



"Nicole"

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CHAPTER 8

Peace building and conflict resolution

Article 28



Women now constitute 18% of the *Gendermarie* (military police) in Madagascar after the adoption of a 10% quota in 2010.
Photo by Zotonantenaina Razanadratefa

KEY POINTS

- Gender, peace and security are now on the SADC agenda far more than five years ago.
- Overall, citizens gave SADC governments a score of 67% for gender, peace and security, up from 45% in 2010. Women rated peace and security in SADC at 68% compared to 66% for men.
- DRC citizens scored their government the lowest with women scoring 48% whilst men scored 51%. This can be attributed to the ongoing conflicts in DRC.
- Only one SADC country, the DRC, has adopted a UNSCR 1325 National Action Plan, as per Article 28 of the SADC Protocol on Gender and Development.
- There has been a vast improvement in the provision of sex-disaggregated data on security services since the Barometer began tracking this parameter in 2010. We are able to track the sex-disaggregated data for 12 countries (compared to seven) on defence and 13 (compared to five) on the police. However, sex-disaggregated data on correctional services is available for only six countries.
- Eight out of the ten countries that send peacekeepers on UN missions send women peacekeepers. At 29%, Zimbabwe and Namibia sent the highest proportion of women on peace keeping missions in 2014, despite Zimbabwe deploying 35% women in 2013.
- Much more concerted effort is required by governments to meet the targets of Article 28 and translate the inclusion of women into the security sector for greater security of women in the region.

Key trends - Peace building and conflict resolution

Target	Target 2015	Baseline 2010	Progress 2015	Variance (Progress minus target)
Defence				
Number of countries with UNSCR National Action Plans	15	1 (DRC)	1 (DRC)	14 (Angola, Botswana, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia & Zimbabwe)
Number of countries with sex-disaggregated data	15	5 (Botswana, Madagascar, Malawi, South Africa & Zimbabwe)	12 (DRC, Botswana, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia & Zimbabwe)	3 (Angola, Swaziland and Tanzania)
Highest proportion of women in defence	100%	South Africa 24%	South Africa 30%	-70%
Lowest proportion of women in defence	100%	Botswana 0.1%	Botswana & Madagascar 1%	-99.9%
Police				
Number of countries with sex disaggregated data	15	6 (Botswana, Mauritius, Mozambique, Namibia, South Africa & Zambia)	13 (Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia & Zimbabwe)	2 (Angola & Swaziland)
Highest proportion of women	100%	South Africa 21 %	Seychelles 39%	-61%
Lowest proportion of women	100%	Mozambique 7%	DRC 6%	-94%
Correctional services				
Number of countries with sex disaggregated data	15	0	6 (Lesotho, Madagascar, Malawi, Mauritius, Seychelles & South Africa)	9 (Angola, Botswana, DRC, Mozambique, Namibia, , Swaziland, Tanzania, Zambia & Zimbabwe)
Highest proportion of women	100%	South Africa 27%	Seychelles 53%	-47%
Lowest proportion of women	100%	Mauritius 8%	Mauritius 9%	-91%
Peacekeeping				
Number of countries with women in peacekeeping forces	15	7 (DRC, Malawi, Namibia, South Africa, Tanzania, Zimbabwe & Zambia)	9 (Botswana, DRC, Madagascar Malawi, Namibia, South Africa, Tanzania, Zimbabwe & Zambia)	6 (Angola, Lesotho, Mauritius, Mozambique, Seychelles, Swaziland)
Highest proportion of women	100%	Namibia 46%	Zimbabwe and Namibia 29%	-71%
Lowest proportion of women	100%	Tanzania 6%	Mozambique 0%	-100%
Scores				
CSC	100%	40%	68%	-32%



Scholastica Kimaryo, former South Africa UNDP coordinator, and Gender Links Madagascar country manager Ialfine Papisy, at the Madagascar gender, peace and security conference. *Photo by Zoto Razanadratefa*

There is greater recognition than five years ago of the need for gender responsive transformation of the security sector. When the Barometer first introduced the peace and security chapter in 2010, there was little knowledge about, or interest in, women in the security sector in the region. Five years later there is more data available in this sector. There is also a noticeable upward trend in the inclusion of women in the sector for many countries. Moreover, many civil society organisations and researchers are now interested in, and working on, the topic.

Southern African countries have made substantive progress in implementing Article 28 of the SADC Protocol on Gender and Development (THE PROTOCOL) and are leading world-wide, in the inclusion of women in the security sector as per UN Security Council Resolution (UNSCR) 1325. Although SADC has been at the forefront of the gender agenda for decades, it has not met the 50% target for women's inclusion in the security sector by 2015.



The Botswana Defence Force (BDF) welcomed its first female privates into the army in 2015. *Photo by Gender Links*

The key trends table shows that sex-disaggregated data on defence is now available for twelve countries compared to seven in 2010. South Africa continues to have the highest number of women in the defence force in the region up from 24% in 2010 to 30% in 2015. Namibia has the second highest representation of women in the defence force in the region at 23%. The high percentage in both countries is attributed to the political will to ensure implementation of women in the security sector. Madagascar and Botswana have the lowest levels of women in the Defence force as both countries only relatively recently started recruiting women into defence. The data for Angola, Tanzania and Swaziland remains inaccessible. The sharing of information and best practices across SADC defence forces is important in the reporting of gender mainstreaming. They should also draw in civil society organisations that can assist in meeting the objectives of gender mainstreaming.

Sex disaggregated data on police services is now available for 13 SADC countries compared to six in 2010: Seychelles (39%), South Africa (34%) and Namibia (31%) have surpassed the 30% representation level for women in the police services. Four countries, Botswana (26%), Zimbabwe (25%), Malawi (23%) and Lesotho (21%) have reached the 20% mark. The police services have generally been able to mainstream gender far faster than the other security sectors. Mozambique (7%) and DRC (6%) have remained at similar levels since 2010;

these countries need to be encouraged to continue creating an enabling environment for women. Angola, Swaziland and Tanzania remain a challenge as no data is available for these countries.

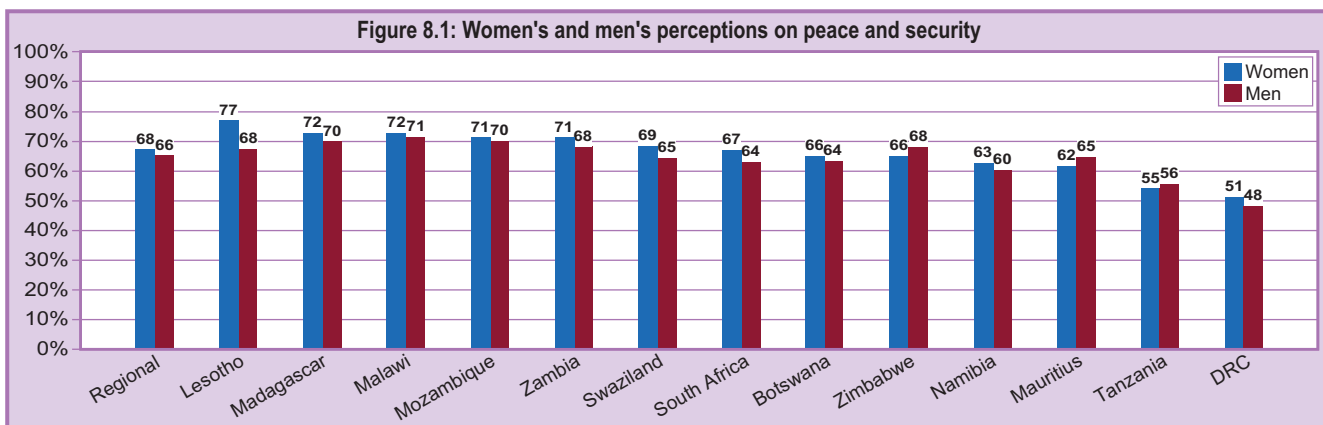
Sex disaggregated data is least available for correctional services. As reflected in the trends, data is only accessible for six countries. At 53% the Seychelles continues to improve on the number of women in its correctional services. It is the only country in the region to have achieved gender parity in correctional services. SADC must do more to facilitate entry for women into the working environment of correctional services across the region.

