REPUBLIC OF MALAWI

NATIONAL ACTION PLAN
ON THE UNITED NATIONS SECURITY COUNCIL RESOLUTION (UNSCR) 1325: WOMEN, PEACE AND SECURITY (2021 – 2025)
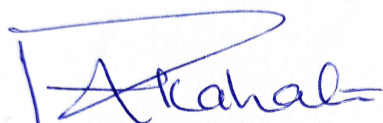
I. FOREWORD

The Ministry of Gender, Community Development and Social Welfare (MoGCDSW) is mandated to promote gender equality and development, community mobilization and to protect the welfare of all Malawians including men and women, boys, girls, and children including those with disabilities, to become self-reliant and active participants and beneficiaries of the national development. Its functions include the promotion of gender equality; child protection and children's' rights; empowering women from political and economic perspectives; reducing gender based violence; promoting functional literacy education, enhancing family welfare; protecting and empowering the elderly and persons with disabilities.

The National Action Plan (NAP) for the United Nations Security Council Resolution (UNSCR) 1325 has been developed around the four thematic pillars of the resolution which are: **participation, protection, prevention,** and **relief and recovery.** This is a reference document that will guide the operations of the Ministry, Development and Cooperating Partners, local and international NGOs in facilitating implementation of UNSCR 1325. It has been aligned to the needs and priorities of Malawians on women, peace and security.

The production of this National Action Plan on Women, Peace and Security involved wider consultations with the Ministry's internal and external stakeholders. The consultations generated priorities and constructive feedback on focus areas of this document and its implementation. Despite restrictions on social gatherings in response to the COVID-19 pandemic, the process of generating data was carried out through strict observation of the prevention guidelines.

The NAP was developed along with the Project Document to support its implementation. The objective is to speed the process leading towards implementation of the Action Plan and its interventions in order to enhance realization of women, peace and security at all levels. The Ministry believes that it is possible to strengthen the national and district efforts to engage and promote **participation, protection, prevention**, and **relief and recovery** interventions in order to achieve this plan.

My Ministry acknowledges the role played by the Task team, which steered the whole process technically. The Ministry is also grateful to UN Women Malawi Country Office and the Government of Iceland for providing resources that have been translated into the NAP.

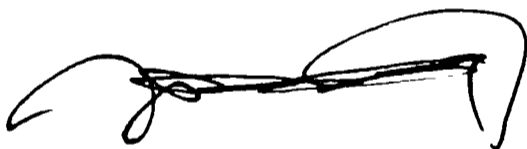**Honourable Dr Patricia Anne Kaliati**

Minister of Gender, Community Development and Social Welfare

II. ACKNOWLEDGEMENT

I would like to express my profound gratitude to all who contributed to the completion of this plan, particularly, UN Women Country office for their continued financial support. The success of this plan relies on the continued commitment of all stakeholders, within the government, non-governmental organizations, partners, and users of the services we provide. In particular, I would like to express my gratitude to the Task Team led by the Clerk to the Cabinet, Mrs. Marjorie Shema, and the following officials from the Ministry of Gender, Community Development and Social Welfare and Office of the President and Cabinet, respectively: namely, Ms Alice Mkandawire, Mr Dyton Kang'oma, Ms Gloria M'bweza, Mr. Ronald Phiri, Mr Peter Elesani, Ms Chrissy Kafundu, and Ms Loncdwuma Jere.

The Ministry is also indebted to Ms Clara Anyangwe the UN Women Country Representative, Mr. Victor Kondwani Maulidi (UN Women), Mr Francis Matita (UN Women), Mr George Major Mbewe (UN Women) and Mrs. Emiliana. Tembo (UN Women Consultant), for their contributions and for making the production of the NAP and Project Document a success.

Isaac Katopola

Principal Secretary for Administration

For: Secretary for Gender, Community Development and Social Welfare

TABLE OF CONTENTS

III. ACRONYMS

CCJP	Catholic Commission for Justice and Peace
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
DPC	District Peace Committee
DoDMA	Department of Disaster Management Affairs
GRLs	Gender Related Laws
MGCDSW	Ministry of Gender, Community Development and Social Welfare
MDF	Malawi Defence Force
MPS	Malawi Police Service
MVAC	Malawi Vulnerability Assessment Committee
NPA	National Peace Architecture
NAP	National Action Plan
OPC	Office of the President and Cabinet
SADC	Southern Africa Development Community
SDGs	Sustainable Development Goals
ToRs	Terms of References
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
VAWE	Violence Against Women in Elections
VAWG	Violence Against Women and Girls
VSU	Victim Support Unit
WEE	Women Economic Empowerment
WPS	Women, Peace and Security

IV. GLOSSARY

Conflicts: energy that builds up when individuals or groups of people pursue incompatible goals in their drive to meet their needs and interests, opposition, or antagonistic interactions.

Culture of inclusion: An environment in which the distinct roles of, and impacts on, women and men are considered and the input and participation of both is a priority across social and political structures

Gender mainstreaming –a strategy that consists in inserting gender debates in several institutions so that specific issues related to inequality are understood and included in a plan that aims at equal access of goods and opportunities understand the differences and inequalities that exist between individuals and groups in society.[26]

Gender-based discrimination: Unjust or unequal treatment of an individual or group based solely on identification as female or male.

Inclusive: not excluding members or participants on the grounds of gender, disability, race, ethnic and social group; system where no person is restricted to attain any service, providing space and voice, participation, and accessibility to resources available in a non-discriminatory manner and regardless of gender or disability.

Mitigation: measures undertaken to limit effects that may result from conflict

National Peace Architecture – the dynamic network of interdependent structures, mechanisms, resources, values, and skills which through dialogue and consultation contribute to conflict prevention and peace building in a society

Negative Peace: It is the absence of physical violence such as wars, rebellions, vandalism, etc. It is sustained from laws and police at local/national level and from the balance of powers between the States/Nation. When in a negative peace it is possible to keep competition between nations/groups and have a predisposition for peace'

Peace: a state of harmony, order, and justice in society

Peace Culture – it is "the commitment for peace construction, mediation, prevention and resolution of conflicts, education for peace and non-violence, tolerance and acceptance, mutual respect, dialogue between cultures and religions, and reconciliation"[1].

Positive Peace: it is based on the idea of cooperation among peoples and the resolution of conflicts. Preventive measures have a relevant value within this perspective; to promote the maintenance of peace there is thus the greater commitment to secure human rights, fight socioeconomic injustices, disarmament and demilitarization

Refugee(s): People who are chased due to their "race, religion, nationality, affiliation to a given social group or political opinions, and are outside the country of origin or nationality or even not, ad might be there from fear of being harmed and thus social protection from the said country; or else a person who without nationality and is outside the country of habitual residence and flees due to such events, and cannot thus and in fear, the individual cannot return". Clause 1 of the United Nations Convention of 1951 related to the refugee statutes

Security – It is understood as the opposite of a sensation of threat to the integrity of something (a State, for example) or someone. Thus, an ample conception that includes not only security in the military perspective (related to physical and sexual security when it comes to violence contexts) but also the social aspect, like food, economic, environmental security, etc.

Violence: act or behavior that is destructive and intended to cause damage, hurt or kill.

War – it is characterized as an armed conflict in situations of external antagonism and can be intra-national between citizens of the same country or international.

1. INTRODUCTION

1.1 BACKGROUND

In 2000, the United Nations Security Council (UNSC) unanimously adopted Resolution 1325 {UNSCR 1325 (2000)}, on Women, Peace and Security (WPS) endorsing demands which activists and peace organizations had been making for decades. UNSCR 1325 stresses the importance of equal participation by women and men in the prevention of violent conflicts, peace processes and the reconstruction of state structures. It also calls for the comprehensive protection of women and girls, who are particularly affected by sexual and gender-based violence in conflicts and post conflict situations. The resolution also focuses on the advancement of relief and recovery measures to address natural and man-made crises from a gendered lens, including respecting the rights of civilians and humanitarian nature of refugee camps. Other resolutions have been passed to date complementing the Women, Peace and Security Agenda.

