

# NATIONAL ACTION PLAN

ON WOMEN, PEACE AND SECURITY - 2020 to 2025

SOUTH AFRICA


*Peace and Security for Women in all their Diversity*



REPUBLIC OF SOUTH AFRICA







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The National Action Plan on Women, Peace and Security for South Africa aims to provide a guiding framework towards creating a safer and peaceful South Africa, Africa and world for women, girls and gender non-conforming persons; enable representation and meaningful participation for women in peace processes; and prioritise their needs, experiences and agency in all conflict and non-conflict contexts.

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RSABATT Females are visible in their platoon during the visibility patrols within the Ngide village where the public was constantly attacked by the rebels.





## i. FOREWORD



Dr GNM Pandor: Minister of International Relations and Cooperation

South Africa has actively participated in international platforms aimed at advancing the interests of women, including the historic conference, which culminated in the adoption of the Beijing Declaration and the Platform for Action in 1995. Equally, in May 2000, we supported the first deliberations of the Women, Peace and Security (WPS) Agenda, which took place in Windhoek, Namibia, and gave birth to the Windhoek Declaration on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations. In October 2000, we witnessed the successful and unanimous adoption of the historic Resolution 1325 under the Namibian Presidency of the United Nations Security Council (UNSC).

After the adoption of UNSCR 1325, an additional ten supplementary resolutions on WPS have been adopted by the UNSC. This places South Africa at an advantage in terms of adopting a high

impact NAP that is more comprehensive and inclusive of all issues on the WPS Agenda. We welcome the development that since the passage of UNSCR 1325 in 2000, 84 UN Member States have developed NAPs for implementing UNSCR 1325.

Over the years, this resolution drew international attention to the unrecognised and under-valued contribution of women in preventing war and peacebuilding. The resolution further stressed the importance of women's equal and full participation as active agents in the prevention and resolution of conflicts, peacebuilding and peacekeeping.

The experience of women in armed conflict is directly linked to their status in society. Paragraph 135 of the Beijing Platform for Action notes: "While entire communities suffer the consequences of armed conflict and terrorism, women and girls are particularly affected because of their status in society and their sex."

The changing nature of warfare, in which civilians are increasingly targeted, however, means that women and children continue to be at the receiving end of armed conflict. One of the defining characteristics of contemporary armed conflict is the use of women's bodies as "weapons of war" through sexual violence and abuse. Nonetheless, women continue to be excluded from participation in peace processes.

South Africa has always been committed to the implementation of UNSC Resolution 1325 in line with its own history, which illustrates the critical





role women play in peace and security in conflict and post-conflict environments. Our government has also been at the forefront of advancing progressive policies and legislation to advance the role of women in society. At the level of political decision-making and composition of the Executive, President Cyril Ramaphosa has appointed a team comprising 50% of women, demonstrating South Africa's commitment to women's empowerment and gender equality.

In January 2019, South Africa began to serve as a non-permanent member on the UNSC for a period of two years. Since the beginning of our tenure on this august body, responsible for the maintenance of international peace and security, we have utilised this membership to promote the peaceful resolution of conflicts through political dialogue. Furthermore, we are working with other members of the council in pursuance of the African Union's (AU) Agenda 2063 Aspiration four, which calls for a peaceful and secure Africa. In this regard, we aim to advocate for the AU's flagship programme of Silencing the Guns by 2020. Another key priority that informs South Africa's membership of the UNSC is to champion the WPS Agenda. During its Presidency, South Africa sponsored UNSC Resolution 2493 (2019) of WPS its commitment to the continuing and full implementation, in a mutually reinforcing manner, of resolutions 1325 (2000), and all subsequent resolutions on WPS. The Resolution was adopted on 29 October 2019 by the UNSC.

South Africa's tenure in the UNSC builds on President Nelson Mandela's legacy of working towards a peaceful, just and prosperous world.

Our country aims to continue playing the role of bridge-builder, bringing together divergent perspectives and possibly resolving impasses, with a view to allow the Security Council to fulfil its obligations of maintaining international peace and security in line with the UN Charter.

The fundamental principle of the National Action Plan on WPS in South Africa is that human security and state security are intrinsically linked. Meaning, there can never be human security without peaceful states, and there cannot be durable peace for states without the safety of their citizens. The NAP is anchored on four pillars of the WPS Agenda, namely:

- participation
- prevention
- protection
- relief and recovery.

Through these four pillars, our NAP highlights the importance of women's inclusion in peace processes as a matter of principle. Our NAP also builds on the commitments contained in the Beijing Platform for Action (1995) adopted at the UN's Fourth World Conference on Women, which laid out a framework for achieving greater equality and opportunity for women based on the fulfilment of their rights.

Our NAP provides policymakers and security actors with a new set of tools to plan for large-scale, coordinated collaboration to support the strategic priority of creating a safe and peaceful South Africa and continent. It also provides concrete action steps to help government and civil society to evolve out of conflict peacefully,





through involvement of women as peace anchors in communities during localised conflicts such as service delivery protests, gang violence, student uprisings as well as the development and implementation of gender-responsive policies.

We are confident that the wide range of options presented in the four pillars will help all stakeholders (both state and non-state actors) to more systematically and strategically implement the WPS Agenda. Our NAP is a product of both government and civil society. These combined civil society and government efforts yielded positive results, including:

- fostering dialogue and a cooperative relationship and creating a clear policy framework
- ensuring ownership and accountability as well as building capacity and expertise for participating institutions on WPS
- raising awareness and opening space to discuss and exchange information, as well as holding seminars and training sessions on WPS issues.

Let me take this opportunity to thank all stakeholders, including government departments and agencies, civil-society organisations, the academia as well as our development partners whose ideas, experiences, time, energy and resources made this NAP possible.









## ii. PREFACE



Ms Nosiviwe Mapisa-Nqakula: Minister of Defence and Military Veterans

In the South African context, women earned their right to serve in all spheres including in the military through fighting side by side with their male compatriots during our struggle for freedom and democracy. Therefore, the DOD's policy stance since the advent of democracy envisions an RSA that benefits from a defence posture and approach which is informed by both women and men equally in terms of decisions, tasks and operations in addressing national, continental and international human security. This is aligned with the country's constitution and regional and international protocols which call for an end to discrimination based on gender.

Indeed the 1994 Security Sector Reforms and Integration Process created a favourable environment for women to swell the ranks of the SANDF. Women moved to central positions participating in Military Operations and in leadership roles. For example, Lieutenant Colonel Tiisetso Segobela is a 7 Infantry Battalion Commander who was deployed in the Northern Kivu Region as part of the Force Intervention Brigade in 2018. Women are therefore recognized as full members of the SANDF. Many women serving in the SANDF are eager to learn and grow in operational experience and enthusiastic about opportunities to serve in Peace Support Operations and in Border Safe Guarding.

Currently, the majority of female soldiers still serve in the support corps. Our 2008 Gender Mainstreaming Strategy, however, set a 40% target for the recruitment of females at entry level and this has ensured the creation of a pool of Officers from which to select candidates for promotion at the various rank levels. At this juncture, women are represented in all rank levels except that of a Lieutenant General. We are pleased that the SANDF is recognized as one of the Troop Contributing Countries in the World that deploys a significant number of women in its contingents during Peace Support Operations. Research conducted on women's participation in Peace Support Operations





indicates that the benefits of deploying them include the ability to put their Military Training into practice. Female peacekeepers also serve as role models to local women and influence their decision to join their countries Armed Forces.

Although gender perspectives have been incorporated in all Military Development Courses in the SANDF, there is still a need to review Military Education and Training as one of the critical success factors for the creation of a just, equal, fair and inclusive organization. The incorporation of gender perspectives in all Military Development Courses should lead to changes in the nature of gender relations within the SANDF.

26 years into democracy we therefore need to note that we have made progress in mainstreaming gender into the Defence Force but challenges remain. There are still patriarchal attitudes that persist within the organization as well as incidents of sexual harassment, sexual exploitation and abuse. Therefore, moving forward, we must remain vigilant and never become complacent. We must strengthen our organization's compliance and accountability mechanisms in order to defend and consolidate our democratic gains. The integrated and collaborative implementation of the NAP will, therefore, bring the DOD closer to the people of this country and promote social cohesion and safety in all our communities.





### iii. PRELUDE



Ms Maite Nkoana-Mashabane: Minister in the Presidency Responsible for Women, Youth and Persons with Disabilities

South Africa is releasing this National Action Plan on Women Peace and Security at a time when the global community is looking back at what they have done to realise the aspiration of women's empowerment and gender equality as espoused in the Beijing Platform for Action in the Beijing +25 reports and the 20 years of the UNSC adoption of Resolution 1325.

This has been a long journey of reflection as we look back at the 25 years of our democracy and the empowerment of women and gender equality. As a country we have made great strides in gender equality and women's representation

in decision-making structures, including in the security sector. This is because South Africa has strong domestic legislative and policy frameworks for the promotion and protection of women.

These achievements are reflected in the 25 year Beijing review report, South Africa has the highest number of women in the Defense Force in the Region which up from 24% in 2010 to 30% in 2015. The total percentage of males and females deployed in the Mistral and Ops corona are as follows: Males 949 (83%) and Females 194 (17%) on Mistral and Males 2372 (83%) and Females (17%) on Ops Corona. South Africa recruits 30% of women through the Military Skills Development (MSDS) annually and are found in the core mustering such as anti-aircraft, Infantry, Armour, and Combat Navy. The goal remains 50/50 in all areas of decision making.

However, we need to pay attention to areas of human insecurity. The country finds itself in a very difficult period in its history where gender based violence has become a national crisis. We are committed to a comprehensive approach to eradicate this scourge and we have recently adopted a National Strategic Plan on Gender Based Violence and Femicide.

This NAP is focussed on creating peace and security internally, as well as externally durable.

We want to thank the three lead departments who led to the development of the NAP:





Department of Women, Youth and Persons with Disabilities, the Department of Defence and Military Veterans and the Department of International Relations and Cooperation, including partners from civil-society organisations

and development partners. A special thank you to the writing team for pulling the hard work together in the form of this National Action Plan on Women Peace and Security.







## iv. ACKNOWLEDGEMENTS

The Government of the Republic of South Africa is grateful to all the stakeholders who contributed towards the process of developing and adopting South Africa's National Action Plan (NAP) on Women, Peace and Security (WPS). Special appreciation goes to the National Task Team under the stewardship of Ms. Charlotte Lobe, Chief Director: Transformation Programmes and Transversal Programmes, and serves as the National Focal Point on WPS from the Department of International Relations and Cooperation (DIRCO); Brigadier General D.P. Mosianedi from the Department of Defence and Ms. Mmabatho Ramagoshi from Department of Women, Youth and Persons with Disability.

Our deep gratitude to Ms. Loveness Nyakujarah Women, Peace and Security Programme Specialist who was the lead technical advisor and contributed to development of the NAP; Professor Cheryl Hendricks, Executive Director of the Africa Institute of South Africa, in the Human Sciences Research Council, for the technical expertise and strategic guidance she provided throughout the numerous consultations and for drafting of this NAP.

Ms. Anne Githuku Shongwe, Representative of UN Women SA MCO and Ambassador Mathu Joyini, Deputy Director- General: Diplomatic Training, Research and Development for their ongoing support throughout the process.

There was a strong commitment shown by the officials and civil society who were participating in this process. Ms Caron Kgomo, Acting Director: Gender who coordinated all the

Secretariat support services were instrumental in leading the process on behalf of DIRCO. Ambassador André Groenewald played a key part in the NAP development processes and in the drafting of the NAP on WPS. In absentia, we salute the late Colonel Tau-Blay, who contributed significantly by initiating government consultative processes on behalf of the South African National Defence Force (SANDF) and we acknowledge the role played by Major General Ntsiki Motumi-Memela in steering the NAP process to its conclusion. We also wish to acknowledge the consistent participation of Ms Tinyiko Khosa from the Department of Women, Youth and Persons with Disabilities; Ms Dikeledi Moema, Chief Director: Gender, Department of Social Development; and Brigadier Gloria Jezile, South Africa Police Service, in the development of this NAP Ms Lozizwe Mdlalose and Tshepo Mudavheni from the Department of Defence.

The National Steering Committee, consisting of government and civil-society representatives, joined hands to ensure that the process was as consultative as possible. We are indebted to the Foundation for Human Rights (FHR), under the leadership of Yasmin Sooka, who coordinated civil society and the provincial consultations. A special tribute to the late Ms Lucrecia Seafeld, who diligently led the civil-society steering committee and provincial consultations. We also extend our appreciation to Ms Avril Mafemba and Funeka Manzi (FHR), Ms Corlett Letlojane (Human Rights Institute of South Africa) and Ms Nondumiso Nsibande (FHR) for coordinating civil-society participation, and Ms Sakina Mohamed (Greater Rape



Intervention Programme), Dr Marjorie Jobson (Khulumani Support Group), Marthe Muller and Lindiwe Khosa (South African Women in Dialogue), Steve Letsike (South African National AIDS Council), as well as Lieketseng Mohlakoana-Motopi (Commission for Gender Equality) for their contribution to the NAP formulation processes. A special thanks to Ms Mmabatho Ramagoshi (now adviser to the Minister for Women, Youth and Persons with Disability) for her valuable contribution to the process and to the drafting of the NAP.

A special mention to the UN Women South Africa Multi-Country Office (SAMCO) for the strategic guidance, financial and technical contributions throughout the development and

drafting consultations process. Thank you to Puleng Mkhathswa and Mamodishe Sebati for administrative support throughout the process. Our sincere gratitude to the Embassy of Norway in South Africa for its financial contributions throughout the entire process. We are also grateful to the British High Commission and the Embassy of Switzerland for their contributions towards the validation process of this NAP.

Many women have been part of a long struggle for peace, security and equality in South Africa and our women peacekeepers have sought to create greater peace for women in conflict countries. We wish to appreciate and acknowledge all their efforts.



The Ministers of Defence; International Relations and Cooperation; and Women, Youth and Persons with Disability' speaking at the Validation of the South Africa National Action Plan on Women Peace and Security, 2 August 2019





## v. DEDICATIONS

This South African National Action Plan on Women, Peace and Security is dedicated to Mrs Zanele Mbeki and Ms Lucrecia Seafield.



Mrs Zanele Mbeki has for decades worked selflessly on Women, Peace and Security in South Africa, Africa and globally. She has been an initiator of platforms that have brought thousands of women together to share experiences, show solidarity and to be in the driving seat of confronting their everyday insecurities. She is a founding member and patron of the South African Women in Dialogue (SAWID), the founder of African Women in Dialogue (AWID), and the founder and Chairperson of the Women's Development Bank (WDB) Trust, a women's micro-credit and development institution that supports the economic self-reliance of women and families.

Ms Lucrecia Seafield was a highly regarded and accomplished human rights lawyer who devoted her career to assisting the marginalised and vulnerable groups. She spent many years working for the Foundation for Human Rights. Lucretia worked indefatigably to mobilise civil society so that their voices could be echoed in this NAP. She was not able to be with us to see the finalisation of the NAP, as her life journey was cut short at the end of 2017. Her spirit will live on in the accomplishment of the tasks set out in this NAP.







Major Caroline Komsana, Chief Civilian-Military Coordination Officer and Gender Focal Point for Sector North Headquarters, with women in Darfur, Sudan.



South African women peacekeepers act in solidarity with the women of Darfur.





## vi. ABBREVIATIONS

<b>ACCORD</b>	African Centre for the Constructive Resolution of Disputes
<b>AU</b>	African Union
<b>AWID</b>	African Women in Dialogue
<b>CAR</b>	Central African Republic
<b>CEDAW</b>	Convention for the Elimination of all Forms of Discrimination Against Women
<b>CEO</b>	Chief Executive Officer
<b>CGE</b>	Commission for Gender Equality
<b>COGTA</b>	Cooperative Governance and Traditional Affairs
<b>CSVR</b>	Centre for the Study of Violence and Reconciliation
<b>DDR</b>	Disarmament, Demobilisation and Reintegration
<b>DIRCO</b>	Department of International Relations and Cooperation
<b>DoD</b>	Department of Defence
<b>DRC</b>	Democratic Republic of Congo
<b>DSD</b>	Department of Social Development
<b>DWYPD</b>	Department of Women, Youth and Persons with Disability
<b>ECOSOC</b>	Economic and Social Council
<b>FHR</b>	Foundation for Human Rights
<b>GBV</b>	Gender-based Violence
<b>GPS</b>	Governance, Peace and Security
<b>GRIP</b>	Greater Rape Intervention Programme
<b>HURISA</b>	Human Rights Institute for South Africa
<b>ISS</b>	Institute for Security Studies
<b>LGBTIQ++</b>	Lesbian, Gay, Bisexual, Transgender, Intersex, Queer, Plus
<b>M&amp;E</b>	Monitoring and Evaluation
<b>NAP</b>	National Action Plan
<b>NGM</b>	National Gender Machinery
<b>NSP GBVF</b>	National Strategic Plan on Gender Based Violence and Femicide
<b>PRC</b>	Presidential Review Committee
<b>REC</b>	Regional Economic Community
<b>SA</b>	South Africa
<b>SADC</b>	Southern African Development Community
<b>SALGA</b>	South African Local Government Association
<b>SAPS</b>	South African Police Service
<b>SAMCO</b>	South Africa Multi-Country Office
<b>SANDF</b>	South African National Defence Force
<b>SAWID</b>	South African Women in Dialogue
<b>SDGs</b>	Sustainable Development Goals
<b>SGBV</b>	Sexual and Gender-based Violence
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNSCR</b>	United Nations Security Council Resolution
<b>UN Women</b>	United Nations Entity for Gender Equality and Women's Empowerment
<b>WPS</b>	Women, Peace and Security







## vii. KEY CONCEPTS

**Conflict:** Defined as “perceived incompatibilities of interests” between two or more parties. There are different forms of conflict, for example, non-violent, interpersonal, intra-personal, inter- and intra-group, and inter- and intra-state. When parties to a conflict take up arms, the conflict is considered a violent conflict.<sup>1</sup> It is important to note that conflict is not necessarily bad and can serve as a catalyst for change. The key is to manage the tensions so that they do not find violent expression.

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**Conflict Management:** Aimed at the limitation, mitigation and containment of conflict and includes conflict prevention, peace-making, peacekeeping, post-conflict reconstruction and peacebuilding.

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**Conflict Prevention:** Refers to strategies aimed at anticipating and/or averting conflict, e.g. early warning and fact-finding missions.

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**Disarmament, Demobilisation, Repatriation, Reintegration and Resettlement:** DDRRR is an important peacebuilding tool that seeks to limit the potential security challenges that may arise from ex-combatants in the post-conflict phase. It is a process in which weapons are removed from armed groups, and ex-combatants reintegrated socially and economically into communities.<sup>2</sup>

**Early Warning:** Is a key conflict prevention tool. It is an alert system for the potential outbreak, escalation or resurgence of violent conflict, and for natural and humanitarian disasters.