The United Nations Department of Peacekeeping Operations (UNDPKO) is able to track deployment of women in peacekeeping missions for 9 countries. Zimbabwe at 29% contributed the highest percentage of women peacekeepers in 2014, although this was lower than the 35% recorded in 2013. However, it is a 5% increase from the 2010 figure of 24%. Madagascar showed significant improvement in the number of women it has deployed, from 3% in 2010 to 17% in 2014. Zambia also increased its deployment of women peacekeepers from 10% in 2010 to 16% in 2014.

SADC must collate sex-disaggregated data for the security sector and publish this on its web-site, similar to that of NATO. The lack of information is a serious impediment to monitoring and evaluating the implementation of the SADC Gender and Development Protocol. SADC should be far more robust in displaying its progress to the world and of sharing its experiences in the promotion of women in the security sector.

Southern African countries, and SADC as an institution, have not developed UNSCR 1325 National Action Plans (NAPs). Only the DRC has one. South Africa was selected by the UN in 2009 as a country that would serve as a model for the development of a NAP. Though it had several meetings to develop a NAP, the process stalled and it thus failed to deliver one. There is however renewed interest in South Africa to restart the process. Madagascar is in the validation phase of its NAP. This year marks a renewed opportunity for many countries to develop NAPs and they should be encouraged to so as the process of development creates an awareness of gender and security issues and the political will to do something about it.

The assessment of overall progress of SADC countries in addressing gender, peace and security issues, as determined by the Citizen Score Card (CSC), highlights that governments can do much more to create safety and security for their citizens.



Source: Gender Links 2015.

Overall, citizens gave SADC governments a score of 67% for gender, peace and security. This is a significant increase from a score of 45% in 2010: a reflection of the generally more peaceful conditions in the SADC region. Figure 8.1 shows that there is a two percentage point difference between the score of women (68%) and men (66%). Women in Lesotho gave their government the highest score of 77% in the region. It is worth noting that the Alliance administered the CSC in November 2014, ahead of the political turmoil in early 2015, which may have affected perceptions, if administered later. Malawi and Madagascar rank second at 72%. Mozambique and Zambia at 71% rank third in the region. The DRC remains the lowest with a score of 51% for women and 48% for men. Swaziland recorded the highest gender gap of four percentage points with women scoring their government at 69% and men at 65%.

Background

Gathering data on gender, peace and security has become much better and accessible in SADC since the beginning of tracking in 2010 when information on the number of women in security sector remained scant. The SADC Gender Protocol Barometer has now become one of the major sources internationally and regionally for both an overview of the gender peace and security issues pertinent in the region and for a constant check on representation. Over the five years the tracking highlighted the need to go beyond the numbers and provided a glance at the current conflicts and conflict resolution practices and their gendered impact.

The main purpose of the Barometer is to hold SADC governments to account and to spur them on to

implement UNSCR 1325. In this exercise the success has been rather uneven. Malawi, Namibia, Seychelles and South Africa have made the most progress in implementing UNSCR 1325. Countries such as Angola, Mozambique, Tanzania and Zimbabwe have been scant with data, and generally nonchalant about UNSCR 1325. SADC has to find ways in which to bring all members on board in the quest for greater women's participation in security, and security of, women in the region.

The past five years has seen SADC go through peaceful elections even though there have been allegations of corruption. The period has seen SADCs first female president, Joyce Banda ousted out by the former president's brother. While the conflicts that have occupied much of SADC Organs agenda over the past decade appear to be settled others are re-emerging (e.g. in Lesotho). The SADC Organ remains state-centric both in terms of who participates and what is focused on. It still sees itself primarily dealing with "hard security" issues such as election violence, civil wars, terrorism and transnational crime. Human Security concerns, arguably at the root of most of conflict, are left to other Directorates. Within this silo approach to peace and security gender is hived off as a secondary concern to be dealt with somewhere else, or said to be "cross-cutting" so that it becomes no-one's responsibility.

SADC countries do not fare well in the Global Peace Index which measures the relative positions of nations' and regions' peacefulness. Launched in 2007 by the Institute for Economics and Peace (IEP) this ranks 162 countries (up from 121 in 2007). The Global Peace Index for 2015 reports that 78 countries became less peaceful in 2014.¹

¹ Global Peace Index 2015.

Table 8.1: Peace Index 2015 Ranking of Sub-Saharan Countries

Country	Rank in Sub-Saharan Africa	Rank globally
Mauritius	1	25
Botswana	2	31
Namibia	3	48
Malawi	5	51
Zambia	7	55
Lesotho	9	63
Tanzania	10	64
Madagascar	12	67
Mozambique	16	80
Angola	19	88
Swaziland	21	101
Zimbabwe	30	125
South Africa	37	136
DRC	41	155

Source: Global peace index report 2015.

Table 8.5 Shows the Peace Index 2015 rank for countries in the region and globally that participate in the study. The table shows that four SADC countries rank above 100. Zimbabwe improved from 148 to 125. South Africa worsened, from 122 to 136; the second lowest. DRC remains at 155 - the lowest for the SADC region. Lesotho is at 63, but this is likely to worsen in 2016, following the insecurity in the country. Swaziland, at 101, is the fourth lowest.



In **DRC**², efforts by Joseph Kabila to restore peace following the overthrow of Mobutu and murder of his father continue to face challenges. UN peacekeepers, MONUC, now known as MONUSCO, arrived in April 2001. Talks led to the signing of a peace accord in which Kabila would share power with former rebels.



Women in the DRC yearn for peace. Photo courtesy of The Hope Project

By June 2003 all foreign armies except those of Rwanda had pulled out of Congo. Kabila became President in December 2006 following multi-party elections.

However, Laurent Nkunda, a member of a RCD branch integrated to the army, RCD-Goma, defected along with troops loyal to him and formed the National Congress for the Defence of the People (CNDP), which began an armed rebellion against the government, starting the Kivu conflict. The CNDP signed a peace treaty with the government in which it agreed to become a political party and to have its soldiers integrated into the national army in exchange for the release of its imprisoned members.

In 2012 the leader of the CNDP, Bosco Ntaganda, and troops loyal to him, mutinied and formed the rebel military March 23 Movement, claiming a violation of the treaty by the government. In the resulting M23 rebellion, M23 briefly captured the provincial capital of Goma in November 2012. Neighbouring countries, particularly Rwanda, have been accused of using rebels groups as proxies to gain control of the resource-rich country and of arming rebels, a claim they deny. In March 2013, the United Nations Security Council authorized the United Nations Force Intervention Brigade, the first offensive United Nations peacekeeping unit, to neutralize armed groups. On 5 November 2013, M23 declared an end to its insurgency.

Additionally, in northern Katanga, the Mai-Mai created by Laurent Kabila slipped out of the control of Kinshasa with Gédéon Kyungu Mutanga's Mai-Mai Kata Katanga briefly invading the provincial capital of Lubumbashi in 2013 and 400,000 persons displaced in the province as of 2013.] On and off fighting in the Ituri conflict occurred between the Nationalist and Integrationist Front (FNI) and the Union of Congolese Patriots (UPC) who claimed to represent the Lendu and Hema ethnic groups, respectively. In the northeast, Joseph Kony's LRA moved from their original bases in Uganda and South Sudan to DR Congo in 2005 and set up camps in the Garamba National Park.

