tolerance policy for peacekeepers with regard to sexual exploitation and abuse;
- UNSCR 1888 (2009), “urges member states, international and regional organisations to improve women’s participation during all stages of the peace process, including by enhancing their engagement in political and economic decision-making at early stages of recovery processes, through promoting

¹⁷ USIP. “What is U.N. Security Council Resolution 1325 and why is it so critical today?” usip.org Accessed on 10 September 2016.

¹⁸ Ibid

¹⁹ USIP op cit. These points are often short-handed referred to as the 3 P’s: Participation, Protection and Prevention.

²⁰ UNSC, S/RES/ 1325 (2000). <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>. Accessed on the 8th August 2016.

²¹ USIP op cit

women's leadership and capacity to engage in aid management and planning, supporting women's organisations and countering negative societal attitudes about women's capacity to participate equally²²;

- UNSCR 1889 (2009) calls for global indicators and the improvement of responses to the needs of women in conflict and post-conflict settings;
- UNSCR 1960 (2010) calls for an end to sexual violence in conflict and an end to impunity;
- UNSCR 2106 (2013) draws attention to the importance of a comprehensive approach to transitional justice and recognizes the need for more systematic monitoring of and attention to sexual violence in armed conflict and recognizes the role of gender advisors in ensuring that gender perspectives are mainstreamed in policies, planning and implementation;
- UNSCR 2122 (2013) requests the strengthening of the knowledge of negotiating delegations to peace talks and members of mediation support teams on the gender dimensions of peacebuilding and the appointment of women at senior levels as mediators;
- UNSCR 2242 (2015) highlights the importance of the collaboration with civil society, recognises the importance of integrating WPS across all country situations and calls for increased funding for gender-responsive training, analysis and programmes;²³
- UNSCR 2271 (2016) calls on troop-contributing countries to take the necessary steps to conduct investigations of allegations of sexual exploitation and abuse by their personnel.

In addition, the Committee on the Elimination of Discrimination Against Women adopted General Recommendation 30 on women in conflict prevention, conflict and post-conflict situations in 2013. This Recommendation calls on State parties to ensure the development of NAPs that are compliant with the Convention and that adequate budgets are allocated for their implementation.²⁴

Collectively, these resolutions and recommendations urge Member States and all relevant stakeholders to not only be cognizant of women as victims during conflict and to provide for their protection, but to also see them as actors and empower them to participate in creating more sustainable peace and security for all.

The SDGs, adopted in 2015, call on States to create more just, peaceful and inclusive societies and to strive to achieve gender equality and empower all women

²² UNWOMEN Global Study on the Implementation of UNSCR 1325 op cit. pg 38.

²³ See peacewomen.org accessed 12 September 2016

²⁴ UN. Convention on the Elimination of All Forms of Discrimination against Women. CEDAW/C/GC/30 adopted on the 18th October 2013.

and girls. The SDGs emphasize that “gender equality is not only a fundamental human right, but a necessary foundation for a peaceful, prosperous and sustainable world.”²⁵

In 2004 the President of the UN Security Council urged Member States to fully implement UNSCR 1325.²⁶ National Action Plans (NAPs) are a means to ensure the implementation of afore-mentioned resolutions at national and regional levels. Many subsequent UNSC Presidential statements and UNSCR 2122 (2013) reiterated the call for the adoption of NAPs and have highlighted the role of regional organisations in the promotion of women, peace and security.²⁷ Many countries, including one in Southern Africa (the DRC) have adopted a National Action Plan²⁸. Six regional organisations have either developed Regional Action Plans (RAPs) on UNSCR 1325 or mainstreamed gender into their peace and security frameworks.²⁹ Further mechanisms buttressing the implementation of UNSCR 1325 have also been developed, for example, the appointment of Special Representatives on Sexual and Gender Based Violence and various monitoring and evaluation instruments and procedures as well as civil society advocacy.

2.2 Continental Frameworks

The African Union (AU) is committed to the implementation of the women’s, peace and security agenda. The AU Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women (2003) (also known as the Maputo Protocol), the Solemn Declaration of Gender Equality in Africa (2004), AU Framework for Post Conflict Reconstruction and Development (2006), the African Union Gender Policy (2008), the AU Policy Framework for Security Sector Reform (2011) and Agenda 2063 (2015) all call for gender equality and the implementation of UNSCR 1325. The African Charter on the Rights and Welfare of the Child (1990) sets out the principles and norms for the status of children.

²⁵ www.un.org/sustainabledevelopment/gender-equality/ accessed on 29 May 2016.

²⁶ UNSC Presidential Statement 2004/40.

²⁷ PRIO, 2014. “OSCE Study on National Action Plans on the Implementation of the UNSCR 1325”

²⁸ To date 63 countries. See actionplans.inclusivesecurity.org accessed 27/5/2016 for the countries that have NAPs. 16 of these countries are in Africa.

²⁹ The regional organisations are NATO, EU, ECOWAS, IGAD, ICGLR and the Pacific Island Forum.

Article 10 of the Maputo Protocol iterates that “women have a right to a peaceful existence and the right to participate in the promotion of peace.”³⁰ State parties are called upon to take appropriate measures to ensure the participation of women in, amongst others, “the structures and processes for conflict prevention, management and resolution at local, national, regional, continental and international levels” and “in all aspects of planning, formulation and implementation of post-conflict reconstruction and rehabilitation” as well as the need for the “protection of civilians, including women in armed conflict.”³¹ The Solemn Declaration on Gender Equality accents the importance of implementing UNSCR 1325 and calls for the appointment of women as Special Envoys and Special Representatives of the AU.”³² A key principle of the AU's Policy Framework for Post-Conflict Reconstruction and Development (PCRD) is that of inclusivity and it notes that “special efforts should be made to promote gender equality and women’s participation.”³³ Gender also forms a key constitutive element of the framework calling on Member States to:

- Use PCRD to transform society through the promotion of gender equality in all aspects of life;
- Make provision for the participation of women in conflict prevention, management and resolution;
- Address power relations in the private or domestic sphere when dealing with questions of power and wealth sharing;
- Recognise that women can be both victimized and empowered by conflict and build upon the gains made by women during the conflict;
- Focus on gender training and sensitization especially for Peace Support Operations;
- Capitalise on the rebuilding of public institutions to transform them and make them more responsive to women’s needs;
- Employ gender-sensitive budgeting to ensure gender is mainstreamed.³⁴

³⁰ AU. The Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa adopted on 11 July 2003 at the second AU Summit in Mozambique (also known as the Maputo Protocol).

³¹ Ibid, Maputo Protocol

³² AU. Solemn Declaration on Gender Equality in Africa adopted in July 2004

³³ AU. Draft Policy Framework for Post-Conflict Reconstruction and Development. Adopted in Banjul in 2006.

³⁴ AU PCRD. Ibid

The AU Policy Framework on Security Sector Reform (2011) also has gender equality as a key principle and notes that the “entire SSR process will, therefore, include women-specific activities, gender awareness and responsive programming, and aim to bring about transformative possibilities for gender equity within the security sector.”³⁵

2.3. Regional Frameworks

The Treaty of the Southern African Development Community (1992) outlines the principles that should guide SADC, namely:

- Sovereign equality of all Member States;
- Solidarity, peace and security;
- Human Rights, democracy and the rule of law;
- Equity, balance and mutual benefit; and
- Peaceful settlement of disputes.³⁶

The SADC Secretariat, amongst others, is mandated to facilitate the achievement and maintenance of peace and security, the empowerment of women and the promotion of gender mainstreaming in order to achieve gender equality in the region. The legal and policy frameworks guiding this work are outlined in the Protocol on Politics, Defence and Security (2001), the Strategic Indicative Plan of the Organ (SIPO) (2003 - revised in 2010), the SADC Gender Policy (2007) and the Protocol on Gender and Development (2008 – revised in 2016). These frameworks outline the specific objectives, mechanisms and targets to attain peace and security, women’s empowerment and gender equality.

In 1997, SADC adopted a Declaration on Gender and Development, which called on states to achieve at least 30 per cent representation for women in political decision-making structures and in 1998, an Addendum on the Prevention and Eradication of Violence against Women and Children. This Declaration and Addendum was upgraded to a Protocol on Gender and Development in 2008. SADC also adopted a Gender Policy in 2007 which calls for the enforcement and creation of an “enabling environment for the promotion of peacebuilding in the region, the prevention of human rights abuses during conflict and ensure participation of women in all

³⁵ AU Policy Framework on Security Sector Reform (2011)

³⁶ Treaty of the Southern Africa Development Community adopted in 1992.

peacekeeping initiatives.”³⁷ To achieve this, the policy comprehensively outlined that SADC will undertake to:

- a) Develop and implement strategies for mainstreaming gender in peacekeeping and resolution processes of armed and other forms of conflict in the region;
- b) Advocate for increased representation and participation of women in key decision-making positions in conflict resolution and peacekeeping initiatives;
- c) Advocate for the inclusion of women in national policy dialogue and legislate for provisions on peacekeeping and conflict resolution as reflected in the international and regional instruments;
- d) Promote women's participation in post-conflict peacebuilding processes, particularly in security sector reform, demobilization, disarmament and reintegration programmes, as well as democratization and governance processes, including constitutional reviews and electoral reforms;
- e) Provide special measures to reduce stigmatization of women and girls that have been sexually abused, particularly women who were forcibly married or used as sex slaves during armed conflict and those who have conceived as a result of rape;
- f) Create national and regional peacebuilding centres that promote gender, peacekeeping, peace-making, peace building, and conflict resolution;
- g) Promote rehabilitation measures for women including elderly and disabled women and children, to address physical and psychosocial effects of conflict including human rights abuses, gender based violence, post-war trauma and reunification of families separated during periods of conflict, demobilization or armed combatants and reparation and resettlement of refugees;
- h) Develop community education programmes and social services including economic empowerment programmes to protect and assist women and children during times of armed and other forms of conflict;
- i) Support the establishment of a reporting mechanism at national and regional levels on measures to protect women in both conflict and post-conflict situations;