Malawi, by virtue of its membership to the United Nations, is a signatory to the UNSCR 1325, In this regard, towards the end of 2016, the Ministry of Gender, Community Development and Social Welfare, in its capacity as the national gender machinery secretariat, in collaboration with the Office of the President and Cabinet, with financial support from UN Women Malawi organized an event to commemorate the adoption of the UNSCR 1325. A significant outcome of that commemorative event was a decision to develop a National Action Plan (NAP) for the Implementation of the UNSCR 1325 and the establishment of a National Taskforce and Reference Group with the mandate to facilitate and champion the process of developing the NAP. The Ministry of Gender, Community Development and Social Welfare (MoGCDSW) and the Office of the President and Cabinet (OPC) were designated as co-Chairpersons of the National Taskforce Group. Besides the two institutions which are co-chairing the Group, other members are drawn from various Government Ministries, Departments and Agencies, Civil Society Organizations and some strategic UN agencies.

1.2 Global and Regional Human Rights Instruments Related to Women Peace and Security

There are several international conventions and guiding frameworks that call for strategies to address gender dynamics in armed conflict, as well as other relevant monitoring and evaluation (M&E) frameworks, in relation to UNSCR 1325. The following are some of the international instruments and frameworks that reinforce gender equality, protect women's rights and promote women, peace and security in all aspects of social and political life:

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW): adopted by the UN General Assembly in 1979, requires that ratifying

countries end all discrimination against women. According to the Peace Women Programme, many of CEDAW's requirements align with the women, peace, and security agenda, United Nations Charter (1945); the Nairobi Foreword Looking Strategies for the Advancement of Women (1985); the Vienna Declaration and Programme of Action (1993); the Declaration on the Elimination of Violence Against Women (1993); the Beijing Declaration and Platform for Action (1995); the Declaration on the Equality of Women and their Contribution to Development and Peace (1975); the agreed conclusions of the United Nations Social and Economic Council (ECOSOC) on Gender Mainstreaming (1977); and the Sustainable Development Goals (SDGs) (2015). There are also frameworks such as the Paris Declaration on Aid Effectiveness (2005), in which ministers of developed and developing countries responsible for promoting economic growth, along with heads of relevant multilateral and bilateral development institutions, adopted to improve aid effectiveness.

The UNSC Resolution 1325 was further reinforced through the passing of subsequent and complementary resolutions, and those that deserve highlighting are:

a.   Resolution 1820 (2008) prevents sexual violence against girls and women in armed conflicts context.

b.   Resolution 1888 (2009) reinforces resolution 1325 and reaffirms its commitments by suggesting more concrete actions to prevent and combat generalized or systemic sexual violence in armed conflicts context.

c.   Resolution 1889 (2009) refers to the participation of women in peace and security missions and underlines the need for them to be seen as protagonists in all phases of conflict resolution, post-conflict planning and peace consolidation rather than just victims.

d.   Resolution 1960 (2010) reaffirms the training of professionals' in security as a central action to attain the objectives in Resolution 1325.

e.   Resolution 2106 (2013) focuses on sexual violence within the context of the Resolution 1325 and reinforces the zero-tolerance spectrum to such types of violence on human rights, demanding the fight against impunity, the end of amnesty for the perpetrators of such violence, the reintegration and protection of victims and witnesses alike.

f.   Resolution 2122 (2013) reinforces the determinations of previous resolutions and suggest to Member-states to design funding mechanisms to support the organizations that take part in the reinforcement of women leadership actions.

g. Resolution 2242 emphasizes the role of women in peace missions by recognizing the need to internally promote capacity, punish the perpetrators of sexual violence, and consult women organizations working at the sites and inclusion of gender experts within such contexts.

The above-mentioned resolutions underline the role of women in Peace and Security missions and holds the signatory States responsible for their operationalization through national strategies, budgeting, monitoring and evaluation of the impacts in each particular context. This National Action Plan endeavors to accomplish Malawi's obligations to operationalize the Resolution 1325.

At the continental level, the African Union has numerous governing instruments that cater for women, peace and security. The Constitutive Act of the African Union (AU) enshrines gender equality as one of the principles to be followed to ensure its functionality.[1] This was an amendment to the AU's functional principles made pursuant to the adoption of the Maputo Protocol in 2003.[2] The Maputo Protocol contains articles that are relevant to women, peace and security. The African Union's Solemn Declaration on Gender Equality in Africa (SDGEA) (2004) also calls for member states' continual action toward achieving gender equality and specifically mentions UNSCR 1325 for member states to 'ensure the full and effective participation and representation of women in peace process.'[3] Furthermore, the AU Gender Policy aims to ensure that gender equality and women's empowerment are mainstreamed into all the institutional arrangements at policy and programming levels in all AU Organs, Regional Economic Communities (RECs) and Member States such as equal participation in peace and security matters and eradication of all forms of gender based violence.[4]

Malawi is also a signatory to the Southern African Development Community (SADC) Protocol on Gender and Development (2008) that provides for peace building and conflict resolution.[5] SADC developed a Regional Strategy on Women, Peace and Security that aims to address challenges experienced by women and children by

1. African Union, Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003). Available at: https://www.un.org/en/africa/osaa/pdf/au/protocol_rights_women_africa_2003.pdf. Accessed 5 Nov. 2019
2. Article 4 on rights to life, integrity and security of the person; Article 8 on access to justice and equal protection of the law, Article 9 providing for the right to participation in the political and decision-making process; Article 10 providing for the right to peace; and Article 11 providing for the protection of women in armed conflicts.
3. African Union, The Solemn Declaration on Gender Equality in Africa (2003). Available at https://www.mrfcj.org/pdf/Solemn_Declaration_on_Gender_Equality_in_Africa.pdf Accessed on 5 Nov. 2019
4. African Union, African Union Gender Policy (2009). Available at https://www.un.org/en/africa/osaa/pdf/au/gender_policy_2009.pdf Accessed on 5 Nov. 2019
5. Southern Africa Development Community, Protocol on Gender and Development (2008) Available at https://www.sadc.int/documents-publications/show/Protocol_on_Gender_and_Development_2008.pdf Accessed on 5 Nov. 2019
6. Southern Africa Research and Documentation Centre (2018) SADC develops regional strategy on women, peace and security. Available at https://www.sardc.net/en/southern-african-news-features/5787/ Accessed on 7 Nov. 2019

ensuring that they fully participate in peace and security activities, programmes and projects in the region.[6]

The Agreement Establishing the Common Market for East and Southern Africa[7] (COMESA), to which Malawi is also a member state, undertakes to promote peace, security and stability for economic development through protection of human rights, participation in development promotion of good neighborliness and peaceful settlement of disputes.[8] COMESA has a Governance, Peace and Security Programme that fosters sustainable peace and security and enhances COMESA's capacity for governance, conflict prevention, conflict management, security and peace building interventions. COMESA adopted a Gender Policy in 2002 which advocates for equal and full participation of women in all aspects of COMESA activities and other operations taking place in the region. The Gender Policy was revised in 2016 to align with the COMESA Social Charter,[9] Africa's Agenda 2063, Beijing+20 outcomes and the Sustainable Development Goals. The COMESA Secretariat has been implementing its Gender Mainstreaming Strategic Action Plan since 2009.

1.3. National Policies and Legal Frameworks Related to Women, Peace and Security

This NAP for implementing UNSCR 1325 is aligned to existing national policies and legal frameworks that are related to women, peace, and security in Malawi to date. The Malawi Growth and Development Strategy (MGDS) is the overarching National Development Plan providing a policy and strategic framework to sector policies and strategies. The current MGDS III has five priority areas; one of which addresses cross-cutting areas to be mainstreamed into all priority areas and these include: Gender; Women and Youth development; Empowerment of persons with disabilities; Management of HIV and AIDS and nutrition; Environmental management; Disaster Risk Reduction and Resilience building; Peace, security and good governance. Besides the MGDS III there is the Malawi Constitution (2004) which is the supreme law of the land and policies and legislations including, the National Gender Policy; National Peace Policy; Sexual and Reproductive Health Rights Policy; National Plan of Action to Combat Gender Based Violence in Malawi; National Security Policy, National Food Security Policy; National Disaster Risk Management Policy; National Action Plan for the Economic Empowerment of Women; National Policy of Equalization of Persons with Disability; Social Protection Policy; National Youth Policy; National Population Policy; National Foreign Policy. Gender Equality Act

---

[7.] Article 3(d) of the Agreement Establishing the Common Market for East and Southern Africa.
[8.] Article 6 of the Agreement Establishing the Common Market for East and Southern Africa.
[9.] The COMESA Social Charter aims to promote the welfare of people, improve quality of life, accelerate economic growth, social progress and cultural development for dignified living and realization of full potential.

