Baseline Study on the Implementation of the South African National Action Plan on Women, Peace and Security

IJR

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FOREWORD

The Netherlands and South Africa share many key values, among them, promoting the role of Women, Peace and Security (WPS). The Netherlands believes that women's agency, voice and capacities, as well as a real gender perspective, are critical to achieving the Sustainable Development Goals (SDGs). In 2016, the Netherlands was among the first to adopt a National Action Plan (NAP) on WPS, setting out specific objectives and actions to increase the participation of women in peace negotiations and conflict prevention. Our fourth NAP (2021–2025) envisions 'a world of sustainable peace, security and development for all, where equal participation of women and girls is self-evident'.

The Netherlands funds various projects in conflict-affected areas in Africa and the world that support gender equality, women's economic empowerment, education and health. Examples include the Women's Peace and Humanitarian Fund, the UN Peacebuilding Fund (PBF) and the Call to Action on Protection from Gender-Based Violence in Emergencies. In 2022, the Dutch government agreed to adopt a feminist foreign policy to streamline gender in all areas of our foreign policy.

Together with South Africa we champion the WPS agenda in multilateral fora. Stronger partnerships across society, governments and civil society are required in order to counteract the growing pushback against gender equality at both global and national levels. Civil society organisations (CSOs) play a crucial role, as demonstrated by the Institute for Justice and Reconciliation (IJR) and the coalition of CSOs that operate at the forefront of the NAP implementation in South Africa. In the Netherlands' fourth NAP, more than 60 CSOs were involved. We are therefore happy to partner with IJR and support South Africa's WPS implementation process, whilst simultaneously observing and drawing lessons for our own NAP process.

The Netherlands experience demonstrates the added value of a monitoring and evaluation framework to build on lessons learned from one NAP to another. As a result, our NAPs include a section on lessons learned from the previous implementation cycle. Therefore, the importance of this baseline to benchmark progress cannot be overemphasised. It provides a critical mechanism for reviewing and improving. The Netherlands therefore considers this contribution by IJR as essential.

Janneke Vrijland
Deputy Ambassador, Kingdom of the Netherlands in South Africa

PREFACE

Ireland is proud to support the Institute for Justice and Reconciliation (IJR) in the production of this first baseline study on Women, Peace and Security (WPS) in South Africa.

We often speak of the four pillars of the WPS agenda: participation, protection, prevention, and relief and recovery. All too often, however, the agenda gets lost in the theory and implementation suffers. A fifth pillar of accountability is needed in order to ensure that theory is matched with actions.

To be truly accountable for change, we need to be able to accurately identify and describe the reality that we wish to change. When we achieve this clarity, we can then measure progress. This research aims to provide us with baseline data for the current state of the WPS agenda in South Africa. In the years to come, it will allow us to see if our actions have the hoped for impact.

Ireland was pleased to support the development of South Africa's National Action Plan (NAP) on WPS. All of us involved in peace processes recognise that NAPs are necessary, but not sufficient, to drive progress. In addition, a concerted effort to popularise, implement and monitor progress is required. Ireland is committed to supporting that work through our partnerships with government, civil society and the United Nations system.

I would like to thank Professor Cheryl Hendricks and the IJR for their commitment to this work and for the research and analysis that underpins this valuable study. I believe that it will prove central to ensuring accountability in the work of WPS in South Africa.

H.E. Fionnuala Gilsenan
Ambassador of Ireland to South Africa

PRELUDE

South Africa has made significant progress in advancing the Women, Peace and Security (WPS) agenda since the adoption of UNSC Resolution 1325 and other related Security Council decisions on WPS. As a result of these resolutions and the global focus on WPS, there have been various efforts and initiatives which have led to improved participation and representation of women in peace processes, peacebuilding and peacekeeping. To this end, South Africa has been exemplary in women's participation in the international, continental peace and security architectures, as well as national institutions. Having women ministers in the Department of International Relations and Co-operation (DIRCO) and the Department of Defence and Military Veterans (DODMV) has ensured women's meaningful participation in the United Nations (UN), the African Union (AU) and the Southern African Development Community (SADC). South Africa has also posted many women as diplomats, including the Permanent Representative to the UN. During its last term on the United Nations Security Council (UNSC), one of its objectives was the promotion of women, peace and security and, in this regard, it sponsored UNSCR 2493 in 2019.