³⁷ SADC Gender Policy (2007)

- j) Devise mechanisms to ensure that perpetrators of human rights abuses and gender-based violence during times of armed and other forms of conflict are brought to justice;
- k) Develop and implement strategies that facilitate the representation and active participation of women in decision-making positions and in peace keeping negotiations and conflict resolution efforts within the SADC Member States;
- l) Promote national research on gender, peacebuilding and conflict resolution; and
- m) Support and facilitate the implementation of the UNSCR 1325 on Women, Peace and Security.³⁸

Article 28 of the Protocol on Gender and Development, urges State Parties to “put in place measures to ensure equal representation and participation of women in key decision-making positions in conflict resolution, and peacebuilding in accordance with UNSCR 1325” and that “State Parties, during times of armed and other forms of conflict take such steps as are necessary to prevent and eliminate incidences of human rights abuses, especially of women and children, and ensure that the perpetrators of such abuses are brought to justice before a court of competent jurisdiction.”³⁹ SADC is at the forefront of normative agenda setting on gender equality in Africa. It, however, has to develop an overarching strategy to ensure the implementation of Article 28 of the Protocol on Gender and Development. The adoption of a Regional Strategy on Women, Peace and Security will therefore enable *SADC to operationalise Article 28 of the Protocol on Gender and Development and to meet its obligation towards realising the commitments made in the above mentioned policies and resolutions.

³⁸ SADC Gender Policy (2007)

³⁹ SADC. Protocol on Gender and Development. 2008. Revised in 2016.

3. SADC STRUCTURES DEALING WITH WOMEN, PEACE AND SECURITY

The main objectives of SADC are, among others, to:

- Achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the people of Southern Africa and support the socially disadvantaged through regional integration;
- Evolve common political values, systems and institutions;
- Promote and defend peace and security;
- Promote self-sustaining development on the basis of collective self-reliance;
- Achieve complementarity between national and regional strategies and programmes; and
- Promote and maximise productive employment and utilisation of resources in the region.⁴⁰

The mandate of facilitating the attainment of peace and security and gender mainstreaming within SADC, lies within the Organ Directorate and the Gender Unit as illustrated below.

3.1 SADC Organ on Politics Defence and Security Co-operation

The Treaty of the Southern African Development Community (1992) made provision for the establishment of an Organ on Politics, Defence and Security Cooperation (OPDSC). The Summit Heads of State and Government established the SADC Organ on the 28th June 1996, in Gaborone, Botswana.

On the 14th of August 2001, in Blantyre, Malawi, the SADC Heads of State and Government signed the Protocol on Politics, Defence and Security Cooperation, which outlined the objectives and institutional framework of the SADC Organ. The general objective of the SADC Organ is to promote peace and security in the region.

⁴⁰ Objectives as stated in Article 5 of the SADC Treaty. SADC.int accessed on the 12 September 2016.

The specific objectives of the Organ are:

- a) Protect the people and safeguard the development of the Region against instability arising from the breakdown of law and order, intra-state conflict, inter-state conflict and aggression;
- b) Promote political co-operation among State Parties and the evolution of common political values and institutions;
- c) Develop common foreign policy approaches on issues of mutual concern and advance such policy collectively in international fora;
- d) Promote regional co-ordination and co-operation on matters related to security and defence and establish appropriate mechanisms to this end;
- e) Prevent, contain and resolve inter-and intra-state conflict by peaceful means;
- f) Consider enforcement action in accordance with international law and as a matter of last resort where peaceful means have failed;
- g) Promote the development of democratic institutions and practices within the territories of State Parties and encourage the observance of universal human rights as provided for in the Charters and Conventions of the Organisation of African Unity and United Nations respectively;
- h) Consider the development of a collective security capacity and conclude a Mutual Defence Pact to respond to external military threats;
- i) Develop close co-operation between the police and state security services of State Parties in order to address:
 - (i) Cross border crime; and
 - (ii) Promote a community based approach to domestic security;
- j) Observe, and encourage State Parties to implement, United Nations, African Union and other international conventions and treaties on arms control, disarmament and peaceful relations between states;
- k) Develop peacekeeping capacity of national defence forces and co-ordinate the participation of State Parties in international and regional peacekeeping operations; and
- l) Enhance regional capacity in respect of disaster management and co-ordination of international humanitarian assistance.

Article 3 of the Protocol on Politics, Defence and Security Cooperation outlines the structures of the SADC Organ,⁴¹ which consist of:

- a) Chairperson of the Organ;
- b) Troika;
- c) Ministerial Committee of the Organ (MCO);
- d) Inter-State Politics and Diplomacy Committee (ISPDC);
- e) Inter-State Defence and Security Committee (ISDSC); and
- f) Sub-structures as may be established by any of the ministerial committees.

An important substructure is the Directorate of the Organ on Politics, Defence and Security based within the Secretariat. It is divided into strategic sectors:

- 1) Politics and Diplomacy Sector – which includes a focus on elections (SEAC, SEOM and the Electoral Support Unit), mediation (Mediation Support Unit and Mediation Reference Group) and peacebuilding;
- 2) Defence Sector – includes the Planning Element (PLANELM), SADC Standby Force and the Regional Peacekeeping Training Centre (RPTC);
- 3) Public Security Sector – includes emergency management, justice, immigration and organised crime;
- 4) State Security Sector- which includes the Regional Early Warning Centre (REWC);
- 5) Police Sector – Southern African Regional Police Chiefs Co-operation Organization (SARPCCO).

The Strategic Indicative Plan of the Organ (harmonized in 2010) is key to the implementation of the SADC Protocol on Politics, Defence and Security Cooperation as it outlines the strategies per sector on how to realise the objectives of the Organ.

Some of the key strategies outlined in this plan are:

- promoting exchange of information;
- reviewing the regional, political and security situations;

⁴¹ See appendix for organogram of the Organ

- regular and inclusive conflict assessments;
- developing appropriate mechanisms to avert all forms of threat...;
- enhancing the capacity for conflict prevention, management and resolution;
- encouraging the contribution of civil society to conflict prevention, management and resolution;
- effective participation of the civilian component in peace support operations;
- establishing a DDR unit;
- Promoting peacebuilding activities.⁴²

3.2 SADC Gender Unit

The SADC Gender Unit was established in June 1998 to facilitate, co-ordinate and monitor the implementation of SADC Gender Commitments at national and regional levels.⁴³ It is therefore, tasked with mainstreaming gender into the policies and programmes of the SADC structures. The Unit has six priority areas:

- Policy Development and Harmonization;
- Gender Mainstreaming;
- Institutional Strengthening and Capacity Building;
- Women's Empowerment Programmes;
- Communication, Information Sharing and Networking; and
- Research, Monitoring and Evaluation.⁴⁴

In line with its mandate of ensuring that gender is mainstreamed into all SADC policies, programmes, strategies and activities, the Gender Unit will therefore play a supporting and monitoring role to ensure that gender is mainstreamed into the work of the SADC Peace and Security Architecture.

4. SITUATIONAL ANALYSIS

4.1 Conflict Context

The armed conflicts and politically related violence pervasive in SADC countries in the 1980s and 1990s have been considerably reduced. However, SADC is not free

⁴² SADC. Strategic Indicative Plan of the Organ revised in 2010.

⁴³ Gender Unit. SADC.int Accessed on the 12 September 2016.

⁴⁴ Ibid

from armed and other forms of conflict as many countries still face a multiplicity of peace and security challenges, especially those related to human security. Many of the recent conflicts in Southern Africa have been of a protracted and/or recurring nature,⁴⁵ highlighting the need to deal with the root causes of conflicts.

Conflicts in SADC have taken on many forms and are due to a multiplicity of issues. These range from armed to non-armed conflicts and include piracy, extremism and conflicts that are political, identity based, election-related, boundary disputes, disputes over land and water and violent service delivery protests. The vast majority of conflicts are intra-state conflicts, although boundary disputes still keep inter-state conflict on the SADC agenda.

The causes of these conflicts primarily relate to weakened state capacity, the lack of consolidation of democracy, the lack of inclusion, intra- party factionalism and inter-party rivalry, governance and leadership challenges, effective management of resources, incomplete DDR and SSR processes, partisan security structures, unresolved national question issues (citizenship, nationalism, redistribution, and so forth) and pervasive structural challenges that give rise to deepening inequality. These underlying causes of conflict are compounded by the continued human security threats that not only directly impact on peace and security in the region, but also on the ability of women and children to live in peace and with human dignity. Pervasive poverty, high levels of crime, proliferation of small arms and light weapons, xenophobia, refugees and IDPs, trafficking in drugs and persons, especially women and children, SGBV, cybercrime, food insecurity, drought, HIV and AIDS, access to land, housing, water, the lack of service delivery, human rights abuse, climate change, and energy insecurity represent some of the immediate human security challenges confronting this region.