In 2009 people in the Congo continued to die at a rate of an estimated 45,000 per month. Some 900,000 to 5,400,000 people have died in the conflict. The death toll is due to widespread disease and famine. Reports indicate that almost half of the individuals who have died are children less than five years of age. There have been frequent reports of weapon bearers killing civilians, of the destruction of property, of widespread sexual violence,] causing hundreds of thousands of people to flee their homes, and of other breaches of humanitarian and human rights law. One study found that more than

² This section on the DRC is a summary of information accessed at https://en.wikipedia.org/wiki/Democratic_Republic_of_the_Congo#Civil_wars_281997.E2.80.93present.29 22 July 2015 and Bissa, at Wikimedia Commons - https://commons.wikimedia.org/wiki/File:Bissa_008.JPG.

400,000 women suffer rape in the Democratic Republic of Congo every year.

There have been major protests around Kabila's bid to remain in power, similar to that recently witnessed in neighboring Burundi. Kabila has been in power for 14 years and his term ends in 2016 when elections are scheduled for. Bissa has highlighted that the protests began after the passage of a law by the Congolese lower house that, if also passed by the Congolese upper house, would keep Kabila in power at least until a national census was conducted (a process which would likely take several years and therefore keep him in power past the planned 2016 elections, which he is constitutionally barred from participating in). This bill was passed, however, it was gutted of language that would keep Joseph Kabila in power until a census took place. A census is supposed to take place, but it is no longer tied to when the elections take place.



In **South Africa** Xenophobia, service delivery protests, high crimes rates including rape account for South Africa's place on the Peace Index. South Africa is the current chair of the Organ. Lesotho, the DRC and Madagascar continue to occupy the agenda. Even though there are more than 17 000 murders in South Africa a year (when conservative estimates of war are 1000 battle deaths per year) do not receive any attention. The KPMG study on the costs of gender based violence in South Africa notes that it costs this country annually between R28.4 billion and R42.4 billion per year to respond to GBV.³

At the time of writing, the murder of the former commander of the Defence Force Maaparankoe Mahao in **Lesotho** had a SADC Double Troika scurrying to meet to resolve the latest bout of political rivalry involving an attempted purge of supporters of the former prime minister Thomas Tabane. The SADC mission is headed by South African Deputy President Cyril Ramaphosa. Botswana Judge Mpaphi Phumaphe was appointed to lead a commission of inquiry to look into Mahao's death. Political analyst Professor Kopano Mokoena said the inquiry was likely to be a test of SADC's credibility and ability to bring a lasting solution to Lesotho's security crisis. "Unlike many occasions, where inquiries were made but produced reports that lacked credibility



and simply scratched the surface of the truth, we hope the SADC commission will unravel the truth and produce credible recommendations," said Mokoena. Political analyst Mzoxolo Mpolase said that, although SADC had already done a lot to try to resolve the crisis in Lesotho, the regional body needed to "hold Lesotho's hand" as it moved towards democracy.⁴

Violent crime, including rape, is a worrying factor for the region. The 2014 Crime and Safety Report for **Swaziland** highlighted the high prevalence of rape as a "crime threat."



The discovery of offshore gas in **Mozambique** will significantly increase this country's growth potential. Mozambique, however, has the possibility to either grow very rapidly or once again to descend into violence. How it manages these resources and uses the income for the development of all in the society is key to the conflict path it will take.

Peace in Southern Africa is therefore not a given. Governments need to deal with the human security challenges, which include gender inequality and gender based violence, to create the sustainable positive peace envisaged in the 1990s. The safety and security of women is dependent on the levels of peace and security nationally and regionally. It is therefore imperative that SADC and its member states work towards creating a safer and more peaceful region. In doing so, it must include women and a gender perspective in peace and security decision-making solutions and in implementation. Civil society needs to find ways in which to hold governments to account.

The SADC Gender Protocol provides for peace and security requiring member states to:

- Put in place measures to ensure that women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes, in accordance with UN Council Resolution 1325 on Women, Peace and Security.
- During times of armed and other conflict, take steps as are necessary to prevent and eliminate incidences of human rights abuses especially of women and children and ensure that the perpetrators are brought to justice before a court of competent jurisdiction.

³ KPMG, (nd) "Too Costly To Ignore: The Economic Impact of Gender Based Violence in South Africa" <https://www.kpmg.com/ZA/en/IssuesAndInsights/ArticlesPublications/General-Industries-Publications/Documents/Too%20costly%20to%20ignore-Violence%20against%20women%20in%20SA.pdf>

⁴ <http://www.timeslive.co.za/thetimes/2015/07/21/Political-rivalry-mires-Lesotho-in-violence>

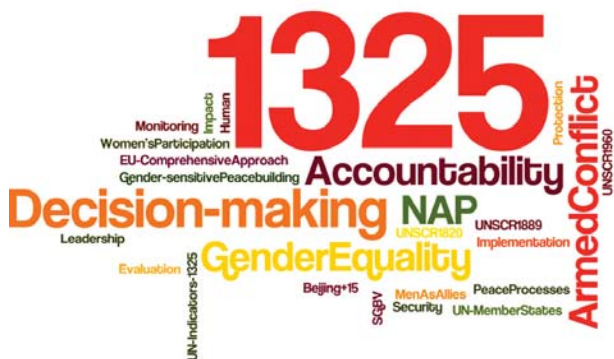
Policy provisions for women's representation and participation



The Protocol calls on State Parties to ensure that, by 2015, women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes by 2015 in accordance with United Nations Security Council Resolution 1325 on Women, Peace and Security.

The African Union's Agenda 2063: The Africa We Want is a framework for the development of the continent. Aspiration 4 of the Agenda speaks to a "Peaceful and Secure Continent." The AU will seek to promote dialogue centered conflict prevention and resolution "in such a way that by 2020 all guns will be silent." It also advocates for the promotion of a culture of peace and tolerance, harmony amongst communities at grassroots level and for the flourishing of a culture of human rights, democracy, gender equality, inclusion and peace.⁵ In 2014 the AU appointed Benita Diop as the Special Envoy on Women Peace and Security. The AU has adopted a five year Gender Peace and Security Programme and there is now a concerted effort to mainstream gender into peace and security in the region. It is hoped that regional organisations will follow suit. Two regional organisations have already adopted Regional Action Plans for the implementation of UNSCR 1325, namely, the Economic Community of West African States and Intergovernmental Authority on Development.

Implementation of UN Security resolution 1325



In 2000 the UNSC adopted the landmark Resolution 1325 on Women, Peace and Security. This resolution called for increased women's participation in peace and security, the protection of women during conflict and the prevention of sexual and gender based violence. There were subsequently six other resolutions (1820,

1888, 1889, 1960, 2106, 2122) seeking to strengthen the implementation of UNSCR 1325. This year marks the 15th year since the adoption of UNSCR 1325 and therefore marks a milestone year for reporting and for developing a new way forward.

UNWOMEN has commissioned a High Level Global Study on the implementation of UNSCR 1325. Radhika Coomaraswamy, former Special Rapporteur on Violence against Women, leads the study. Yasmin Sooka, the Executive Director of the Foundation for Human Rights in South Africa, is also member of the advisory group for this study.

In 2002 the UN Secretary General called for countries to adopt National Action Plans (NAP) on Women Peace and Security. NAPs serve as a guiding national policy document that is able to bring together the gender related issues and interests of a diverse set of government bodies and stakeholders tasked with security, foreign policy, development and gender equality.