It, along with Switzerland, served as the co-chair of the Women, Peace and Security Focal Points Network in 2022. In addition to the usual Capital Level Meeting, it hosted an Inter-Regional Meeting in December 2022. This meeting was aimed at identifying practical steps to implement the WPS agenda through inter-regional cooperation.

DIRCO, along with the DODMV and the Department of Women, Youth and Persons with Disabilities (DWYPD), are co-chairs of the Steering Committee of the National Action Plan (NAP) on WPS. Having a baseline that determines how far South Africa has come in terms of promoting women's peace and security and implementing the NAP on WPS is an important step to ensure the monitoring of the implementation of the NAP. South Africa, as this baseline illustrates, has achieved substantial progress, but much more needs to be done to ensure that we are on track for reaching our targets by 2025. This will be in conjunction with taking stock of the implementation of the recommendations emanating from the 2015 Global Study on the Implementation of United Nations Security Council Resolution 1325. The Study's 10th anniversary will also coincide with the 25th anniversary of Resolution 1325.

We will continue to strive to create greater peace and security for women in South Africa but also regionally, continentally and globally. The increase in armed conflicts makes this an imperative.

Nthabiseng Malefane
DIRCO
WPS Focal Point Person for South Africa

ACKNOWLEDGEMENTS

Prof. Cheryl Hendricks
Executive Director,
Institute for Justice and Reconciliation

1

EXECUTIVE SUMMARY

Collaboration between government, civil society and the international community enables implementation of strategic plans.

South Africa adopted its National Action Plan (NAP) on Women, Peace and Security (WPS) in August 2020 and launched it in March 2021. Unfortunately, in 2020 and 2021 the Covid-19 pandemic overshadowed all other activities. The NAP was launched through a Zoom meeting and implementation of the specific targets outlined in the plan only began in earnest in 2022. However, South Africa has always championed WPS; therefore, even before the adoption of the NAP, there was an emphasis on promoting women's participation in peace and security structures and processes and on preventing gender-based violence. This baseline study provides an initial overview of WPS in the country and in particular the status of the implementation of the NAP on WPS. It can be used to inform future monitoring and evaluation of the NAP and give direction to the areas which require attention.

The NAP is the product of years of commitment by government and civil society to ensure its development. It requires the same kind of commitment to ensure its implementation. The WPS NAP Steering Committee, co-chaired by DIRCO, the DODMV and the DWYPD, and with representation of the security cluster and civil society, has demonstrated the necessary leadership to get the NAP adopted and remains charged with the responsibility of ensuring its implementation. The various departments and civil society have been active, both in their own spheres and collaboratively, in moving the agenda forward. This illustrates that collaboration between government, civil society and the international community enables implementation of strategic plans.

The mission of the NAP is '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'. It has four pillars – participation, prevention, protection, and relief and recovery – and within these pillars a set of priority areas and aligned objectives and activities. Of the activities identified in the NAP, this baseline evaluated 79 key activities that need to

The mission of the NAP is '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'

be implemented, and coded them either as red (not accomplished) – 29 activities (37%); yellow (partially accomplished) – 27 activities (34%); green (achieved) – 20 activities (25%); or white (unable to assess) – 3 activities (4%). The data were collated via primary and secondary sources: interviews; annual reports, documents, internet sources and literature; and participation in Steering Committee reviews on WPS implementation. On the whole, South Africa does well in terms of the legal and policy frameworks that are in place for preventing violence against women and on representation in government, including in the security sector, where it has representation of 37% women in the South African National Defence Force (SANDF) – however, only 27% are combat positions – and 39% representation for women in the police. However, the new and revised policy frameworks and structures that are called for in the NAP are not in place. The country can do much better on reporting on WPS implementation; deploying women peacekeepers, mediators, special envoys and peacebuilders; reducing the levels of violence in the society; and providing shelter and support for those in need of humanitarian interventions.