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**Domestic Violence:** It means “physical abuse, sexual abuse, emotional, verbal and psychological abuse, economic abuse, intimidation, harassment, stalking, damage to property; entry into the complainant's residence without consent, where the parties do not share the same residence; or any other controlling or abusive behaviour towards a complainant, where such conduct harms, or may cause imminent harm to the safety, health or well-being of the complainant.”<sup>3</sup>

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**Femicide:** The intentional killing of females (women or girls) on account of their gender.

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**Gender:** The roles, responsibilities, attributes and opportunities that are socio-culturally ascribed to men, women, boys and girls in a given society. Most societies construct gender according to two distinct and opposite categories: boy/man/male, girl/woman/female. However, gender is along a continuum, and is not limited to just two possibilities. A person may have a non-gender identity, meaning they do not identify strictly as a boy or a girl, man or woman, but they could identify as both, or neither, or as another gender entirely.

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<sup>1</sup> Kegley, C and Blanton S. 2010. World Politics: Trend and Transformation. Wadsworth, Boston.

<sup>2</sup> United Nations Disarmament, Demobilization and Reintegration Resource Centre. “What is DDR” Available at [unddr.org/what-is-ddr/introduction\\_1.aspx](http://unddr.org/what-is-ddr/introduction_1.aspx)

<sup>3</sup> South Africa Domestic Violence Act 116 of 1998.





**Gender Equality:** The equal enjoyment of rights and access to opportunities and outcomes, including resources, by women, men, girls, boys and gender non-conforming persons.

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**Gender Equity:** Refers to the different needs, preferences and interests of women and men. Different treatment may be needed to ensure equality of opportunity.

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**Gender Mainstreaming:** The integration of a gender perspective into the analyses, formulation and monitoring of policies, programmes and projects, as well as developing new policies and projects where there are gaps, with the objective of ensuring gender equality. In 1997, the Economic and Social Council defined it as: "It is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a way to make women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."<sup>4</sup> Gender mainstreaming therefore seeks to determine the areas and dimensions where women are still excluded and to present ways in which this can be addressed.

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**Gender Nonconforming Person:** Refers to an individual who does not match the gender norms of the gender they are perceived to be by society. This means that a person's gender expression does not correspond with the

appearance or behaviours of a stereotypical male or female. This could be in the way they dress, behave, or otherwise do not seek to "fit in" or conform with gender expectations.

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**Gender Responsiveness:** Taking appropriate action to correct gender bias and discrimination in order create a more equitable environment for men and women and to address the needs of women.

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**Gender Sensitivity:** Acknowledging and considering the specific gender needs of women, men and gender non-conforming persons at all levels of development, planning, implementation, monitoring and evaluation.

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**Human Rights Violations:** The infringement of the basic rights and freedoms to which all human beings are entitled. These include the right to human dignity, life, liberty, equality, a fair trial, freedom from slavery, torture and other ill-treatment, and freedom of thought and expression.

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**Human Security:** Refers to "freedom from fear, freedom from want, and freedom to live in dignity." It challenges traditional notions of security that focusses on the State and contends that the security of the individual is as important.

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**Human Trafficking:** The recruitment, transportation, harbouring or receipt of persons, by means of threat, abuse of power, position of vulnerability, force or other forms of coercion, abduction, fraud or deception to acquire the consent of a person for the purpose of sexual, physical and/or financial exploitation.<sup>5</sup>

<sup>4</sup> ECOSOC, Agreed Conclusions 1997/2. Available at [www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF](http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF)

<sup>5</sup> United Nations Office on Drugs and Crime. "Human Trafficking" Available at <https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html>







**Participation:** Participation in this context refers to creating equal opportunities for women, men and gender non-conforming persons to be represented in, and to fully engage in, peace and security structures and processes.

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**Patriarchy:** A social system that encompasses the ideologies, beliefs and values that structure the unequal power relations between men and women.

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**Peace:** Peace is understood as not merely the absence of war but also the presence of social justice, human integration, understanding and reconciliation among people, communities and/or nations.

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**Peacebuilding:** Processes aimed at resolving and transforming conflicts and enabling durable peace.

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**Post-conflict Reconstruction:** Refers to those political, socio-economic and infrastructure activities undertaken in the immediate aftermath of conflict to rebuild society.

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**Peace Enforcement:** Involves the application of a range of coercive measures, including the use of military force by regional, continental and international bodies. It requires the explicit authorisation by the United Nations Security Council. It is used to “restore international peace and security in situations where the Security Council has decided to act in the face of a threat to the peace, breach of the peace or act of aggression.”<sup>6</sup>

**Peace-making:** Action to bring hostile parties to agreement through peaceful means such as mediation and negotiations. Peace-making efforts may also be undertaken by unofficial and non-governmental groups, or by a prominent personality working independently.

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**Peacekeeping:** The deployment of military, police and civilian personnel into a post-conflict country with the consent of all parties concerned normally by the UN, African Union (AU), or regional economic communities (RECs).

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**Peace Support Operations:** It is broader than peacekeeping. It is multifunctional and multi-dimensional, “involving diplomatic efforts, humanitarian agencies, and military forces” and “designed to achieve a long-term political settlement.” It includes conflict prevention, peace-making, peacekeeping and peacebuilding.<sup>7</sup>

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**Rape:** “Any person (A) who unlawfully and intentionally commits an act of sexual penetration with a complainant (B) without the consent of B.”<sup>8</sup>

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**Relief and Recovery:** In the context of this National Action Plan, this pillar refers to the redress of the impact of conflict and other humanitarian and natural disasters on women, men and gender non-conforming persons.

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**Security Sector Reform:** “Refers to the process by which countries formulate or re-orient the policies, structures and capacities of institutions

<sup>6</sup> United Nations Peacekeeping. “Terminology” Available at <https://peacekeeping.un.org/en/terminology>

<sup>7</sup> Headquarters Multi-National Peace Force South Eastern European Brigade. 2000. Peace Support Operations Handbook. pg 9. Available at <https://www.seebrig.org/publications/info-booklet/doc.../50-pso-handbook-1.html>

<sup>8</sup> Criminal Law (Sexual Offences and Related Matters) Amendment Act 32 of 2007





and groups engaged in the security sector, in order to make them more effective, efficient and responsive to democratic control and to the security and justice needs of the people.”<sup>9</sup>

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**Sexual and Gender-Based Violence:** The acts perpetrated against women, men, gender non-conforming persons, girls and boys based on their sex that cause or could cause them physical, sexual, psychological, emotional or economic harm. The forms of gender based violence include domestic violence; sexual abuse, including rape and sexual abuse of children by family members; forced pregnancy; sexual slavery; forced marriage; traditional practices harmful to men and women; violence in armed conflict; violence in post-conflict situations; neglect; trafficking of persons, particularly women and girls; and emotional abuse.

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**Social Justice:** Is a concept of just and fair relations between the individual and the society. It is therefore a combination of economic justice, public participation and social cohesion, respect for human rights, human dignity and equality.

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**Trafficking in Persons:** “The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.”<sup>10</sup>

**UNSCR 1325 National Action Plan:** A strategy or plan developed by countries to implement the Women, Peace and Security Agenda. Plans should contain concrete recommendations on how women should be included in all peace- and security-related decisions, processes and institutions, and on how to prevent violence and protect women in all their diversity.

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**Vulnerable Groups:** Refers to groups of people in society that are at a higher risk of experiencing economic hardship, violence, environmental disasters, societal exclusion and other forms of discrimination. These groups of people include children, the elderly, refugees and asylum seekers, migrants, people with disabilities, people with albinism, indigenous communities, religious and ethnic minorities, etc.

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**Women, Peace and Security Agenda:** An agenda that recognises that women are victims of conflict, but places emphasis on the transformative potential of including them as actors in peace and security structures and processes. “Women’s agency, voice, and capacities, and a real gender perspective, are critical to local dialogues, better policies and more equitable peace deals.”<sup>11</sup> It recognises the critical role that women can, and already do play, in peace-making and peacebuilding efforts, rather than viewing women solely as victims in need of protection.

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<sup>9</sup> African Union. “AU Policy Framework on Security Sector Reform.” Adopted in 2011

<sup>10</sup> UN Protocol to Prevent Suppress and Punish Trafficking in Persons, especially Women and Children. Effective since 2003

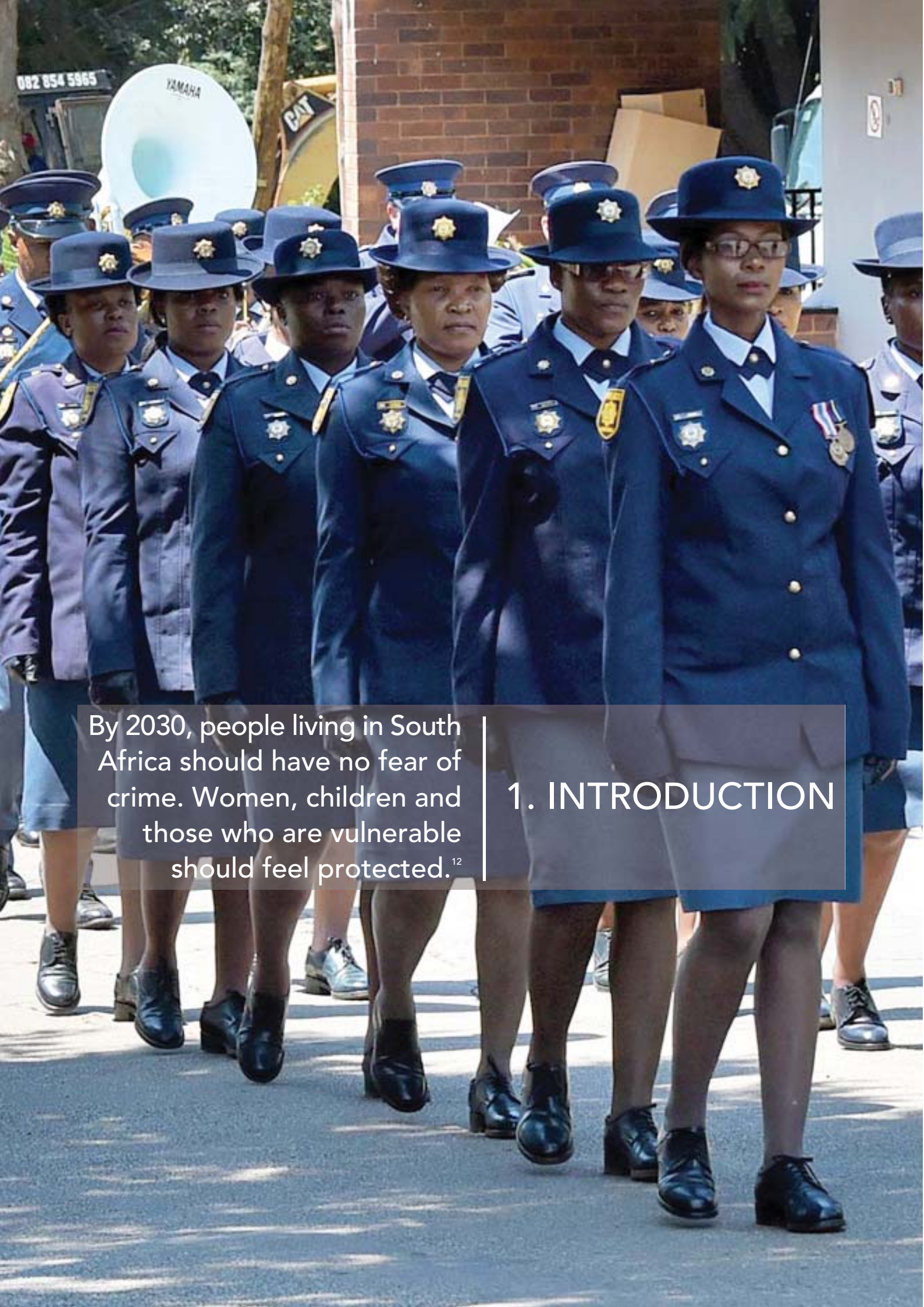
<sup>11</sup> Peacewomen.org. Accessed on the 12 September 2017











By 2030, people living in South Africa should have no fear of crime. Women, children and those who are vulnerable should feel protected.<sup>12</sup>

## 1. INTRODUCTION





South Africa is well situated to provide much-needed global leadership on the Women, Peace and Security (WPS) Agenda. It has laid the foundations for gender equality in its own society and it will champion the WPS Agenda in the United Nations Security Council (UNSC), where it has a non-permanent seat for 2019 and 2020. South Africa is also president of the African Union (AU) in 2020 and it is likely to co-host the WPS Global Network of WPS Focal Points in 2021. South Africa also continues to play a role in peace-making, peacekeeping and peacebuilding on the African continent. It is currently the Chairperson of the UNSC Ad Hoc Working Group on Conflict Prevention and Resolution in Africa. Its tenure in the UNSC is building on former President Nelson Mandela's legacy of working towards a peaceful, just and prosperous world. South Africa is therefore currently able to strategically influence the implementation of the WPS Agenda in Africa and globally.

South African women have a long history of fighting for the emancipation of the country as a whole and for gender equality in particular. Women demonstrated in anti-pass campaigns in 1913 and 1930 and led the campaign in 1956. They were part of liberation movements and part of the 1976 student protests. Scores of young women left the country to join the armed struggle. In the early 1990s, during its peace-making process, South African women came together (in the form of a Women's Coalition) to demand representation in the peace talks and that the principle of gender equality be embedded in a new Constitution. It remains one

of the few countries that had substantive representation of women (30%) at its peace talks. It has succeeded in mainstreaming gender in government structures and processes and it has built the architecture to empower women and protect their rights. In 2019, South Africa reached the 50/50 goal for women in Cabinet. It is the 11th country in the world and the third in Africa (after Ethiopia and Rwanda) to achieve this goal. The South African State has therefore consciously set out to attain gender equality in all sectors, including in the security sector. It has been a key driver of the WPS Agenda in the international sphere, particularly in multi-lateral forums such as the UNSC, AU and the Southern African Development Community (SADC).

South Africa is often portrayed as a leading example of gender mainstreaming in the security sector. It is among those countries with the highest representation of women in this sector globally. However, it has not been able to effectively translate this representation into protecting women against gender-based violence, or other forms of violence, or in creating a peaceful and inclusive society. It provides the world with a case study of how to get women into the security sector and into peace processes, but it also highlights the limitations of the strategies employed. It is now well placed to rethink the WPS Agenda, provide it with a new strategic vision and mobilise support to take the agenda to greater heights. The implementation of this National Action Plan (NAP) on WPS will go a long way to renew efforts at realising the WPS agenda both nationally and internationally.

<sup>12</sup> Republic of South Africa. 2012. National Development Plan 2030: Our Future Make it Work.





In 2020, the world will celebrate 20 years of the implementation of UNSC Resolution 1325. It will also be the 25th anniversary of the Beijing Declaration and Platform for Action and will mark the end of the AU African Women's Decade. The 2015 Global Study on Women Peace and Security, produced by UNWomen,<sup>13</sup> showed that there was greater familiarity with UNSC Resolution 1325 and that there were many frameworks in place for its implementation. However, the number of women in peace-making, peacekeeping and peacebuilding was still startlingly low. Women in UN peacekeeping missions are at 5% for troops and 15% for police peacekeepers.<sup>14</sup> UNSCR 2242 (2015) calls for the doubling of the statistics for women's representation in peacekeeping and the UN Department of Peacekeeping Operations had pledged to do so by 2020: though progress has been made, it has yet to reach this target. In addition, the UN has adopted the Uniformed Gender Parity Strategy (2018 - 2028) in order to increase women's representation in peacekeeping and a UN Wide Gender Parity Strategy to create a more inclusive organisation.

Women's participation in peace-making has remained below 3%. The *Women's Meaningful Participation in Negotiating Peace and the Implementation of Peace Agreements: Report of the Expert Group Meeting*, as well as the UN Secretary-General's Report delivered on Women, Peace and Security at the Open Debate in the UNSC, on 25 October 2018,<sup>15</sup> notes that women only constitute 2% of mediators, 8% of negotiators and 5% of witnesses and signatories in major peace agreements. Furthermore, only three of

the 11 peace agreements signed in 2017 contained provisions on gender equality. Many women's mediation networks have been formed and training for women mediators conducted in order to address this issue. There, however, remains a serious gap between the production of resolutions, frameworks, action plans, advocacy and training and actual changes in both the representation of women in peace and security processes and their physical security in conflict and non-conflict settings. This necessitates that South Africa, in its leadership role, engages in more creative thinking about the ways in which to include women and to constructively transform peace and security institutions themselves.

Although South Africa has adopted many policies, legal frameworks and programmes that address gender inequality, sexual and gender-based violence (SGBV) and gender mainstreaming, it has not, until now, developed a NAP on Women, Peace and Security: one that speaks to both its international engagements and its domestic challenges. South Africa initiated a process of developing a NAP on WPS as far back as 2009 when it was selected as a pilot country by the UN for the development of NAPs, but the process stalled: as did the many other attempts in, for example, 2011 and 2015. Its process of NAP development has therefore seen many challenges. In 2018, however, government and civil society joined forces to ensure the production of this NAP, which outlines the actions we will undertake to ensure women's peace and security globally, continentally and nationally.

<sup>13</sup> UNWomen. 2015. Preventing Conflict, Transforming Justice, Securing Peace. A Global Study on the Implementation of UN Security Council Resolution 1325

<sup>14</sup> Available at [https://peacekeeping.un.org/sites/default/files/07\\_gender\\_report\\_june\\_2020.pdf](https://peacekeeping.un.org/sites/default/files/07_gender_report_june_2020.pdf) (accessed on 24 August 2020)

<sup>15</sup> UNWomen. 2018. *Women's Meaningful Participation in Negotiating Peace and the Implementation of Peace Agreements: Report of the Expert Group Meeting*. Convened in Preparation for the Secretary General's Report on Women Peace and Security, New York, 16-17 May. UNSC, 2018. Report of the Secretary General on Women Peace and Security (S/2018/900)





To date, 84 countries have developed NAPs, 25 of which are in Africa.<sup>16</sup> SADC adopted a Regional Strategy for the Implementation of the WPS Agenda in 2018. The Democratic Republic of Congo (DRC), Angola, Mozambique and Namibia have NAPs. South Africa now joins the SADC countries with NAPs and is hopefully an inspiration for many other countries in the region.

Developing the NAPs is but the beginning of a process of ensuring women's peace and security. Implementing these instruments remains a challenge for the whole continent. NAPs, however, are a key public policy instrument for the implementation of WPS nationally as they provide an opportunity for countries to identify and prioritise key peace and security issues facing women and to develop strategic actions to address them.

South Africa remains resolute in its quest to reduce the multi-dimensional sources of insecurity facing society, particularly those

impacting women. South Africa must ensure that it maintains and builds on the gains made through gender mainstreaming, and it has to be seen to be a credible leading voice continentally and internationally on gender equality and women's peace and security. This NAP, along with other related instruments and processes, provides a framework for creating greater peace and security for women. Underpinning the formulation of this NAP is the premise that one cannot create peace and security for women in a societal vacuum. WPS must be accompanied by larger transformative processes, behavioural change and peace and security for the society at large. This NAP therefore provides an opportunity structure for South Africans to work together to chart a "new dawn" for realising a society "free from fear" and "free from want," enabling citizens the ability to "live in dignity," and in so doing also create a "better South Africa, in a better Africa, in a better world."