By 2005 there was only one country, Denmark that had a NAP. A NAP serves as a guiding national policy document. In 2015, 50 countries have adopted National Action Plans, 15 of which are located on the African continent. Globally, however, this is only 26% of the 196 countries, primarily because UNSCR 1325 is not a binding resolution. The adoption of a NAP, in many countries, has merely been symbolic as little attempt has been made to implement these instruments and reporting on it has been negligible. Therefore, despite an emphasis on women's participation in conflict management, women remain marginal to these processes.

The Institute for Security Studies, sponsored by the Australian High Commission in South Africa, co-hosted a seminar on Gender and the Security Sector in Pretoria in June 2015. This seminar brought together approximately 30 participants, the majority of whom were from the SADC region to discuss progress in implementing UNSCR 1325. Many noted the slow progress in integrating women into the security sector and the need

⁵ See AGENDA 2063: The Africa We Want http://agenda2063.au.int/en/sites/default/files/01_Agenda2063_popular_version_ENG%20FINAL%20April%202015.pdf

to place more concerted effort in creating an enabling environment for women in the security sector in the region.

Although SADC countries do relatively well in terms of women's inclusion into peace and security institutions and the deployment of women peacekeepers, they have not prioritised the development of NAPs. The **DRC** adopted its NAP in 2010 but has done little by way of implementation. **Madagascar**, largely led by civil society, began the development of a NAP in 2012 and is now engaging in the validation exercise. In the last year, only **South Africa** has shown interest in adopting a NAP. The revised SADC Gender Protocol (the Protocol) will have to reflect on this target for all SADC countries.

The Executive Director for UN Women, Phumzile Mlambo-Ngquka, highlighted that in 2014 the CEDAW committee adopted General Recommendation number 30 on women in conflict prevention, conflict and post-conflict situations, "that the General Assembly had made two high level commitments to combat sexual violence in conflict and that a criterion on gender base violence was included in the Arms Trade Treaty."⁶ She noted key points that she would like the High Level Panel to address, namely:

- Less process and more results for women and girls.
- The Agenda must be treated with political urgency.
- Women Peace and Security must be adequately resourced.
- A need to plug the gaps that exist (e.g., women's participation in peace processes and in economic recovery).⁷



State parties shall, during times of armed and other conflict take steps as are necessary to prevent and eliminate incidences of human rights abuses especially of women and children and ensure that the perpetrators are brought to justice before a court of competent jurisdiction.

Although the SADC region generally enjoys peace, acts of low intensity conflict and related violence have been reported, especially during elections and amid the widespread scramble for resources. SADC countries face predominantly human security challenges. These relate to high levels of crime, xenophobia, gender based violence, poverty, access to land, housing, water and food, human rights abuse, curbing of the space for civil

society to mobilise and problems associated with refugees and internal displacements. Sexual violence during conflict has left women maimed, traumatised and dispossessed without support services. Moving forward it is important to address drivers of gender based violence (GBV) during conflict and allocate the necessary resources for protecting survivors, whilst creating an enabling environment for their reintegration.

Table 8.2: Analysis of gender provisions in relevant security services legislation

Country	Constitution Provides for non-discrimination	Defence Force Acts/White papers	Police Force Acts/ White papers	Correctional Services/Prisons Act	Signed Protocol to prevent, suppress and punish trafficking in persons, especially women and children	UNSCR 1325 NAP
Angola	Yes	General law of the military No 1/93 Gender not mainstreamed into the Act Women are allowed to enlist	The Lusaka Protocol 1994 governs policing. Women are allowed to enter the police services.		No	No
Botswana	Yes	Defence Act chapter 21:05. Gender not mainstreamed into the Act. Women allowed to enter the defence force since 2008.	Police Act 29 of 1978; Chapter 21:01 of laws of Botswana. Gender not mainstreamed into the Act.	Prisons Act Chapter 21:03 Gender not mainstreamed into the Act	Yes	No
DRC	Yes		In 2010 a new law was passed to reform the police. Unable to access it.	Ordinance 344 of 1965. Gender not mainstreamed into the Act	Yes	Yes
Lesotho	Yes	Lesotho Defence Force Act no. 4 of 1996 makes no reference to gender equality. The language is not gender sensitive. There is no affirmative action clause and gender	Police Act no 7 of 1998. Equal opportunity for police recruitment mentioned in Act. Language in Act is not gender sensitive.		Yes	No

⁶ Speech by UN Women Executive Director Phumzile Mlambo-Ngquka at the Mission to Finland, 10 June 2014. <http://www.unwomen.org/en/news/stories/2014/6/executive-director-speech-at-mission-to-finland>

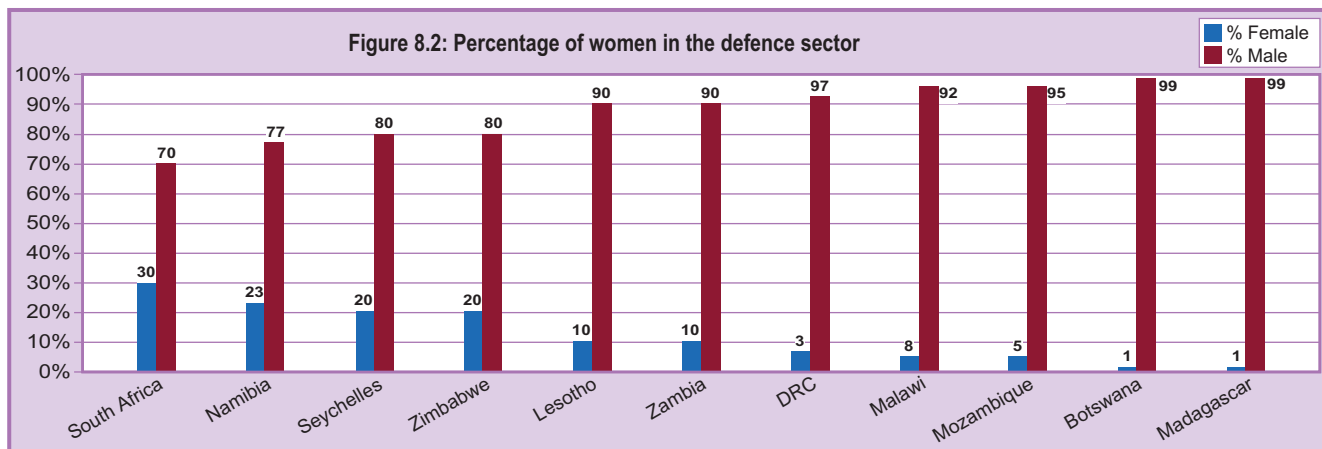
⁷ Speech by Mlambo- Ngquka Ibid.