SADC is simultaneously home to some of the most democratic and least democratic countries globally.⁴⁶ There is a correlation between the lack of democracy and gender inequality in countries. Scholars are increasingly associating high levels of

⁴⁵ For example in Angola, DRC, Lesotho, Madagascar, Mozambique and Zimbabwe

⁴⁶ See *Democracy Index 2015* produced by The Economist.

gender inequality with a propensity for conflict.⁴⁷ SADC also has countries with some of the largest economies in Africa and some of the poorest countries in the world. Similarly, it has countries with populations in excess of 70 million and others with under one million. Disconcertingly, some of the largest countries in the SADC region and those with the potential to generate enormous wealth are also the least peaceful countries.

The DRC is an example of a country that has experienced protracted armed conflict in the region. Notwithstanding the signing of a number of peace agreements, the country has seen continued conflict, especially in the East. The DRC is caught in a “regional security complex”⁴⁸ in which conflicts in the Central African Republic (CAR), Rwanda, Burundi, Uganda have a direct impact on its [in]stability and shape the dynamics of peace and security in the region. The United Nations Stabilization Mission in the Democratic Republic of Congo (MONUSCO) is one of the largest UN peacekeeping missions in the world, and has been, in varied forms, stationed in the DRC since 1999. Indeed, the DRC was home to the first large-scale UN peacekeeping mission in 1960. Despite the UN and the Force Intervention Brigade’s (FIB) presence in the DRC, reports of violent attacks have continued. The country has seen several rebel and militia groups emerging, integrating, converging and re-emerging, particularly in the Eastern Congo, with devastating consequences on the people, especially women and children.

The Force Intervention Brigade (consisting of troops from South Africa, Malawi and Tanzania) was deployed in March 2013 under MONUSCO, in order to conduct offensive missions aimed at neutralising these armed formations. At the time, the M23 was the prime target. Although the M23 surrendered, the Allied Democratic Forces (ADF), Lord’s Resistance Army (LRA) and the Democratic Forces for the Liberation of Rwanda (FDLR), as well as a number of other militia continue to pose a threat in the East. There is also concern that the ADF may be infiltrated by terrorist

⁴⁷ Caprioli, M (2005) “Primed for Violence: The role of gender inequality in predicting conflict” in *International Studies Quarterly* Vol.49 No.2 and Cynthia Cockburn (2010) Gender Relations as Causal in Militarization and War” *International Feminist Journal of Politics*, Vol 12 No.2.

⁴⁸ Buzan, B. (1981) *People States and Fear: An Agenda for International Security Studies in the Post-Cold War Era*. Hertfordshire: Harvester Wheatsheaf.

networks which would pose a threat to the entire region.⁴⁹ SADC has expressed concern “on the impasse in the repatriation of EX-M23 combatants and the DDR of FDLR combatants in the transit camps of Kisangani, Walungu and Kayabayonga.”⁵⁰ The mandate of MONUSCO has been extended to March 2018.

More recently, the DRC has seen widespread protests in its major urban areas triggered by the perceived delay of presidential elections.⁵¹ A “National and Inclusive Political Dialogue” was proposed in 2015. The AU appointed the former Togolese Minister, Edim Kodjo as Special Envoy to lead the dialogue that had to, amongst others, agree on a calendar for elections. In December 2016, government and opposition parties reached consensus that elections would be held before the end of 2017 and that President Kabila would not be eligible for another term in office. Whereas elections in Africa in general have exhibited the potential to produce violence, owing to parties either seeking to postpone the elections or suspecting that elections had been rigged, only a handful Member States of SADC have shown this trait. It is important that the next presidential elections in the DRC are construed as credible and are conducted in as free and fair a manner as possible.⁵²

The conflicts in the DRC have led directly or indirectly to a high cost of human life, widespread poverty, famine, disease, lack of adequate infrastructure and basic service delivery, large scale internal displacement and refugees as well as high prevalence rates for sexual and gender-based violence. Civilians, especially women and children, have borne the brunt of the suffering in these multi-varied conflicts. It is estimated that 6 million people have died as a result of the conflict, 3.4 million are displaced and 2 million are refugees in neighbouring countries.⁵³ The DRC also still faces a number of impediments in relation to DDR, SSR and general peacebuilding initiatives. SADC played a key role in the peace processes of the DRC and will continue to do so. Part of its engagement in the DRC should be that of ensuring gender sensitive and gender responsive peace processes.

⁴⁹ SADC, Communique of the 36th SUMMIT of SADC Heads of State and Government, Mbabane Swaziland, 30-31 August 2016. Sacd.int Accessed 20 September 2016.

⁵⁰ SADC, Communique of the 36th SUMMIT of SADC Heads of State and Government, Mbabane Swaziland, 30-31 August 2016. Sacd.int Accessed 20 September 2016.

⁵¹ Jeffrey Gettleman. “Looming Transition Ignites Deadly Clashes in Congo” *The New York Times* 20 September 2016.

⁵² See Hendricks, Cheryl. 2016. “Conflict Resolution and Peace-building” in the *SADC Gender Protocol Barometer 2016* eds Coleen Lowe Morne and Sifiso Dube.

⁵³ Worldwithoutgenocide.org Accessed 20 September 2016.

On the other hand, instability in Lesotho re-emerged in August 2014 after an alleged attempted coup by the military and the fleeing of the then Prime Minister Tom Thabane into exile in South Africa. After negotiations, elections were brought forward to February 2015. On the 25th of June 2015, Brigadier General Maaparankoe Mahao was shot by members of the Lesotho Defence Force (LDF) for allegedly being involved in a mutiny plot. Brigadier Mahao had been appointed by Prime Minister Thabane as the Commander of the LDF, replacing Lieutenant General Kamoli – who was then reappointed after the change in government.

The SADC Commission of Inquiry into his death could not come up with conclusive findings on whether there was mutiny. At the heart of the instability in Lesotho are governance issues, particularly the formation of coalition governments, the power sharing challenges that these formations produce, and the partisan nature of the security sector institutions.

A SADC Commission of Inquiry into the death of Mahao, consisting of nine men and one woman (signalling low female participation rate in mediation efforts) recommended that Lt General Kamoli be relieved of his duties as Commander and that “some of the political and security problems ...emanate from the constitution of Lesotho” and that “the deficiencies and overlaps in the constitution with regard to mandates of security institutions need to be looked into urgently with a comprehensive strategy to reform them.”⁵⁴ A Double Troika Summit held in Gaborone in June 2016 agreed to technical support to the government of Lesotho to assist with the development of a roadmap and to have a workshop on SSR. It also approved the Terms of Reference for an Oversight Committee to serve as an early warning mechanism. The implementation of the reforms provides an opportunity for Lesotho to mainstream gender into the security sector in accordance with Article 28 of the SADC Gender and Development Protocol.

Low level conflicts are prevalent in Angola and Mozambique. Angola is still challenged by the Front for the Liberation of the Enclave of Cabinda – Armed Forces of Cabinda (FLEC-FAC) who have targeted the Angolan security forces in a bid for

⁵⁴ SADC Commission of Inquiry to the Kingdom of Lesotho 20/7/2015 -6/11/2015

secession. Since 2013, Mozambique has seen renewed clashes between RENAMO and the security forces. These are largely due to incomplete DDR and SSR processes and to perceptions of political marginalisation. A peace agreement was signed between FRELIMO and RENAMO in September 2014, which enabled the elections to take place and there has been continued mediation since then. The clashes have however given rise to a refugee problem as many have fled across the border to Malawi. Gender-based violence is always a great concern among refugees and internally displaced populations.

South Africa has experienced many service delivery and student protests including a wave of xenophobic attacks in 2008 and 2015. The country remains “a dual economy with one of the highest inequality rates in the world”⁵⁵ It has seen low growth rates, projected at 0.8% for 2016/2017, high unemployment rates (26%)⁵⁶ which, with a relatively large youth bulge, representing a highly combustible situation.

In Zimbabwe, the economic crisis, cash shortages and high unemployment rate have fuelled the anger of its people, leading to widespread protests in 2016.

Swaziland is also challenged by governance, social and economic problems. The United Nations Development Assistance Framework (UNDAF) for Swaziland: 2011-2015 identified high HIV and AIDS prevalence, High poverty levels, fragile basic social services, human rights violations, accountability, strengthening justice delivery systems, food security, gender inequality and climate change as some of the key challenges confronting this country.⁵⁷

Tanzania is generally considered to be a peaceful country, “but it is surrounded by countries in violent conflicts” (Somalia, Burundi, DRC).⁵⁸ Porous borders leave it vulnerable to the possibility of violent extremists crossing over. Tanzania also houses the world’s third largest refugee settlement, hosting more than 140 000

⁵⁵ The World Bank. Overview of South Africa . worldbank.org. Accessed on 20 September 2016.

⁵⁶ The World Bank Ibid.

⁵⁷ UNCT, Swaziland UNDAF 2011-2015 . unicef.org. Accessed 20 September 2016.

⁵⁸ William John. 2011. “Emerging Socio-Economic and Political Conflicts in Tanzania. *Peace and Conflict Monitor* February 2.

Burundian and Congolese refugees in Nyarugusu.⁵⁹ There have been widespread reports of SGBV in this camp.⁶⁰

Malawi also has a substantial number of refugees from Burundi, Rwanda, DRC, Ethiopia, Somalia, Mozambique and Eritrea. Food and fuel shortages in refugee camps increase the potential for the sexual exploitation of women.

The conflict that erupted in Madagascar in 2009, after the seizure of power by Andry Rajoelina, has largely subsided with the election of a new President, Hery Rajaonarimampianina in 2014. The country, however, continues to face many development challenges with about 90% of the population living on less than \$2 a day. In 2015, the AU went on a sensitizing mission to support the SSR process in Madagascar. Here, too, is an opportunity for Madagascar to mainstream gender into its security sector.