Veteran women peace builders since Apartheid, Suraya Bibi Khan and Matilda Ventura speak to experiences in localising WPS agenda

<sup>16</sup> Available at [www.peacewomen.org](http://www.peacewomen.org)







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



The collective effort to address the concerns of women in conflict gave rise to the adoption of the landmark UNSCR 1325 on 31 October 2000. This resolution, and subsequent resolutions - 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2272 (2016) and 2467 (2019) - focus on promoting the participation of women in peace and security institutions, processes and decision-making structures, preventing violence against women and ensuring their protection. The principles of UNSCR 1325 have been embedded in the AU Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women (2003), the Solemn Declaration of Gender Equality in

Africa (2004), Agenda 2063 and Article 28 of the Southern African Development Community (SADC) Protocol on Gender and Development. The Continental Results Framework, produced by the Office of the Special Envoy on Women Peace and Security at the AU, also requires that African countries report on their implementation of the WPS Agenda. South Africa is a member of the UN, AU and SADC and should therefore adhere to, and implement, the agreed-to frameworks. It is in this context, too, that South Africa is developing a relevant and coherent instrument for the implementation of the WPS Agenda. These frameworks are briefly discussed below.

## 2.1 International Frameworks

UNSCR 1325 is the landmark resolution for the WPS Agenda. The pillar on participation calls for increased representation of women in peace and security decision-making, conflict management, and for the international community to support local women's peace initiatives. The pillar on protection seeks to safeguard women and girls from SGBV, including in emergency and humanitarian situations, such as refugee camps, and for the provision of pre-deployment training on the protection and rights of women. The third pillar deals with prevention and calls for, among others, ending impunity, strengthening women's rights, appointing gender advisers and implementing gender-sensitive policies and programming. The fourth pillar highlights that relief and recovery efforts must include the needs of women. Many other resolutions were adopted after UNSCR1325, seeking to amplify and reinforce its key pillars, and to address the gaps in the resolution. This

# WOMEN *Participation* UNSCR 1325 *Protection* SECURITY PEACE

resolution was unanimously passed when Namibia was President of the UNSC in October 2000.

UNSCR 1820 (2008) explicitly describes sexual violence as a tool of war, and declares that “rape and other forms of sexual violence can constitute war crimes, crimes against humanity or a constitutive act with respect to genocide.” It demands that parties to armed conflict take appropriate measures to protect civilians from sexual violence, including training troops and







enforcing disciplinary measures. South Africa was the sponsor of this resolution at the UNSC. UNSCR 1888 (2009) calls for the appointment of a Special Representative to coordinate efforts on SGBV and urges the inclusion of these issues in demobilisation, demilitarisation and reintegration (DDR) programmes, as well as in peace agreements. UNSCR 1889 calls for better monitoring and evaluation systems (M&E) and gender mainstreaming in all relief and recovery processes. UNSCR 2106 (2013) notes the importance of a comprehensive approach to transitional justice. UNSC 2242 (2015) addresses the need for civil-society collaboration in the implementation of the agenda, and the need to integrate the WPS Agenda across all country situations, conflict and non-conflict. It highlights the need for gender sensitive countering violent extremism programmes and calls for gender-responsive training and analysis in the security sector. UNSC 2272 (2016) endorses the repatriation of military units or former police units if their members are guilty of sexual exploitation and abuse (SEA). UNSCR 2467 (2019) is also focused on SGBV and calls for women's organisations to be more effectively used in conflict prevention and response mechanisms.

This suite of resolutions constitutes the framework for the WPS Agenda.

South Africa demonstrated its commitment to the WPS agenda when it sponsored UNSCR 2493 in October 2019, urging Member States to recommit themselves to the women, peace and security agenda and fully implement all the existing resolutions.

The adoption of Recommendation No 30 at the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) Conference, in 2013, ensured that states now also have to report annually on WPS issues within this framework. It also enlarges the applicability of the WPS Agenda to broader contexts (beyond conflict) and broadens the issues to include trafficking, refugees, HIV/AIDS, the arms trade and forced marriages - that is, discriminatory and structural violence concerns that impact the security of women.

These resolutions and recommendations are complemented by the Sustainable Development Goals (SDGs), adopted in 2015, particularly Goals 5 and 16, which address gender equality and call for more just, peaceful and inclusive societies.

## 2.2 Continental Frameworks



Gender equality is a foundational principle of the AU's Constitutive Act (2001) and is embedded in Agenda 2063. In order to translate this into practice, the AU has a number of complementary frameworks such as the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women (Maputo







Protocol) (2003), the Solemn Declaration of Gender Equality in Africa (2004), the AU Gender Policy (2009) and the AU Strategy for Gender Equality and Women's Empowerment (2018). These frameworks also refer to the need to

implement UNSCR 1325. In 2018, the AU adopted a Continental Results Framework that will track the implementation of UNSCR 1325 in Africa on an annual basis.

**Table1: AU Continental Results Framework Key Indicators for Member States<sup>17</sup>**

<b>Prevention</b>	<ul style="list-style-type: none"> <li>• Existence of laws and policies that integrate a gender perspective</li> <li>• Proportion of national budget allocated to government departments that address the WPS Agenda</li> <li>• Number and percentage of women in decision-making positions in institutions for peace and security</li> </ul>
<b>Participation</b>	<ul style="list-style-type: none"> <li>• Existence of early warning mechanisms that integrate a gender perspective</li> <li>• Number of incidents of SGBV that are reported and acted upon.</li> <li>• Existence of national laws and policies that aim to promote women's participation and leadership in decision-making positions in Governance, Peace and Security processes</li> <li>• Percentage of women in decision-making positions in political and civil service, oversight structures for peacebuilding and in elective and nominative positions in political structures and office</li> <li>• Measures that have been adopted to promote women's participation in political processes and the percentage of women in these processes</li> <li>• Percentage of women in security institutions</li> <li>• Measures adopted to encourage women to join security forces</li> <li>• Percentage of women in leadership positions in Foreign Service related to peace and security</li> <li>• Number of women CSOs participating in government led peacebuilding processes.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>• Existence of legal and policy frameworks that protect the rights of women, including protection from SGBV</li> <li>• Measures taken to capacitate security forces to protect women's rights</li> <li>• Measures established to respond to women and girl survivors of SGBV</li> <li>• Quality of SGBV protection and response measures</li> <li>• Measures taken to protect the rights of women in refugees and internally displaced persons camps.</li> </ul>
<b>Relief and Recovery</b>	<ul style="list-style-type: none"> <li>• Existence of gender provisions in peace agreements</li> <li>• Promotion of post-conflict recovery budget set aside for gender equality and women's empowerment</li> <li>• Proportion of women and girls enrolled in educational institutions</li> <li>• Number and proportion of women in decision-making positions in post-conflict recovery processes</li> <li>• Proportion of women and girls benefitting from post-conflict recovery programmes</li> <li>• Maternal mortality rate in post-conflict situations in the last calendar year.</li> </ul>

<sup>17</sup> AU Commission. 2019. Continental Results Framework: Monitoring and Reporting on the Implementation of the Women Peace and Security Agenda in Africa (2018-2028)





## 2.3 Regional Frameworks

The SADC Protocol on Gender and Development (2008) and the SADC Strategy for Implementing Women, Peace and Security (adopted in 2018) specifically call on member states to implement UNSCR 1325 and to develop NAPs. Article 28 of the protocol urges states to “put in place measures to ensure equal representation and participation in key decision-making positions in conflict resolution, and peace-building in accordance with UNSCR 1325.” The regional strategy has specific

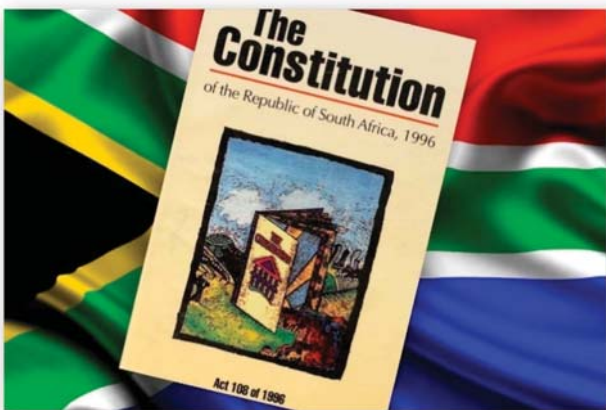


objectives and targets that member states need to meet in relation to WPS. South Africa also needs to meet these targets and this NAP goes a long way towards doing so.

## 2.4 National Frameworks

The struggle for gender equality by the women of South Africa, as well as their participation in the peace negotiations that led to the demise of apartheid, laid the foundation for a democratic transition in which their rights would be respected and guaranteed. South Africa's Constitution (adopted in 1996) is the key legal framework that establishes a society based on

the principle of gender equality. The Bill of Rights, contained in Chapter 2, Section 9 of the Constitution, notes that “the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.”<sup>18</sup> Section 10 of the Constitution provides for the right to human dignity: “Everyone has inherent dignity and the right to have their dignity respected and protected.” Affirmative action was introduced to assist those who were previously disadvantaged, including women, so that substantive equality could be attained.



The relevant security sector white papers, reviews and policies all speak to the need to promote the participation of women in the security institutions of South Africa, for example, the

<sup>18</sup> The Constitution of the Republic of South Africa, 1996





White Paper on the Transformation of the Public Service (1995), the White Paper on Defence (1996), the Defence Reviews (1998 and 2015) and the White Paper on Safety and Security (1998). The Employment Equity Act (1998), the National Policy Framework for Women's Empowerment and Gender Equality (2000), the Promotion of Equality and Prevention of Unfair Discrimination Act (2000), the Women's Empowerment and Gender Equality Act (2014) and the National Development Plan 2030 all highlight the need for gender mainstreaming. Many of the key security sector institutions, such as, the South African National Defence Force (SANDF) and the South African Police Service (SAPS), adopted gender mainstreaming policies as instruments to increase representation. These were effective in increasing the numbers, but they are now dated and in need of review.

Security sector institutions need to move beyond representation and begin to ensure gender responsiveness. South Africa's Foreign Policy (1994) and the White Paper on Peace Missions (1998) do not explicitly mention gender. These policy papers were redrafted in 2011 but have not as yet been adopted and will again be in need of review, especially from a gender perspective. South Africa has, however, gone a long way in promoting gender equality in these domains. For example, it deploys relatively large numbers of women as peacekeepers in UN peace missions and women occupy strategic positions in the Department of Defence and other State Security ministries as well as in DIRCO.

South Africa also has strong domestic legislative and policy frameworks for the promotion and

protection of women that include the:

- Labour Relations Act 66 of 1995
- Choice on Termination of Pregnancy Act of 1996
- Recognition of Customary Marriages Act 120 of 1998
- Maintenance Act 99 of 1998
- Employment Equity Act 55 of 1998
- Domestic Violence Act 116 of 1998
- Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000
- Older Person's Act, 13 of 2006
- National Policy Standard for Municipal Police Services Regarding Domestic Violence, 2006
- Criminal Law Amendment (Sexual Offences and Related Matters) Act 32 of 2007
- National Instruction 3/2008: Sexual Offences
- National Policy Guidelines for Victim Empowerment, 2009
- National Instruction 3/2010: The Care and Protection of Children in terms of the Children's Act
- Protection from Harassment Act 17 of 2011
- National Policy Framework for the Management of Sexual Offence Matters, 2012
- Prevention and Combatting of Trafficking in Person Act 7 of 2013
- National Strategic Plan on Gender Based Violence and Femicide: GBV-NSP, 2020<sup>19</sup>

Despite these laws, policies and frameworks, SGBV prevalence remains high, women remain underrepresented in peace and security structures and processes abroad and efforts to address women's peace and security needs are wanting. These legislative frameworks do, however, provide scaffolding for addressing the concerns and challenges of women in South Africa.

<sup>19</sup> Adapted from the Civil Society National Action Plan Steering Committee, 2015. Background Document to the Development of the National Action Plan on Women Peace and Security in South Africa. Unpublished





The background of the slide is a close-up, slightly blurred image of the South African flag, showing its characteristic colors: red, white, green, yellow, black, and blue. The flag is draped and appears to be waving. A semi-transparent grey rectangular box is centered on the upper half of the slide, containing the section header. The text is white and in a clean, sans-serif font. A thin white vertical line is positioned to the left of the text.

### 3. SITUATIONAL ANALYSIS

It is clear that women, despite the presence of a Women's Ministry and a National Gender Machinery, do not feel safe, even in so-called safe environments. Women do not feel safe in their homes, in their schools or in their communities. Women are not safe when travelling or when going to the movies... There is a "cold war" taking place between men and women.

- Western Cape Civil Society Stakeholder Consultative Meeting: Towards the Development of an Implementation Strategy on Women Peace and Security, 26 May 2017



South Africa is a dynamic society with a growing population. According to StatsSA, in 2019, South Africa's population has increased to 58.78 million people.<sup>20</sup> Women constitute approximately 51.2% of the population (30 million). Gauteng continued to have the largest population with approximately 15.2 million people. Nearly 28.8% of the population is younger than 15 and 9% older than 60. The 2019 Human Development Report ranked South Africa at 113 out of 189 countries with a life expectancy rate of 63.9 years.<sup>21</sup>

South Africa has made substantive progress in relation to the enactment of laws, the adoption of policies, the formation of a gender machinery and the representation of women in decision-making. However, the implementation and operationalisation of many of these policies has, to date, been inadequate.

The National Policy Framework on Women's Empowerment and Gender Equality was adopted by Cabinet in 2000. The policy framework recommended gender mainstreaming across all sectors as an approach to achieving gender equality. It outlined the mandates, structure and functions of the National Gender Machinery (NGM) for women's empowerment. In South Africa, the term "national gender machinery" refers to "an integrated package" of structures located at various levels of state, civil society and within statutory bodies.<sup>22</sup> The NGM is primarily a mechanism to facilitate women's empowerment and its role is therefore advisory. It also provides technical assistance for, and oversees compliance to, gender equality. According to the National Gender Policy Framework,<sup>23</sup> the structures include:

GOVERNMENT	PARLIAMENT	INDEPENDENT BODIES	CIVIL SOCIETY
The Presidency Department of Women	Portfolio committees (including the Parliamentary Joint Monitoring Committee on the improvement of the quality of life and status of women (now the Portfolio Committee on Women)	Constitutional Court	Non-governmental organisations Religious bodies
Provincial Offices on the Status of Women	Parliamentary Women's Caucus	Commission on Gender Equality	The Congress of Traditional Leaders of South Africa (CONTRALESA)
Gender units in line departments	Steering committee to women's caucus Provincial women's caucus group	Public Service Commission	South Africa Local Government Association
Gender units in local government structures	Women's empowerment unit Cabinet Departments	Public Protector	
		Human Rights Commission	
		Independent Electoral Commission	

<sup>20</sup> StatsSA Mid-Year population estimates, 29 July 2019

<sup>21</sup> UNDP, 2019. Human Development Index ranking. Available at <http://hdr.undp.org/en>

<sup>22</sup> Department of Women, Republic of South Africa. South Africa's Beijing +20 report. Progress made on the Implementation of the Beijing Declaration and Platform for Action and the Outcomes Document of the 23rd Special session of the General Assembly in 2000. January 2015

<sup>23</sup> The Office of the Status of Women. 2000. South Africa's National Policy Framework for Women's Empowerment and Gender Equality







In recent years, these structures have faced many internal challenges and therefore need to be strengthened. In January 2019, a Presidential Review Committee (PRC) on Women's Emancipation and Gender Equality was established to

undertake a 25-year review of progress towards gender equality. Its results will go a long way towards recommending approaches for strengthening the structures and processes for achieving equality.

### 3.1 Women's Representation in Government and the Economy

South Africa had made substantive progress in terms of the proportion of women in government decision-making structures. After the May 2019 elections the country reached parity with 50% of the Cabinet consists of women, while Parliament has 44% representation of women. Women make up 41% of local councillors.<sup>24</sup> In 2017, of the 257 mayors, 107 (42%) were female.<sup>25</sup> The Traditional Leadership and Governance Framework Act 41 of 2003 makes provision for women to constitute at least 30% of the National House of Traditional Leaders. Traditional leadership is particularly hard to transform and there is a need to make substantive changes in this sector because, despite improvements, women in these leadership structures still face the challenge of unequal treatment in relation to their male counterparts.

Gender representation can be improved in other influential positions such as the Supreme Court of Appeal judges, advocates, ambassadors and premiers. President Cyril Ramaphosa noted that

“while the representation of women in the public service has increased dramatically over

the last 25 years, we have not seen similar progress in business or academia. There are areas where we have gone backwards, for example, nearly all directors-general in national government are men. This highlights the fact that there is still a long journey ahead, and that the gains we make can be undone unless we are vigilant and focused.”<sup>26</sup>

Women have, and many still do, occupy strategic decision-making national portfolios such as Ministers of International Relations and of Defence and Intelligence, Speaker of the National Assembly, Public Protector, as well as regional and global positions such as Chair of the AU Commission, Executive Director of UN Women, Special Gender Envoy to the African Development Bank, Special Rapporteur on Violence Against Women, and High Commissioner for Human Rights. The country therefore does relatively well in terms of women's representation in decision-making structures. There are, however, still gaps in translating these gains in representation into substantive changes in the quality of life for the vast majority of South African women.

<sup>24</sup> SADC Gender Alliance. SADC Gender Protocol Barometer 2018. Genderlinks

<sup>25</sup> Times Live “That’s Madam Mayor to you - at least in 40% of the country’s municipalities” 31 August 2018

<sup>26</sup> Cyril Ramaphosa. 2020. In South Africa Progress on Women’s Empowerment has been Uneven. IOL March 9





Since women are part of the broader citizenry, they are affected, often disproportionately, by the ills and challenges of society.

In South Africa, these relate to issues such as patriarchal culture, high crime and murder rates with a high incidence of SGBV, access to justice, poverty and inequality, xenophobia, poor education and training, access to health, access to basic services, food security and a lack of national healing; i.e., structural violence and human security challenges.

Women's position in the economy requires attention. The rate of unemployment among women in the second quarter of 2018 was 29.5%, compared to 25.3% among men.<sup>27</sup> Women are also more likely to be involved in unpaid work.

The South African labour market is therefore still more favourable to men than it is to women. In 2017, women occupied 44% of skilled posts, including as managers, professionals and technicians. This percentage had, however, not increased since September 2002.<sup>28</sup> Women only made up 24% of heads of state-owned enterprises.<sup>29</sup> In business, only one female chief executive officer (CEO) in South Africa's top 40 companies in 2018 (in 2012 there were two); only 22%, of 373 executives, in the top 40 companies (in 2012 it was 17%), and 32% at board level.<sup>30</sup> According to Statssa (February 2020), women continue to earn on average 30% less than their male counterparts in the formal sector, while the bottom 60% of households in South Africa depend on social grants for survival.