2. WOMEN PEACE AND SECURITY: CONTEXT OF MALAWI

(2013); Prevention of Domestic Violence, Act (2006); Deceased Estates, Wills and Inheritance Act, (2011); the Marriage Divorce and Family Relations Acts (2016); Land Act (2015); Customary Land Act (2016) and the Penal Code (Amended in 2010).

Malawi attained its independence in 1964. It was under a one-party rule until 1994, after a referendum of 1993 to become a multiparty state. Till today Malawi has not experienced armed conflict. However, there have been many forms of grievances which continue to be contentious sources of political and social tensions and conflicts which cannot be ignored to guarantee absolute peace and security for women and girls.

2.1 Malawi's Political History

Malawi's political, socio-economic, and cultural heritage have been significant factors in shaping Malawi's human rights profile. After thirty-one years (1964-1994) of existence under one party rule, Malawi peacefully transitioned to an era of political pluralism through a referendum that ushered in multiparty politics. However, the multiparty era has experienced incidences where individuals and groups have pursued incompatible goals and aspirations, resulting into occasional antagonistic and violent interactions. Such intransigency is echoed in Malawi's National Peace Policy[10] that the country has a history of incidences of conflict that can be traced to Malawi's colonial and pre-independence periods. Some of the tensions and conflicts in independent Malawi have their genesis in the one-party rule starting with the 1964 Cabinet crisis. The crisis was sparked by differences in policy direction and thus engendered the disregard of the rule of law and socio-political antagonistic interactions.

Notwithstanding that, Malawi has held five elections since transitioning into multiparty democracy in 1999, 2004, 2009, 2014, and 2019, respectively. In June 2020, Malawi also had peaceful presidential re-run elections. However, in recent times, killings of people with albinism particularly during pre- election periods have become common and worrisome. Political campaign rallies on one hand and mass demonstrations on the other hand, have been increasingly characterised by hate speeches resulting into violent protests; thefts, vandalism, destruction of properties and loss of lives. In other instances, political rallies have ended up inciting divisions based on ethnic, tribal and regional affiliations, disrespect and disaffection of the opposing views; attacks on innocent individuals especially women; undermining the legitimate authority of security agents to maintain law and order, rendering the country temporarily insecure during some days of political rallies and demonstrations. For example, the campaign period for the presidential

---

[10] Malawi Government National Peace Policy, August 2017

re-run elections held in June 2020, witnessed acts of arson in some hotspot districts across the country, where property (houses, vehicles, shops) suspected to belong to members of opposition parties were vandalized and damaged. In Lilongwe the Capital city, a family of seven members was set on fire at night for being perceived to belong to an opposition party. In Mangochi District a vehicle belonging to a leading opposition politician was set on fire. In Mangochi again a female aspirant was attacked on her way to campaign. Over 90% of incidences had MPS (Malawi Police Service) intervention. Most incidences were resolved by mediation.[11] Arrests were made and notable was the arrest and prosecution of the main suspect who had beaten and undressed a female supporter belonging to UTM party on 20 January 2019 in Mangochi. These examples demonstrate that violence against women on one hand, and threat to peace and security for women, on the other hand are a reality in Malawi. This NAP on UNSCR 1325 provides the framework and targeted interventions to address the issues of women peace and security.

2.2 Malawi's Cultural Heritage

Malawi is divided into 28 administrative districts. The districts are subdivided into traditional authorities (TAs), presided over by chiefs. Each TA is composed of villages, which are the smallest administrative units and are presided over by village headpersons. Customary practices along the lineage patterns are autonomous to each ethnic groupings. Gender based violence is inherent in customary practices and lineage patterns.

Malawi has two lineage patterns, namely, patrilineal and matrilineal. Under patrilineal system, descent is through males, and residence is patrilocal. The wife leaves her village and resides in her husband's village. On the other hand, in matrilineal system, descent follows the female lineage. Marriages are matrilocal.[12] In both matrilineal and patrilineal societies, the position that women assume is inferior to the male members. Decisions are mostly made by the men with women on the receiving end. Harmful cultural beliefs and practices affecting the rights of women, girls and persons with disabilities have been a subject of concern by both government and civil society organizations. Gender based violence has frequently been reported in the family settings that include physical battering rape, child sexual abuse, incest, early marriages, female genital mutilation, and psychological violence. In addition, cases of property grabbing (land, houses and other assets) when a husband dies, is reportedly common, rendering women vulnerable and destitute. For example, during consultations with stakeholders, property grabbing was generally cited as one form of violence against women. It was stated that "single women, widows and children are majority of victims because they inherit large pieces of land and

---

[11] Strengthening Women's Political Empowerment :2019 Tripartite Elections (June 2019)
[12] Beyond Inequalities 2005, Women in Malawi -A Socio Economic and Political Profile of Women in Malawi for 1997 – 2005

property from their deceased relatives or husbands against the interests of other family members." Early marriages for girls was also attributed to cultural heritage. According to the Malawi Demographic and Health Survey (DHS 2015-2016), "women marry about five years earlier than men. Median age at first marriage for women is 18.2 years and 23.0 years for men (DHS 2016:55). Furthermore, DHS states that 34% of women have experienced physical violence since the age of 15; 20% have experienced sexual violence; 5% of ever pregnant women reported physical violence during any pregnancy. (DHS, 2015-2016:279). Findings in the DHS report paint a picture that is akin to threat to peace and security for women and girls, even in private spaces like a home.

Another case worth citing was the July 2011 deaths of about 20 demonstrators in Mzuzu, in the Northern Region of Malawi. Such being the case it can be stated that Malawi has experienced negative peace which has potential to impact adversely on women and girls, if not addressed.

During one of the consultative meetings one participant was quoted saying that *"Cultural beliefs drive conflict situations; especially in Chitengwa (a marriage system in matrilineal society where a woman leaves her village to join her husband in his village) when a sister returns to her village upon divorce or death of a husband, her brothers prevent her from gardening: this always causes conflict resulting in the sisters and their children getting hurt."* In order to mitigate such events from escalating into violent acts, Malawi is taking measures that would foster a peace culture through the National Peace Policy (2017).

2.3 Influx of Refugees

Malawi has been hosting refugees displaced from civil wars from neighboring countries and the Great Lakes Region, among others. Some are hosted in refugee camps particularly Dzaleka in Dowa and Luwani in Neno District while others have integrated with the population in the urban centers and local communities. These developments have affected civil order. For instance, reports of clashes between the refugees and local villagers have been common, particularly in relation to economic activities and land resources. During stakeholders' consultations at one of the hotspot districts hosting refugees, it was reported that conflicts arose at a produce market where locals alleged that refugees were allocated bigger plots of land than themselves. The meeting also mentioned that the refugees were outnumbering the local villagers. As such frequent incidences of conflicts were common, to the extent of requiring interventions from Homeland security agents. Cases of gender-based violence including sexual violence within the refugee settlements were also reported to be common by stakeholders during the consultative meetings. A key informant working at the refugee camp was quoted saying, *"In the refugee camp at*

Dzaleka, it is common for a man to have many wives and mistresses in and outside the camp. This usually causes fights between women. Sometimes men beat their wives because the wife complained to her husband to express jealousy and anger".

2.4 Women's Peacekeeping Participation

Malawi is involved in peacekeeping operations to which, on average the Malawi Defense Force (MDF) deploys 50 female troops out of 850 troops deployed in peace support operations. That means only 5.8% of the total number of troops deployed consist of women. Females are often deployed in noncombat roles, a decision made based on their biological make-up and the conclusion that women cannot undertake the physical demands required in the combat and operational environment. So far, the MDF and Malawi Police Service have sent troops on peace support operations to the Democratic Republic of Congo (DRC), Ivory Coast, Kosovo and Sudan. The Malawi Police Service similarly deploys both men and women for peace keeping missions. Recently, Malawi Prisons Service has also started deploying women to peace keeping missions. From the existing data, the women's compositions to these missions fall far short of the 60/40-40/60 benchmark set by the Gender Equality Act.