Clearly, peace and security in the SADC region is tenuous. There are numerous structural, governance, economic and social challenges that have to be confronted in order for a sustainable peace to prevail. SADC has gone a long way in terms of putting in place the normative frameworks and conflict management mechanisms. It must now ensure that implementation is carried through and that it is duly cognisant of the threats to women and children and the need to be gender sensitive and gender responsive in its approach to conflict management.

4.2 Women, Peace and Security: Progress and Challenges

SADC was the first region in Africa to adopt a Protocol on Gender and Development and it still stands the test of time as an instrument illustrating international best practice for promoting gender equality. The protocol firmly established the agenda for obtaining gender equality in all the sectors. The region has made great strides in terms of enacting gender sensitive legislation, representation of women in cabinet, parliament, local government, security sector institutions and in improving access to education, sexual and reproductive health and participation of women in the labour force. While fully recognising commendable progress that has been made in the quest for gender equality, women in SADC countries still remain vulnerable, insecure

⁵⁹ theguardian.com 23 April 2016.

⁶⁰ See the report by Refugees International. 2015. "Women and Girls failed: The Burundian Refugee Response in Tanzania.

and discriminated against. This is particularly evident in the sphere of the home – where patriarchal attitudes continue to dominate – and in women’s vulnerability to rape, sexual abuse, forced marriages, trafficking in persons, HIV and AIDS, poverty, food insecurity and access to equal rights and justice. The region is characterised by escalating high incidences of gender based violence, mostly perpetrated against women and girls. In situations of armed and other forms of conflict, women’s vulnerability to these issues is heightened.

4.2.1 Participation

This section assesses the progress in representation of women in governance, peace and security structures and processes.

TABLE 1 : Percentage of Women’s Representation in Governance in SADC in 2015⁶¹

Country	Cabinet	Parliament
Angola	21	36.8
Botswana	16.7	9.5
DRC	8.3	8.9
Lesotho	17.8	25
Madagascar	20	20.5
Malawi	15	16.7
Mauritius	12.5	11.6
Mozambique	22.7	39.6
Namibia	22.2	41.3
Seychelles	21.4	43.8
South Africa	40.5	42.4
Swaziland	25	6.2
Tanzania	20	36.6
Zambia	25.9	12.7
Zimbabwe	15	31.5

⁶¹ SADC Secretariat. (2016) *SADC Gender and Development Monitor 2016*.

Although none of the countries have yet reached the target of 50% gender parity in Parliament, there has been substantial progress in the region in women representation and participation in politics and decision making positions at different levels. The Seychelles, South Africa, Namibia and Mozambique are ranked among the top 20 countries in the world for the highest representation of women in Parliament.⁶² Seven countries in SADC have more than 30% representation of women in parliament. However, only South Africa has over 30% for women in cabinet. Mauritius has a woman as Head of State, President Ameenah Gurib-Fakim-she is the second woman to hold the position of Head of State in the region, Joyce Banda being the first.

SADC Member States have, however, increasingly appointed women in non-traditional ministerial roles such as defence, police and home affairs. They also have a growing percentage of women in the security sector institutions and some countries have reached 30% (Namibia, Seychelles, South Africa, Swaziland and Zambia).

Table 2: Percentage of Women in Security Sector Institutions of SADC Member States 2015/2016⁶³

Country	Defence	Police
Angola	2.7%	9%
Botswana	0.7%	26%
DRC	2.6%	7%
Lesotho	10.8%	29%
Madagascar	1%	12%
Malawi	18%	20%
Mauritius	N/A	8%
Mozambique	6%	12%
Namibia	28%	34%
Seychelles	20%	39%
South Africa	30%	35%

⁶² SADC Secretariat. *SADC Gender and Development Monitor* 2016, pg 16.

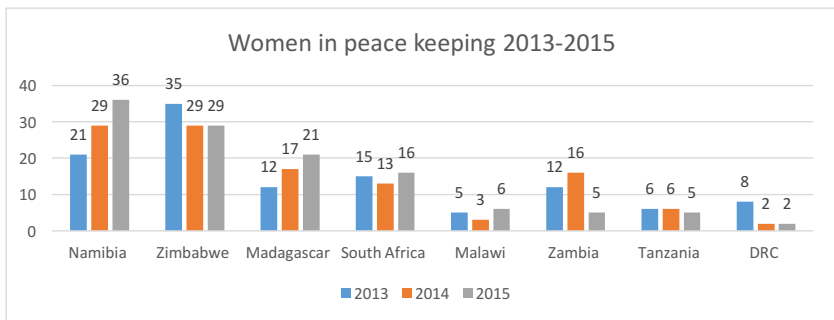
⁶³ Cheryl Hendricks collation of data tracked in the SADC Gender Protocol Barometer and statistics from the *SADC Gender and Development Monitor* 2016 pg 73.

Swaziland	9%	33%
Tanzania	25%	22%
Zambia	12%	33%
Zimbabwe	25%	23%

The table illustrates that representation differs markedly between the different countries and the different security institutions. A more concerted effort needs to be put in those countries that have representations below 30% and more encouragement and an enabling environment needs to be created for those that are well on their way to reaching 50%.

Having high numbers of women in the security sector institutions will enable SADC Member States who send peacekeepers to the AU and UN peace missions to send more women as peacekeepers.

Graph 1: Average Percentage of Women's Representation in UN Peace Missions deployed by SADC Countries 2013- 2015⁶⁴



When we analyse the average percentage of women (as ratio of men to women deployed) then countries like Namibia and Zimbabwe are doing well. At present, women only constitute 3% of the UN troops deployed and 10% for women in the

⁶⁴ Data compiled by Cheryl Hendricks tracking UNDPKO monthly statistics over a period of three years. Table published in the SADC Gender Barometer 2016 eds. Colleen Lowe Morne and Sifiso Dube.

police.⁶⁵ The absolute number of women that Namibia and Zimbabwe deploy are far fewer than those deployed by countries such as South Africa and Tanzania. Women are also more likely to be deployed as part of police contingents or as experts. The President of the Republic of Mozambique, Filipe Jacinto Nyusi, at the 18th Session of the Ministerial Committee of the SADC Organ, in August 2016, highlighted that SADC would assess the participation of women in peacekeeping operations in light of UNSCR 1325 and that it is “important that our region remains in the front line when it comes to countering gender-based violence.”

There is need for much more analysis on the roles of women peacekeepers and their experiences in peacekeeping missions and on how our peacekeepers in general contribute towards the protection of women in conflict and post-conflict situations. This kind of research will enable SADC Member States to more effectively include women into the security sector in general, and peace keeping in particular.

It has been reported that some of the peacekeepers deployed from the region have been accused of sexual offences.⁶⁶ Much more needs to be done to counter the phenomenon where those who have been sent to protect begin to adopt predatory behaviour. SADC Member States must adhere to, and enforce, a Zero Tolerance policy. The SADC Regional Peacekeeping Training Centre (RPTC) and the SANDF Peace Missions Training Centre have conducted training on SGBV, but much more needs to be done in this regard. Changing behaviour and mind-sets needs more than a short course on SGBV.

Women have not been adequately represented in mediation and peacebuilding efforts in the region and many of the peace agreements have lacked gender sensitivity. A comprehensive report on “Women’s Participation in Peace Negotiations: Connections Between Presence and Influence”⁶⁷ outlined how little progress has been made globally in terms of women’s participation in peace negotiations, the ways in which women have participated and strategies to increase women’s participation. It noted that between 1992 and 2011, only 9% of women

⁶⁵ See UN Women, 2015. *Preventing Conflict, Transforming Justice, Securing Peace: A Global Study on the Implementation of UNSCR 1325*.

⁶⁶ See *Mail and Guardian* “More UN peacekeepers accused of sex crimes” 8 April 2016.

⁶⁷ UN Women. 2012. “Women’s Participation in Peace Negotiations: Connections Between Presence and Influence”

were part of negotiating parties, 4 to 5% as signatories to peace agreements.⁶⁸ South Africa is an example of the possibility of including women in peace negotiations because, during their peace talks, parties, through pressure by the Women's Coalition, were able to have one third of their delegates as women and to effect far reaching changes for women in the process. However, South Africa, as a key mediator within Africa, has not insisted that this be the case in the peace efforts that it has led.

The UN Women's report of women's participation in peace processes further noted the forms in which women have engaged in peace processes, as follows :

- As mediators or members of mediation teams;
- As delegates of negotiating parties;
- As signatories;
- As witnesses;
- As civil society observers;
- As gender advisors to mediators; and
- As members of technical committees or working groups.⁶⁹

Many of the peace agreements globally still do not include references to women's specific needs or interest. Women's demands have largely been around addressing SGBV and that it be seen as a violation of ceasefire agreements, the inclusion of women in DDR processes, gender sensitive security sector reform, the protection of women refugees and IDPs, increasing women's political participation and that peace-building and economic recovery efforts make provision for their inclusion.⁷⁰

Much more needs to be done to mainstream gender into mediation efforts globally and regionally. SADC deploys many mediators to conflicts on the continent and in the region. These mediators (all. not just a few selected women) must be adequately trained so that they are gender sensitive and they should include gender advisors in mediation teams.

⁶⁸ Ibid

⁶⁹ UN Women Report. 2011. op cit.