Country	Constitution Provides for non-discrimination	Defence Force Acts/White papers	Police Force Acts/ White papers	Correctional Services/Prisons Act	Signed Protocol to prevent, suppress and punish trafficking in persons, especially women and children	UNSCR 1325 NAP
		is not mainstreamed into the Act. There are women in the defence force.	Gender is not mainstreamed into the Act. Police have a special unit for rape survivors.			
Madagascar	Yes	Military was limited to the recruitment of men. No specific reference to gender equality in legislation. They have now opened doors to women with a 10% intake quota being applied.	Law 96-026 of 4 October 1996. Article 8 stipulates that it does not discriminate against officers on the basis of gender.		Yes	No
Malawi	Yes	Malawi Defence Force Act of 2004 commits defence to maintaining a healthy well trained, equipped, disciplined and gender sensitive force. Women joined the Defence Force in 2000.	Malawi Police Service Act - (cannot access). Recruitment to the Malawi police does not discriminate on the basis of gender.	Prisons Act of 1966: commits to a responsive and equitable service, also mainstream gender, HIV and environment. Strategic Plan of Correctional Services commits it to mainstreaming cross cutting issues such as HIV, gender and environment.	Yes	No
Mauritius	Yes	No Defence Force.	Police Act 1974 and Police Amendment Act of 2003. Acts do not mainstream gender. The country has a Sex Discrimination Act 43 of 2002 protecting against unlawful discrimination. Has a special unit for rape survivors. Women are part of the police services.	Reform Institution Act of 1988 is not gender sensitive.	Yes	No
Mozambique	Yes	Defence and Security Act 17 of 1997. Act does not mainstream gender. The National Gender Policy indicates that women should participate at all levels of the society including defence and security.	No Act.	Decree-law number 26.643 dated 28 May 1936, amended in 1954 and 2006 (unable to access).	Yes	No
Namibia	Yes	Namibia Defence Force Act 1 of 2002. Act is gender sensitive. A newly formed gender unit in the NDF is reviewing all defence policies and legislation. NDF has a gender mainstreaming policy.	Police Act 19 of 1990 is gender sensitive. Recruitment policy is gender sensitive.	Namibia Prisons Act 17 of 1998 is gender sensitive.	Yes	No
Seychelles	Yes	Defence Force Act 31 of 1980. Gender neutral. Gender not mainstreamed into the Act. No gender affirmative action clause. Does have women in the Defence Force.	Police Force Act (Cap 172). No reference to gender equality in Act. No Affirmative action clause. Gender not mainstreamed into Act. Does have women in the Police Services. Have no special unit for survivors of rape.	Section 21 of the Prisons Act (1991) specifies that female inmates shall be kept separately from male inmates. Section 19 (2) of the Prisons Act specifically allows for the child of a female prisoner to be detained with her if the child is being breast-fed and is under 18 months old. Searches are to be conducted by same sex officers. No affirmative Action Clause in Act. Gender not mainstreamed.	Yes	No
South Africa	Yes	White Paper on National Defence for the Republic of SA 1996 is gender sensitive. Gender not mainstreamed into the Defence Act of 2002. SANDF has a gender mainstreaming policy. Defence Review of 2014 notes that the Defence Force will be "an equitable, broadly representative and gender-aligned national asset." White Paper on Peace Missions in South Africa 1999. No special clause on gender - Revised White Paper is in gender sensitive. Women part of the Defence force since the 1970s.	SA Police Services Act 1995 - gender not mainstreamed. Have a gender policy. SAPS has an Affirmative Action Policy that calls for 30% representation. Women part of Police since 1971.	Correctional Services Act 111 of 1998 is gender sensitive.	Yes	No
Swaziland	Yes		Police Force and Auxiliary Service Act of 2002.	Prisons Act 40 of 1964 (unable to access).	Yes	No
Tanzania	Yes	National Defence Act of 1966 does not mainstream gender. Recruitment policy does not discriminate against women. Women part of the defence force since its inception.	Police Force and Auxiliary Services Act 2002 (unable to access). Tanzania Police Force Reform Programme includes gender mainstreaming.	Prisons Act of 1967. Gender not mainstreamed into the Act.	No	No
Zambia	Yes	Defence Act 45 of 1964 (amended In 1994) in [Vol. 8 Chapter 106 of Constitution] - gender not mainstreamed. Defence Force does recruit women.	Police Act (amended in 1999) [Vol. 8 Chapter 107] - gender not mainstreamed. Does recruit women.	Prisons Act 56 of 1965 (amended 2000) [Vol. 7 Chapter 97] - gender not mainstreamed.	Yes	No
Zimbabwe	Yes	Zimbabwe Defence Act 1972- Gender not mainstreamed. Zimbabwe National Defence Policy 1997 (unable to access).	Police Act 2 of 1995: Gender not mainstreamed. Does recruit women.	Zimbabwe Prisons Act 4 of 1993 - gender not mainstreamed.	No	

Table 8.2 reflects the need for SADC countries to conduct a comprehensive review of dated, gender blind legislation in the security sector. Most countries recruit women into the security sector. However, in order to attract more women and have them advance in the ranks of the security sector, the laws, policies, prog-

rammes and cultures of these institutions will require greater attention. The revised Gender Protocol should include the review of key security instruments from a gender perspective. Countries should be required to report to SADC on progress in this regard.

The defence sector⁸



Source: Hendricks C, collation of data and country reports, 2014.

Figure 8.2 reflects the proportion of women in the defence forces of 11 SADC countries for which this data could be obtained (Mauritius is excluded because it does not have a defence force). South Africa (30%) ranks first in the region, followed by Namibia (23%) - a three percentage point decrease compared to last year. Seychelles and Zimbabwe have 20% women in their defence forces. Missing from Figure 8.2 is verified data for Angola, Swaziland and Tanzania. Angola and Tanzania are likely to be above the 20% mark. For the first time, data for the DRC's Defence Force is recorded at 3%.⁹ Women in Malawi's Defence Force increased from 5% to 8%¹⁰ and Madagascar has approximately 40 women in its Military (1%) the majority of whom remain in the medical profession.¹¹ Madagascar adopted a 10% quota for the intake of women and this is beginning to show some results. Women constitute 18% of the Gendermarie (Military Police) in Madagascar. The section that follows provides insight into women in defence in SADC countries for which information could be obtained.



Angola: Angola has been an enigma for the Barometer's tracking of women in the security sector. Although no data is readily available researchers suspect that

there is a large percentage of women in the Defence Force. The women's wing of the Popular Movement for the Liberation of Angola (MPLA) played a key role in the liberation struggle, but the re-integration process was not gender sensitive and this would have impacted on the number of women entering the defence force. However, Angola boasts high numbers of women in decision-making, crossing the 30% threshold.

DRC: Although women's entry into the army dates back to 1966, and despite security sector reform measures designed to increase women's representation. Data for the DRC is now more accurately recorded as 3% for women in the defence force. The army primarily recruited women for the administrative and health sectors. In general, living conditions for soldiers in the DRC are bad. The wives of soldiers tend to move with them throughout the country, creating an added gender dimension that needs to be explored. Three scholars are undertaking studies on the wives of soldiers and the wives of rebels in the DRC.¹²



Madagascar: In October 2014, the AU led a joint assessment with the International Support Group for Madagascar

⁸ Represents all women in defence forces, civilian, non-combat and combat.

⁹ Presentation by Brigadier General Bolingo of the DRC at the ISS Workshop on Gender and the Security Sector, June 2015.

¹⁰ Presentation by Lt Col Francis Kakhuta Banda at ISS workshop Ibid

¹¹ Presentation by Gaby Razinfindrakoto at the ISS workshop op cit...

¹² See the work of scholars such as Nelson Alusala, Maria Baaz and Judith Verweijen.

and the Security Sector Reform Assessment Missions to Madagascar. According to the Madagascar country report, the mission found that “with about 22,000 men, the National Defence remains closed to women’s integration into the existing system. The efforts made so far and which theoretically should introduce a progressive 10% quota, reported a 0.1% actual percentage of women in the defence sector as a whole in 2013. Similarly, the Military Academy (core of the army and gendarmerie) does not have enough structure to allow a significant recruitment of women and ensure their training.” Madagascar has however improved its intake of women from 0.1% to 1% in 2015.



Malawi: The efforts at mainstreaming gender in to the Malawi Defence Force is showing signs of success as the number of women continue to increase. Women now constitute 8% of the Malawi Defence Force (MDF). This is a major improvement on the first 50 women soldiers recruited in 1999. Its highest ranking female officer is a Major (up from the rank of Captain). The Malawi Defence Force has worked closely with civil society in order to achieve these results. The Defence Force conducts training on gender based violence for all its soldiers. The MDF, however, is still handicapped by inadequate resources that impede its ability to create equitable environments for men and women, most noticeably in terms of accommodation.