## 3.2 Women, Poverty and Hunger

South Africa's National Development Plan 2030 highlights poverty and inequality as two of the major challenges to be overcome in the country. In 2017, StatsSA reported that there were 30 million people living in poverty with 13 million being extremely poor.<sup>31</sup> Female-headed households were likely to be poorer than male-headed households. Women living in rural areas are particularly disadvantaged in South Africa. They face many challenges, such as, a lack of

education, lack of employment opportunities, harmful practices (for example, *ukuthwala* [forced marriages]), lack of access to financial resources, lack of access to land, clean water and sanitation, and insecure living conditions. These issues impact the ability of women to live with dignity and to realise their full potential.

Food insecurity is a major challenge in South Africa. The 2014 Oxfam report, *Hidden Hunger*

<sup>27</sup> StatsSA. How do women fare in the South African labour market? Available from <http://www.statssa.gov.za/?p=11375>, August 1 2018

<sup>28</sup> StatsSA. "Women in Power. What do the Statistics Say." 21 August 2017

<sup>29</sup> StatsSA. "Women in Power. What do the Statistics Say." 21 August 2017

<sup>30</sup> W24. AT A GLANCE: We still have only one female CEO in the top 40 companies in SA. Available at <https://www.w24.co.za/Work/Jobs/at-a-glance-we-still-have-only-one-female-ceo-in-the-top-40-companies-in-sa-20180815>, August 15, 2018

<sup>31</sup> African Monitor. August 2017. "Poverty on the Rise in South Africa With Women and Children Most Affected." Available at [www.Africanmonitor.org](http://www.Africanmonitor.org)







in South Africa: *The Faces of Hunger and Malnutrition in a Food Secure Nation*, highlighted that “one in four people currently suffers hunger on a regular basis and more than half of the population live in such precarious circumstances that they are at risk of going hungry.”<sup>32</sup> In 2018, the *Mail & Guardian* cited the *South African National Health and Nutrition Examination Survey* as indicating that “in urban areas, 28% are at risk of hunger, while 26% were already experiencing hunger. In rural areas these statistics hit 32% and 36% respectively.”<sup>33</sup> A high proportion of South Africans are therefore at risk of food insecurity. Female-headed households would likely suffer the most in terms of food insecurity.

Economic well-being is therefore a key ingredient of women's peace and security (security is defined in terms of “freedom from want” and

“freedom from fear,” and/or the “ability to live well”). South Africa has an extensive social security system in place to cater for the vulnerable. Social grants increased from 2.5 million in 1993 to more than 17 million by 2016.<sup>34</sup> In 2020, according to Government, in 2020, 18 million recipients received grants (12.5 million child support grants; 3.5 million old age; 1 million for disability and the balance covering care dependency, foster care and war veterans). The Department of Social Development highlights that social grants promote the social and financial inclusion of the economically inactive population.<sup>35</sup> South Africa has also put in place measures for women to start their own small businesses and cooperatives and has a special fund dedicated to the acceleration of women's empowerment.<sup>36</sup> Yet, these are not sufficient mechanisms to deal with the enormity of the challenge that confront the country.

### 3.3 Women and Human Rights

South Africa has a comprehensive human rights architecture through the adoption of several international and regional human rights treaties and legal frameworks, national legislation and institutions such as the Human Rights Commission (HRC) and the Commission for Gender Equality (CGE). These institutions are provided for under Chapter 9 of the Constitution. The CGE is tasked with the constitutional mandate to ensure respect, protection, promotion and

attainment of gender equality in the country. This also entails monitoring and evaluation of implementation of international and regional instruments acceded to by South Africa with the aim of promoting gender transformation.

Section 9 in Chapter 2 of the Constitution specifically provides the right to equality. The human rights framework, as important as it is, needs to be complemented with other measures

<sup>32</sup> Yara Tega Tsegay, Masiwa Rusare and Rashmi Mistry (2014) *Hidden Hunger in South Africa: The Faces of Hunger and Malnutrition in a Food Secure Nation*. Oxfam

<sup>33</sup> *Mail & Guardian*. “The Complex Insecurity of Hunger in South Africa”, 26 October 2018

<sup>34</sup> *Businessstech*. “There are officially more South Africans on social grants than working: IRR.” Available from [Biosnesstech.co.za](http://Biosnesstech.co.za)

<sup>35</sup> South African Government. Social Development. Available at <http://www.gov.za/about-sa/social-development>

<sup>36</sup> Department of Women, Republic of South Africa. *South Africa's Beijing +20 report. Progress made on the Implementation of the Beijing Declaration and Platform for Action and the Outcomes Document of the 23rd Special Session of the General Assembly in 2000*. January 2015, pg44





to transform the livelihoods of poor and disadvantaged populations, especially women, children and the youth. Challenges such as unemployment, poverty, inequality, access to basic services, sexual violence, crime and corruption act as barriers to the full realisation of rights to equality, human dignity and freedom.

South Africa played a “historical role in pushing for the promotion and protection of the human rights of the lesbian, gay, bisexual, transgendered, intersex, queer, asexual and other (LGBTIQQA+) community. It is the first African country to recognise same sex marri-

ages.”<sup>37</sup> However, because of negative social norms and stereotypes, the community in South Africa continues to experience wide-spread discrimination, harassment and violence, despite the Constitution's guaranteeing the rights to safety regardless of sexual orientation or gender identity.

Migrant women also continue to face discrimination, for example, the continued barriers to accessing public healthcare facilities which are in contradiction to a commitment in the Constitution to serve all those who reside within South Africa.



Pravina Makan-Lakhar facilitating a situation analysis session with women peacebuilders.

<sup>37</sup> Ministry in The Presidency: Women Republic of South Africa. National Assembly Questions for Written Reply. Question 44, 7 February 2019. Available at <https://pmg.org.za/files/RNW44-190311.docx>







### 3.4 Women and Violence

*The insensitivity of the police and double victimisation of complainants of sexual offences instil fear and doubt on the justice system as cases are often dropped and suspects discharged.*<sup>38</sup>

South Africa is a country prone to high rates of violence. Hoefler and Fearson note that “physical violence in societies is a much larger and more pervasive phenomenon than just civil war violence.”<sup>39</sup> South Africa's National Development Plan 2030 would like to see a situation in which: “in 2030, people living in South Africa feel safe at home, at school and at work, and they enjoy a community life free of fear. Women walk freely in the streets and children play safely outside.”<sup>40</sup> South Africa has a long way to go to achieve this goal.

The 2018 Global Peace Index (GPI), which measures the state of peace according to predetermined indicators that gauge the absence of violence or the fear of violence, placed South Africa at 125 out of 163 countries.<sup>41</sup> The 2019 GPI indicates that South Africa has become even more insecure, dropping by two places to 127. South Africa is often described as a “country at war with itself”. It is not in conflict with any other country nor does it have a civil

war, yet there is widespread violence and high death rates, often akin to that of countries in conflict.

The number of murders totalled 21022 in 2018/2019 up from 20 336 in 2017/18 and up from 19 016 in 2016/17.<sup>42</sup> This is an average of 58 murders a day. A total of 2771 women were murdered in 2018/2019 down from 2 930 murdered in 2017/18. A total of 1014 children were murdered.<sup>43</sup> In 2000, the murder of women in South Africa was five times the global rate.<sup>44</sup> This has, however, narrowed substantially. More men are murdered in South Africa than women. The femicide rate in South Africa, depending on source, in 2016, ranged from 12.1 to 14 women per 100 000 people.<sup>45</sup>

SGBV has reached endemic proportions and President Cyril Ramaphosa has declared it a national crisis and made a commitment to address it through the adoption of the National Strategic Plan on Gender-Based Violence and

<sup>38</sup> Quote from the Report of the Gauteng Provincial Dialogue: Women Peace and Security, May 2017. Consolidated Report of the Civil Society Provincial Findings on Peace and Security Matters affecting Women in South Africa. Unpublished  
<sup>39</sup> Hoefler, A. and Fearson, J. 2014. Conflict and Violence Assessment Paper; Benefits and Costs of the Conflict and Violence Targets for the Post-2015 Development Agenda, Copenhagen Consensus Centre. Working Paper, August  
<sup>40</sup> The Presidency of South Africa. National Planning Commission, 2012, The National Development Plan 2030: Our Future, Make it Work, pg 73  
<sup>41</sup> Institute for Economics and Peace. 2018. Global Peace Index: Measuring Peace in a Complex World. Available from <http://visionofhumanity.org/reports>  
<sup>42</sup> Africa Check. Fact Sheet: South Africa's crime statistics for 2017/18. Available at [africacheck.org](http://africacheck.org). published 11 September 2018  
<sup>43</sup> Africa Check. Fact Sheet: South Africa's crime statistics for 2018/2019 and 2017/18. Ibid  
<sup>44</sup> StatsSA. Crime Statistics Series Volume 5. Crimes Against Women in South Africa: An In-depth Analysis of the Victims of Crime Survey Data 2018  
<sup>45</sup> Africa Check Femicide in South Africa has not increased by 117%” 23 August 2018. Reprinted in IOL. Available at [iol.co.za](http://iol.co.za)





Femicide in 2020. The NSP is centered around 6 pillars, namely, Accountability, Coordination and Leadership; Prevention and Rebuilding the Social Cohesion; Justice, Safety and Protection; Response, Care, Support and Healing; Economic Power; and Research and Information Management. According to the UN Declaration on the Elimination of Violence against Women (DEVAW), GBV is “any act ... that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”<sup>46</sup> However, while it is acknowledged that most acts of SGBV are perpetrated by men against women, not all victims of GBV are female.

A total of 52 420 sexual offences were recorded in South Africa in 2018/2019 (up from 50 108 in 2017/18) of which 41583 were rapes, up from 40 035 in 2017/18. An average of 114 rapes were recorded on a daily basis (though the accuracy of the statistics is questionable because of underreporting).<sup>47</sup> The 2016/17 Victims of Crime Statistical Release indicated that 250 out of every 100 000 women were victims of sexual offences.<sup>48</sup> SGBV attacks on the young, the elderly, the disabled and the LGBTI community are widespread in South Africa. Domestic violence is also widespread but crime statistics do not reflect it as a specific crime category. Human trafficking, trafficking in body parts and cyber insecurity, all present challenges that need to

be dealt with. There is, however, no reliable data on their extent. In 2013, the Prevention and Combatting of Trafficking in Persons Act was legislated and hopefully will go some way in mitigating the challenge.

South Africa has instituted many initiatives to combat SGBV. These include specialised Family Violence, Child Protection and Sexual Offences units, Thuthuzela care centres, specialised sexual offences courts, a National Command Centre on GBV, numerous action plans and campaigns and a Presidential Summit against GBV and femicide precipitated, by the protest action led by women and gender non-confirming persons under the banner #TotalShutdown in August 2018. However, the quality of the facilities and services provided, as well as budget allocations, monitoring and evaluation and coordination remain inadequate.<sup>49</sup> In many cases they do not meet the standards of the Essential Services Package, a guidance tool identifying the essential services to be provided to all women and girls who have experienced gender-based violence, including services that should be provided by the health, social services, police and justice sectors<sup>50</sup>. South Africa's 2015 Beijing +20 report noted that “the prevention of gender-based violence should go beyond providing services to the victims. There is a need for the society at large to participate in the prevention of gender-based violence, including of men and boys. The programmes should address issues of cultural norms, stereotypes and patriarchy.”<sup>51</sup>

<sup>46</sup> United Nations, 1993, “Declaration on the Elimination of Violence against Women”. Available at: <http://www.un.org/documents/ga/res/48/a48r104.htm>

<sup>47</sup> Africa Check. Fact Sheet: South Africa's crime statistics for 2018/19. Op cit

<sup>48</sup> StatsSA, Crime Statistics Series Volume 5. Crimes Against Women in South Africa: An In-depth Analysis of the Victims of Crime Survey Data 2018

<sup>49</sup> South African Human Rights Commission. Unpacking the Gaps and Challenges in Addressing Gender Based Violence in South Africa. April 2018

<sup>50</sup> Recommended by the UN Joint Programme on Essential Services for Women and girls subject to violence

<sup>51</sup> Department of Women, “Republic of South Africa. South Africa's Beijing +20 report. Progress made on the Implementation of the Beijing Declaration and Platform for Action and the Outcomes Document of the 23rd Special session of the General Assembly in 2000”. January 2015







There are also numerous interventions by civil-society organisations, including service providers, community-based organisations, faith-based organisations, and research and advocacy institutions. The majority of these organisations assist victims of SGBV or provide training to other service providers, the police and government departments. These interventions generally provide the following services based on:

- gender rights awareness of the various acts promulgated to address GBV
- provision of shelters for abused women and girls
- skills development for abused women and girls
- psychosocial support services
- paralegal and court support for victims seeking justice.<sup>52</sup>

The Ministry of Women has noted that, “in trying to address SGBV, South Africa needs more detailed recording, analysis and dissemination

of disaggregated statistics on sexual and domestic violence, so that SGBV can be tracked methodically and responded to more effectively. There should also be a shift in focus from the reduction of sexual and domestic violence crimes to encouraging prevention and reporting and to providing a quality service to all victims of these crimes. This will necessitate a change in how police performance is measured.”<sup>53</sup>

The first response to SGBV is generally a policing one. However, there has to be more emphasis on changing social norms and behaviour and addressing violent masculinity. Moreover, one cannot expect to reduce violence against women without addressing more widespread violence and/or the larger societal issues that we confront. This NAP seeks to reinforce the existing frameworks on SGBV, provide protection and support for women experiencing violence, and to begin to address some of the behavioural changes required.

<sup>52</sup> See the Background Document to the Development a National Action Plan on Women Peace and Security in South Africa developed by the Civil Society NAP Steering Committee for UN Women in 2015, and which has informed this situational analysis

<sup>53</sup> Ministry in The Presidency: Women Republic of South Africa. National Assembly Questions for Written Reply. Question 44, 7 February 2019. Available at <https://pmg.org.za/files/RNW44-190311.docx>





## Points emerging from Civil Society Dialogues on Women, Peace and Security

Women have little confidence in the law enforcement and justice institutions in conducting prosecutions that will yield appropriate convictions and sentences.

Forced child marriages, abduction and virginity testing are traditional practices that are in conflict with the Constitution.

Young children's bodies are being sought for body parts. These practices need to be abolished.

Each year hundreds of thousands of women and children are trafficked and enslaved, millions more are subjected to harmful practices.

The elderly are victims of crime, rape, robbery and murder.

It is necessary to deal with gangsterism and substance abuse as issues fueling violence.

People with disabilities have challenges that need adequate responses. Engage people with disabilities in the WPS agenda.

It is vital to address the myth that HIV is cured by having sexual intercourse with young women.

The *Blessers* syndrome has become widespread.

Xenophobia needs to be adequately addressed and refugees and migrants needs must be taken into account in the NAP.

Social cohesion programmes need to be encouraged.

Men must be involved in SGBV campaigns.

The Women's Movement must be reinvigorated.

Patriarchal structures must be addressed, including those perpetuated by religious communities.

Availability and affordability of sanitary products for young women is a concern.

It is necessary to have more dialogues and consultations with local women on how to address their security needs

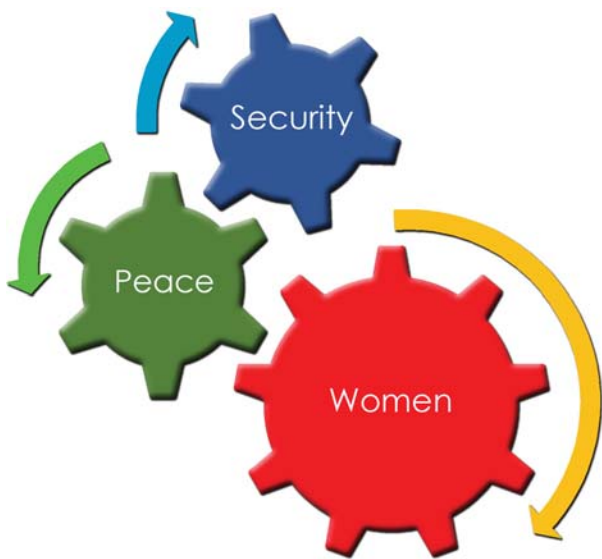






#### 4. WOMEN AND PEACE AND SECURITY STRUCTURES AND PROCESSES





There is a long history of women's engagement in peace and security in South Africa. Women's contributions to the quest for freedom, dignity and justice, from the outset of these struggles, are well established and documented. Women's roles in both the liberation armies and in the South African Defence Force (SADF), prior to 1994, have also been studied and elaborated upon. The rise of South African women in the security sector, post 1994, however, should not be assumed as a natural progression. There were many specific and deliberate interventions that enabled the high levels of women's representation in this sector.

As previously mentioned, a decisive step was to ensure representation and participation during the peace talks so that women's interests could be represented. During these talks, women negotiated for the right to be part of a reconstructed security sector, especially the defence force, and to occupy positions of

combat. Women's equality was also entrenched in the Constitution, providing the legal framework with which to ensure a more gender-representative security sector. The *White Paper on Defence* (1996) and the *Defence Review* (1998) "provided the platform for gender transformation in the SANDF."<sup>54</sup> An Equal Opportunities Directorate (later renamed the Chief Directorate: Transformation Management) was established in the SANDF in 1997, under the leadership of the first woman Major General, Jackie Sedibe. SANDF adopted a Gender Mainstreaming Policy in 2008, which called for 30% representation of women in decision-making structures of the institution. These policy frameworks and organisational structures, along with dedicated champions of the promotion of women, paved the way for the advancement of women in the defence force. Similar employment equity and affirmative action policies and programmes can be tracked for women in other security institutions in the country. Through these efforts, South Africa is able to show substantive progress in terms of the number and ranking of women in the security sector.

The SANDF, for example, increased women's representation from 12% in 1994 to 30% in 2019. Although the majority of women are still in support staff functions, the ministry also has women commanders and fighter pilots. Lt Col Catherine Laubuschagne is the first fully qualified female fighter pilot in the SANDF and the first woman to fly a Grippen solo.

The proportion of women in combat posts are approximately 21.08%. There are currently six

<sup>54</sup> Cheryl Hendricks. 2012. "Transformation of Gender Relations in the Defence Force: Real or Presumed?" Gender and Peace Building in Africa Occasional Paper Series 4. Pambazuka Press





(out of 40) women major generals and 46 (out of 172) brigadier generals. There are, however, no women as three- star generals. The SANDF set a target to recruit 40% women at entry level as part of the Military Skills Development System. This has potential to serve as a feeder system to ensure gender representation throughout the ranks.<sup>55</sup> This targeted recruitment approach has largely been successful in bringing women into the SANDF.

The Minister of Defence and Military Veterans, Nosiviwe Mapisa-Nqakula, has held this position since 2012. She was previously Minister of Correctional Services.