⁷⁰ UN Women Report. 2011. op cit

The recent establishment of a SADC Mediation Unit will go a long way in this regard. The SADC Panel of Elders has five members, three male and two female. The Mediation Reference Group consists of nine members, one of whom is a woman. In terms of the Mediation Support Unit structure there are two mediation officers (1 for policy (Female), 1 for Operations (Male), 1 Negotiation Officer (Male) and a Secretary (Female).

The representation of women within the SADC Organ Directorate is skewed in favour of men. There are 39 staff members in total (4 Secretaries, 34 Officers and 1 Assistant Finance officer). Of the 39, 13 are women, including the four secretaries and the Assistant Finance Officer; this constitutes 33%. The SADC Secretariat needs to lead by example in terms of the representation of women in peace and security matters.

There is therefore scope for much more improvement in terms of increasing the representation and broader participation of women in security sector institutions across the region in order to realise the aims of the WPS agenda. There is little correlation between the high number of women in the security sector in many of the SADC countries and the actual security of women in the region, given the continued human security challenges. Representation is important, but there should also be more concrete measures put in place to ensure the prevention of violence against women and to ensure their protection.

4.2.2 Protection of Women

The protection of women in conflict and post-conflict situations, as well as in those countries that have not had civil war in the region, remains a priority. Humanitarian crises, high levels of SGBV, including attacks on the young and the elderly, high crime rates including transnational organised crime, trafficking in persons, HIV and AIDS, the proliferation of small arms and light weapons, poverty, maternal and infant mortality, and a host of other human security challenges continue to disproportionately impact on the lives of women in the region.

The SADC region continues to have the highest levels of HIV and AIDS, especially amongst young women and adolescent girls, and SGBV in the world. Alarming statistics abound: for example, it is estimated that in the DRC “about 1100 cases of sexual violence are documented each month in the conflict zone in eastern DRC,

which amounts to an average of 36 victims a day.”⁷¹ In 2013, the DRC recorded a total of 25 612 documented cases of rape.⁷² Also, in 2014, Mozambique recorded 23 659 cases of SGBV, Malawi 22 897⁷³ and in South Africa the government’s crime statistics report for 2014/2015 reported the number of sexual violence cases at 53 617. Given that SGBV cases are always under reported, these numbers would be significantly higher than those reported here. It is also clear that SGBV is a challenge, irrespective of the type of conflict situation. There is no comprehensive and/or reliable data on SGBV or trafficking in persons in the region and more reliable base line studies are needed to track progress in this regard.

SADC and its Members States are committed to addressing both SGBV and trafficking in persons through, for example, the development of policies and legal frameworks, strategic plans, the training of security personnel, the establishment of victim support units such as the “One-Stop” centres and awareness campaigns. But, much more needs to be done to provide effective protection, prevention and rehabilitation for women who have been affected by this scourge.

4.2.3 Prevention

The existence of policies, frameworks and strategies are a first measure for preventing violence against women. By themselves, as the previous section has illustrated, these instruments are not sufficient. Effective implementation requires enforcement, training, research, information-sharing and appropriate budgets. Moreover, to eradicate SGBV, for example, a behavioural change is necessary. This requires long term investment in education programmes.

Within conflict situations, those on fact-finding missions should speak to women to determine their experiences, needs and interests and to ensure that peace agreements and peace-keeping missions are able to address the gender specific dimensions of the conflict.

Early warning systems should also develop indicators that enable them to track gender inequality and SGBV. There is a correlation between high levels of gender inequality and SGBV and conflict situations.

⁷¹ SADC Gender and Development Monitor 2016. Pg 57.

⁷² SADC Gender and Development Monitor Ibid pg 60.

⁷³ Ibid pg 60.

Developing National and Regional Action Plans and strategies that speak to participation, protection and prevention and ensuring buy-in and budgets for implementation is a concrete step towards ensuring women's peace and security in the region. To date, it is only the DRC that has developed a NAP. Namibia and Madagascar have, however, also started the process. All countries in SADC should adopt plans or strategies for implementing the agreed to UNSCR 1325, Maputo Protocol and Article 28 of the SADC Gender and Development Protocol.

5. SADC REGIONAL STRATEGY ON WOMEN, PEACE AND SECURITY

5.1 Rationale

A key objective of SADC is that of “consolidating, defending and maintaining democracy, peace, security and stability.”⁷⁴ SADC is therefore the regional organisation tasked with creating an environment in which all states and their citizens can enjoy peace and security in Southern Africa. SADC, as outlined in its Treaty and in its gender related protocols and policies, also has the responsibility for creating an enabling environment for the achievement of gender equality in the region.

The contextual analysis above has highlighted both the legal and policy frameworks that necessitate the development of a strategy on women's peace and security and the current issues that affect women's human security in the region.

Gender representation in government and in the security sector is not an end in itself. It should lead to more effective, efficient and gender responsive peace and security sectors where the needs and interests of both men and women are adequately responded to. The violence perpetrated against women, their exclusion from peace negotiations and marginal incorporation into DDR and SSR programs contributes to the perpetuation of gender inequality.

RECs have an important responsibility in agenda setting, role modelling, and the monitoring and evaluation of implementation of commitments by Member States. This is especially the case in relation to the promotion of gender equality and the WPS agenda. It is therefore judicious for RECs to adopt Action Plans and/or

⁷⁴ SADC. Treaty of the Southern African Development Community adopted in 1992.

Strategies that will orient their approach and outline their activities in relation to the women's peace and security agenda.

A Regional Strategy provides an overarching framework to guide implementation, monitoring and evaluation and reporting on mainstreaming gender into peace and security in the region. SADC should once again set the normative agenda through the adoption of a Strategy that will create an enabling environment that facilitates the participation of women in peace and security structures and processes, seeks to protect women and children from the security challenges they face and puts in place, preventative measures so that they too can "live long, live well and live in dignity"⁷⁵ in all Member States. This Regional Strategy incorporates ways in which this can be achieved.

The Protocol on Politics, Defence and Security specifies that SADC should "protect the people and safeguard the development of the region,"⁷⁶ whilst the SIPO outlines the strategies and activities to achieve the objectives of the Organ. The Protocol on Politics Defence and Security Cooperation and SIPO are gender neutral; a phenomenon that often leads to a neglect of gender sensitivity and gender responsiveness in the operations of the Organ. Gender is therefore, not mainstreamed into the SADC Organ's programmes and activities, which has a direct impact on the functioning of the Organ and its ability to be inclusive. The Organ, through its Directorate, should play a formative and oversight role in mainstreaming gender into the regional peace and security architecture. This Regional Strategy on Women, Peace and Security addresses this gap and necessitates a closer collaboration between the Gender Unit and the Organ for its implementation.

⁷⁵ A conceptualisation of security being advanced by African Feminist in security studies, for example, 'Funmi Olonisakin and Cheryl Hendricks - and which speaks to the basic security needs of all.

⁷⁶ SADC. Protocol on Politics Defence and Security. (2001)

5.2 Process for Developing the Regional Strategy

In 2009, the SADC Council of Ministers, at a meeting held in Kinshasa, Democratic Republic of Congo, directed the SADC Secretariat to initiate dialogue and to develop a regional programme on gender mainstreaming in conflict resolution, post-conflict reconstruction and rehabilitation processes and projects in response to UNSC Resolution 1325.

On the 15-17 March, 2011, in Johannesburg, the SADC Gender Unit and the Directorate on Politics Defence and Security, hosted a Regional Policy Seminar on Gender, Peace and Security: Strategising for Effective Regional Responses to Gender-Based Violence in Conflict and Post-Conflict Situations and for Mainstreaming Gender into SADC's Peace and Security Architecture. This workshop was attended by 72 participants, with three representatives from each of the SADC Member States, representatives of the SADC Gender Unit and the Directorate of the Organ on Politics Defence and Security, representatives of International Organisations and of Civil Society. Participants gave valuable input into how to mainstream gender into the SADC Organ. On the 18th and 19th of July 2014, in Namibia, a UN-SADC Interactive Dialogue also produced a firm commitment towards a single regional plan to implement UNSC Resolution 1325.

In 2015, the SADC Gender Unit, SADC Organ Directorate and UN Women's Multi-Country Office based in South Africa resumed the process of developing an Action Plan for mainstreaming gender into peace and security in the region through the hosting of a Symposium on UNSCR 1325 held in Johannesburg on the 29th and 30th of October. This meeting was attended by representatives of government of the 15 SADC Member States and civil society participants. The aims of the meeting were to contribute to deepening the understanding of gender, peace and security; to strengthen the capacity to mainstream gender into peace and security and to link gender in peace and security with existing mandates of Ministries responsible for Gender; Women's Affairs; International Relations and the Security Sector (Defense, Police, and Correctional Services)⁷⁷.

In July 2016, the SADC Secretariat initiated the process of developing the Draft Regional Strategy on Women, Peace and Security. On the 6th of July 2016, a

⁷⁷ Workshop Report of the Symposium on UNSCR 1325 held in Johannesburg 29-30 October 2016.

consultative meeting was held between representatives of the SADC Organ Directorate on Politics Defence and Security Cooperation and the Gender Unit in which consensus for the methodology for developing the Strategy was obtained. The methodology consisted of primary data collection through workshops, consultative meetings and the use of primary documents, as well as secondary data collection in the form of desktop studies. The Zero Draft Regional Strategy was evaluated at a consultative workshop with Member States on 24-26th of November 2016.