Namibia: The Defence Minister Penda ya Ndakolo notes that while women constitute 23% of the Namibia Defence Force (NDF), they only hold 5% of the NDF management portfolios.¹³ Women’s representation in the NDF overall has dropped by three percentage points. Namibia still ranks second in SADC for the highest proportion of women in the defence force. The highest ranking female officer is now a General (1 of 22 Generals). Namibia Defence Force has 16 women Colonels

(out of 78) and three women Battalion Commanders. Namibia’s impressive results on the role of women in the armed struggle is attributed to the concrete gender mainstreaming efforts and to discernible political will by the leadership. The aim of the NDF is to reach 30% representation for women.



Namibia Ministry of Defence held its Gender Mainstreaming Seminar in Swartkopmund, June 2015. *Photo courtesy of www.mod.gov.na*



Zambia: Women constitute approximately 10% of Zambia’s Defence Force. Women first entered the force in 1974. In 2009, Fridah Kazembe became the first woman Brigadier General. Although the Zambia Defence Force has a quota of 30% it has made little progress in the recruitment of women and has been unable to meet this target. The Zambian Ministry for Defence has a gender desk charged with mainstreaming gender into the defence sector.

Zimbabwe: Women constitute 20% of the defence forces. The highest ranking woman officer is a Brigadier General Shaillet Moyo, appointed in 2013. The Zimbabwe Peace and Security Programme, in collaboration with UNWOMEN, has conducted several security sector workshops in partnership with civil society on gender mainstreaming.



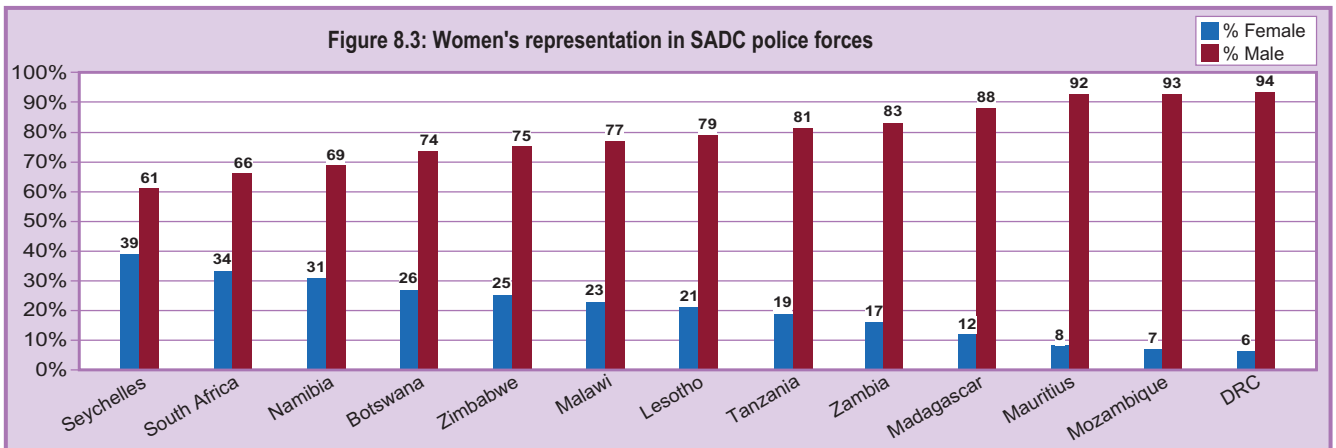
US supports seminars on gender mainstreaming in the defence sector

The US Military Command for Africa (AFRICOM), now the US Army Africa (USARAF) has supported gender and security sector reform in Southern Africa through a series of conferences on gender mainstreaming. Speaking at a seminar on gender mainstreaming in the defence sector in Windhoek in June 2014 Michelle Gavin, US ambassador to Botswana, noted: “Barriers restraining

women’s ability to add value to an organisation remain in place only to the detriment of that organisation... it is common sense to use the entire pool of talent to build the strongest possible organisation. Passion to serve is not tied to whether you are a man or a woman. It is what is in your heart, it is your commitment to country and it is the talents you bring to the fight. On these measures men and women walk the same path.” The topics at the conference centred on equality and fairness, maternity leave and maternity uniforms.¹⁴

¹¹ Source: Excerpt from SAPS Resource Centre: http://www.saps.gov.za/resource_centre/women_children/overview_women_network.php
¹² Zimbabwe Country Barometer Report 2014.
¹³ Adam Hartman, “Army wants more women involved” Namibian 19/6/2015.
¹⁴ Source: Meghan Portillo “USARAF’s Gender Integration Efforts lead to regional seminar involving 7 African Nations”. <http://ncojournal.dodlive.mil/2014/10/21/usarafs-gender-integration-efforts-lead-to-regional-seminar-involving-7-african-nations/>

Police services



Source: Cheryl Hendricks 2015, compilation of data over a 5 year period inclusive of country Barometer reports.

Figure 8.3 shows that Seychelles, at 39%, records the highest percentage of women in the police services, followed by South Africa and Namibia at 34% and 31% respectively. Botswana at 26% increased their proportion of women in the police services by 2%, whilst Malawi

has 23% women's representation, a three percentage point decrease. Seven countries have 20% or more representation of women in their police services. Three countries - DRC, Mauritius and Mozambique - have less than 10% women in their police forces.

Botswana Police Services

The Police Services Department collaborates with NGOs, such as Emang Basadi and the Kagisano Shelter Women's Project when it needs to refer abused women for counselling. The police also participate in gender violence programmes, including workshops, advocacy initiatives and education marches, especially during the 16 Days of Activism on Gender violence. They include crime statistics in their weekly media reports, pertinent data that improves the monitoring of GBV cases. Further, the Department has introduced gender awareness training as a component of its in-service training programme at the Police Training College.

Botswana continues to register an alarming number of rapes and violent house burglaries. Police officers historically gave less priority to the problem (Jenkins & Davidson, 2001; Mabalani, 2008). The preferred response to GBV is often sporadic, with discretionary decisions often influenced by little training on the effects of violence on survivors. UNIFEM is supporting Botswana in accelerating the implementation of activities and strategies that address violence against women and support the prevention of GBV and HIV and AIDS.

The project aims to contribute to the elimination of all forms of GBV and reduce the spread of HIV and AIDS among women and girls in Botswana. The project

identified gaps in the practice of handling of GBV cases in selected police stations across the country that serve as the first point of contact for victims of violence. This process led to the identification of the need to have Gender Focal Points (GFP) coordinators in police stations, the design of a reporting tool, and the consolidation of GBV through the Penal Code.

Source: Extract from the Botswana Country Report 2015



Botswana police march against GBV in Kgatleng District Council.

Photo by Gender Links

Protocol @ work



Seychelles: Women constitute 39% of the Seychelles police services (300 out of 800 police officers). This is the highest representation in SADC.

However, the Seychelles Country Barometer for 2015 notes that there is a “glass ceiling” for women in the organisation as they are completely absent from the four most senior posts. In 2014, however, a Seychelles “Women in Police Network” which seeks to improve the training of women so that they can advance in the ranks.¹⁵

Zimbabwe continues to have approximately 25% representation of women in its police services. In 2009 it launched the Zimbabwe



Women's Police Network. This network aims to:

- **Training and Development:** To date 2647 women police officers have completed various degrees and diplomas.
- **Equal Job Opportunity:** All jobs are open to women. Since 2009 a total of 99 police women have served in peace missions.
- **Poverty Alleviation:** ZRP Women officers are encouraged to engage in income generating activities such as beekeeping and poultry production.
- **Resource Mobilisation:** Linked to poverty alleviation activities.
- **Sport and Recreation:** 50% of Police Women to participate in sports
- **Social Responsibility:** Participate, for example, in the 16 Days of activism Campaign.