*Women's representation in SANDF moved from 12% in 1994 to 30% by 2019.*

*21.08 % women in combat positions*

*6 (15%) women out of 40 Major Generals*

*46 (26.7%) out of 172 Brigadier Generals*



Dr Phumzile Mlambo-Ngcuka, first woman Deputy President of South Africa, now Executive Director of UN Women and United Nations Under-Secretary-General with women from Security Sector in South Africa during an event on women’s participation on peace enforcement in New York - October 2019.

<sup>55</sup> Department of Defence Annual Transformation and Equity Report 2018/19





Women have also made marked progress in the police ranks. In the 2017/18 reporting year, women constituted 36.7% of the police force (71012 of 193297). The SAPS only had 12% women representation in 2000. Two out of five (40%) of the deputy national commissioners are women, four of the eight (50%) provincial commissioners are women and six (35%) of the 17 divisional commissioners are women. Of those holding the rank of Major General, 78 of 199 (39%) are women, while 241 of 678 (36%) brigadiers are women.<sup>56</sup> It is reported that in December 2018 two women were promoted to the rank of Lieutenant General.<sup>57</sup>

The South African Police Service (SAPS) has been able to make marked progress in representation because it reserves 40% of all training spaces for women to ensure greater mobility to middle and senior management. Seventy per cent (70%) of all spaces in the Emerging Leadership Programme are reserved for women, and it has created gender structures to assist with recruiting women (these structures have merged into the SAPS Women's Network).<sup>58</sup> Both the SANDF and SAPS have hosted conferences that have sought to bring women together to discuss their challenges and share best practices. In subsequent years, the Department of Defence also included male counterparts in their annual conferences in order to solicit their support for the advancement of

gender equality. A key recommendation is the importance of hosting more regional conferences and workshops so that the networks of women in the security sectors can grow stronger - they form a key support structure for the gender transformation of these institutions.

Despite the high proportion of women compared to most countries in the world, SAPS encounters many challenges. Its militarised culture has a negative impact on gender relations within the institution; and some of its own officers have engaged in criminality and violence against women. Further, it is short-staffed and therefore has inadequate capacity to deal successfully with the crime situation in South Africa. SAPS requires a more effective response to addressing and preventing SGBV. There is a need to rebuild trust relationships between the community and SAPS and for SAPS to engage communities more in the fight against crime and SGBV.

*70% of all spaces in the Emerging Leadership Programme are reserved for women*

<sup>56</sup> South African Police Service. Annual Report 2017/18

<sup>57</sup> Njilo, N. 2018. Two female police officers appointed in top positions. Available at <https://timeslive.co.za/news/south-africa/2018-12-23-two-female-police-officers-appointed-in-top-positions/>

<sup>58</sup> From [http://www.saps.gov.za/resource\\_centre/women\\_children/overview\\_women\\_network.php](http://www.saps.gov.za/resource_centre/women_children/overview_women_network.php)

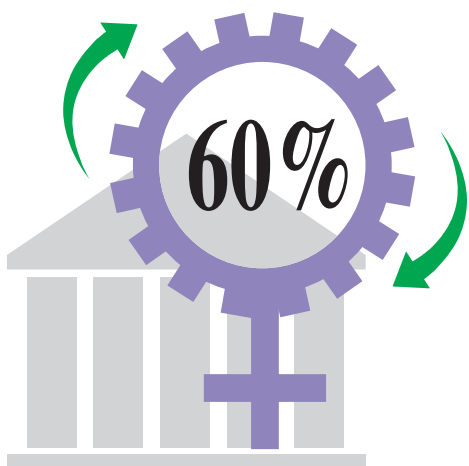




“Despite decades of struggle for women's rights to equality, judicial processes worldwide are often shot through with awful gender stereotypes. This seriously affects women's economic empowerment, which is a key area that even controls all other aspects of women's empowerment. We need to have a balance sheet of women's progress, what we have achieved, and what we have failed to achieve.”

13th Annual Conference of the South African Chapter of the International Association of Women Judges, held on Polokwane. Cited in “Call for Improved Women's Representation in Judiciary.” SABC 13 August 2017

The justice sector has recently witnessed an increase in women's representation. In the Constitutional Court, four of the 10 (40%) judges are female, and in the Supreme Court, six of the 22 (27%) justices are women. President Ramaphosa, in 2019, announced the appointment of five judges to the Supreme Court of Appeal of whom three are women (60%), showing a commitment to gender transformation in this sector.<sup>59</sup>



In 2018, South Africa had 75 sexual offences courts and it intended to establish another 14.<sup>60</sup> South Africa has nine women's prisons and women constitute approximately 2.6% of the prison population. The Department of Correctional Services had a staff complement of 39 508 in the 2017/18 financial year of whom 35.6% (14 097) were women.<sup>61</sup> The Ministries of Justice and Corrections were merged in 2019.

South Africa, therefore, although still below 50/50 representation, has made considerable strides in getting women into the security sector. The next step is to create an enabling environment for women to thrive in it, which includes to transform the ways in which these institutions respond to violence against women, and protect the elderly, young, disabled and LGBTIQAA+, migrant and other marginalised communities.

<sup>59</sup> “These are the 5 judges appointed by Ramaphosa to the Supreme Court of Appeal,” News 24 21/06/2019

<sup>60</sup> Address by the Minister of Justice and Correctional Services during the Department Budget Vote 2018/19. 10 May 2018. Available at <https://www.polity.org.za/.../sa-michael-masutha-address-by-minister-of-justice-and-c...>

<sup>61</sup> Department of Correctional Services. Annual Report 2017/18





## 4.1 South Africa's Role in Conflict Management

South Africa has committed itself to the maintenance of regional and international peace and security through its participation in multi-lateral forums tasked with this responsibility - the United Nations (UN), African Union (AU) and

Southern Africa Development Community (SADC). The country has engaged in peace-support operations in, among others, Burundi, Sudan (Darfur), DRC, Central African Republic (CAR), Comoros and Liberia.<sup>62</sup>



Major Caroline Komsana, Chief Civilian-Military Coordination Officer and Gender Focal Point for Sector North Headquarters, engaging young girls in Darfur, the Sudan.

Over the years, South Africa has reduced the number of missions it participates in and the number of peacekeepers it deploys. It currently deploys primarily to the DRC and has around

1145 peacekeepers in UN missions missions of which 186 (16%) are women (UNDPKO statistics as at June2020).

<sup>62</sup> Available at: <http://www.gcis.gov.za/content/newsroom/media-releases/media-briefings/peace-31mar2014>







SA Women Peacekeepers.



SA Women Peacekeepers.







Lieutenant Dimakatso Maila the only Female Platoon Commander of RSA BATT FIB on foot patrol engaging with woman outside about the movement of the Illegal armed grouping

In December 2018, South Africa had deployed 157 women, including a commander in the DRC (as part of the Force Intervention Brigade), 14 in Darfur and eight in South Sudan. In terms of the absolute numbers of women deployed, the country does reasonably well. Its contingents have always consisted of between 14% to 20% women. It has the ability to reach at least the 30% mark for women's participation in peace-support operations. In 2018, the SANDF promoted a second female as Platoon Commander who was deployed to the DRC. South Africa has joined the contact group for the Elsie Initiative for Women in Peace

Operations (aimed at promoting the role of women in peace operations) as well as the UN Secretary-General's Circle of Leadership on the Prevention of, and Responses to, Sexual Exploitation and Abuse in UN Operations. With South Africa serving in the UNSC again (2019 - 2020), it is expected that during that period, the country will play a more prominent role in peacekeeping: in terms of both the number of peacekeepers it deploys and in revisiting how peacekeeping is being conducted, particularly in those areas where there is no peace to keep. This would enable the country to chart a much-needed new peace agenda.





Lieutenant Dimakatso Maila at Kasai Province in Kananga at transit camp painted a hospital as part of Mandela Day project

It is critical that the government pays more attention to supporting the families of women who are being deployed, and to ensure adequate training and facilities for women when they are deployed. There is pressure for authorities to take active steps to deal with the increasing number of incidents of South African peacekeepers accused of misconduct and/or Sexual Exploitation and Abuse in mission areas. This includes putting in place measures to ensure support for children born out of these circumstances.

South Africa has also been an important broker in peace-making efforts across Africa. The tools that have been applied for peaceful conflict management include the use of diplomatic offices, consultations through ad hoc missions or special envoys, and mediation (formal and quiet diplomacy). Despite its own history of

having 30% female representation at peace negotiations, South Africa has not been that adamant in promoting women's inclusion in peace processes elsewhere on the continent. For the most part, it relied on initiatives promoted by civil-society organisations, such as South African Women in Dialogue (SAWID) to push this agenda. During the last decade, however, South Africa's formal and informal roles in mediation efforts have somewhat contracted on the continent. The country is no longer called upon as often as it was to mediate in the many ongoing conflicts, nor is its civil-society organisations as prominent in their engagements in this sphere as they were a decade ago. Organisations such as ACCORD and the Institute for Security Studies (ISS) continue to do training and research but the activism that mobilised hundreds of women in solidarity support networks has dissipated. Other organisations





“ The security sector of conflict and post-conflict countries must be reformed to prevent and better respond to sexual violence. In order to build effective, non-discriminatory and representative security institutions, it is essential to provide personnel with effective and sustainable gender training and capacity building. Access to justice for survivors of sexual violence would also contribute meaningfully to a well-functioning and gender-sensitive security framework. Due to the inextricable link between sexual violence in conflict situations and gender inequality, South Africa, therefore, advocates for the equal and meaningful participation and full involvement of women in all efforts for the maintenance and promotion of peace and security.”

Statement by South Africa during the UNSC Open Debate on “Women Peace and Security: Sexual Violence in Conflict”. 23 April 2019



Dieketseng Diale, of Lady of Peace Foundation, discussing strategies they use to localise UNSCR1325.





such as the Centre for Conflict Resolution (CCR), previously well known for their role in mediation on the continent and domestically in the 1990s, no longer exist.

DIRCO and ACCORD still train mediators, though many are yet to be deployed. On 8 March 2019, 36 women leaders and diplomats from different countries on the continent graduated from the South African Diplomatic Academy following one month's training in Conflict Resolution, Mediation and Negotiation. This number adds to the about 500 women who have been trained in mediation since 2014. Between February and March each year, South Africa trains leaders and diplomats and in July and August women from civil society. These women join the hundreds of other trained women peacebuilders whom form a pool that can be utilised more effectively in the conflict management of the many local, national and regional conflicts on the continent.

There is a need to rebuild the country's capacity to engage in peace-making and to reconstitute a women's peacebuilding movement that is able to provide support and capacity, and respond appropriately to unfolding events on the continent. Given the dominance of "repeat mediations," women have an opportunity to be at the forefront of thinking through more innovative and sustainable ways of bringing about peace beyond their mere inclusion in these processes. Much of this is in the area of conflict prevention where women can play a far more active role if trained and mobilised in appropriate ways. Organisations such as SAWID provided a continental and national solidarity that is a key component of healing, peace and reconciliation. These kinds of solidarity initiatives must be reinvigorated and strengthened. The

launch of the African Women in Dialogue (AWID), in 2018, is one such step in this regard. These initiatives need to be accompanied by the rebuilding of a comprehensive national peace infrastructure that is gender sensitive.

This NAP calls for the establishment of a National Peace Centre that can be at the forefront of reviving, strengthening and building South Africa's peace infrastructure and in driving a peace agenda nationally, regionally and internationally. There is an opportunity for South Africa to be more focussed on the institutions, policies and programmes required to promote peace in local communities, and in its engagements internationally, and not merely those designed to promote security. It is through such collective response mechanisms that the country will begin to meaningfully address the security challenges at home and abroad.





## South African Women in Dialogue

SAWID was formed in July 2003 as a non-partisan, independent women's platform committed to improving the position of women, solidarity and experience-sharing between women in conflict areas. It is based on a vision of "South African Women, united in our diversity, and acting together for a better future."

SAWID's Pan African Peace and Reconciliation Forum emerged out of the support of South African women towards their Congolese sisters who were attending the Inter Congolese Peace Dialogue (ICD) in Sun City in 2002 and 2003. A five-day Peace and Reconciliation dialogue was held between 125 Congolese women and 200 South African women. The women held a public demonstration on 6 March 2003 at the Union Building grounds to demand that the ICD sign the draft Constitution and the Memorandum on the Army and the Protection of Institutions. The Comprehensive Inclusive Pretoria agreement was signed at midnight on 6 March 2003. SAWID continued with its peace interventions and solidarity missions with the women of Burundi in 2004, Liberia Truth and Reconciliation Commission in 2006, and Sudan/South Sudan 2006 – 2011.

In July 2008, after the brutal attacks on various African nationals in South Africa, SAWID convened a Women's Peace Dialogue in Alexandra, where the violence had started with the theme, "Grounding Peace in our Communities."

The Alexandra Peace Dialogue in July 2008 highlighted the following causes for concern:

- Thousands of people in South African communities increasingly suffer from unemployment, poverty, and inadequate social services, including housing.
- There are tensions between the sexes and generations. Youth die, kill, and are killed. Women, the elderly and children (girl children in particular) are raped, maimed and killed.
- More and more communities are shaken by corruption in politics and business.
- It is increasingly difficult to live together peacefully in communities because of social, racial, and ethnic conflicts, the abuse of drugs and alcohol, organised crime and even lawlessness. There are inadequate institutional arrangements for strengthening peace efforts. Hope for a lasting peace among communities is slipping away from us.
- The environment continues to be ruthlessly spoiled with the threat of a collapsing ecosystem. Mrs Zanele Mbeki founded the African Women in Dialogue in November 2008 as a "platform for mutual sharing and learning in order for each one of us to go and take constructive action in our lives and spaces back home."





## The Gertrude Shope Annual Dialogue Forum



The Gertrude Shope Annual Dialogue Forum (GSADF) was established in August 2015 after successful meetings by women who participated in the previous Conflict Resolution, Negotiation, Mediation and Constitution Drafting training programmes that are provided by DIRCO.

The GSADF builds momentum on progress made on issues related to the Women, Peace and Security (WPS) Agenda. It is also an important vehicle to contribute to policy development and promotion at national and regional levels, including United Nations (UN) Security Council Resolution 1325 (UNSCR 1325), the African Union (AU) Agenda 2063 and Silencing the Guns by 2020.

Over the past years, the GSADF managed to bring women from different countries, seized with issues around WPS, to better share experiences. The Forum has also inspired many women mediators, and led to the creation of a number of Women's Mediation Networks across the globe, including the Nordic Women Mediators Network; FemWise; the Commonwealth Women Mediators Network amongst others.

The 5th Gertrude Shope Annual Dialogue Forum held from 06-08 August 2019 in DIRCO provided resolutions that spoke to the aims and objectives of the Forum, and also provided recommendations to be considered for incorporation into South Africa's National Action Plan (NAP).

As part of the resolutions of the 5th GSADF, the Gertrude Shope Peace and Mediation Network was launched in 2019. The Network will be a chapter of FemWise Africa and be associated with other networks globally. It will also provide a platform for SA and African women mediators to engage and advance the WPS Agenda, locally and internationally.



Delegates at the Gertrude Shope Annual Dialogue on Conflict Resolution and Peace-making, Pretoria, 6 - 9 August 2019. (Front row L to R) Mm. Bineta Diop - AU special envoy on WPS, Mrs Zanele Mbeki - founder of Zanele Mbeki Foundation and SAWID, Gertrude Shope, Ms Nosiviwe Mapisa-Nqakula, Minister of Defence and Military Veterans.







Gertrude Shope annual dialogue forum.



Gertrude Shope graduate receives certificate from Minister of DIRCO, Dr Naledi Pandor at the graduation ceremony following training on Conflict Resolution, Negotiation, Mediation and Peacebuilding, August 2019.

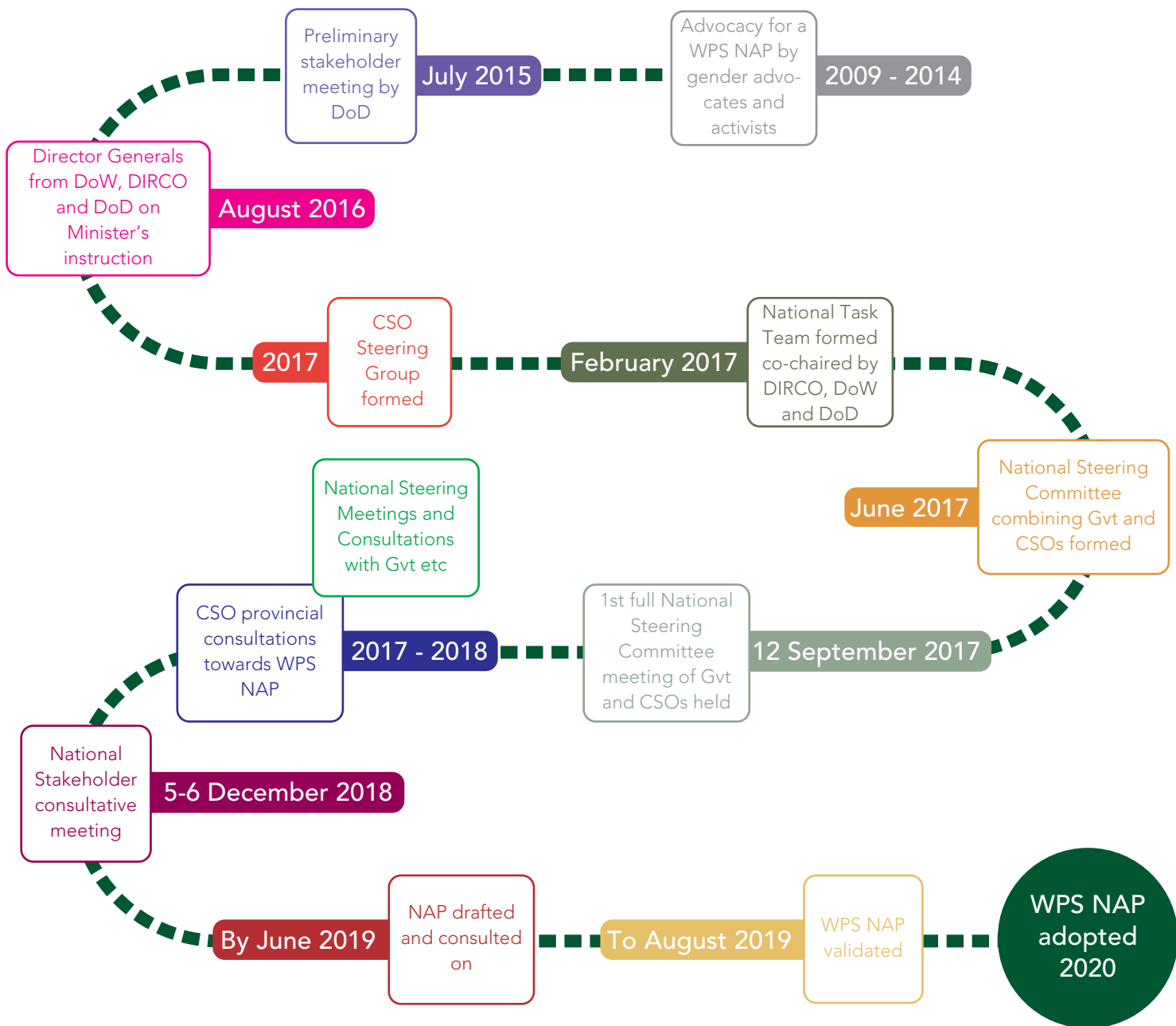






5. THE NATIONAL ACTION  
PLAN ON WOMEN, PEACE  
AND SECURITY





## 5.1 Process for Developing the National Action Plan on Women Peace and Security

The process for developing the NAP on Women, Peace and Security in South Africa has taken several years dating to 2009. Initial discussions centred around whether South Africa needed a NAP, which government department should lead the process, and the focus of the NAP.