5.3 Guiding Principles

1. Peaceful, Inclusive and Comprehensive Settlement of Conflicts and Disputes;
2. Local Ownership, Local Responsibility and Local Commitment of the Implementation of National and Regional Action Plans on Women, Peace and Security;
3. Strategies and Action Plans on Women, Peace and Security that are context-specific;
4. The right of SADC citizens to live free from fear, want and to live with human dignity;
5. Respect for the rule of law, fundamental human rights and freedoms, sanctity of human life and international humanitarian law;
6. Commitment to gender equality and women's empowerment in SADC's peace and security policies, programmes and structures;
7. Inter and Intra- state relations that are equitable, promote balance and have mutual benefit;
8. Timely response to threats to life and human suffering;
9. Efficient, effective and inclusive political and security sectors; and
10. Promote and strengthen collaboration, solidarity and partnerships amongst all relevant actors to achieve sustainable peace in SADC.

5.4 Vision, Mission, Goal, Objectives and Strategies

5.4.1 Vision

- A prosperous SADC region with a shared future that is peaceful, secure and stable in which women and men and girls and boys can live in freedom and with human dignity.

5.4.2 Mission

- To promote prosperous, peaceful and inclusive societies for all in SADC through the implementation of national, regional, continental and international protocols, policies and resolutions on Women, Peace and Security by 2022

5.4.3 Goals

To ensure that women fully and meaningfully participate in peace and security structures and processes through mainstreaming gender into the SADC's Peace and Security Architecture, promoting women's rights and their economic empowerment and to protect women in non-conflict, conflict and post-conflict situations.

5.4.4 Objectives

- To mainstream gender into SADC's Peace and Security Structures and Processes;
- To ensure the full participation of women in peace and security decision-making structures and processes;
- To create an enabling environment to prevent violence against women and children, protect women and children in conflict and non-conflict situations and increase women's participation in peace and security structures and processes;
- To promote access to justice and put an end to impunity for perpetrators of violence against women and children;
- To enable the development of National Action Plans on Women, Peace and Security and to strengthen the capacity for their implementation; and
- To ensure the reporting, monitoring and evaluation of progress on women, peace and security in SADC Member States.

5.4.5 Strategies

1. To implement the women, peace and security protocols, frameworks, policies and resolutions;
2. To ensure gender equality and gender mainstreaming within the SADC Organ Directorate;
3. To ensure gender equality and gender mainstreaming in the security sector institutions of Member States;
4. To ensure women's participation and representation in peace and security decision-making structures and processes;
5. To prevent sexual and gender based violence in non-conflict, conflict and post-conflict situations;
6. To protect women and children in non-conflict, conflict, and post-conflict situations;
7. To mainstream gender into relief and recovery efforts, inclusive of economic activities;

SADC REGIONAL STRATEGY ON WOMEN, PEACE AND SECURITY: 2018-2022

Strategies	Activities	Expected Results	Indicators	Key Actors	Time Frame
STRATEGIC OBJECTIVE 1: TO IMPLEMENT THE WOMEN, PEACE AND SECURITY PROTOCOLS, FRAMEWORKS, POLICIES AND RESOLUTIONS					
1.1 Ensuring the signing, ratification and domestication and implementation of the relevant international, continental and regional legal and policy instruments related to women, peace and security.	1.1.1 SADC facilitates the ratification, domestication and implementation of agreed to Women, Peace and Security Protocols, Frameworks, Policies and Resolutions.	Increased number of countries that have ratified, domesticated and are implementing legal and policy instruments on WPS.	Reporting templates developed Member States (MS) Reports of status of ratification, domestication and implementation submitted annually to SADC.	Lead -SADC Gender Unit Other - SADC Organ Troika SADC Legal Unit SADC Organ Directorate SADC Member States	2018 - 2020
1.2 Develop and/or review policies, legislation and strategies for the integration of gender into the SADC Organ and the security sector of Member States	1.2.1 Mainstream gender into the Annual Plans of the SADC Organ Directorate for the implementation of SIPO.	Gender sensitive and responsive revised annual plans and its implementation by the responsible sectors.	SADC Directorate Plans with specific objectives, strategies and activities.	Lead - SADC Organ Directorate Gender Unit	2018
	1.2.2 Implementation of SADC gender policies within the Organ and	Gender sensitive environment within the	Performance Reviews and feedback reflects an	Lead - SADC Organ Directorate	2018

	its Directorate	SADC Organ and its Directorate.	increasingly gender sensitive environment.	Other - Gender Unit	
	1.2.3 MS to make commitments to adopt and/or review national laws and policies that relate to the security sector to ensure gender integration and sensitivity.	Gender sensitive security legislation and policies. The development of gender mainstreaming strategies in security sector institutions. Gender friendly environment created in the security sector institutions of MS.	Revised and/or newly adopted gender sensitive laws, policies and gender mainstreaming strategies in the security sector of MS.	Lead – MS Organ Directorate Other Gender Unit	2020
	1.2.4 Member States to adopt National Action Plans on Women, Peace and Security	Greater participation of women in peace and security and improved protection of women and children in conflict and non-conflict situations	All Member States have developed and adopted NAPs	Lead – Organ Directorate and Gender Unit Other MS Partners	2020
	1.2.5 Member States to commit to develop laws and policies that address women and children's insecurity and vulnerability, including SGBV and Trafficking in Persons.	Legal Frameworks in place for addressing women and children's insecurity and vulnerability in all conflict contexts.	Reports show that all MS have laws and policies that address women and children's insecurity and vulnerability.	Lead - MS Other Gender Unit	2022
	1.2.6 Develop gender mainstreaming strategies in Member States security sector institutions.	Gender mainstreamed into the Security Sector of Member States.	Existence of gender mainstreaming strategies in the security sector institutions of MS.	Lead - MS Other Gender Unit Organ Directorate	2019
STRATEGIC OBJECTIVE2: TO ENSURE GENDER EQUALITY AND GENDER MAINSTREAMING WITHIN THE SADC ORGAN DIRECTORATE					
2.1 Ensure equitable gender representation and meaningful participation of women at all levels of	2.1.1 Apply a gender sensitive recruitment process within the SADC Organ Directorate.	Gender parity within the SADC Organ Directorate.	Increased number of women in the SADC Organ Directorate.	Lead – Executive Secretary Other SADC Organ Director	2018 - 2020

the structures of the SADC Organ Directorate						
	2.1.2 Institutionalized emphasis on gender representation and gender sensitivity in all SADC Organ and Directorate engagements with MS and partners.	The delegations of Member States and Partners will be gender balanced.	Reports that verify gender parity and gender sensitivity in SADC Organ and its Directorate's engagement with MS and partners.	Lead -Organ Director	2018 - 2020	
	2.1.3 Capacity-building and training to mainstream gender within the SADC Organ and its Directorate	Knowledge and appreciation of the gender dimensions of peace and security; and applied in the work of the Organ and its Directorate	At least two training initiatives conducted annually	Lead - Gender Unit	2018 - 2022	
	2.1.4 Sharing of best practice in gender mainstreaming between the sectors of the Organ Directorate.	Learning throughout the Organ and improved practice.	Reports of improved practice in all the Sectors	Lead - Organ Directorate	2018 - 2022	
STRATEGIC OBJECTIVE 3: TO ENSURE GENDER EQUALITY AND GENDER MAINSTREAMING IN THE SECURITY SECTOR INSTITUTIONS OF MEMBER STATES						
3.1 Encourage Member States to make a commitment to increase the representation of women in national security sector institutions.	3.1.1 Urge Member States to develop recruitment, retention and promotion strategies that seek to increase women's representation	Gender security institutions balanced sector	MS strategies to increase women's representation in the security sector	Lead - MS Other – Organ Directorate Sectors Gender Unit	2021	
	3.1.2 Facilitate capacity-building and training to mainstream gender within the SADC MS security sector Institutions.	Knowledge and appreciation of the need for gender representative and responsive	One training engagement with MS conducted annually	Lead- Gender Unit Other Partners	2018	

		security sector reform	Reports show sharing of best practices and their application.	Lead - Organ Directorate Sectors Other Gender Unit.	2018 - 2020.
	3.1.3 Facilitate the sharing of best practices and lessons learnt between Member States.	Increased knowledge and understanding of gender mainstreaming strategies.	Annual Women's Peace Table held	Lead - Director	2018
	3.1.4 Establish an annual women's peace table that brings together women from the peace and security sector institutions in the region.	Platform for women across the security sector to engage and share experiences.	Increased number of women's networks established	Lead Directorate-Other SADC Gender Unit MS security sector institutions	2019
	3.1.5 Strengthen the formation of national and regional women's networks in defence, police, intelligence, corrections and home affairs.	Increased cooperation and support between women's networks in the security sector at the national and regional levels.	Number of Assessments undertaken	Lead - Organ Directorate Other Gender Unit Partners	2019
	3.1.6 Facilitate Member States to conduct Gender Needs Assessments in the security sector institutions.	Identification of the needs of women within the different security sector institutions of Member States			