Malawi has 238 women (23%) in its Police Services¹⁶ down from 26% in 2014. Malawi Police had a female Deputy Inspector General until June 2014. Malawi police

officers have received training on gender mainstreaming, the human rights and HIV and AIDS. There is a Malawi Police Service Women's Network.

Tanzania: Women's Representation in the Tanzania Police Force is 19%. The Tanzania Country Barometer 2015 Reports that “the government initiated Tanzania



Police Female Network (TPFNET) as a measure to address GBV. The TPFNET carried out a mapping of the Gender and Children's Desks in 2012/13. Gender and Children's Desks have been formally established in 417 Police Stations, but faced with a number of challenges. The

quality of the service delivered by the Desks, the environment and the skills and knowledge of the police officers staffing the Desks were found to vary hugely and did not generally meet the standards set out in the Guidelines for the Establishment of the desk in 2012 and the SOP on Prevention and Response to GBV and Child Abuse 2012.”

Madagascar has 12% women in its police force. Women recruited at police level, are present at all levels of decision-making in the implementation and deployment of the 93 police stations of the 112 Districts.¹⁷



Correctional and prison services

Table 8.3: Women's representation in correctional services

Country	% Male wardens	% Female wardens	% prisoners who are women
Angola			3
Botswana			4
DRC			4
Lesotho	74	26	2
Madagascar	84	16	4
Malawi	85	15	1
Mauritius	91	9	6
Mozambique			2
Namibia			3
Seychelles	47	53	7
South Africa	72	28	2
Tanzania			3
Zambia			3
Zimbabwe			3

Source: International Centre for Prison Studies http://www.prisonestudies.org/info/worldbrief/wpb_country.php?country=2 and Country reports.

As reflected in Table 8.3, only six countries in the region have sex disaggregated data on prison staff. Seychelles has the highest proportion of female staff: 53% in 2015, up from 51% last year. This is the only country to go beyond gender parity. The Seychelles has 608 prisoners, mostly men incarcerated for sexual offences, fraud, arson, murder, piracy and drugs.¹⁸ Mauritius (9%) has the lowest proportion of female warders. Seychelles (7%) has the highest proportion of women prisoners. Malawi (1%) has the lowest proportion of women prisoners.

¹⁵ Cited at <http://www.seychellesnewsagency.com/articles/1169/Networking+platform+for+Seychelles+women+police+launched>

¹⁶ Malawi Country Barometer 2015.

¹⁷ Gaby Razafindrokoto, Presentation at the ISS Conference on Gender and Security, June 2015.

¹⁸ <http://www.seychellesnewsagency.com/articles/817/Restorative+Justice+in+Seychelles+Convicts+come+face+to+face+with+the+victimsof+their+crimes>

South Africa: Women in Prison Ignored and Neglected



According to the 2012/2013 Correctional Services Annual Report, there are 242 correctional centres that accommodate 150 608 inmates, 3380 (0.02%) of whom are women.

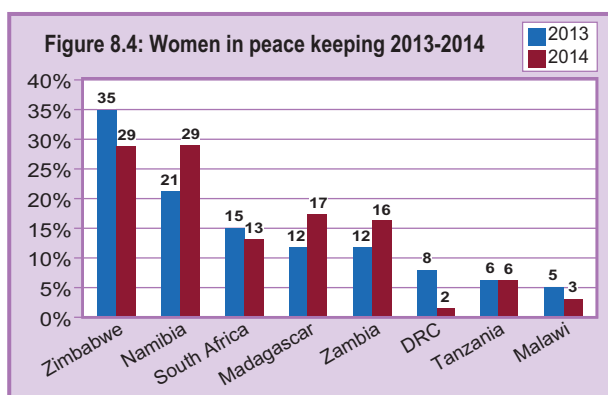
In a report on *The Imprisonment of Women in Africa* Lisa Vetten says that “women are invisible and neglected when prison rules and policies are formulated. Prison facilities are designed with men’s needs in mind and as a result, are inadequate for the needs of pregnant women and children.”

In April 2014 the African Correctional Services Association met in Pretoria to discuss *Building sustainable and humane correctional services in Africa: A Collaborative Responsibility*. Essentially African prisons need to move away from an approach of incarceration to an approach of rehabilitation. Women can play a leadership role in transforming prison culture.

Quick facts:

- Out of the 242 correctional facilities in the country only 8 are female correctional facilities.
- There are 3 mother and child units in the country.
- Around 600 female offenders get parole annually

Peacebuilding



Source: Cheryl Hendricks calculations from 2013 and 2014 UNDPKO Country Monthly Statistics for Peace missions.

Figure 8.4 shows that the proportion of women in peacekeeping missions across the region is uneven. Zimbabwe at 29% continues to deploy the highest proportion of women on peacekeeping missions. However this is a six percentage point decrease from 35% in 2013. Similarly DRC, South Africa and Malawi’s deployment of women have decreased whilst Tanzania remained constant at 6%. The decline could be a reflection of the nature of the missions that they are now undertaking, which is primarily peace-enforcement rather than peacekeeping. South Africa still accounts for the largest actual number of women deployed, because it deploys many more peacekeepers overall. South Africa deployed an average of 300 female peacekeepers for 2014. The increasing tendency towards peace enforcement could result in fewer females being deployed unless there is a radical rethink around training and areas of deployment for women.

A global challenge: The deployment of female peacekeepers is a key component of UNSCR 1325. However, its implementation continues to be a global challenge. The United Nations Department of Peacekeeping Operations (UNDPKO) target for women in

country troop contributions is 10%, while police targets are at 20%, but very few countries have reached these targets. A few countries in Southern Africa continue to perform above the global average for the proportion of female peacekeepers they deploy, namely Namibia, South Africa and Zimbabwe.

Policewomen in peacekeeping forces: For many countries the majority of the women peacekeepers deployed are drawn from the ranks of the police, rather than the defence forces. For 2014, Namibia deployed an average of 36% women in its police contingents, Tanzania (29%), Madagascar (12%), Malawi (50%), South Africa (45%) and Zimbabwe (30%).

Peace negotiations

Although there is more global awareness of the need to include women in peace negotiations and to produce gender sensitive peace agreements, actual progress remains slow. Despite persistent advocacy for inclusion, women remain absent in the current negotiations in countries like Lesotho and South Sudan.

The NGO Working Group on Women Peace and Security drafted a Roadmap in 2015 in which they noted that the High Level Review Panel “must be more than ceremonial and about commitments to the principles and transformative potential and the effective implementation of the WPS Agenda.” To achieve results on WPS the international community must take action on:

- Women’s Participation (establish consultative forums with civil society; support women and civil society participation in peace negotiations; recruit, retain and professionalise women in security and justice sectors.
- National and Regional Implementation.
- Financing.
- Conflict Prevention.
- Accountability.
- UN System Leadership.¹⁹

¹⁹ <http://womenpeacesecurity.org/media/pdf-2015WPSRoadmap.pdf>

SGP Post-2015



The analysis in this chapter shows that to date the emphasis has been on inclusion of women into the security sector, and very little on the sector's transformation and responsiveness to the security needs of both women and men. Going forward, the region must develop indicators that measure the general safety and security of men and women as well as their participation in the security sector.

There has been little concerted effort to fast track women into this sector because of continued pervasive stereotypes of the roles that men and women should play and because the sector is not that attractive (in terms of working conditions) for women. SADC as an institution must take the lead, as the AU is increasingly doing, in the promotion of frameworks, policies and practices that seek a gendered transformation of the provision of peace and security. Key in this regard would be a SADC Regional Action Plan and national dialogues on gender, peace and security that lead to national action plans.