The Gender Equality Act (2013) was enacted to promote gender equality and equal integration of men and women in all functions of society, prohibit and provide redress for sex discrimination, harmful practices, sexual harassment and provide for public awareness and promotion of gender equality. Equal integration of men and women in all functions of society has been illustrated in employment in the Public Service under Section 11 (2) which stipulates that "as an appointing or recruiting authority in the public service shall appoint no less than forty per cent (40%) and no more than sixty per cent (60%) of either sex in any department in the public service". This provision of the law is far from being achieved. A case to illustrate the point is the cumulative percentage of Malawi Defence Force Recruitment per intake between 2012 and 2019 was at 17.13% female and 82.87% male. For 2010-2011 Police training intake was 208 males and 89 females, and 85 females and 187 males graduated. During the post Gender Equality Act, the Malawi Police Training School registered more trainees than the years before for both genders. In 2014, 542 males and 265 females were registered, and 541 males and 260 females graduated from Police training school. In 2017, 321 males and 208 females were registered; and 318 males and 206 females graduated. It is noted that in 2017 the recruitment in the MPS achieve nearly 40% females and 60% males. Recruitment of women in the military according to these statistics is still below the stipulations of the Gender Equality Act, the Police service has achieved the stipulated legal requirement of 40/60. This also means that the participation of women in peacekeeping missions in Malawi will continue to be dismal. The UNSCR 1325 NAP will therefore be the advocacy tool for improving the participation of women in peacekeeping and other

functions of society.

2.5. Situations Affecting Women Peace and Security in Malawi:

The main situations affecting the realization of peace and security for women in Malawi include limited control and access to productive resources, limited control and access to opportunities for participation in the country's development, women's concentration in the informal sector, little/ no participation of women in government programmes, traditional and cultural practices that perpetuates gender inequalities; violence against women, the feminization of poverty and high rates of HIV/AIDS. [13]

The situations of women in Malawi have been well documented under the findings of the MDHS (2015-2016). HIV prevalence is higher in women at 6.8%, than in men at 6.4% (DHS, 2015-2016:34). 34% of women have experienced physical violence since the age of 15 and 20% of women have experienced sexual violence. (Ibid;279). Men (81%) are more likely than women (63%) to be employed and 70% of married women earn less than their husbands and 59% of employed women are less likely to be paid for their labor. With regard to ownership of property (land and house) individual ownership of property is higher in men (44%) than in women (35%). Men (43%) and women (37%) own land (ibid:251). These statistics suggest that women are vulnerable to many forms of economic and social insecurities which likely render their lives not so peaceful.

Another dimension likely to affect women peace and security has been perceived from the relationship between the government and civil society. Despite the successful coordinated response between Government and Civil Society, the NPA Evaluation Report of 2018 noted that historic and ongoing tensions between government and civil society actors create a general environment in which both "sides" perceive each other to be in an "adversarial relationship"— the government side perceives that civil society is not properly being held accountable, is not always acting in alignment with national priorities, is duplicating or encroaching on the prerogative of the state and is unnecessarily challenging. While civil society holds perceptions of increasing illegitimate restrictions on the free operation of civil society actors and the need to provoke government to be more accountable and responsive; in response, many civil society actors feel the need to escalate their advocacy and activism. A consequence of the historically tense relationship between governmental and non-governmental actors has been to frustrate the government-civil society partnership that is an essential ingredient for the proper functioning of any NPA process.

---

[13] Malawi Country Report (2016) Progress Report on the Implementation of the United Nations
Security Council Resolutions on Women, Peace and Security in East and Southern Africa.

2.5.1. Participation

UN Women's 2019 Tripartite Elections Report[14] identified the following factors restricting women's participation: limited commitment from political parties to ensure increased nomination of female candidates as wells as providing an enabling environment for women to participate in politics; the lack of issue based voting, voting was largely regionalist and ethnicity based, it was not based on potential to deliver; the electoral system itself favors candidate with financial muscle and the continuing practice of handouts despite the ban on handouts by the Political Parties Act (2018). In addition, the report cited "social norms that perpetuate discrimination against women as they are perceived not capable of leadership; lack of women friendly electoral system that can facilitate increased representation of women; gender insensitive political party constitutions and related procedures and practices, and violence against women in politics. This has been reflected in the results of the 2019 parliamentary elections, where according to the UN Women Report, only 45 women out of the 309 who contested made it to parliament, compared to 66 out of 659 male contestants who made it to Parliament.

Other factors restricting women's participation in political and decision making positions cited in the report to the Committee on Women and Development on progress in the implementation of the follow-up strategy on the Beijing Platform for action (Beijing + 15) by the Economic Commission For Africa (ECOSOC), Africa, Centre for Gender, which could also be related to Malawi include " sociocultural practices such as violence against women during the electoral cycle; lack of political training for aspiring women leaders and gaps between policy formulation and practice in enhancing women representation and participation in decision making."(7 November 2013).

Further, the NPA Evaluation Report of 2018[15] noted that political dynamics, disputes and conflicts emanate from the national level and are beyond the influence and remit of district-based DPCs—there were specific instances of political party violence and alleged ferrying of outside party supporters during by-elections in 2018. Women and youths constitute the largest number of supporters for political rallies. Therefore, women risk being exposed to any disputes and violent acts that may arise during such rallies. Women's participation in such settings does not guarantee them any form of representation in decision making space.

[14] UN Women, Strengthening Women's Political Empowerment: 2019 Tripartite Elections Report (2019)
[15] UNDP Malawi (2018) Malawi National Peace Architecture Project: Evaluation Report..

2.5.2 Protection

Despite the passing of several pieces of legislation with intentions to protect women and girls from all forms of violence, violence against women continues. There are legislations such as The Prevention of Domestic Violence Act (2006), the Penal Code (Amended in 2010), the Child Care Protection and Justice Act (2010), The Marriage, Divorce and Family Relations Act (2015), Decease Estate Act and Will, Inheritance and Protection Act (2011), among others that protect and promote women's rights. As cited earlier, Malawi Demographic and Health Surveys confirm the high prevalence of gender-based violence "34% of women have experienced physical violence since the age of 15; 20% have experienced sexual violence; 5% of ever pregnant women reported physical violence during any pregnancy." (DHS, 2015-2016:279). Property grabbing is also common as narrated by one traditional leader, saying: *"Women in rural areas/ villages do not know that these days the practice of snatching property from widows is illegal. Even many other people in the villages do not know. So in my area, I announce at the graveyard before burying a relative to warn anyone with intentions to snatch property from the widows and orphans. I see this practice is now decreasing in my area."* This is an indication of the gap that exists between practice and implementation of laws and policies to protect citizens, especially women.

Another area where Malawi has serious shortcomings is the protection of persons with albinism. Amnesty International reported that between November 2014, and May 2016 there were 69 cases involving crimes related to Persons with Albinism (PWAs), people were killed in 18 of these cases, five abducted and missing, between November 2014 and May 2016. In February 2018, a joint report by the Malawi Police Service and the Ministry of Justice and Constitutional Affairs revealed that the number of reported crimes had increased to 148, including 14 cases of murder and seven attempted murders since November 2014.[16] However, conclusion of cases concerning PWAs has faced the following challenges: failure to promptly and thoroughly investigate crimes; delays in investigations and prosecutions; poor case handling and management; understaffing; inadequately qualified personnel and lack of financial resources in the judiciary, prosecution and police; the price of prosecution; no money to defend suspects, lack of government coordination and the Government's "laissez-faire" attitude towards combating attacks against persons with albinism. The issues identified by Amnesty International could be generalized to the entire justice system as affecting protection as a whole.

---

[16] Amnesty International, End Violence Against People with Albinism: Towards Effective Criminal Justice for People with Albinism in Malawi (2018) available at https://www.justice.gov/eoir/page/file/1079266/download accessed on 19 Dec. 2019 at 11:56AM.

2.5.3 Prevention

The elections and the post-election environment have resulted in a two-pronged result for women, violence during campaign period through verbal attacks as well as the physical attacks on women during the post-election unrest. UN Women's 2019 tripartite elections report[17] shed light on the trends on Violence Against Women in Elections (VAWE) and reported that it was most prevalent in the periods before the elections such as the primary elections where over 40 incidences were recorded and during the campaign period. Similarly, various organizations have condemned the increasing incidences of violence against women by police officers and civilians during socially motivated demonstrations. For example, the Women Lawyers Association of Malawi condemned acts of violence committed by police officers in three areas in Lilongwe where there was unrest.[18] This information collaborated with the findings in the DHS (2015-2016) report where, the most prevalent form of violence mentioned was psychological with 57% of the incidences recorded being psychological, followed by physical violence at 31% and sexual violence at 12%. Violence against women under any circumstances and situations is threat to women's peace and security and is likely to hinder women's participation in any private and public programmes.