STRATEGIC OBJECTIVE 4: TO ENSURE THE PARTICIPATION OF WOMEN IN PEACE AND SECURITY STRUCTURES AND PROCESSES

4.1 Increase the Participation of Women in the Politics and Diplomacy Sector.	4.1.1 Ensure the selection, training and deployment of SADC election observers are gender representative and gender sensitive.	Gender balanced and gender sensitive Election Observer Missions.	Reports of SADC Election observer missions show gender balance and gender sensitive language.	Lead Organ Directorate Political Sector – SEAC	2020
	4.1.2 Ensure the Panel of Elders, Mediation Support Unit and the Mediation Reference Group are gender balanced and trained on gender mainstreaming in mediation.	Increased participation of women in mediation.	Mediation reports to the SADC Troika and Summit	Lead-Organ and its Directorate on Politics and Diplomacy –	2019
	4.1.3 Ensure that women are included in peace negotiations as	Increased participation of women in peace	Number of women participating in	Lead -Directorate on Politics and	2020

	members of mediation teams, members of negotiating parties, gender advisors and observers.	negotiations.	mediation negotiations increased to 30%.	Diplomacy Mediation Support Unit	
	4.1.4 Develop a data base of trained mediators in the region.	Larger pool of women mediators readily available	Existence of a populated data base	Lead -Mediation Support Unit	2018
	4.1.5 Ensure that peace agreements are gender sensitive and respond to the different needs of women and men.	Sustainable peace agreements	Peace Agreements that are gender sensitive	Lead -Mediation Support Unit	2018
	4.1.6 Ensure that women are included in peacebuilding programmes such as DDR, SSR, transitional justice, constitution-making and the programmes developed are gender responsive.	Sustainable peacebuilding Programmes	Increased visibility of women in peacebuilding programmes –	Lead - Organ Directorate on Politics and Diplomacy – Peacebuilding	2019
	4.1.7 Ensure that the needs of women IDPs and Refugees are integrated into the design of programmes and interventions.	Women are protected and provided for in situations of increased vulnerability	Specific gender indicators included in IDP and Refugee Programmes	Lead - Directorate Politics and Diplomacy – Disaster management	2018
4.2 Increase the Participation of Women in the Security Sector	4.2.1 Develop and undertake a Regional Gender Assessment Guide for the security sector.	Gender status quo in SADC security sector determined.	Gender Assessment Guide developed	Lead - SADC Organ Directorate Peacebuilding	2019
	4.2.2 Request regular updates from MS on the participation of women in the security sector institutions. (defence, police, corrections, intelligence, peacekeeping deployment, etc).	Gender inequities effectively addressed.	Gender assessment conducted	Other Partners	
	4.3.1 Advocate for an increased percentage of women peacekeepers to be deployed by MS contingents	Ability to track women's participation in the security sector enhanced/ improved.	SADC Gender Unit data base is populated with updated statistics. Published regularly in SADC Gender Monitor	Lead - SADC Gender Unit Other SADC Organ Directorate Peacebuilding	2018
4.3 Increase the Participation of Women in the Defence Sector		The participation of women in peace operations	Women comprise at least 10% of military peacekeepers and 20 % of the Police	Lead - SADC Organ Planning element Other	2018 – 2022

				peacekeepers deployed by SADC MS in the SADC Standby Force, AU and UN Peace Operations. Concerted effort put to gradually increasing these percentages until gender parity is reached by 2022	MS	
		4.3.2 Train gender advisors and create a database of gender advisors in the region.	Pool of gender advisors in the region that can be deployed with peacekeepers to peace operations.	Existence and population of a data-base of gender advisors.	Lead- SADC Organ Directorate Planning Element, RPTC and other peacekeeping training units in the region.	2018
		4.3.3 Ensure adequate facilities and appropriate equipment for women in deployed peace operations.	More enabling environment for the participation of women in peace operations	Reports on peace operations	Lead - SADC Organ Directorate – Planning element and MS liaising with the respective Heads of Missions they are being sent to	2018
4.4 Increase the Participation of Women in the Police Sector		4.4.1 Advocate for gender parity in MS police services	Police services of MS that are gender balanced	Women constitute 50% of the police service of MS at all levels	Lead - SADC Organ Directorate – Police Other- MS	2018 - 2022
4.5 Increase the Participation of women in State Security Sector.		4.5.1 Advocate for gender parity in MS state security sector (intelligence).	State Security sector that is gender balanced.	Women constitute 50% of the state security sector of MS at all levels.	Lead - SADC Organ Directorate – State Security Other MS	2018 -2022
4.6. Increase the Participation of women in Public		4.6.1 Advocate for gender parity in MS public security institutions (corrections, home affairs, etc)	Public Security Sector that is gender balanced	Women constitute 50% of the public security sector of MS at all levels	Lead - SADC Organ Directorate – Public Security –	2018 2022

Security.					Other MS	
STRATEGIC OBJECTIVE 5: TO PREVENT SEXUAL AND GENDER BASED VIOLENCE IN CONFLICT AND NON-CONFLICT SITUATIONS						
5.1 Reduce incidences of SGBV by security sector personnel.	5.1.1 MS and the SADC Planning Element to Adopt and enforce Zero Tolerance Policies for all Security Sector Personnel, including the SADC Standby Force on SGBV	Reduced SGBV by Security Personnel. Will address the impunity of SGBV perpetrators	Existence of Zero Tolerance Policies for all Security Sector Institutions including Peacekeepers. Number of cases that come before courts of law and are concluded with appropriate sentences	Lead - SADC Organ Directors – Other MS	2018	
	5.1.2 Provide continuous training and capacity building on gender and on SGBV for the security sector institutions in all MS.	Increased knowledge of gender, SGBV and women peace and security. Behavioural Change that reflects gender awareness in the conduct of Security Sector Personnel.	Number of Training exercises conducted on an Annual Basis	Lead - SADC Organ Directors Other MS SADC Gender Unit Partners	2018	
	5.1.3 Develop a gender sensitive regional code of conduct for law enforcement officials.	Common standards that include gender equality, gender sensitivity and gender responsiveness throughout the region for all law enforcement officials.	The existence of a Regional Code of Conduct developed	Lead - SADC Organ Directorate – Police	2019	
5.2 Ensure that early warning mechanisms are gender sensitive.	5.2.1 Mainstream gender into the early warning indicators of the REWC.	Increased monitoring and early detection of SGBV threats.	The existence of gender sensitive early warning indicators	Lead -SADC Organ Directorate -State Security Sector –	2018	
5.3 Updating the SADC Organ on the experiences of women in conflict	5.3.1 Create a platform at the Organ Troika Summits for women in conflict and post-conflict situations to relate their experiences.	SADC Organ is able to devise appropriate measures to respond to the needs of women in	Reports of bi-annual platforms of engagement of women at SADC Organ	Lead - SADC Executive Secretary and Organ Directorate –	2020	

and post-conflict situations.	conflict and post-conflict situations.	Summits	Politics Other SADC Gender Unit Civil society	2019
5.4 Promoting Information and Best Practice sharing between women in the region.	5.4.1 Facilitate the exchange of experience and sharing of Best Practice between women in the different conflict and post-conflict situations	Transfer of knowledge and experience	Lead - SADC Gender Unit – Other Civil Society Partners	2019
STRATEGIC OBJECTIVE 6: TO PROTECT WOMEN AND CHILDREN IN CONFLICT, POST-CONFLICT AND NON CONFLICT SITUATIONS				
6.1 Mainstream gender into conflict assessment reports.	6.1.1 Ensure that conflict-related fact-finding missions are gender representative and collate data on the impact of the conflict on women	Determination of how the conflict is affecting women and devising appropriate measures to mitigate the effects	Lead - SADC Organ Directorate – Politics –	2018
6.2. Develop mechanisms and responses that appropriately address SGBV in conflict post-conflict and non-conflict situations.	6.2.1 Advocate for all parties in armed conflict to uphold the principles of command responsibility and prohibit all forms of sexual violence against civilians. 6.2.2 Ensure that peacekeepers deployed by the SADC Standby Force uphold the responsibility to protect civilians through, e.g. programs aimed at alerting peacekeepers of possible attacks on communities, providing safe passages for women, protecting women in IDP camps and deploying	Decline in the number of incidence of SGBV committed by the parties to the conflict. Reduced incidences of SGBV in conflict and post-conflict situations	Lead - SADC Organ Directorate – PANELM	2019
		Increased number of protective measures put in place by peacekeepers Visible GBV Services and Service delivery Points	Lead - SADC Organ Directorate – PLANELM	2018

	Gender Advisors.	Reduced incidences of SGBV and Human Trafficking in non-conflict situations	Increased number of programmes that are targeted at SGBV, and Human Trafficking	Lead - MS Other Gender Unit	2022
6.3 Deploy relevant expertise to address challenges affecting women in conflict, post conflict and non-conflict situations	<p>6.2.3 Build on, Adopt and implement policies and innovative programmes that combat SGBV and Human Trafficking including that conducted in cyberspace</p> <p>6.3.1 Ensure that all peacekeepers deployed by SADC Member States are adequately trained to deal with SGBV</p>	Greater sensitivity of , and response to, SGBV	Number of peacekeepers from the region that have been trained on SGBV	Lead - SADC Organ Directorate – PLANELM Other Partners	2020
	6.3.2 Disseminate and utilize the existing SADC/JUNODOC manual on gender-based violence for law enforcement agencies	All law enforcement officials trained to respond to SGBV	Number of law enforcement officials that have been trained	Lead - SADC Organ Directorate – Police – Other Partners	2018
	6.3.3 Identify and appointment a special representative on sexual and gender based violence within the SADC Organ	<p>Increased regional information gathering, coordination and communication on SGBV</p> <p>Timely and effective decision-making on combating SGBV</p> <p>SGBV mainstreamed throughout activities, programmes and budgets</p>	Appointment of a special representative on SGBV	Lead - SADC Executive Secretary Other Organ Troika and Director	2019
6.4 Advocate for human dignity in the treatment of survivors of SGBV	6.4.1 Encourage MS to provide and maintain specialized facilities including support mechanisms for survivors of sexual violence, e.g.,	Humane treatment of survivors of SGBV	Increased number of specialized facilities available in Member States	Lead - SADC Organ Directorate - Police – Other	2022