Sexual violence against women during conflict is of great concern in the region. The slow judicial process exacerbates the situation. The Strategic Indicative Plan of the Organ - which is a plan to implement the Protocol on Politics, Defence and Security Cooperation - must begin to integrate women's peace and security issues into the broader peace and security agenda. Women's peace and security issues should not be marginalised into the gender unit. In 2015 it is unacceptable that the SADC Organ and its associated Directorate fail to mainstream gender into their policies and practices. South Africa as chair of the Organ for 2015 should be taking up this issue in the same way that the Chair of the AU Commission, Nkosazana Dlamini-Zuma, has done at the African Union. Thus there is an urgent need to review all targets to ensure an inclusive and more gender responsive Protocol going forward.

Minding the gender gap: Peace and security is male dominated. The enrolment figures for women in military academies and peacekeeping missions are still very low. There is need to establish coherence among the sub-regional; national and local institutions responsible for peace and security, gender and human rights. Security institutions should seek to work with civil society organisation to assist in mainstreaming gender into the sector.

Lack of sex disaggregated data on women's participation in peace and conflict resolution has hampered tracking and monitoring of progress. Governments closely guard the peace and security sector and access of data is usually difficult. The proposed indicators for the revised Protocol include sex-disaggregated data by issue. The SADC Secretariat is crucial in implementation, monitoring and evaluation.

Strengthening targets on peace and security has emerged as a key priority for the Protocol: There is need to expand the definition of peace from a narrow absence of war perspective to that which includes structural violence and from state level to the community and individual levels. High levels of human insecurity, including crime, sexual and gender based violence, must be addressed as we move forward in the region. Where there is politically motivated conflict, there are few women in the resolution process and the military and other forces still have few women in leadership. The Protocol provides for peace initiatives through the UN Security Council Resolution 1325 (2000). There have been a number of subsequent resolutions (UN Resolutions 1820, 1888, 1889, 1960, 2106 and 2122) that go beyond peacekeeping and to broader issues of security, namely, sexual and gender based violence, peace negotiations, DDR and SSR, peacebuilding and transitional justice.

Drawing strength from the Post-2015 Agenda



Accessible, gender aware peace and security services in Mozambique.
Photo by Ruben Cované

The efforts to strengthen the review of the SADC Gender Protocol can draw strength for the provisions of the Sustainable Development Goals (SDGs), Beijing Plus Twenty and Africa's Agenda 2063. Africa 2063 envisions a continent with an entrenched and flourishing culture of human rights, democracy, gender equality, inclusion and peace. Governments are called on to:

- Take steps as are necessary to prevent and eliminate incidences of human rights abuses especially of women and children and ensure that the perpetrators are brought to justice before a court of competent jurisdiction during times of armed and other conflict (SDGs).
- Integrate the gender and rights framework within national security sector reforms and ensure that all peacekeeping missions include and promote the rights of women, in order to reduce gender- and sexual-based violence in conflict, eliminate violence against women and girls and ensure that perpetrators of gender- and sexual-based violence are held accountable (The Beijing Plus Twenty Review).
- Provide appropriate training to women for their effective participation in peace negotiations, peacekeeping missions, peacebuilding processes and humanitarian crises via early warning and response mechanisms (The Beijing Plus Twenty Review).
- Integrate the gender and rights framework within national security sector reforms and ensure that all peacekeeping missions include and promote the rights of women, in order to reduce gender- and sexual-based violence in conflict, eliminate violence against women and girls and ensure that perpetrators of gender- and sexual-based violence are held accountable (The Beijing Plus Twenty Review).
- Develop, finance and implement national action plans for the implementation of Security Council resolution 1325 and all other relevant Security Council resolutions (The Beijing Plus Twenty Review).



In search of peace in Madagascar.

Photo by Zotonantenaina Razanandrateta

- Ensure that all peace negotiations, processes and mediation teams include at least 50 per cent representation of women from all sides of the conflict (The Beijing Plus Twenty Review).

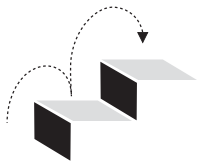
The UN has developed a Results Framework for Women, Peace and Security and the High Level Review Panel and Global Study is likely to make some new recommendations. The AU is also in the process of developing a results framework. Key areas that the targets should be built around include Participation; Inclusion; Representation; Prevention and Protection; Governance (including security sector reform, access to justice, trading in arms); Monitoring, Evaluation and financing.

As reflected in this section of the table in Annex A, the proposed targets and indicators should:

- **Address the causes and not the symptoms:** Deepen the current targets by addressing the causes of conflict and putting measures ahead to prevent conflict in the region. Inclusion of women in decision-making, enacting laws that enforce human rights and tolerance, are amongst some of the targets proposed. Poverty, social exclusion, economic inequality, high levels of crime, unemployment, violent civil unrest and xenophobia, are some of the causes of conflict in the region.²⁰
- **Recognise the ripple effects of conflict:** Suggested targets acknowledge effects of conflict such as forced migration, displacement, trauma, and loss of income and health issues. These ripple effects have denied refugees basic human rights, leaving women in especially vulnerable positions. The proposals highlight financial problems that are rife during conflict, while the indicators seek to address them.
- **Increase the proportion of women in decision-making:** Targets and indicators emphasise the need to include women in peace and security decision-making. The targets further suggests capacity building policies to ensure that women participate in the sector.
- **Address resource allocations and action plans:** The proposed targets, underscore the need to allocate resources for gender mainstreaming in the peace and security sector. These resources include gender advisors and budgets aligned to action plans for implementation.
- **Include the judiciary:** The judicial system cannot be excluded from peacekeeping and conflict resolution. There is need to train judges, magistrates and prosecutors on the gender dimensions in crimes committed during conflict especially crimes against humanity. Re-integration and protection frameworks are important for survivors of conflict especially women and children. Inclusion of sexual violence in

²⁰ Centre for the Study of Violence and Conflict Resolution (CSV, 2014).

the penal legislation is critical, as it is increasingly being used as a weapon of war.



Next steps

It is commendable that more sex-disaggregated data for this sector is now available, and that this is gradually being used to address the gender disparities in the sector. However, in many cases women continue to be viewed as a vulnerable group rather than part of the solution to peace-making, peacekeeping and peace-building. To shift this perception and trend by 2015, a number of steps need to be taken including pressing home the progressive redefining of peace and security targets and indicators through the review of the Protocol in 2015. The Alliance will lobby for:

- **The review of legislation to ensure that it is gender sensitive and does not discriminate against women:** States must undertake comprehensive reviews of security sectors' legal and policy frameworks to ensure that they comply with the Protocol and other international frameworks. SADC must also ensure that all member state security sector institutions put in place gender mainstreaming strategies to reach agreed targets.
- **Record keeping should be sex-disaggregated:** While there has been some progress on this front, all SADC states should be mandated to keep sex-

disaggregated data for the sector. If this is achieved it will be easier to monitor progress made towards equal representation and participation in key decision-making positions in conflict resolution and peace-building processes by 2015. Currently data is scarce and/or officials are reluctant to release the information.

- **Women should be regarded as part of the solution in peace building processes and be appointed as mediators:** The population is affected differently by conflict and there are differences between the way men and women experience and cope with conflict. It is therefore important for member states to ensure equitable representation of women and men in key peace and security decision-making structures and gender responsive peace agreements and security related programmes.
- **Women's role in peace keeping at all levels needs to be increased:** Women have an important role to play at all levels of peace operations and more should be trained and deployed to these missions.
- **Making gender training compulsory:** All levels of personnel, including senior management, should receive training on gender.
- **Sharing good practices:** Countries which are doing well across the sector, such as South Africa and Namibia, should share knowledge on how to bring more women into the sector and how to be more gender responsive in practice.
- **Building peace movements from the ground up:** Local level peace building initiatives need to be strengthened and intensified. Many of the conflicts in the region are at the local level. We must therefore embed peace education and peace structures at this level.