2.5.4 Relief and Recovery

Malawi is prone to flooding, especially in the low lying areas of Nsanje, Phalombe and Chikwawa. Most recently Malawi experienced Cyclone Idai which affected Salima, Balaka, Mangochi, Machinga, Mulanje, Blantyre, Chikwawa, Nsanje and Machinga. Cyclone Idai affected 868,900 people, displaced 86,980 people and resulted in the creation of 173 camps where 90,000 households were assisted.[19] UNFPA visited Nsanje and Phalombe under the coordinated response effort between the Government and development partners where it was discovered that women and girls resorted to doing piece work as they found it difficult to access food being distributed in camps, limited bathing facilities and unavailability of sanitary towels made menstrual hygiene management difficult and that child protection services were critically needed

3.3 Key Institutions involved in Peace and Security

Public national institutions, as well as private and non-state institutions are actively involved in peace and security issues. Public national institutions are categorized into formal and quasi-judicial institutions. Formal national institutions which have constitutional mandate to maintain peace, order and security and safety of citizens

[17]   UN Women, Strengthening Women's Political Empowerment: 2019 Tripartite Elections Report (2019).
[18]   Women Lawyers Association, Press Statement: Condemnation of Alleged Heinous Acts of Violence Against the Women and Girls of Msundwe, Mbwatalika and Mpingu on 9th October 2019.
[19]   Department of Disaster Management Affairs of Malawi and the United Nations Office of the Resident Coordinator, Malawi Floods Situation Report Number 3 (2019).

are Malawi Police Service (MPS), Malawi Defense Force (MDF), Malawi Prisons, Immigrations, Ministry of Defense, Homeland Security, Ministry of Local Government. There are also government ministries, departments and agencies (MDAs) like Ministry of Gender, Community Development and Social Welfare; Ministry of Civic Education and National Unity; Ministry of Justice and Constitutional Affairs; Ministry of Foreign Affairs and International Cooperation; Ministry of Finance and Economic Planning; Department of Disaster Management and Ministry of Health.

Quasi-Judicial institutions include the Judiciary, Malawi Human Rights Commission, the Law Commission, and the Office of the Ombudsman.

Private security agencies are also part of essential non state actors involved in keeping peace and security. Civil society organizations, community-based networks and National Women in Peace Building Forums are part of the peace and security apparatus. For example, in 2016, the National Women in Peace Building Forum was formed under the umbrella of the National Peace Architecture. Its mandate was to champion women's equal and active participation in peacebuilding and peace processes in Malawi. The Forum's intentions were to mobilize a critical mass of women in Malawi to develop their capacity in order to participate actively in peace, security and humanitarian issues.

Other peace building institutions include the Public Affairs Committee (PAC) and Catholic Commission on Justice and Peace (CCJP) and some women's groupings like the Women Lawyers Association and the Women Judges Association of Malawi. Within PAC there are structures such as the Women in Faith Peacebuilding Network comprising women of various faith groups. The Women in Faith Peacebuilding Network focuses on how women can collaboratively prevent violence and promote peace and security in their communities; Multi-Party Liaison Committees constituted by the Malawi Electoral Commission (MEC) to deal with electoral related complaints, Centre for Multi-Party Democracy (CMD), National Forum for the Peaceful Settlement of Conflicts (NAFPESCO), Presidential Contact and Dialogue Group (PCDG), Council for Non-Governmental Organisations in Malawi (CONGOMA), the GIZ-funded Forum for Dialogue and Peace, Centre for Peace and Conflict Management (CPCM), Democracy Consolidation Programme (DCP), media, Judicial Services, National Social Dialogue Forum (NSDF) for Labour Disputes, National Initiative for Civic Education (NICE), Catholic Commission for Justice and Peace (CCJP), Young Politicians Union (YPU), National Elections Consultative Forum (NECOF), Traditional leaders, women and youth.

Also, the United Nations Agencies such as UNDP, United Nations High Commissioner for Refugees (UNHCR) and UN Women in Malawi have been involved in the implementation of women, peace and security initiatives.

3.3.1 The National Peace Architecture (NPA)

Whilst there is a wide range of interest groups in peace building and conflict management Malawi developed and adopted a National Peace Policy (NPP) in August 2017. The NPP seeks to establish a National Peace Architecture (NPA) that has clear mandate, roles, and functions with the aim of promoting collaborative and inclusive peace building mechanisms and addressing gaps and weaknesses in current interventions. The NPP is an important document and rallying point for the pursuit of conflict resolution and peace building in Malawi and in line with Malawi Constitution Section 13(1) and is compliant to international and regional obligations include UNSCR 1325 on Women and Peace and Security. Moreover, there is a strong perception in Malawi that conflict exacerbates insecurity and violence against women and girls; disrupts their livelihoods and undermines their prospects of economic empowerment and reinforces the exclusion of women from decision making processes due to limited representation in formal conflict resolution platforms.

Therefore, the development of the NAP builds on this initiative with particular focus on the UNSCR 1325 four thematic pillars namely, participation, protection, prevention and relief and recovery, with strong emphasis on action for the equal participation and inclusivity of women in all peace building processes and initiatives.

3.3.2 Summary of progress in implementing Women, Peace and Security Agenda in Malawi

In 2016, the Malawi Government in conjunction with the UN Women Malawi Country Office spearheaded, sponsored and produced the report on the implementation of UNSCR 1325 in Malawi.[20] The launch of the report coincided with Malawi's first commemoration of the adoption of the Resolution which was celebrated on 31st October 2016. The report discusses Malawi's legislation, policy and strategy frameworks as well as a discussion of Malawi's national gender machinery. The following table reflects the discussions on the current status of the implementation of UNSCR 1325 according to the four thematic pillars: Participation, Protection, Prevention Relief and Recovery. This is Malawi's first NAP for implementing UNSCR 1325. However, the table below shows a summary status on the implementation of the UNSCR 1325.

---

[20] Malawi Country Report (2016) Progress Report on the Implementation of the United Nations Security Council Resolutions on Women, Peace and Security in East and Southern Africa.

Table 1: Summary of Status on Malawi's Implementation of UNSCR 1325

Pillar	Green lights	Red light
Participation	• Constitution includes enabling provisions to promote gender equality • First female president from 2012-2014 • Increase in the number of women in parliament from 1994 to 2009[21] • 2014 elections had 2 female presidential candidates against the 10 male candidates • Women in decision making positions e.g. Speaker of Parliament; Clerk of Parliament, Law Commissioner, Administrator General, Director of Public Prosecutions, Ombudsman • Malawi Electoral Commission has achieved 50:50 gender representation for Commissioners • Women's participation as aspirants/candidates increased in number in 2019 Parliamentary and Local Government Elections (LGE) compared to 2014. In 2014, 417 women contested for LGE seats. In 2019, 659 contested; in 2019, 309 contested for parliamentary seats; in 2014, 217 contested for parliamentary seats. • Three women in presidential task force Covid-19 out of membership of seven • 39% representation of women in Cabinet	• Women's representation in decision making positions remains low e.g. in Parliament, Local Councils, Cabinet, Public Service, etc • Unsystematic implementation of existing laws such as Gender Equality Act (2013) on Women's participation in decision-making positions in public sector which remains very low • Limited resources to implement laws and policies • High illiteracy levels among women and girls

---

[21] The statements in italics were inserted by the author based on information collected from the report. The final report states "include other high-profile women leaders (judges, AG, MEC chair, Ombudsman)". The author therefore inserted these as they were stated in the text.