In July 2015, the DoD held a preliminary stakeholder meeting to discuss the need for a NAP and the process for its development with support from UN Women. Officials from the DoD, SAPS and the DoW, as well as civil society were present at these deliberations. In August





2016, three directors-general (DGs) met from DIRCO, DoW and DoD, including the Special Adviser to the Minister of Defence, following a recommendation from the Minister of Women in The Presidency.

The DGs agreed on the need for a coordinating framework for implementing the UNSCR1325 and subsequent resolutions. The purpose of the meeting was to agree on the process to be followed and to determine the lead department.

Following further consultations, a multi-departmental national task team was set up constituting the DoD, DoW and DIRCO as co-chairs to drive the process. UN Women South Africa Multi-Country Office served in a technical advisory role. The work of the task team began in February 2017 when Terms of Reference and roles and responsibilities were agreed upon. At a meeting held on 7 June 2017, a National Steering Committee was formed consisting of 11 key departments and civil society (among them were the Foundation for Human Rights (FHR), CGE, SAWID, Human Rights Institute of South Africa and GRIP-Rape Intervention Programme). Prof. Cheryl Hendricks served as the expert on WPS on the task team.

Civil society was instrumental in continuously advocating for the development of the NAP. Over the years, civil society was at the forefront of the advocacy for a NAP to implement UNSCR 1325 in South Africa. In 2017, civil society organised themselves into a steering group to collate inputs for the NAP. Supported by UN Women, and under the leadership of the FHR,

civil society held a series of provincial consultations in order to obtain inputs from a cross section of women on the sources of insecurity and what needed to be done. When the National Steering Committee on WPS was established, representatives from civil society's Steering Committee joined the national body. The first full multi-sector National Steering Committee meeting took place on 12 September 2017.

After the provincial consultations were concluded, a national consultative workshop towards the development of a National Action Plan on WPS was held in Pretoria from 5 to 6 December 2018. Following discussions on the nature of the NAP and the pillars of the WPS, the multi-stakeholder consultative meeting established a Drafting Team which drew from the outcomes of the consultations. A further consultation was held on the Zero Draft on 25 June 2019. The NAP was validated on 2 August 2019 at an event officiated by the Ministers of International Relations and Cooperation, Defence and Military Veterans, and Youth and Persons with Disability.

While the process of developing the NAP has taken long, this has had value, for it built consensus between civil society and government departments on the process of development and issues to be covered by the NAP and it could also draw on the experiences and lessons of other countries. The drafting of the NAP also served as a renewed source of inspiration for galvanising women into participating in the development of policies and programmes that have implications on their peace and security.







Validation of the SA WPS NAP 2 August 2019, DIRCO's OR Tambo Building, Pretoria



Multi-stakeholder Consultative Conference, December 2018, DIRCO's OR Tambo Building, Pretoria





## 5.2 Vision, Mission, Objectives and Guiding Principles

### Vision:

Sustainable peace, security and equality for women, girls and gender non-conforming persons.

### Mission:

To create a safer and peaceful South Africa, Africa and world for women, girls and gender non-conforming persons; enable meaningful participation for women in peace processes; and prioritise their needs, experiences and agency in all conflict and non-conflict contexts.

### Objectives:

- To promote, protect and respect an inclusive, safe and peaceful society by operationalising the WPS Agenda in South Africa;
- To implement, evaluate and report on agreed-upon WPS frameworks at international, continental and regional levels;
- To ensure the full and meaningful participation of women in peace and security processes, structures and institutions at all levels;
- To establish and implement effective conflict management institutions, systems and processes;

- To prevent violence against women, girls and gender non-conforming persons and protect them in all situations;
- To position and promote South Africa as a credible international leader on issues related to WPS;
- To ensure an integrated and coordinated approach to, and the utilisation of best practices towards information and knowledge management for WPS.

### Guiding Principles:

- Uphold and respect the human rights and human dignity of all;
- Promote, maintain and defend gender equality;
- Protect and empower women, girls and gender non-conforming persons;
- Listen and respond to the needs of women, girls and gender non-conforming persons' voices with an intersectional lens;
- Inclusive and responsive peace and security processes and institutions;
- Appropriate redress for victims of SGBV;
- Enhance accountability.

## 5.3 Matrix of the National Action Plan on Women Peace and Security

South Africa's NAP is framed around the four pillars of the WPS Agenda: Participation, Prevention, Protection and Relief and Recovery. Within these four pillars, it lists seven priority areas and 21 specific strategic objectives. Each

strategic objective in turn has a number of associated activities, the expected outcome, time frame for delivery and key actors for implementation. The NAP provides a holistic approach to ensuring women's peace and



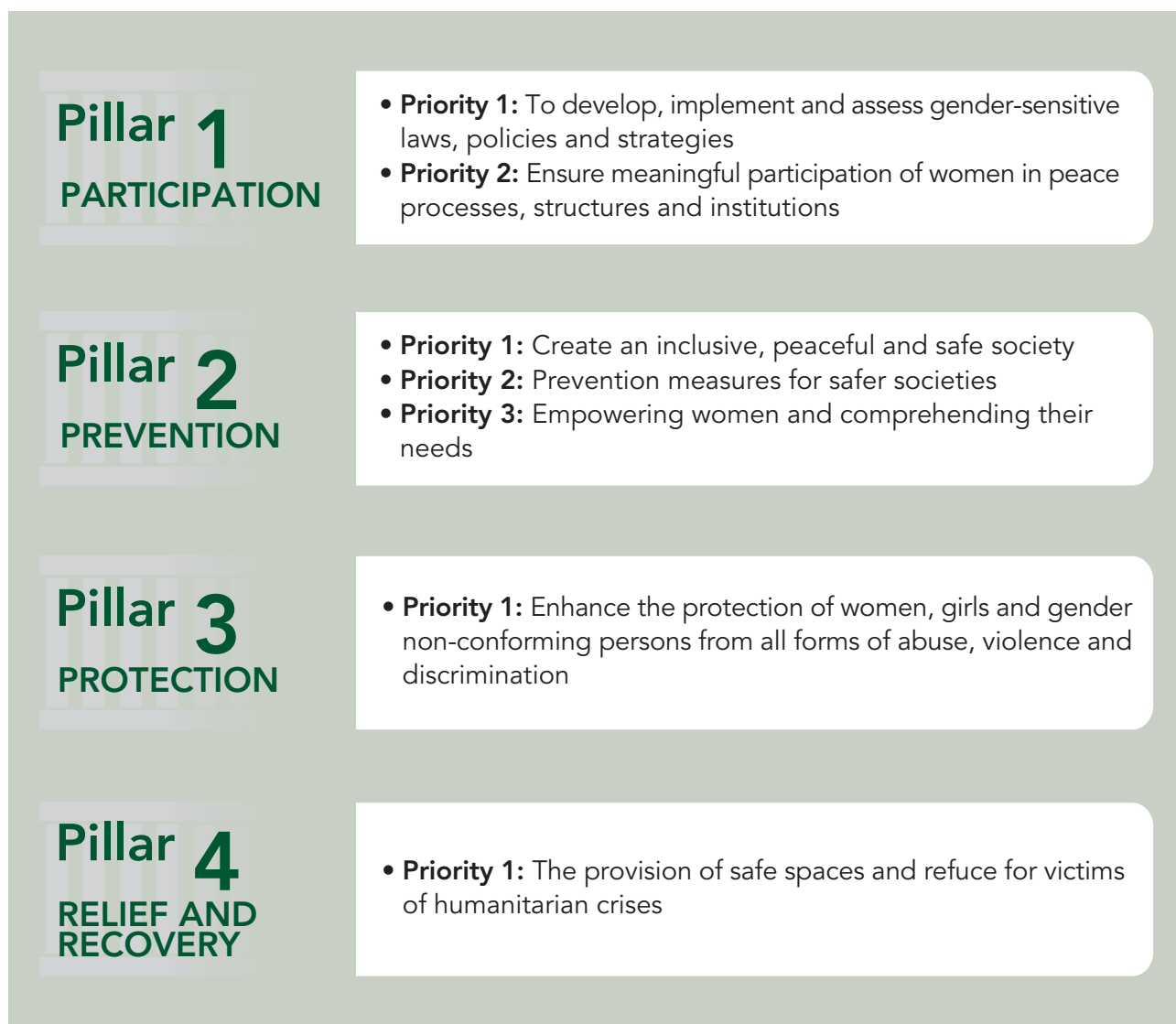




security by emphasising both internal and external dimensions, soft security and hard security, reviewing what is required (and can be reasonably achieved in the time frame) in terms of policies, institutions, processes and behavioural change and, situating the WPS Agenda

within broader national, continental and international peace and security structures and processes. It assumes that women cannot be at peace or safe and secure when the societies they live in are not of that nature.

Diagram 1: Pillars and Priority Areas of the NAP

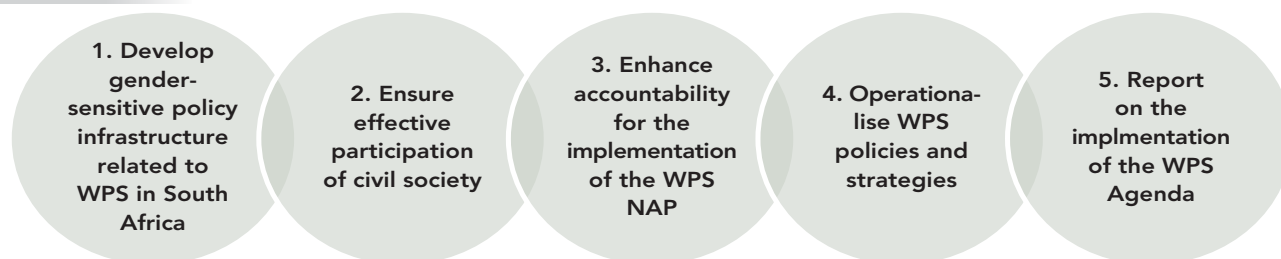




## OBJECTIVES:

### PILLAR 1. PARTICIPATION

**Priority 1:** To develop, implement and assess gender-sensitive laws, policies and strategies

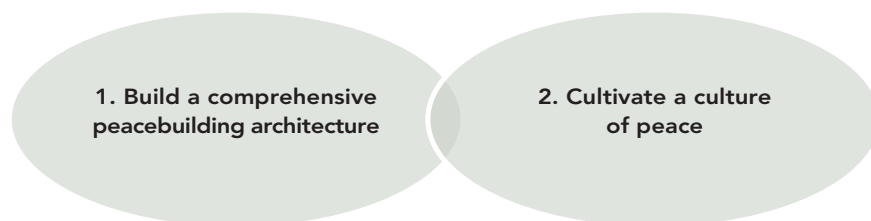


**Priority 2:** Ensure meaningful participation of women in peace processes, structures and institutions



### PILLAR 2. PREVENTION

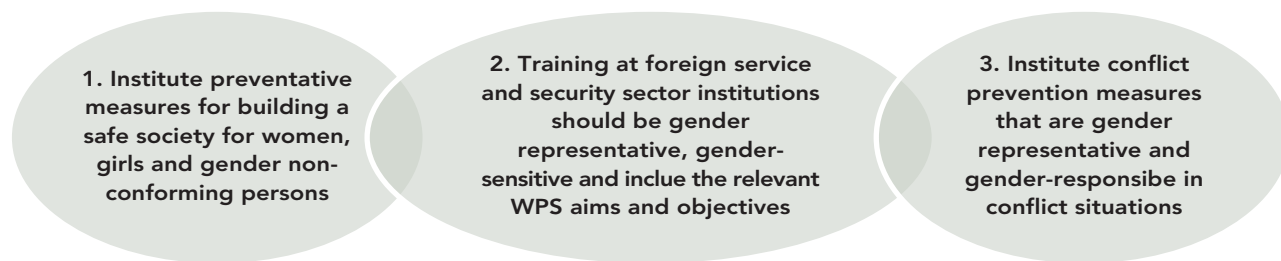
**Priority 1:** Create an inclusive, peaceful and safe society



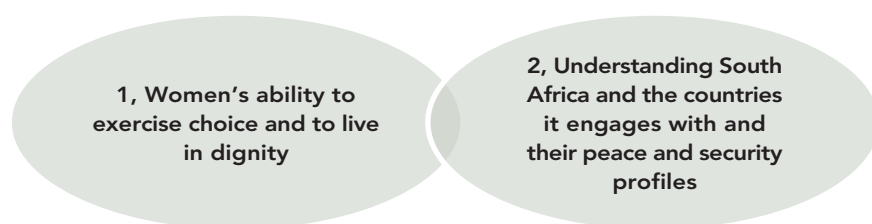




### Priority 2: Prevention measures for safer societies

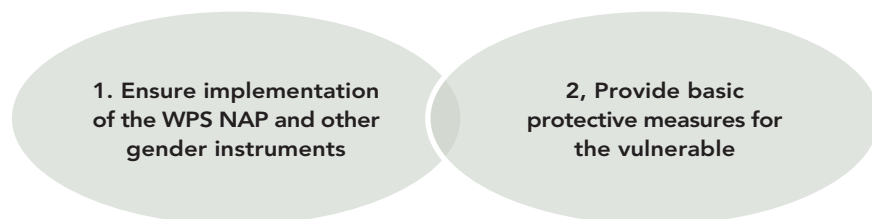


### Priority 3: Empowering women and comprehending their needs



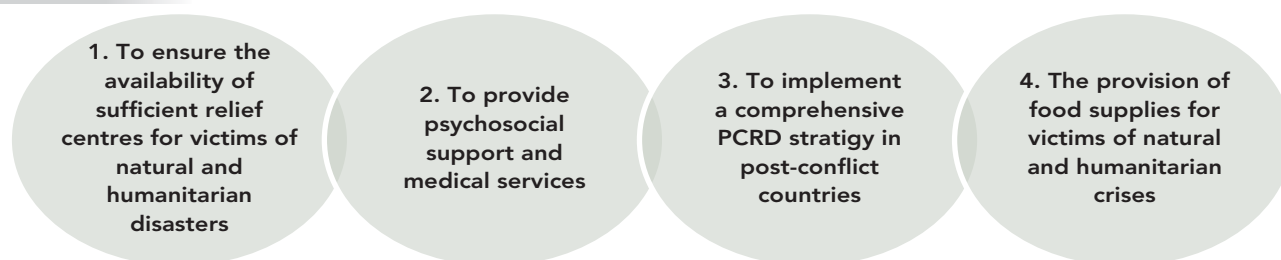
## PILLAR 3. PROTECTION

**Priority 1:** Enhance the protection of women, girls and gender non-conforming persons from all forms of abuse, violence and discrimination



## PILLAR 4. RELIEF AND RECOVERY

**Priority 1:** The provision of safe spaces of refuge for victims of humanitarian crises





## 5.4. Matrix for the National Action Plan on Women Peace and Security: 2020-2025

PILLAR 1: Participation					
Priority Area 1.1: To develop, implement and assess gender-sensitive laws, policies and strategies					
Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
1.1.1 Develop a gender-sensitive policy infrastructure related to WPS in South Africa	Review the foreign policy and ensure it is gender-sensitive	International relations that promote women's participation in international affairs and protects national, regional and continental interests in a gender-responsive manner	Cabinet-approved gender-sensitive foreign policy is in place	2020	<b>Lead</b> DIRCO  <b>Other</b> Relevant government departments, CSOs and private sector
	Revise the <i>White Paper on Peace Support Operations</i> to ensure gender mainstreaming and gender responsiveness	Peace Support operations that promote women's participation and that strive to protect women in conflict and post-conflict situations	Approved Revised <i>White Paper on Peace Support Operations</i> in existence	2020	<b>Lead</b> DIRCO SANDF  <b>Other</b> International Cooperation, Trade and Security (ICTS) Cluster  Justice, Crime Prevention and Security (JCPS) Cluster
1.1.2 Ensure effective participation of civil society	Review and update gender-mainstreaming strategies in the security sector	Gender reprioritised in the security sector and strategies are updated to match the contemporary realities	Number of Gender-mainstreaming strategies in the security sector institutions that are updated through consultative processes	2021	<b>Lead</b> Security sector departments and agencies Parliamentary Oversight Committees  <b>Other</b> Civil-society experts
	Develop a gender-sensitive Conflict Management Strategy	A well-articulated, focussed, guided, coordinated and responsive approach to dealing with conflict internally and externally	Existence of an approved Conflict Management Strategy in The Presidency and a copy deposited at the envisaged Peace Centre  Indicators and mechanisms to track its implementation developed	2023	<b>Lead</b> Presidency DIRCO  <b>Other</b> Peace centre peace-building experts  Civil society







Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
					Women's organisations Department of Planning, Monitoring and Evaluation (DPME)
	Develop a Strategy for Post-Conflict Development Reconstructive Assistance that is gender-sensitive	Strategic, coordinated, integrated approach to PCRD that includes a focus on gender	Gender-sensitive post-conflict development Assistance Strategy developed, approved and implemented	2023	<b>Leads</b> DIRCO Treasury DPME  <b>Other</b> Experts on peacebuilding  Relevant civil society and women's organisations
	Establish a National Policy Forum on WPS from the three spheres of government, civil society and the private sector that feeds into the security cluster	Inclusive policymaking, addressing policy gaps, harmonising relevant policies and providing guidance for implementation on the WPS Agenda	National Policy Forum established with clear ToRs and meets once a year	2021	<b>Lead</b> DIRCO DPME CGE  <b>Other</b> Civil society  Private sector
1.1.2 Ensure effective participation of civil society	Strengthen civil society oversight on WPS	Civil society is effectively involved in the WPS Agenda; ensuring meaningful engagements between state and non-state actors	People-centred and people-driven WPS agenda	2020 - ongoing	<b>Lead</b> Presidency DIRCO SAPS DoD  <b>Other</b> Civil society  Private sector
1.1.3 Enhance accountability for the implementation of WPS NAP	Strengthen the relevant parliamentary oversight committees to ensure the implementation of WPS  Chapter 9 institutions monitor and assess progress on the implementation of the WPS Agenda	Successful compliance with the WPS NAP	Reporting of Oversight Committees and  Chapter 9 institutions include a focus on WPS	2020 - ongoing	<b>Lead</b> Parliament Chapter 9 institutions  <b>Other</b> Civil society
1.1.4 Operationalise WPS policies and strategies	Coordinate and implement laws, policies and strategies to address GBV through the	A comprehensive approach to eradicating GBV	GBV Council established and fully functional	2020 - ongoing	<b>Lead</b> Presidency DWYPD





Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
	GBV Council in line with the National Strategic Plan on GBV and Femicide		NSP GBVF is implemented by all stakeholders		<b>Other</b> Civil society
	Ensure that all security sector institutions have functioning and resourced gender units	Continuous and concerted efforts aimed at gender mainstreaming in security sector institutions	Resourced gender units with plans of action and monitoring and evaluation capacity	2021	<b>Lead</b> Security sector ministries  Chief of Staff  Parliamentary Oversight committees
	Develop a campaign and media strategy for the promotion of the SA WPS NAP	Greater awareness of the WPS NAP provisions and greater accountability	Campaign and media strategy developed, approved and implemented	2020 - 2020	<b>Lead</b> GCIS DIRCO  <b>Other</b> WPS NAP National Steering Committee  Civil society
	WPS Annual Peace Tables to assess implementation of the NAP	Inclusive consultation on the progress and challenges of women's peace and security	WPS Peace Tables hosted and report provided to the President	2020 - ongoing	<b>Lead</b> DIRCO SAPS SANDF DWYPD Peace Centre  <b>Other</b> CGE Human Rights CLR Civil society Private sector
1.1.5 Report on the implementation of the WPS Agenda	Provide timeous reports to the UN, AU, SADC and The Presidency on WPS	Enhanced accountability on WPS national and international obligations	Approved reports submitted, deposited and registered according to national and international commitments' timelines	2021 - ongoing	<b>Lead</b> DIRCO  <b>Other</b> Civil society
	Include a report on the implementation of the WPS NAP in the State of the Nation Address (SONA)	Political will and accountability towards implementation of WPS NAP	SONA reflects progress on implementation of the SA WPS NAP	2020 - ongoing	<b>Lead</b> Presidency  <b>Other</b> DIRCO
	Include the meeting of WPS obligations in the ministerial budget speeches	Political will for its implementation and assured accountability	Ministerial Budget speeches speak to WPS obligations	2020 - ongoing	<b>Lead</b> Parliament Respective ministries







## Priority Area 1. 2: Ensure meaningful participation of women in peace processes, structures and institutions

Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
1.2.1 Women's representation and participation at international and continental peace and security structures and processes	Develop a comprehensive baseline study on women in the peace and security sector and its related international and regional institutions and processes	Better understanding on current status of women's representation and participation peace and security	Baseline study conducted and results publicised	2021	<b>Lead</b> DIRCO  <b>Other</b> Experts on WPS
	Deploy women to UN, AU, SADC peace and security structures and processes  Provide training for women to be successfully deployed to these intergovernmental structures	Increased meaningful participation of women in peace processes	40% of women deployed to AU, UN and SADC structures and processes by 2025	2020 - ongoing	<b>Lead</b> DIRCO  <b>Other</b> Relevant departments  Experts on WPS
	Appoint women as Ambassadors/Permanent Representatives, Heads of Delegation and Defence Attachés	Increased women's participation in foreign missions	40% of women deployed in these positions in foreign missions	2020 - ongoing	<b>Lead</b> Presidency  <b>Other</b> DIRCO
	Use SA's role in international peace and security structures to advocate for the appointment of women as mediators/special envoys/head of peace missions/advisors, etc. (advocate for co-mediation for example)	More women engaged in international peace structures and processes (full peace continuum)	An increase of 10% of women appointed into these positions in four years (current baseline is below 10%)	2021- ongoing	<b>Lead</b> Presidency and DIRCO  <b>Other</b> Experts on WPS
	Ensure more women are trained in gender and disarmament and participate in international forums on the topic	More gender-sensitive approaches to disarmament in global bodies	Number of women trained on, and participating in, disarmament	2020 - ongoing	<b>Lead</b> DIRCO  <b>Other</b> Civil society
	To advocate for women in oversight bodies for peace and security and peacebuilding	Gender-sensitive policies and decisions in peace and security	10% increase of women in international oversight bodies (e.g. UNSC, AUPSC)	2023	<b>Lead</b> Presidency and DIRCO  <b>Other</b> Experts on WPS  Civil society
	To advocate for women's participation in peace	International and continental awareness for the need for	The number of times SA promotes women's participation	2020 - ongoing	<b>Lead</b> DIRCO





Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
	missions, election observation and conflict prevention	gender- balanced and responsive approaches in peace missions, conflict prevention and for election monitoring	in international and continental forums and high-level meetings		<b>Other</b> SANDF SAPS Justice & Correctional Services Civil society Experts on WPS
1.2.2 Women's representation and participation in national peace and security structures	Government to appoint more women to senior positions in the security cluster, including at ministerial and DG levels and in security sector institutions (police, defence, corrections, intelligence, home affairs, justice)	Women's senior representation in peace and security reflects country demographics	50% of women in aforementioned positions	2024	<b>Lead</b> Presidency  <b>Other</b> Security sector institutions  DPSA
	Departments to institute measures to ensure an environment in which women are able to thrive in security sector institutions	Retention and promotion of women in security sector institutions	Number of policies and programmes in place to promote a gender-inclusive environment in the security sector (e.g., retention, affirmative action, and promotion strategies; access of women to executive management courses, etc.)	2020 - ongoing	<b>Lead</b> Security sector institutions  <b>Other</b> Experts on WPS
	Government and civil society to train and deploy women in conflict prevention, relief and recovery and post-conflict reconstruction	Increase in number of South African women participating in these processes	Establish a baseline of women in these processes and work towards a 20% increase on the baseline	2020-2024	<b>Lead</b> DIRCO  <b>Other</b> Peace Centre Civil society Experts in peace, conflict management and WPS
	Government and civil society to train and deploy women in peace missions (peacekeepers, military observers, experts and in the civilian component)	Gender-balanced deployment of SA peacekeepers	A 5% year on year increase of the number of women from current baseline	2020 - 2025	<b>Lead</b> SANDF and DIRCO  <b>Other</b> Civil society Experts in WPS
	Develop a pipeline and data base of women who can participate in local, national, regional and international peace processes	Qualified cadre of women peace-builders and experts capacitated to perform the required functions in the continuum of peace processes	Curriculum developed for the training of peace-builders	2020	<b>Lead</b> DIRCO  <b>Other</b> Security Cluster  Peace Centre Civil Society







Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
	Government coordinates the different tracks for engagement in peace processes	More holistic approach to peace processes, including government, civil society and private sector	Coordinating mechanism established	2020	<b>Lead</b> DIRCO
	Create a women's forum (inter-institutional) for women in the security sector institutions to share experiences and best practices	A platform for the sharing of experiences and for development of women in the security sector	Forum established and meeting on a regular basis	2021	<b>Lead</b> Security sector institutions  <b>Other</b> Civil society
	Develop a peace infrastructure for women that draws on existing women's organisations, expertise and processes to engage in conflict management both nationally and continentally	An integrated web of women's organisations, networks, experts, structures and individuals who can respond to crises in a timely manner	Existence of a coordinating mechanism for a women's peace architecture	2020 - 2023	<b>Lead</b> Civil society Experts in WPS Peace Centre
	Have a biennial peace table/dialogue bringing all stakeholders together to discuss peace and security issues nationally, continentally and internationally	Co-ordinated, coherent, cohesive and cooperative approach to national, continental and international peace processes	Peace tables held on a biennial basis	2020 - ongoing	<b>Lead</b> DIRCO DoD  <b>Other</b> Government departments Civil society Private sector
1.2.3 Community level participation in peace processes	Train community leaders, CBOs, local municipality representatives, religious and traditional leaders and other relevant stakeholders in community peacebuilding	Community level understanding of and participation in community peace processes	Number of training exercises hosted	2020 - 2025	<b>Lead</b> Civil society  Local governments  Private sector
	Utilise community structures and trained peace-builders towards effecting peace and security for all (including in alternative justice and peace processes)	More peaceful societies	Reduced number of incidences of violent conflict in communities	2020 - ongoing	<b>Lead</b> Civil society Local governments  Private sector



## PILLAR 2: Prevention

### Priority Area 2.1: Create an Inclusive, peaceful and safe society

Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
2.1.1 Build a comprehensive peace-building architecture	Establish a National Peace Centre that acts as a knowledge management hub and provides training, capacity-building, coordination of peace infrastructure, advice, and is the incubator of the spirit of renewal of SA	Comprehensive, coherent peace infrastructure in South Africa that begins to resituate SA as a best practice example for peace-building	National Peace Centre established	2021	<b>Lead</b> Presidency DIRCO  <b>Other</b> Experts in WPS
	Develop a national Peace Charter	Normative framework for peace and security in South Africa is localised	National Peace Charter developed and approved	2020	<b>Lead</b> Presidency  <b>Other</b> WPS task team Consultants
2.1.2 Cultivate a culture of peace	Citizens make a quarterly pledge to abide by the Peace Charter (at the SONA, Freedom Day, Women's Day and International Human Rights Day)	Values of peace inculcated in South Africa through increased awareness and recommitment to peace and security	National quarterly pledges upheld	2020 - ongoing	<b>Lead</b> Presidency Provincial Government  <b>Other</b> WPS Task Team Civil society DSD Private sector
	Learners learn the Peace Charter at their respective schools and the SA peace song  Compose a peace song/poem	Peace education institutionalised as part of the national curriculum	Peace song/poem composed and regularly part of the school and national events	2020 - ongoing	<b>Lead</b> Dept of Basic Education Dept of Arts and Culture  <b>Other</b> WPS Task Team Civil society
	Insert a clause in government employment contracts that speaks to adherence to the Peace Charter	Government employees adhere to and implement the Peace Charter and the WPS NAP	All government employment contracts make reference to the Peace Charter	2022	<b>Lead</b> DPSA
	Community leaders sign a commitment of adherence to the Peace Charter	Peaceful community with fewer incidences of political violence, violent crime and violence against women, children and gender non-conforming persons	Community leaders sign commitments and deliver to local representatives of the Peace Centre	2021-2025	<b>Lead</b> Peace Centre  <b>Other</b> COGTA SALGA DSD Civil society







Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
	Representatives of private sector and labour coordinating bodies and chambers sign a contract of adherence to the Peace Charter	Private sector and labour take responsibility for their role in contributing to peace and security in South Africa	Signed commitments delivered to Peace Centre	2021 - 2025	<b>Lead</b> Peace Centre  <b>Other</b> Private sector and labour coordinating bodies
	Build, strengthen and support a national peace infrastructure	Enhanced capacity for South Africa to respond to violence and conflict in a timely manner	Gap identification study completed, action plan developed and first draft implemented	2023	<b>Lead</b> Presidency Peace Centre  <b>Other</b> Civil society Experts in peace and security Private sector
	Develop a Peace Corps programme for youth that enables their participation in national and continental peace and development deployment initiatives and projects	Values and practices of fostering peace and peaceful societies inculcated among the youth	National Peace Corp programme developed and implemented	2022	<b>Lead</b> Peace Centre DIRCO  <b>Other</b> Civil society

### Priority Area 2.2: Prevention measures for safer societies

2.2.1 Institute preventative measures for building a safe society for women, girls and gender non-conforming persons	Pilot the Creation and utilisation of platforms for community early warning	Early signals of conflict identified and responded to in a timely manner	Pilot projects implemented	2021	<b>Lead</b> Peace Centre SAPS Intelligence  <b>Other</b> Civil society
	Strengthen community policing forums and street committees	More pro-active approach to community safety	Number of functioning community policing forums in place and the monitoring of their interventions	2021-2025	<b>Lead</b> SAPS  <b>Other</b> Local community representatives
	Identify and reach consensus on the harmful cultural practices in existence in SA  Implement measures to eradicate them and monitor the reduction in incidences	Protection of women and children from harmful cultural practices	Harmful practices in existence identified and number of them that have been eradicated	2023	<b>Lead</b> HRC Culture, Religious and Language (CRL)  Department of Justice and Correctional Services





Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
					SAPS  <b>Other</b> Civil society DSD
	Develop effective context relevant strategies for, and deploy, visible policing	More efficient, effective and accountable policing	GBV, murder and general crimes reduced by 25% respectively by 2025	2021 - 2025	<b>Lead</b> SAPS and Justice and Correctional Services  <b>Other</b> Community representatives  Peace and security experts
	Address impunity for security sector employee transgressors and implement harsher sentences for those tasked with the responsibility to protect	End impunity for security sector employees	Number of cases successfully prosecuted	2020 - ongoing	<b>Lead</b> SAPS, SANDF, Justice and Correctional Services
	Include peace education in national GBV and WPS campaigns	Increased National awareness on the need for peace	Tracking tool to monitor campaigns and their effectiveness	2020 - ongoing	<b>Lead</b> DWYPD and CGE  <b>Other</b> Civil society
	Build and strengthen the SAPS Community Safety Volunteer Programme	Safer communities	Increase in the number of volunteers and interventions	2020 - ongoing	<b>Lead</b> SAPS  <b>Other</b> Civil society
	Strengthen the existing child safety programme and develop a rapid response system for children in distress	Safer spaces and increased protection for children	Rapid response system developed	2021	<b>Lead</b> SAPS  <b>Other</b> Civil society
	Provide family support and family planning educational campaigns and programmes	Stable, planned and healthy family environments for the next generation	Number of family planning campaigns and programmes that are in place	2021 - ongoing	<b>Lead</b> Department of Health and Department of Social Development  <b>Other</b> Civil society
	Provide trauma-informed counselling at family clinics	Safe environments that provide healing for victims of domestic abuse and other forms of violence	Existence of trauma counselling at family clinics	2021 - ongoing	<b>Lead</b> Department of Health and Department of Social Development







Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
	Ensure cyber safety measures are in place to prevent human trafficking	Safer use of the Internet	Number of safety measures implemented	2021 - ongoing	<b>Lead</b> SAPS
	Ensure safe means of public transport for women	Reduction in violence against women when using public transport	Number of safety measures introduced at taxi ranks, trains and bus stops	2021 - ongoing	<b>Lead</b> SAPS
	Develop awareness programmes and concrete measures to address the violent expressions of homophobia	Communities that are more tolerant of sexual difference and the protection of the LGBTIQ community	Decrease in the number of attacks on LGBTIQ communities	2020 - ongoing	<b>Lead</b> DWYPD HRC SAPS  <b>Other</b> Civil society SABC
	Develop awareness programmes and concrete measures to prevent xenophobia	Migrants and refugees are secure in South Africa	Number of programmes targeting xenophobia and no xenophobic attacks in South Africa	2020	<b>Lead</b> Department of Arts and Culture, Home Affairs, SAPS  <b>Other</b> Civil society GCIS SABC
	Mainstream peace education into the school curriculum	Informed societies that respond to conflict in peaceful ways	School curricula reflect peace education modules	2022	<b>Lead</b> Department of Basic Education
	Form community peace clubs for children	Safer communities for children's development	Number of peace clubs for children	2020 - 2025	<b>Lead</b> Civil society DSD
2.2.2 Training at foreign service and security sector institutions mainstreams gender and the WPS agenda	<p>Mainstream gender in Diplomatic Training</p> <p>Review curricula and modes to ensure all levels of military, police, justice, corrections and intelligence training are gender-sensitive</p> <p>All training for pre-deployment for peace missions includes a focus on GBV, SEA and WPS</p> <p>Leadership training for government executives on WPS</p>	Diplomats and security sector officials who are more attuned to WPS issues	Curricula include modules that are WPS focussed	2020 - ongoing	<b>Lead</b> DIRCO  Security sector institutions  <b>Other</b> Security sector and international relations practitioners Experts on WPS





Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
2.2.3 Institute conflict prevention measures that are gender-representative and gender-responsive in conflict situations	Deploy trained women mediators and peace-builders for conflict prevention	Gender-sensitive peace-building approaches	Number of women mediators and peace-builders deployed	2020 - ongoing	<b>Lead</b> Presidency and DIRCO  <b>Other</b> Civil society WPS experts
	Advocate for the expediting of the establishment of the Mediation Support Unit at the AUC in accordance with Assembly Decision Assembly/AU/Dec.558 (XXIV) and ensure equitable gender representation	Enhanced capacity to undertake mediation on the continent	Existence of gender-representative mediation support unit	2020	<b>Lead</b> Presidency DIRCO
	Support and offer solidarity to women's peace-building organisations in conflict countries	Building sustainable capacity for peace-building and support for a women's peace-building architecture	Record of assistance provided to women's organisations in conflict countries	2020 - ongoing	<b>Lead</b> DIRCO African Renaissance Fund Peace Centre Private sector  <b>Other</b> Civil society WPS experts
	Ensure that UNSC and AU fact-finding missions consult women as part of their conflict prevention strategies	Gender-sensitive conflict analysis	Terms of Reference for fact-finding missions	2020 - ongoing	<b>Lead</b> DIRCO
	Strengthen mechanisms for the prevention of SEA by SA-deployed peacekeepers	Ensure adherence to the code of conduct that prohibits sexual harassment, abuse and exploitation	Reduction in the cases of sexual harassment, views and exploitation	2020	<b>Lead</b> DOD SAPS
	Zero tolerance for sexual exploitation and abuse by SA peacekeepers  Create transparent processes for the trial and disciplinary action up to conviction of perpetrators of SEA in conflict areas	Peacekeepers do not commit sexual exploitation and abuse incidences	Decrease in SA peacekeepers incidences of SEA  Public knowledge of incidences of SEA for SA peacekeepers	2020 - 2025	<b>Lead</b> SANDF, SAPS and Correctional Services
	All peacekeepers to provide DNA samples prior to deployment	Increased capacity to track SEA transgressions by peacekeepers	DNA of peacekeepers filed	2020 - ongoing	<b>Lead</b> SANDF, SAPS and Correctional Services
	All deployed peacekeepers to sign a commitment and pledge not to engage in SEA in mission areas	Peacekeepers abstain from sexual exploitation and abuse	Database of contracts	2020 - ongoing	<b>Lead</b> SANDF, SAPS and Correctional Services





### Priority Area 2.3: Empowering women and comprehending their needs

Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
2.3.1 Women's ability to exercise choice and to live in dignity	Create equal opportunities for women through ensuring gender-responsive procurement processes, land ownership, mining rights and access to finance	An enabling environment for women to access economic opportunities equal opportunities for women	Statistics SA and CGE reports reflect an increase in women's access to these opportunities	2020 - ongoing	<b>Lead</b> Presidency DWYPD  <b>Other</b> Civil society Private sector
2.3.2 Create better understanding of peace and security issues facing South Africa and the countries it engages with	Research, map and collate data on; 1) women in the security sector 2) violence against women 3) needs assessments of women in conflict and non-conflict situations 4) types of community violence 5) mapping of hotspots 6) map existing infrastructure for peace and do a gap analysis	Baseline from which to track and address WPS issues in South Africa and the countries it engages	Research undertaken and knowledge bank created	2020 - 2022	<b>Lead</b> Peace centre  <b>Other</b> WPS experts Civil society Private sector





## PILLAR 3: Protection

### Priority Area 3.1: Enhance the protection of women and vulnerable groups from all forms of abuse, violence and discrimination

Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
3.1.1 Ensure implementation of the WPS NAP and other gender instruments: UN, AU and SADC	Assess the implementation of all the agreed-to gender-related instruments per department and introduce measures to address identified gaps	Effective implementation of the gender legal frameworks and machinery in South Africa	Assessment study completed and appropriate measures to address the issue instituted	2020 - 2021	<b>Lead</b> DPME  <b>Other</b> DWYPD Civil Society Parliament CGE
	Build into the performance contracts of top executives and management (Ministers, DGs, DDGs, HODs, Service Chiefs, etc.) targets related to WPS commitments based on their departments/ agencies' mandate	Top-level accountability and political will for realising WPS commitments	Government-wide performance contracts reflect WPS requirements	2021- 2025	<b>Lead</b> Presidency DPME DPSA  <b>Other</b> CGE Civil society
	Police review how categories of cases against violence against women and other vulnerable communities are recorded at station level and statistics compiled and adopt a comprehensive approach	A more comprehensive SGBV data set and description of and response to tracking SGBV	Comprehensive breakdown of SGBV categories in the annual police crime statistics	2022	<b>Lead</b> SAPS  <b>Other</b> Justice
Leverage technology to provide basic protective measures for the vulnerable	Provide accessible alert technology for the elderly and partner with communities to respond to these warning signals (e.g. the sound of a whistle)  Research best practices for the deployment of protection devices	Enabling protection of the elderly	Fewer incidences of violence against the elderly	2021	<b>Lead</b> SAPS  <b>Other</b> Stats SA Civil society Private sector Victim Empowerment centres
	Provide easily accessible modern technology to alert when children are in danger	Enabling protection of the youth	Fewer incidences of violence against children	2021	<b>Lead</b> SAPS  <b>Other</b> Civil society Private sector





Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
	Create more safe houses for women, including for migrant women	Enabling protection for women	Fewer incidences of violence against migrant women	2021	<b>Lead</b> SAPS  <b>Other</b> Civil society Private sector
	Inculcate the norms and values associated with protecting each other and provide incentives for whistle blowers on SGBV (including in the workplace)	Responsible and caring society that report SGBV	Fewer incidences of SGBV because of societal practices	2020 - ongoing	<b>Lead</b> Presidency and DWYPD  <b>Other</b> Civil society
	Implement stricter measures and penalties for transgressing existing policies on sexual exploitation and abuse who are deployed in South African missions (peace missions, foreign affairs, other government missions) and delegations	Providing an enabling, safe and protective environment for South African women deployed on missions	Reduced number of incidences of SGBV on foreign missions	2020 - ongoing	<b>Lead</b> Presidency DIRCO SAPS SANDF  <b>Other</b> All government departments CGE
	Develop rapid response strategies to respond to incidences of domestic violence	Increased safety and security for women in the home	Reduction of incidences of domestic violence	2021	<b>Lead</b> Police  <b>Other</b> Civil society
	Develop and utilise 4 <sup>th</sup> Industrial Revolution technology for the protection of women in conflict and non-conflict areas	Technology application enables safer spaces for women	Number of innovative technologies introduced for the protection of women	2022	<b>Lead</b> Private sector SANDF DENEL Department of Higher Education Science and Technology
	Protect the LGBTIQA communities by providing awareness and psychosocial programmes and dedicated social services  Employ protective measures generated by innovative technology and transitional safe houses, etc.	LGBTIQA communities are protected against harm	Number and quality of awareness programmes and services in place	2020 - ongoing	<b>Lead</b> SAPS, DSD and DWYPD  <b>Other</b> Civil society CGE Private sector





Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
	Institute special protective measures for people living with disabilities as well as people with albinism	Protection, awareness, dignity and access for the disabled and those living with albinism	Number of protective measures instituted for the disabled and for people living with albinism	2020 - ongoing	<b>Lead</b> Department of Health, SAPS  <b>Other</b> Civil society Private sector
	Institute special protective measures against trafficking in persons and the trafficking and sale of body parts	Reduction in trafficking in persons and mutilation of humans for body parts	Number of protective measures instituted against human trafficking and the sale of body parts	2020 - ongoing	<b>Lead</b> SAPS UN agencies
	Reinvest in the Thuthuzela centres	More effective and dignified response for abused women	Number of functioning Thuthuzela centres in place	2020 - ongoing	<b>Lead</b> SAPS DWYPD Dept of Justice and Correctional Services





## PILLAR 4: Relief and Recovery

### Priority Area 4.1: The provision of safe spaces of refuge for victims of humanitarian crises

Strategic Objective	Activity	Expected Outcome	Indicators and Means of Verification	Time Frame	Key Actors
4.1.1 To ensure the availability of sufficient relief centres for victims of natural and humanitarian disasters	Build and resource provincial relief centres in all nine provinces	Infrastructure and capacity to respond to emerging crises	Relief centres fully equipped with, e.g. water, sanitation, security, privacy, and functioning in the nine provinces	2021 - ongoing	<b>Lead</b> Disaster Management  Provincial governments  <b>Other</b> Civil society Private sector
4.1.2 Provision of psychosocial support and medical services	Provide trauma counselling and medical services to victims in relief centres	Better preparedness by government and duty bearers to provide adequate response mechanisms for disaster victims	Trauma counselling and medical services available for disaster victims	2020 - ongoing	<b>Lead</b> Department of Health  <b>Other</b> Civil society
	Provide mobile clinics to humanitarian disaster areas  Assist conflict countries where mobile clinics are needed	Rapid medical response mechanisms available where needed	Number of mobile clinics deployed	2022	<b>Lead</b> Department of Health and SANDF Private sector
4.1.3 Implement a comprehensive PCRD strategy in post-conflict countries	Develop a PCRD strategy as indicated under the participation pillar and a coordinating mechanism for its implementation (e.g. SADPA)  Include and coordinate all actors engaged in PCRD in post-conflict countries (government, civil society, private sector)	Coherent and coordinated approach to PCRD	PCRD strategy in place and coordinating mechanism functioning	2021	<b>Lead</b> DIRCO  <b>Other</b> Treasury Experts on Peace and Security Civil Society
4.1.4 Provision of food supplies for victims of natural and humanitarian crises	Provision of basic food parcels or food vouchers	Access to nutritional food supplies	Number of food parcels or vouchers distributed	2020 - ongoing	<b>Lead</b> National Disaster Management Centre  DSD  <b>Other</b> Civil society



6. MEANS OF  
IMPLEMENTATION



## 6.1 National Coordination Mechanism - Towards a WPS Governance Model in South Africa

A robust multi-sectoral coordination mechanism is key to the successful implementation of the South Africa WPS NAP. This requires that the Government build on existing policies, structures and mechanisms, including those created during the development of the WPS NAP process. In particular, strategic linkages must be made between this WPS NAP and the National Action Plan to Combat Racism, Racial Discrimination, Xenophobia and Related Intolerance launched in March 2019 as well as the National Strategic Plan on Gender-Based Violence and Femicide.

It is proposed that the implementation of the NAP on WPS be **coordinated** by a steering committee that consists of the - Department of International Relations and Cooperation, Department of Defence and Military Veterans and the Department of Women, Youth and Persons with Disabilities, other key departments such as the Police, Corrections, DPME and the Presidential Policy Unit. Representatives of civil society and other nominated non-state actors providing expertise must also be represented. The **National Focal Person on Women, Peace and Security** will also be a part of the steering committee.

UN Women and other development partners will provide technical advice and assistance to the task team and to the implementation of the NAP. The committee should consist of no more than 20 people. The Chair will be rotational. Until the TOR will be developed for the task team, DIRCO will convene the Steering Committee.

Terms of Reference will be agreed upon and mandated to ensure coordination, monitoring and evaluation and reporting of the SA WPS NAP and WPS Agenda in general. The core tasks of the Task Team will include driving and monitoring implementation of the NAP, coordination of implementation, coordination of stakeholders and resource mobilisation.

**A National Policy Forum on Women, Peace and Security** consisting of representatives from government, civil society, academia, private sector and development partners will meet annually to assess the implementation of the SA WPS NAP. The National Task Team will convene this policy forum.

It is anticipated that the country will take the step of forming a **National Peace Centre** to anchor a knowledge management hub, provide evidenced-based research and capacity-building, strengthen, build and coordinate a national peace infrastructure, provide policy implementation support and play an advisory role on national peace issues. The National Peace Centre will have a robust emphasis on women, peace and security and play a supportive role in the implementation of this NAP.

Building on the existing community initiatives, it is anticipated that strengthened coordination will amplify and scale **locally adapted peace, dialogue and mediation structures and interventions**. Where such structures and interventions do not exist, and where deemed necessary, they should be established.

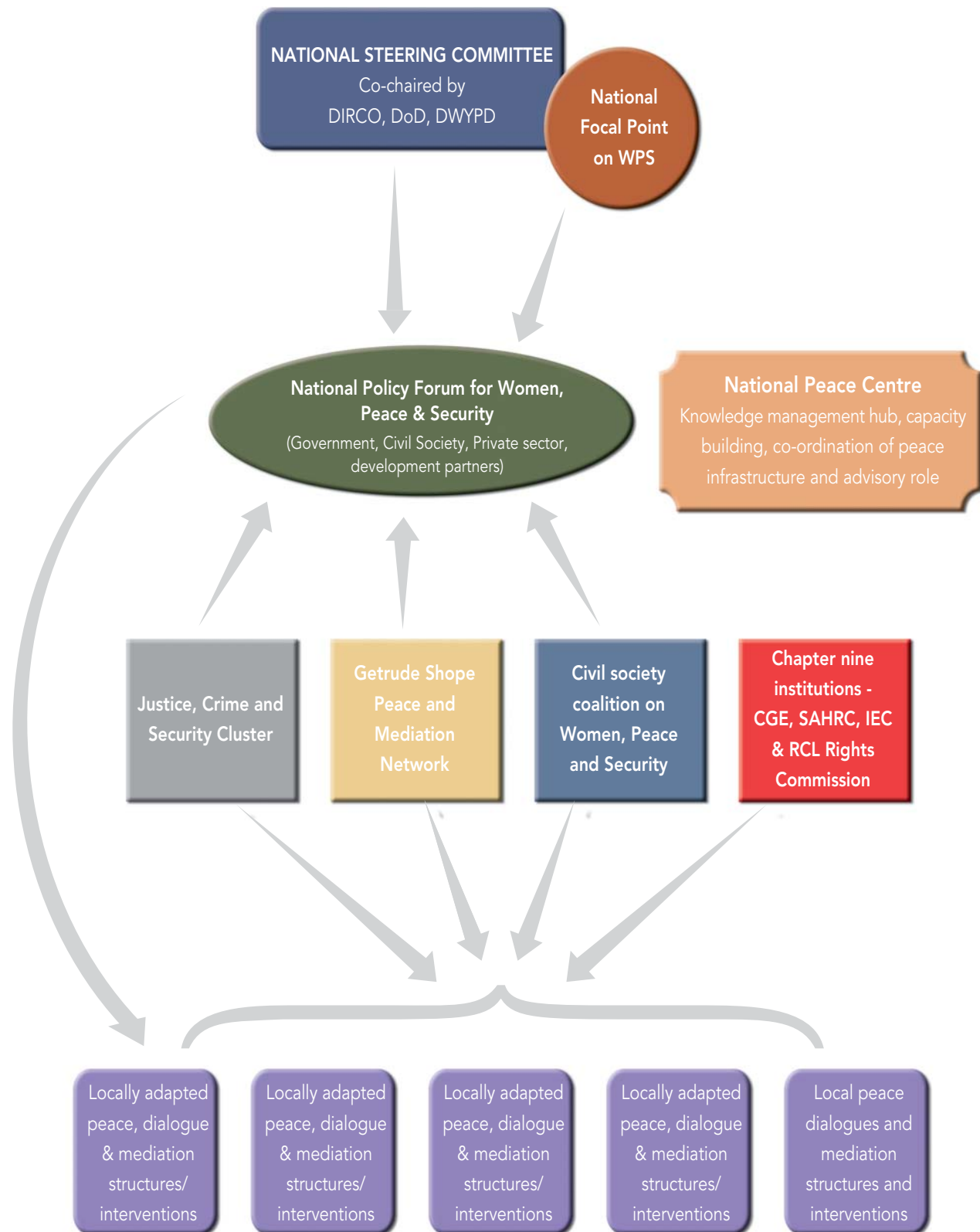






Figure 6.1 presents a schematic representation of the proposed governance model:

Figure 6.1: Proposed governance model for WPS in South Africa





## Key elements essential for ensuring an effective governance model

- Political will and support at Ministerial level.
- A multi-sectoral approach is critical: Government, civil society, academia, private sector, development partners.
- Consideration to be given to the composition, mandate, authority with clearly defined roles and responsibilities for all stakeholders.
- The governance model should remain lean in structure so that it does not become too bureaucratic and resource intensive.
- Government, civil society and private sector to identify representatives to sit in the National Task Team and attend the Policy Forum on WPS.
- Encourage government departments to incorporate the commitments in the annual performance plans and medium-term strategic frameworks (MTSFs)
- WPS peace tables will be convened once every two years.
- Oversight role of Chapter Nine institutions and parliamentary portfolio committees is critical.
- Budgetary support to hold key meetings and carry out critical functions.
- Ensure that the governance structure interfaces with the GBVF and anti-racism governance structures as the work is closely linked.

## 6.2 Monitoring and Evaluation (M&E)

The SA NAP on WPS will be accompanied by a comprehensive M&E plan to facilitate tracking of implementation. The development of an M&E plan will be supported by the DPME. All stakeholders have a duty to report on their initiatives.

Announced in 2018, South Africa developed a Gender-Responsive Planning, Budgeting, Monitoring and Evaluation (GRPBME) Framework, following extensive consultations. This was an effort to close the gap between i) Gender Responsive Planning ii) M&E and iii) Gender Responsive Budgeting for efficient implementation and tracking success.

While DWYPD is the central driver of the GRPBME framework and system development and implementation, the following key partners will play a crucial role in its successful development and implementation: DPME, National Treasury and working in close collaboration with DWYPD. Other critical departments are DPSA (performance of officials), Stats SA (statistics and evidence generation) and SALGA (local government). All government departments and public entities have a role to play in system-wide implementation. For example, DIRCO has a responsibility to report to regional and international bodies on progress towards implementation of WPS-related commitments as required.<sup>62</sup> Figure 6.2 demonstrates South Africa's approach to gender-responsive planning, and M&E.

<sup>62</sup> Department of Women. (June 2018), Draft Gender Responsive Planning Framework



Figure 6.2: Gender-responsive planning, monitoring and evaluation



Source: Department of Women<sup>63</sup> (June 2018), Draft Gender Responsive Planning Framework

The Draft Responsive Planning Framework, submitted by DoW in 2018, encourages departments not to view gender activities as new or additional work (by implication this includes the WPS work), but that gender is mainstreamed in existing planning, M&E systems as well as existing budget systems, procedures and performance-based budgeting initiatives. A Gender Indicators Framework that links to the normative framework from global, regional and national right up to programme performance has been drafted and will soon be finalised and adopted. It is critical that there are multiple evidence and multiple data sources, including government, civil society and academia to inform progress reports.

In this regard, it is critical that the priorities identified in this WPS NAP are featured in the Five-Year MTSF (2019 - 2024) and translates into the Five-year National Plan and five-year sectoral plans (2019 - 2024), which were developed as the WPS NAP was being finalised.

The SA WPS NAP aligns with two of the seven national priorities for the next five years identified in the 2019 State of the Nation Address. This is Priority 5: Social Cohesion and Safe Communities and Priority 7: A Better Africa and World. The SA NAP indicators also align with the AU Continental Results Framework.

<sup>63</sup> This was before the Department of Women changed its name to Department of Women, Youth and Persons with Disabilities







## 6.3 Budget

Comprehensive costing of the SA NAP on WPS will accompany this plan. This is in line with the Gender-Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing (GRPBM&E) Framework described in Section 6.2 of the WPS NAP. In March 2019, the South Africa Cabinet approved the GRPBM&E Framework. Under this new framework, all government plans and budgets have to include gender-specific delivery targets which augur well for implementing priorities of the SA WPS NAP by respective departments.

**Table 2: Summary of estimated budget required for implementation of the SA WPS NAP, 2020 - 2024**

YR 2020 - 2025	FY	ZAR
1	FY 2020/21	100 000 000,00
2	FY 2021/22	120 000 000,00
3	FY 2022/23	120 000 000,00
4	FY 2023/24	120 000 000,00
5	FY 2024/25	100 000 000,00
	<b>GRAND TOTAL</b>	<b>560 000 000,00</b>

## 6.4 Funding and Partnerships

The NAP is adopted at a time when the economy of South Africa is not doing well. This economic performance will have a substantial impact on the funding model for the NAP. It is anticipated that government departments will integrate the activities in their existing strategic plans as well as their annual performance plans. This means that most of the funding will come from existing budget in compliance with the GRPBM&E as per the directive from Cabinet in March 2019. This will require government departments to channel the requisite financial, human and material resources to ensure the implementation and success of the WPS NAP.

Partnerships with development partners, private sector and civil society are a cornerstone for the achievement of the priorities set therein. This calls for civil society, government, development partners, private sector and all role players to support the NAP as much as possible since the WPS Agenda is huge and will take a long time before transformation has been realised. Government will welcome technical, funding and advisory assistance from development partners to ensure success of the programme.





Prof Cheryl Hendricks, lead drafter of WPS NAP.



Colonel Mashile receiving a medal. At time of writing, she is currently in deployment in Somalia.







Lt. General Vuma, SAPS Deputy National Commissioner Asset and Legal Management during 'Take a child to work' day, 2019 with junior commissioners who are ambassadors for SAPS in the community.



Ms. Charlotte Lobe, Chief Director Transformation Programmes and Transversal Programmes (DIRCO) - National Focal Point for WPS SA.







Brig. Gloria Jezile SAPS Section Head - Gender and Youth Empowerment Programmes attending an SADC Regional Meeting for Southern Africa Regional Police Chiefs Cooperation in Zambia, 2019.



Members of the Interim Steering Committee for the WPS NAP facilitating Provincial Dialogue, 2018.







Validation of WPS NAP workshop.



Youth participating in a debate on UNSCR1325, 2019.

Royal Netherlands Embassy







Participants at Gertrude Shope Dialogue, August 2019.



Lieutenant Colonel Tiisetso is the first female to command an infantry battalion in the SANDF and the first woman to command one (7 South African Infantry Battalion) in peacekeeping operations, in the Democratic Republic of Congo.







RSABATT Commander Lt Col Tšisetso Sekgobela and FARDC Commander agrees on a joint patrols between the RSABATT and FARDC within the Area of Responsibility.



Participants at Africa Women in Dialogue, 2018.







Participants at the validation of the NAP, August 2019



Zaheer Laher, acting Chief Director - UN Peace & Security section, DIRCO SA, and Suraya Bibi Khan during youth debate on Women, Peace and Security. *Royal Netherlands Embassy*









**REPUBLIC OF SOUTH AFRICA**