South Africa is halfway through the number of years allocated for it to implement the activities in the NAP (2020–2025) and must therefore make a more concerted effort to do so. In addition, government, intergovernmental organisations and the international community should ensure that there are resources available to implement the NAP. The necessary structures and oversight mechanisms should also be in place to ensure coordination, documentation, and monitoring and evaluation (M&E).

On the whole, substantive progress was made in 2022, especially in relation to popularising the South African NAP on WPS, acknowledging the role played by young women peacebuilders and by co-hosting international events on WPS.

Young Women Peacebuilders Awards finalists, Fire and Ice Hotel, Pretoria, 6 December 2022

2

INTRODUCTION

The South African government has set out to attain gender equality in all sectors, including in the security sector.

South African women have historically played a key role in the quest for peace and security, both nationally and globally. Their demonstrations against discriminatory legislation and systems of governance, drafting of a Women's Charter in 1954, role in the armed struggle and participation during the peace negotiations have been well documented. These actions enabled the principle of gender equality to be foregrounded in the Constitution. South Africa remains one of the few countries that had substantive representation of women (30%) at its peace talks in 1992.

The country has succeeded in mainstreaming gender in government structures and processes, and has built the architecture to empower women and protect their rights. In the 2019 national and provincial elections, South Africa reached the 50/50 goal for women in Cabinet, in compliance with the Southern African Development Community (SADC) Protocol on Women and Development. It is the eleventh country in the world and the third in Africa (after Ethiopia and Rwanda) to achieve this goal. The South African government has therefore consciously set out to attain gender equality in all sectors, including in the security sector.

South Africa has been a key driver of the WPS agenda in the international sphere, particularly in multilateral forums such as the United Nations Security Council (UNSC), the African Union (AU) and the SADC. However, South Africa's own foreign policy is in need of review so that it, too, articulates that which is now deemed part of South Africa's norm and agenda setting, namely, women, peace and security, and indeed part of its practice.

This baseline study on WPS in South Africa forms part of the implementation initiatives of the NAP on WPS, a framework adopted by Cabinet in August 2020. The baseline provides a broad overview of the status of WPS in South Africa, especially in relation to implementing the activities outlined in the NAP. It should be read in conjunction with the actual NAP, which provides a situational analysis at the time of developing the NAP.

TOWARDS A NATIONAL IMPLEMENTATION FRAMEWORK ON WOMEN, PEACE AND SECURITY

Participants at the multi-stakeholder meeting to validate the South African National Action Plan on Women, Peace and Security, August 2019

NAPs provide a framework that governments, multilateral institutions and civil society organisations can use to coordinate policy actions and track results to ensure achievement of the intended goals.[1]

NAPS are a tool to create an enabling environment for the implementation of UNSCR 1325 as well as 'to institutionalise and translate international legal frameworks on WPS, into localised national strategies with specific objectives in line with the domestic context'.[2] They articulate a government's commitments and priorities regarding the implementation of the WPS agenda. Baseline studies provide a snapshot of where a country is in terms of implementation so that it can inform M&E.

The UN Secretary General, in his October 2004 report on WPS, called on all Member States to adopt NAPs on WPS in order to promote the implementation of UNSC Resolution 1325 (2000).[3] To date, 104 countries have adopted NAPs on WPS – 30 of them are in Africa and six in Southern Africa: Angola, Democratic Republic of Congo (DRC), Malawi, Mozambique, Namibia and South Africa.[4] The SADC also adopted a Regional Strategy for the Implementation of the WPS agenda in 2018, but implementation has been slow in the region.

South Africa initiated its process of developing a WPS NAP in 2009 when the country was selected as a pilot country by the UN for the development of NAPs. Ambassador Ruby

1   Hood, M. 2016. What Are National Action Plans and Why Do They Matter? https://www.inclusivesecurity.org/2016/08/10/national-action-plan-matter/.