Pillar	Green lights	Red light
Protection	• Existing GBV prevention laws and policies • Has specific legislation on SGBV and on gender equality: Existence of legislation e.g. PDV Act (2006), Deceased Estates (Wills, Inheritance and Protections) Act (2011), Gender Equality Act (2013) • There are several gender-related training programmes rolled out across the security sector e.g. for MDF	• Women are not well represented in the security sector in Malawi as reflected in the recruitment in take between 2012 and 2019 17.13% recruited by MDF compared to 82.87% men • Challenges in the implementation of the Prevention of Domestic Violence Act (2006) • Limited resources to implement laws and policies
Prevention	• Victims Support Units in all police stations and some of the police posts and units • One stop centres at Queen Elizabeth Central Hospital, Zomba Central Hospital, Kamuzu Central Hospital, Mzuzu Central Hospital including other district hospitals and plans to establish more • On-going community sensitisation and mobilisation on VAWG • Male involvement initiatives including HeForShe campaign • Existence of reporting mechanisms - toll free numbers, for reporting GBV cases	• High prevalence of SGBV • Inadequate and under reporting of SGBV cases • Prolonged and delayed prosecution of SGBV cases • Limited resources to implement laws and policies • Persistent deep-rooted harmful practices

Pillar	Green lights	Red light
Relief and Recovery	• Dedicated Department on Disaster preparedness and Management • Disaster Management Policy in place • Protection Cluster, and other clusters are existent and functional • Specific policies and strategies developed like Malawi Vulnerability Assessment Committee (MVAC) • Gender responsive support mechanisms during humanitarian situations such as floods and disasters, Covid-19 pandemic, and Cyclone Idai • Social support services such as Cash transfers, farm input subsidies, productive public works programmes, school feeding program.	• Donor funds for gender and women empowerment have been reducing • Inadequate government funding is one of the major barriers to achieving gender equality and the empowerment of women

Pillar   Green lights Red light

• Constitution includes enabling provisions to promote gender equality

• First female president from 2012-2014

• Increase in the number of women in parliament from 1994 to 2009

• 2014 elections had 2 female presidential candidates against the 10 male candidates

• Women in decision making positions e.g. Speaker of Parliament; Clerk of Parliament, Law Commissioner, Administrator General, Director of Public Prosecutions, Ombudsman

• Malawi Electoral Commission has achieved 50:50 gender representation for Commissioners

- Women's participation as aspirants/candidates increased in number in 2019 Parliamentary and Local Government Elections (LGE) compared to 2014. In 2014, 417 women contested for LGE seats. In 2019 659 contested in 2019, 309 contested for parliamentary seats; in 2014 217 contested for parliamentary seats.

- Three women in presidential task force Covid-19 out of membership of seven

- 39% representation of women in Cabinet

- Women's representation in decision making positions remains low e.g. in Parliament, Local Councils, Cabinet, Public Service, etc

- Unsystematic implementation of existing laws such as Gender Equality Act (2013) on Women's participation in decision-making positions in public sector which remains very low

- Limited resources to implement laws and policies

- High illiteracy levels among women and girls

Protection •   Existing GBV prevention laws and policies

4.0. THE NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY - UNSCR 1325

4.1. Rationale for the National Action Plan

For peace to be lasting it must, among other things, be inclusive. Women are a powerful part of the solution to peace. Deliberate steps should be taken to make women part of the solution. Promotion of inclusivity in conflict prevention and peace building processes is the key policy statement in the National Peace Policy and the establishment of the National Peace Architecture (NPA). The National Peace Policy promotes the establishment of gender and disability sensitive NPA structure. This policy affirms the participation of women in peace processes.

In terms of peace initiatives, the Malawi's Constitution (section 13 (I) promotes peaceful resolution of conflicts as one of the principles of national policy, stating that "the state shall strive to adopt mechanisms by which differences are settled through negotiation, good offices, mediation, conciliation and arbitration.". In

[22] Such as Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Universal Declaration of Human Rights (UDHR) and the International Covenant on Civil and Political Rights (ICCPR) among others.

addition, Malawi has a National Peace Architecture that is led and implemented by the Government of Malawi through the Office of the President and Cabinet (OPC), primarily for the purpose of development and promoting ownership and capacities for sustainable peace. The NPA is a national initiative that provides an institutionalised platform for proactive collaborative dialogue, peace building and conflict prevention in Malawi. Malawi is also a signatory to several United Nations Conventions of which Malawi is obliged to report on periodically.[22] Building from the commitments made under these international conventions, the NAP will be formulated around three strategic areas namely, integrated response to violence against women and girls, promotion of economic empowerment and strengthening of the enabling environment for the effective and sustainable implementation of global commitments on WPS at the national level. This approach responds to the strong perception that in Malawi conflict exacerbates insecurity and violence against women and girls; disrupts their livelihoods and undermines their prospects of economic empowerment; and reinforces the exclusion of women from decision making, dialogue in peacebuilding processes due to limited representation in formal conflict resolution platforms. As such, the need for focused interventions that will seek to ensure women are enjoying peace and living in conflict free societies that safeguard their safety is paramount. Therefore, the NAP is intended to stimulate focused interventions from various stakeholders and interest groups. The NAP is necessary as it will enable the realization of UNSCR 1325 initiatives at country level while merging with continental and global efforts on WPS.

The UN Security Council requires all member states to adopt a National Action Plan on the implementation of UNSCR 1325. The development of Malawi's NAP is spearheaded by the Ministry of Gender, Community Development and Social Welfare in collaboration with the Office of the President and Cabinet. Both entities have strong commitments to implement the UNSCR 1325. Therefore, the National Action Plan and the subsequent Project Document on UNSCR 1325 would act as catalysts for reporting to the United Nations General Assembly and other forums.

4.2. Methodology and Process of Developing the National Action Plan

This NAP on UNSCR 1325 will be guided by the Project Document. Therefore, the methodology and processes to develop this National Action Plan involved multiple approaches. Several inception meetings with the Office of the President, Ministry of Gender, Community Development and Social Welfare, UN Women project Management team in order to understand the scope of the assignment. A review of literature was conducted extensively to identify existing laws, policies, strategies, frameworks and topical reports that will impact on the implementation of the NAP. NAPs from selected countries in the Africa Region were also reviewed in order to

---

[23] Karonga, Dowa, Mangochi, Nsanje and Blantyre

draw some lessons and benchmarking. Four stakeholders' consultative workshops were held in, the Northern, Central, Eastern and Southern regions to develop goal, objectives and priority areas and key interventions. In addition, consultative workshops were also held in five "hotspot" districts[23] known for conflicts which were purposefully selected to get some opinions and perspectives in the context of the UNSCR 1325. These districts included those hosting refugees and asylum seekers.

The consultative workshops revolved around the four thematic pillars of the UNSCR 1325: participation, protection, prevention and relief and recovery. A set of guiding questions was being administered to solicit information on conflict situations prevalent in respective districts and regions; root causes or triggers of such conflicts; the extent of women's participation in peace building, mediation, and negotiations; the existence of the women's peace keeping initiatives and experienced challenges and obstacles by women; suggestions of priority interventions and Coordinating Body Stakeholders to support implementation of interventions of the National Action Plan for UNSCR 1325 in Malawi. In addition, further research was conducted to gain some insights into the human rights situation of women and girls. A validation workshop that targeted high-level actors to review the draft National Action Plan and the Project Document was the apex of all the consultative processes.

The NAP has been developed with technical and policy direction and guidance from Task Force for the Implementation and Formulation of Malawi's National Action Plan on UN Security Council Resolution 1325; comprising of key stakeholders under the leadership of the Ministry of Gender, Community Development and Social Welfare and the Office of the President and Cabinet. Given the intersectional and ubiquitous nature of the UNSCR 1325 NAP, the Task Force's duties included harnessing technical and thematic expertise from various stakeholders involved in peace and security policies and initiatives throughout the country, in alignment with National Peace Architecture (NPA) Framework. The Task Force ensured that the National Action Plan is representative of the NPA objectives, all involved stakeholders, nuances, priorities, and interests, as well as guarantee cohesiveness across varying technical areas and levels of society. The Task Force represented and liaised between regional entities and the Consultant to ensure best practices and regional interests are entrenched in the NAP. The Task Force had a duty to safeguard transparency, credibility, accountability and inclusivity throughout the process and subsequent implementation; and serve as the platform country partnership and ownership of the NAP.