	sexual-violence units, toll-free numbers, trauma counselling, psycho-social support, one-stop centres		Existence of GBV referral system with robust human rights based service delivery	Member States	
	6.4.2 Encourage the provision of accessible, effective and responsive police, prosecutorial, health, social welfare and other services to redress SGBV in MS	Increased reporting and prosecution of SGBV offenders Reduction in the prevalence of sexual violence	No of cases of sexual violence effectively prosecuted	Lead - SADC Organ Directorate – Police Other Member States	2022
	6.4.3 Advocate for the provision of effective restorative, rehabilitation and reintegration programs for survivors and perpetrators of sexual violence	Healing of survivors and rehabilitation of offenders	Number of programs available to survivors and offenders of SGBV	Lead - SADC Organ Directorate – Police and Public Sectors	2018 - 2022
6.5 Develop programs and projects that address the needs of women in conflict and post-conflict situations.	6.5.1 Conduct needs assessments in collaboration with in-country women's organizations and partners.	Identification of women's needs in conflict and post-conflict areas	Needs assessments conducted	Lead - SADC Organ Directorate – Politics/Peacebuilding Other SADC Gender Unit Partners	2019
	6.5.2 Enable women in conflict and post-conflict situations to address their socio-economic, psychological and physical security needs through the support to women's organizations	Women's vulnerability in conflict and post-conflict areas is addressed	Number of capacity-building programs administered	Lead - SADC Gender Unit and Peacebuilding Unit	2020
STRATEGIC OBJECTIVE 7: TO MAINSTREAM GENDER INTO RELIEF AND RECOVERY EFFORTS, INCLUDING IN ECONOMIC ACTIVITIES					
7.1 Ensure that Relief and Recovery Efforts are gender sensitive and responsive.	7.1.1 Assist Member States to develop gender sensitive National Recovery Strategies/Plans	Relief and Recovery plans take the needs of women and men into account	Existence of National Recovery Strategies that are gender sensitive	Lead - SADC Organ Directorate – Politics	
	7.1.2 Develop a Handbook/	Empowerment of	Existence of an	Lead -SADC Organ	2020

	Operational Guide for livelihood skills training for women and youth	women and youth	Operational Guide	Directorate – Politics	
7.2 Strengthen regional and national humanitarian emergency assistance/response mechanisms	<p>7.2.1 Assist Member States to establish Emergency Operational Centres (EOCs)</p> <p>7.2.2 Develop Gender Sensitive Standards of Operations for EOCs establishment and operation</p> <p>7.2.3 Develop and Train Secretariat and Member States on integrated Regional Human Right Based Post Disaster/Conflict Needs Assessments Guidelines that are gender sensitive and take the needs of children into account</p>	<p>Increased capacity for national humanitarian emergency assistance</p> <p>Increased efficiency and gender responsiveness of EOCs</p> <p>Conflict Needs Assessments that are gender sensitive and human rights oriented</p>	<p>EOCs established in Member States</p> <p>Existence of Gender Sensitive Standards of Operations for EOCs</p> <p>Gender and child Needs Assessments Developed and Secretariat and Member States trained</p>	<p>Lead - SADC Organ Directorate – Politics (disaster management/humanitarian)</p> <p>Lead - SADC Organ Directorate – Politics</p> <p>Lead - SADC Organ Directorate – Politics</p>	<p>2022</p> <p>2019</p> <p>2018</p>

7. ENSURING IMPLEMENTATION

7.1 Institutional Co-operation

1. The Institutional mechanisms for the implementation of the Regional Strategy on Women Peace and Security are:
 - The SADC Organ Directorate on Politics Defence and Security Cooperation;
 - The SADC Gender Unit;
 - Member States;
 - SADC Civil Society; and
 - International Cooperating Partners.
2. The SADC Organ Directorate is the lead implementer on the Regional Strategy. It is supported by the SADC Gender Unit. The Gender Unit simultaneously has an oversight role over the implementation of the Regional Strategy.
3. Many of the activities related to the security sector have to be implemented within and by Member States. In these instances, the role of the SADC Organ Directorate and SADC Gender Unit will primarily be that of advocacy.
4. The scope of this Strategy necessitates that the lead agencies collaborate with identified key partners and civil society to ensure delivery.

7.2. Monitoring and Evaluation

1. Ensure the development and implementation of an effective monitoring and evaluation system.
2. Establish current baseline data for monitoring and evaluating gender progress in the peace and security sector.
3. Submit annual reports to SADC's Executive Secretary on the status of implementation of the Strategy.
4. The Executive Secretary shall submit the progress reports to the Organ Summit for consideration.

5. Report results in the SADC Gender Monitor.

7.3 Resource Mobilisation

1. Adequately Plan, Cost and Budget for the Implementation of the Regional Strategy
2. Mobilise Member States and Partners for the requisite resources

8. ANNEXES

8.1. List of relevant Protocols, Strategic Frameworks and Resolutions

a. Southern African Development Community (SADC)

- SADC Declaration on Gender and Development (1997)
- Addendum on the Prevention and Eradication of Violence against Women (1998)
- Protocol on Politics, Defence and Security Co-operation (2001)
- SADC Gender Policy (2007)
- SADC Protocol on Gender and Development (2008)
- Strategic Indicative Plan of the Organ (revised in 2010)
- Regional Indicative Strategic Development Plan (2016-2020)

b. African Union (AU)

- Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003)
- Solemn Declaration of Gender Equality in Africa (2004)
- AU Framework for Post Conflict Reconstruction and Development (2006)
- AU Gender Policy (2008)
- AU Policy Framework for Security Sector Reform (2011)
- Agenda 2063 (2015)

c. United Nations (UN)

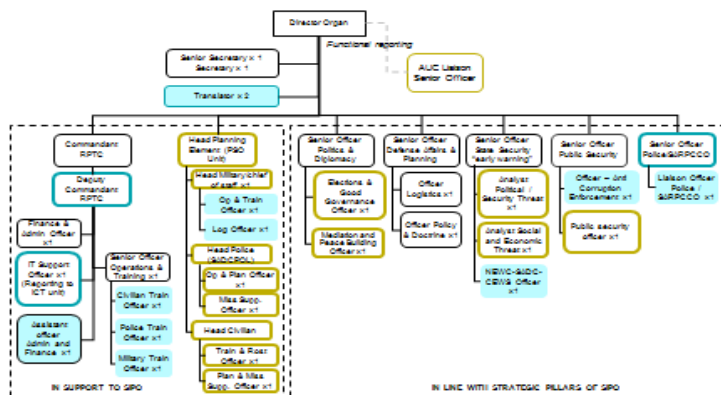
- Beijing Declaration and Platform for Action (1995)
- The Windhoek Declaration and Namibia Plan of Action for Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (2000)
- UNSCR 1325 on Women Peace and Security adopted by the Security Council on 31 October 2000

- UNSCR 1820 on Women Peace and Security adopted by the Security Council on 19 June 2008
- UNSCR 1888 on Women Peace and Security adopted by the Security Council on 30 September 2009
- UNSCR 1989 on Women Peace and Security adopted by the Security Council on 5 October 2009
- UNSCR 1960 on Women Peace and Security adopted by the Security Council on 16 December 2010
- UNSCR 2106 on Women Peace and Security adopted by the Security Council on 24 June 2013
- UNSCR 2122 on Women Peace and Security adopted by the Security Council on 18 October 2013
- UNSCR 2242 on Women Peace and Security adopted by the Security Council on 13 October 2015
- UNSCR 2272 on Women Peace and Security adopted by the Security Council on 11 March 2016
- United Nations Sustainable Development Goals adopted by the General Assembly on 12 August 2015

8.2 Organograms of the SADC Organ and SADC Gender Unit

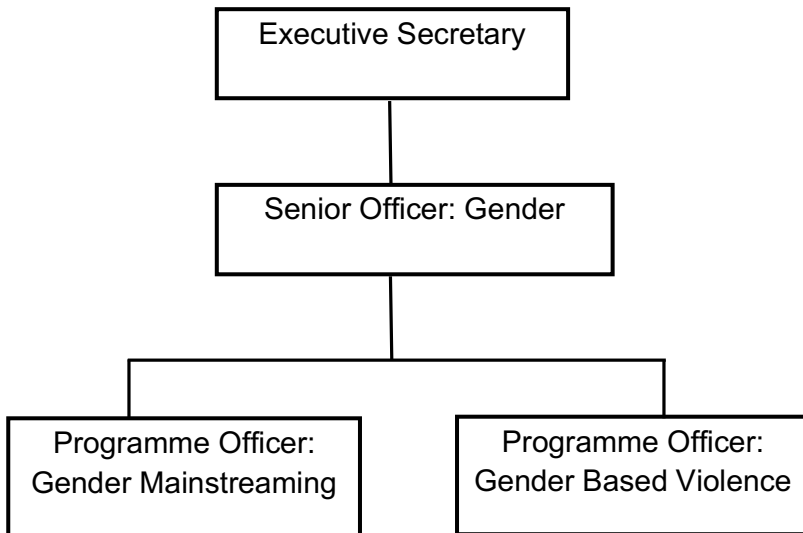
8.2.1 Organisational Structure: SADC Organ⁷⁸

1.2 Organ



⁷⁸ SADC.int. Accessed on the 12th September 2016.

8.2.2 Organisational Structure: SADC Gender Unit⁷⁹



⁷⁹ Gender Unit op cit