2   Jacevic, M.M. 2019. *WPS, States, and the National Action Plans*. Oxford: Oxford University Press, 274.

3   Gumru, F.B. and Fritz, J.M. 2009. Women, Peace and Security: An Analysis of the National Action Plans Developed in Response to UN Security Council Resolution 1325. *Societies Without Borders* 4(2): 209–225.

4   PeaceWomen, http://1325naps.peacewomen.org/index.php/nap-overview/, accessed 8 March 2023.

Marks, then the Chief Director for Gender at DIRCO, started the process of NAP development. However, it was stalled, as were subsequent attempts, most notably in 2011. It was only from 2015 that there was a more concerted effort to get the NAP under way. A National Steering Committee was formed in 2018, co-chaired by DIRCO, the DODMV and the DWYPD, with civil society representation and support from UN Women. After a series of multi-stakeholder consultations, the NAP was finally produced, adopted in 2020 and launched in 2021. It is a five-year NAP (2020–2025), outlining the actions that South Africa has agreed to undertake to ensure the promotion of WPS nationally, regionally and globally.[5]

THE JOURNEY OF THE SOUTH AFRICAN NAP ON WPS

Preliminary stakeholder meeting department of defence (DoD) — July 2015

Advocacy for a WPS NAP by gender advocates and activists — 2009–2014

Director generals from DoW, DIRCO and DoD on Minister's instruction — August 2016

CSO Steering Group formed — 2017

National Task team formed, co-chaired by DIRCO, DoW and DoD — February 2017

National Steering Committee combining govt and CSO's formed — June 2017

National Steering Committee meetings and consultation with govt, etc.

CSO provincial consultations towards WPS NAP — 2017–2018

1st full National Steering Committee meeting of govt and CSOs held — 12 September 2017

National stakeholder consultative meeting — 5–6 December 2018

NAP drafted and consulted on — By June 2019

WPS NAP validated — To August 2019

WPS NAP adopted 2017

Source: South African NAP on WPS 2020–2025, page 57

5   South African National Action Plan on Women, Peace and Security 2020–2025, https://www.gov.za/sites/default/files/gcis_document/202103/south-african-national-action-plan-women-peace-and-security.pdf.

2. INTRODUCTION

The vision, mission and objectives of the South African NAP on WPS are:

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 ensure an integrated and coordinated approach to and the utilisation of best practices towards information and knowledge management for WPS

To position and promote South Africa as a credible international leader on issues related to WPS

The South African NAP lists seven priority areas and 21 strategic objectives, and identifies the activities that need to be implemented to meet these objectives. This baseline study outlines the country's progress in implementing 79 of the identified activities. Its assessment is that the country is making progress in promoting greater peace and security for women and in implementing the WPS NAP, but there is still much to be done. Civil society organisations – the Institute for Justice and Reconciliation (IJR), South African Women in Dialogue (SAWID), Human Rights Institute of South Africa (HURISA), Lady of Peace Community Foundation (LOPECO), Foundation for Human Rights (FHR) and ACCESS Chapter 2 – have been active in trying to implement those activities that civil society should be leading on, or be a part of. With support from the embassies of Ireland and the Netherlands and UN Women, and collaborating on many of the activities with DIRCO, the DWYPD and the DODMV, we have been active in summarising, translating and popularising the NAP; training; hosting dialogues; inaugurating a young women's peacebuilding award; and assessing the implementation of the NAP.
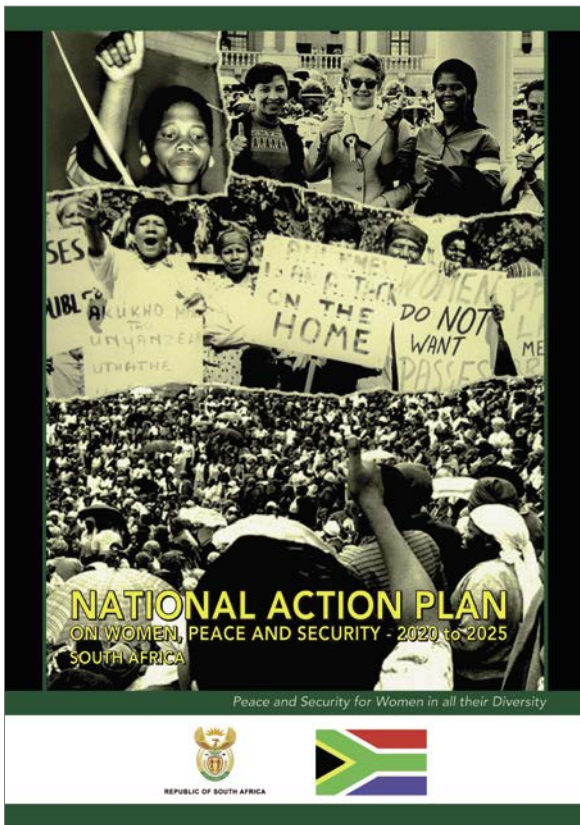
Comprehensive document of the South African National Action Plan on Women, Peace and Security