4.3. Goal

To promote inclusive peace and security for women and girls at all levels

Table 2: Priority Areas and key interventions of the UNSCR 1325 NAP

PARTICIPATION	PROTECTION	PREVENTION	RELIEF AND RECOVERY
• Support the implementation of Gender Related Laws (GRLs) to ensure increased women's participation • Train women in district peace committees on WPS and leadership • Mobilize women and girls and support their adult literacy and numeracy education to enable them to participate in decision making platforms. • Mobilize and train women groups in peace-building, negotiation, mediation, conflict management, and related security issues	• Support the implementation of Gender Related Laws to enhance protection of women and girls • Support law reform to review and enact laws to protect women from conflicts and their impact on their lives • Simplify and popularize various GRLs among communities • Build capacity of staff key institutions that directly deal with sexual and gender based violence and conflict situations	• Train existing women forums and groups, village volunteers, District Social Mobilisation Committees in WPS and related issues e.g. conflict prevention and peace building • Conduct community sensitizations on women's rights in relation to peace and security • Popularize various international commitments in relation to WPS agenda	• Train relief and humanitarian response workers on WPS and related gender responsive humanitarian interventions • Conduct advocacy for increased number of females recruited for relief and humanitarian response • Strengthen mechanisms that facilitate provision of psychosocial support to victims of disasters and conflict situations

PARTICIPATION	PROTECTION	PREVENTION	RELIEF AND RECOVERY
• Train security agents based on the 60/40 ratio in WPS and peacekeeping • Conduct regular Training of security actors on issues of gender mainstreaming, mediation, and negotiation in their respective lines of work • Review and enforce policies to integrate gender perspectives in defense and security sector • Mainstream gender in their training courses of security agencies. • Conduct Advocacy and lobbying on increasing women's participation in decision making in WPS related structures and platforms	• Conduct training tailor made for women in security agencies to effectively participate provide services for the protection of women and girls. • Support the accelerated handling of cases through mobile courts and other measures • Conduct research on protection of women and girls in relation to emergencies and humanitarian situations • Conduct training of security agents in modern technology and equipment use for advancing peace and security • Support initiatives to improve access to justice for women and girls affected by VAWG/SGBV before, during and post conflict	• Build capacity of staff in key institutions on prevention measures related to sexual and gender based violence, and conflict prevention • Support development and implementation of policies to promote prevention of sexual harassment, Sexual Abuse and exploitation and VAWG • Advocate for gender responsive policies for women security professionals to participate in peace keeping missions, negotiations, dialogue and mediation and conflict prevention • Conduct dialogue with community level leaders on conflict triggers and prevention mechanisms	• Support gender disaggregated data collection, dissemination and use on relief and recovery policy decisiowns and interventions • Undertaking WEE actions within humanitarian response to safeguard financial stability of women and girls affected by humanitarian situations • Capacitate women groups and women leaders to effectively take part in relief and recovery efforts as leaders • Build capacity of state and non-state actors in gender responsive humanitarian action

PARTICIPATION	PROTECTION	PREVENTION	RELIEF AND RECOVERY
• Train women in security agencies on Peacekeeping to enable them effectively undertake assessments and engage in peacekeeping missions. • Establish and support women led peace initiatives at all levels	• Strengthen the referral pathways functionality and linkages of stakeholders		• Support coordination interventions of critical stakeholders in relief and recovery efforts before, during and after humanitarian situations

4.4. Objectives:

1. Enhance accountability and implementation of international and national frameworks on Women, Peace and Security.

2. Mainstream gender in Women Peace and Security structures, strategies, and processes.

3. Capacitate state and non-state institutions at all levels to enable them advance WPS agenda effectively.

4. Increase the participation of women and girls in decision making structures in peacebuilding processes; and

5. Prevent and effectively respond to violence against women and girls; and

6. Protect women and girls in conflict and non-conflict and humanitarian situations.

4.5. Priority Areas

Priority areas of the Malawi National Action Plan (NAP) on the UNSCR 1325 have been formulated based on the four thematic pillars namely, **participation**, **protection** and **prevention**, and **relief and recovery**. By focusing on the four thematic pillars, the NAP aspires, in line with the goal and objectives, to:

a. put in place interventions and measures for increased women's and girls' participation at all levels of decision making in conflict management and peace interventions, including participation in various institutions and platforms at national, regional and international level,

b. create and support platforms that carry out interventions and provide services for the protection of women and girls from sexual violence, sexual exploitation and abuse, and gender-based violence in conflict, refugee camps and other disaster and humanitarian contexts.

c. Improve interventions and strategies especially in prevention of violence against women and girls, including prosecuting those responsible for committing such acrimonious acts, and supporting women's peace initiatives and conflicts resolution processes

d. Ensure relief and recovery measures and other humanitarian crises are addressed through gendered lens, while taking deliberate account of the needs of women and girls when designing programmes and settlements for displaced persons during the time of disasters and other humanitarian crises.

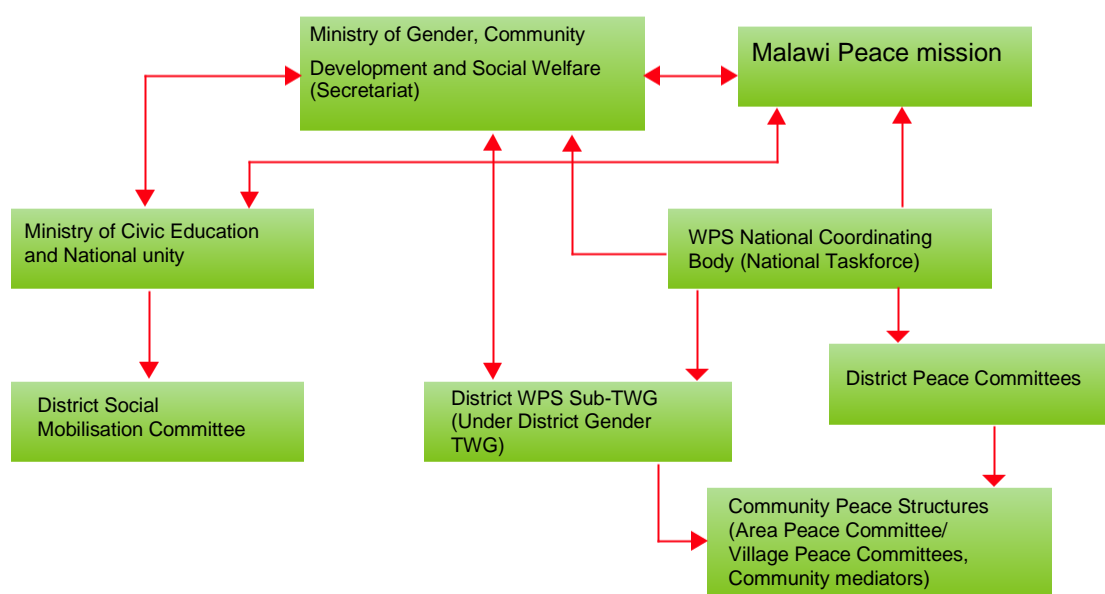Table 2 below shows the pillars with related key activities/interventions

5.0 IMPLEMENTATION ARRANGEMENTS

Ministry of Gender, Community Development and Social Welfare, as the national gender machinery responsible for the promotion of gender equality in national development and the empowerment of women in Malawi, will provide overall coordination of the NAP. The Ministry of Gender Community Development and Social Welfare will work in collaboration with the Malawi Peace Commission, the Ministry responsible for Civic Education and National Unity. In addition, there will be an independent national coordinating Body to technically ensure collaborative engagements and implementation of the NAP on UNSCR 1325.

At national level, the Ministry of Gender will be the focal point for the of the implementation of the NAP on UNSCR 1335. The Ministry in collaboration with Ministry of Civic Education and National unity and the National Coordinating Body in its role as a reference group and technical platform will report to Malawi Peace Commission biannually regarding progress being made on the NAP implementation.

At District level the focal point will be the District Gender Officer who will closely collaborate with the District Peace Committee, the District Social Mobilisation Committee and the relevant Community peace related structures such as Area Peace committees, women's peace forums, Village Peace Committees, Civil Protection Committee, village mediators and Village Volunteers.

Figure 1: Implementation arrangements

Table 3: Key institutions and actors as part of the Coordinating structures for Malawi's UNSCR 1325 NAP

National Institutions	District Institutions	Community Institutions
• Ministry of Gender, Community Development and Social Welfare • Malawi Police Service (Victim Support Unit) • Malawi Defense Force • Ministry of Education • Ministry of Information and Technology • Ministry of Finance • Ministry of Foreign Affairs and International Cooperation • Ministry of Local Government and Rural development • CONGOMA • NGO-GENDER COORDINATION NETWORK • NICE TRUST • Judiciary • Department of Disaster Management Affairs • Malawi Confederation of Chambers of Commerce and Industry (MCCI) • UN Women • UNDP • IOM	• District Commissioner • District Peace Committee • Traditional Authority (TA) • National Initiative for Civic Education (NICE) • District NGO Network • Religious/Faith-based Organisations • Media • Women Led CSOs: • Department of Immigration • Women's Forum (Peace, GBV and Human Rights) • Malawi Red Cross • District Youth Network • Business Community Representatives • Vendors Association representatives • Multiparty Liaison Committees • National Elections Consultative forum (NECOF) • Centre for multiparty Democracy (CMD) • Public Affairs Committee • Malawi Confederation of Chambers of Commerce • Indigenous Business Association of Malawi (IBAM)	• Area Peace Committees • Village Peace Committees • Civil Protection Committees • Village Volunteers • Village/Community mediators • CBOs

6.0 PARTNERSHIPS

The Ministry of gender recognizes that the successful implementation of this NAP rests on string partnership with various stakeholders. Therefore, the Ministry will engage and work with various institutions to implement the interventions under this plan. Partnership will be with various Government Ministries, Departments and Agencies (MDAs) and non-state actors including private sector institutions. The Ministry will also work with key UN Agencies. Some of these include but not limited to Ministries responsible for Justice, Foreign Affairs, Local Government; Malawi Police Service; Malawi Prisons Service; Malawi Defence Force; Department of Disaster Management Affairs; Judiciary; media institutions; private sector institutions; academia; Development partners and UN agencies such as UNDP, UNICEF, UNFPA, IOM, and others.