National Action Plan on Women, Peace and Security, summarised and produced in English, Afrikaans, Xhosa, Zulu and Venda

2.1 BASELINE STUDY OBJECTIVES

This study provides baseline information on WPS and the status of implementation of NAP activities in South Africa. When implementing the NAP, it is useful to track progress starting from a particular base at the point of implementation. The baseline therefore provides an overview of the current status of the country and assists with identifying gaps and opportunities for improvement. The specific objectives of this baseline evaluation include assessing:

■ the legislative, policy and programming environment for the implementation of WPS;

■ the participation of women in leadership and the security cluster;

■ progress on the implementation of activities in the four pillars of the NAP: participation, prevention, protection, and relief and recovery;

■ progress on governance and M&E.

The hope is that this will become an annual report on the status of implementation of the South African NAP on WPS.

2.2 METHODOLOGY

A mixed-methods research approach was used to collate data (qualitative and quantitative) for this baseline study. A key source of qualitative data was in-depth interviews conducted with representatives of government departments and with civil society stakeholders actively involved in implementing the NAP. We also made use of secondary literature related to WPS for both quantitative and qualitative data, such as departmental annual reports, published and unpublished stakeholder reports, administrative reports, academic articles, UN reports, Portfolio Committee minutes, national human rights institutions' monitoring reports, and websites. Insights were also gained from listening to members of Parliament at a training held on WPS and from Steering Committee member presentations on departmental implementation.

A limitation of the study was the unavailability of key officials from some government departments for interviews. WPS statistics for the various departments are also not readily available.

A key source of qualitative data was in-depth interviews conducted with representatives of government departments and with civil society stakeholders actively involved in implementing the NAP

3

Overview of the Regulatory Frameworks

This section articulates the international, regional and national regulatory frameworks that guide the implementation of the South African NAP on WPS.

PARTICIPATION	PREVENTION
PROTECTION	RELIEF AND RECOVERY

UNSC 1325

3.1   INTERNATIONAL FRAMEWORKS

The UN Charter, which came into force in 1945, is the founding document of the organisation and establishes six main organs, including the UNSC, which is primarily responsible for maintaining international peace and security.[6] The mandate of the UNSC is articulated under Chapters V–VIII, Articles 23–54 of the UN Charter.[7] The UNSC consists of 15 members, five permanent and 10 non-permanent, elected by the General Assembly. The UNSC adopted the landmark Resolution 1325 in October 2000, 54 years after its first meeting.[8] This historic meeting introducing the WPS agenda into the UNSC transpired under the chairship of Namibia. This resolution forms the cornerstone of the WPS agenda.

The resolution calls for greater participation of women in peace and security decision-making structures and processes and for the provision of support for local women's peace initiatives; the prevention of violence against women and ending of impunity; the protection of women in conflict situations; and mainstreaming a gender perspective into relief and recovery efforts, including rebuilding social cohesion within societies and promoting sustainable peace.