7.0 MONITORING AND EVALUATION

Implementation of M&E will be guided by the project results framework and a monitoring and evaluation plan (M&E) that will be developed to enable data collection and reporting on the project indicators. Key sources of data will include national level surveys, and progress reports submitted by institutions and organizations that will be implementing the corresponding project activities. The institutions and organizations will submit progress reports on quarterly and annual basis. Joint monitoring and a mid-term review of the NAP will be undertaken to track progress of implementation. An evaluation will be conducted at the end of the implementation period in accordance and this will inform the next implementation plan.

8.0 IMPLEMENTATION PLAN

Priority Area (Pillar) - PARTICIPATION				
Key Interventions	Key Expected Results	Time Frame	Key Actors	Estimated Budget
1. Implement Gender Related Laws to ensure increased women's participation 2. Train women in district peace committees on WPS and leadership 3. Mobilize women and girls and support their adult literacy and num eracy education to enable them to participate in decision making platforms. 4. Mobilize and train women groups in peace-building, negotiation, mediation, conflict management, and related security issues 5. Train security agents based on the 60/40 ratio in WPS and peacekeeping 6. Conduct regular Training of security actors on issues of gender mainstreaming, mediation, and negotiation in their respective lines of work 7. Review and enforce policies to integrate gender perspectives in defense and security sector 8. Mainstream gender in their training courses of security agencies. 9. Conduct Advocacy and lobbying on increasing women's participation in decision making in WPS related structures and platforms 10. Train women in security agencies on Peacekeeping to enable them effectively undertake assessments and engage in peacekeeping missions. 11. Establish and support women led peace initiatives at all levels	More women and girls participate in WPS processes and related decision-making structures	2021-2025	Ministry responsible for Gender and other Government Ministries, Departments and Agencies; Malawi Human Rights Commission; Security Sector Institutions; CSOs; Media; UN Agencies	USD 1,352,000 (MWK 1,019,408,000)

Priority Area (Pillar) - PROTECTION

Key Interventions	Key Expected Results	Time Frame	Key Actors	Estimated Budget
1. Implement of Gender Related Laws to enhance protection of women and girls	More women and girls in conflict, disaster and humanitarian situations access effective response services to SGBV/VAWG	2021-2025	Malawi Police Service, Malawi Defence Force, Malawi Prison Services; CSOs, MHRC; Women Peace Organisations; DoDMA; Ministry of Gender and other Government MDAs; Media	USD 1,209,000 (MWK 911,586,000)
2. Undertake law reform to review and enact laws to protect women from conflicts and their impact on their lives				
3. Simplify and popularize various GRLs among communities				
4. Build capacity of staff key institutions that directly deal with sexual and gender based violence and conflict situations				
5. Conduct training tailor made for women in security agencies to effectively participate provide services for the protection of women and girls in conflict, emergencies and humanitarian situations.				
6. Accelerate handling of cases through mobile courts and other measures				
7. Conduct research on protection of women and girls in relation to emergencies and humanitarian situations				
8. Conduct training of security agents in modern technology and equipment use for advancing peace and security				
9. Support initiatives to improve access to justice for women and girls affected by VAWG/SGBV before, during and post conflict and in disaster and humanitarian situations				
10. Strengthen the referral pathways functionality and linkages of stakeholders				

Priority Area (Pillar) - PREVENTION				
Key Interventions	Key Expected Results	Time Frame	Key Actors	Estimated Budget
1. Train existing women forums and groups, village volunteers, District Social Mobilization Committees in WPS and related issues e.g. conflict prevention and peace building 2. Conduct community sensitizations on women's rights in relation to peace and security 3. Popularize various international commitments in relation to WPS agenda 4. Build capacity of staff in key institutions on prevention measures related to sexual and gender based violence, and conflict prevention 5. Develop and implement policies to promote the prevention of sexual harassment, Sexual Abuse and exploitation and VAWG 6. Advocate for gender responsive policies for women security professionals to participate in peace keeping missions, negotiations, dialogue and mediation and conflict prevention 7. Conduct dialogue with community level leaders on conflict triggers and prevention mechanisms	Reduced cases of Sexual exploitation and Abuse/ VAWG among women and girls in conflict/ disaster and Humanitarian situations	2021-2025	Malawi Police Service, Malawi Defence Force, Malawi Prison Services; CSOs, MHRC; Women Peace Organisations; DoDMA; Ministry of Gender and other Government MDAs; Media	USD 871,000 (MWK 656,734,000)

Priority Area (Pillar) - RELIEF AND RECOVERY

Key Interventions	Key Expected Results	Time Frame	Key Actors	Estimated Budget
1. Train relief and humanitarian response workers on WPS and related gender responsive humanitarian interventions 2. Conduct advocacy for increased number of females recruited for relief and humanitarian response 3. Strengthen mechanisms that facilitate provision of psychosocial support to victims of disasters and conflict situations 4. Carry out gender disaggregated data collection, dissemination and use on relief and recovery policy decisions and interventions 5. Undertaking WEE actions within humanitarian response to safeguard financial stability of women and girls affected by disasters/emergencies and humanitarian situations 6. Capacitate women groups and women leaders to effectively take part in relief and recovery efforts as leaders 7. Build capacity of state and non-state actors in gender responsive humanitarian action 8. Coordinate interventions of critical stakeholders in relief and recovery efforts before, during and after humanitarian situations	Relief and recovery mechanisms effectively address the needs and priorities of women and girls in conflict and disaster/humanitarian situations	2021-2025	DoDMA, CSOs, Private Sector Institutions; Security Sector Institutions; Government MDAs; DPCs and other Community Peace	USD 710,000 (MWK 535,340,000)

REFERENCES

Creating National Action Plans (2017): A Guide to Implementing Resolution 1325, Inclusive Security. Lippai Z. & Young A.

Kenyan National Action Plan for the Implementation of United Nations Security Council resolution 1325 and Related Resolutions. 2016-2018

Making the Normative Case: Implementing Security Council Resolution 1325 as Part of the Legal Framework on Women Peace and Security: Law and Probono Matters. Compiled by, Eliza Bechtol, et. al; Natasha Lewis, et.al and Aileen Kreyden et al. Edited by Anthony Kennely and Barbara Kammerman, April 2015

Malawi Demographic and Health Survey (2015-2016), National Statistics office, June 2016

Malawi Defense Force Recruitment Intake Summary, 1999-2019, compiled by Human Resources Department, Ministry of Defense, July 2020

National Action Plan for the Implementation Of UNSCR 1325 And Related Resolutions On Women Peace And Security In Nigeria. 2017-2020: Federal Ministry of Women Affairs and Social Development, Abuja Nigeria, 2017

National Peace Policy: Republic of Malawi, August 2017

Progress Report on Recruits from 2010-2017. Police Training School. Compiled by V. M Lawe, ACP, Commandant Police Training School, Limbe. July 2020

Report on the Committee on Women and Development Progress in the implementation of the follow-up strategy on the Beijing Platform for Action (Beijing + 15) United nations Economic Commission for Africa (ECOSOC), Africa Centre, Addis Ababa, Ethiopia, 7 November 2013

Republic of Mozambique (2018), National Action Plan on Women, Peace and Security (2018 – 2022) Strengthening Women's Political Empowerment: 2019 Tripartite Elections (June 2019). Report by UN Women Malawi.

UN Security Council Resolution 1325

Women, Peace and Security: Switzerland's Fourth National Action Plan to Implement UN Security Council Resolution 1325 (2018 – 22)

Women Peace and Security, through UNSCR 1325: Literature Review, Content Analysis of National Action Plans and Implementation. By Barbara Miller and Aisling Swaine, Institute for Global and International Studies. May 2014.