The resolution serves as a reference framework for UN Member States in shaping their policies and programmes to integrate gender-sensitive approaches in peace processes.[9]

The UNSCR 1325 framework built on other international instruments that preceded its adoption, including the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) of 1979, which established the principle of substantive equality between men and women. It also built on the Beijing Declaration and Platform for Action

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6   https://www.un.org/securitycouncil/content/what-security-council.

7   Ibid.

8   Kirby, P. and Shepherd, L.J. 2016. The Futures Past of the Women, Peace and Security Agenda. *International Affairs* 92(2): 373–392; Tryggestad, T.L. 2009. Trick or Treat? The UN and Implementation of Security Council Resolution 1325 and Women, Peace and Security. *Global Governance* 15(4): 539–557.

9   Republic of Uganda Ministry of Gender, Labour and Social Development. 2008. The Uganda Action Plan on UN Security Council Resolution 1325 & 1820 and the Goma Declaration.

of 1995, which, among other issues, advocated for women's inclusion in conflict resolution and the protection of women in conflict situations. The Windhoek Declaration and the Namibia Plan of Action for Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (May 2000) called for the equal access and participation of men and women in all stages of the peace process, and particularly for their increase in peace support operations. These frameworks were key precursors to the adoption of Resolution 1325, which represents a victory for the decades of activism by women, feminists, non-governmental organisations, academia, women in the diplomatic community and other key stakeholders for inclusion in peace and security processes and institutions. According to Jacqui True,[10] the WPS agenda is considered the most significant international 'normative framework'[11] addressing the gender-specific impacts of conflict on women and girls, including protecting them against sexual and gender-based violence (SGBV), promoting women's participation in peace and security processes, and supporting their roles as peacebuilders in the prevention of conflict.

Since the adoption of Resolution 1325, General Recommendation No. 30 of CEDAW was adopted in 2013, which links it to the WPS agenda and paves the way for states to report annually on WPS.[12] Goals 5 and 16 of the Sustainable Development Goals (SDGs), adopted in 2015, provide a further linkage to the implementation of the WPS agenda.

UNSC RESOLUTIONS ON WPS

1. UNSCR 1820 (2008), sponsored by South Africa. It recognises sexual violence as a tactic of war that threatens international peace and security and therefore requires a security response.

2. UNSCR 1888 (2009) established a Special Representative of the Secretary General on Sexual Violence in Conflict.

3. UNSCR 1889 (2009) established indicators for monitoring UNSCR 1325.

4. UNSCR 1960 (2010) established a monitoring and reporting mechanism.

5. UNSCR 2106 (2013) emphasises accountability for perpetrators of sexual and gender-based violence (SGBV).

6. UNSCR 2122 (2013) focuses on women's empowerment.

7. UNSCR 2242 (2015) established the Informal Experts Group; focuses on integrating the WPS agenda and countering violent extremism and highlights the importance of collaboration with civil society.

8. UNSCR 2467 (2019) stresses justice and accountability and calls attention to children born out of rape.

9. UNSCR 2493 (2019), sponsored by South Africa, urges Member States to commit to implementing the WPS agenda and its priorities by ensuring and promoting the full, equal and meaningful participation of women in all stages of peace processes.

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10   True, J. 2016. Explaining the Global Diffusion of the Women, Peace and Security Agenda. *International Political Science Review* 37(3): 307–323.

11   A normative framework is defined as 'an idea, organizing principle or standard procedure that resonates across many states and global actors having gained support in multiple forums including official policies, laws, treaties or agreements' (Wiener, A. 2009. Enacting Meaning-in-Use. *Review of International Studies* 35(1): 175–193).

12   UN Women. 2015. *Guidebook on CEDAW General Recommendation No. 30 and the UN Security Council Resolution on Women, Peace and Security.* UN Women, United States of America.

It also specifically stated that this would be one of its priorities for its term on the UNSC (2019–2020). It is currently the co-chair with Switzerland for the WPS Focal Points Network. In this regard, it hosted an Inter-Regional Focal Points Network in December 2022, fostering greater collaboration between the global South and the global North, as well as between governments and civil society, for the implementation of the WPS agenda. South Africa has also joined the Compact on Women, Peace and Security and Humanitarian Action, which seeks to redesign peace, security and humanitarian processes to include women and girls. The country is thus playing a significant role in the UN in implementing the WPS agenda.

3.2   REGIONAL FRAMEWORKS

The AU's Constitutive Act of 2002 enshrines the principle of gender equality and advocates for the participation of women in decision-making positions.

The 2003 African Charter on Human and People's Rights on the Rights of Women in Africa (the Maputo Protocol) is another regional framework that provides for the 'right to peace' (Article 10). Moreover, the article stipulates that state parties shall take all appropriate measures to ensure the participation of women in:

- programmes of education for peace and a culture of peace;

- structures and processes for conflict prevention, management and resolution at local, national, regional, continental and international levels;

- local, national, regional, continental and international decision-making structures to ensure physical, psychological, social and legal protection of asylum seekers, refugees, returnees and displaced persons, in particular women;

- all levels of the structures established for the management of camps and settlements for asylum seekers, refugees, returnees and displaced persons, in particular women;

- all aspects of planning, formulation and implementation of post-conflict reconstruction and rehabilitation.[13]

Article 11 of the Maputo Protocol further provides for the protection of women in armed conflicts.

The Solemn Declaration on Gender Equality in Africa (2004) also calls for the full and effective participation and representation of women in peace processes, including the prevention, resolution and management of conflicts and post-conflict reconstruction in Africa, as stipulated in UN Resolution 1325 (2000), as well as the appointment of women as Special Envoys and Special Representatives of the AU.[14]

The AU's Gender Policy (2009), the Nairobi Declaration on the African Women's Decade (2010), Agenda 2063 (2015) and the AU Strategy for Gender Equality and Women's Empowerment (GEWE) 2018–2028 are all noteworthy regional frameworks for the promotion of the WPS agenda.

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13   African Union. 2003. Charter on Human and People's Rights on the Rights of Women in Africa. Maputo.
14   African Union. 2004. Solemn Declaration on Gender Equality in Africa. African Union Common Repository: Assembly/AU/Decl.12 (III) Rev.1.

The AU established a Network of African Women in Conflict Prevention and Mediation to build the capacity and increase the pool of women mediators on the continent

The AU also has an office of the Special Envoy on WPS that drives the implementation of the WPS agenda for the institution. Bineta Diop has been the Special Envoy of the Chairperson since 2014, promoting WPS across the continent and within the AU and Regional Economic Community (REC). The AU also established a Network of African Women in Conflict Prevention and Mediation (FemWise) to build the capacity and increase the pool of women mediators on the continent. FemWise has thus far promoted and professionalised the role of African women in mediation processes, conflict prevention and peace-making. South Africa, through the Gertrude Shope Women Mediators Network at DIRCO, has worked closely with these AU structures. The African Women Leaders Network (AWLN) is another structure that aims to scale up women's voices and enhance women's leadership and transformation of the continent. The Network has conducted several solidarity missions to support women in leadership within countries affected by conflict.

The AU also adopted a Continental Results Framework (CRF), in 2018, which requires that Member States report on an annual basis to the AU on the implementation of WPS.[15] South Africa has not submitted annual reports to the AU in this regard.

Reporting and consequences for non-compliance have been a perennial challenge for the SADC. The regional body has conducted a WPS Assessment Report that 'documents progress and challenges in implementing the WPS Agenda at regional and national levels'.[16]

The SADC put in place a Regional Strategy on Women, Peace and Security 2018–2022 that served as a guiding framework on mainstreaming gender into the regional peace and security systems and processes. South Africa as a Member State is obliged to also meet the targets outlined in this strategy. The regional body also has a Strategic Plan of Action on Combating Trafficking in Persons, Especially Women and Children (2016–2023), to guide Member States in efforts to protect and put an end to acts of violence against women and girls.
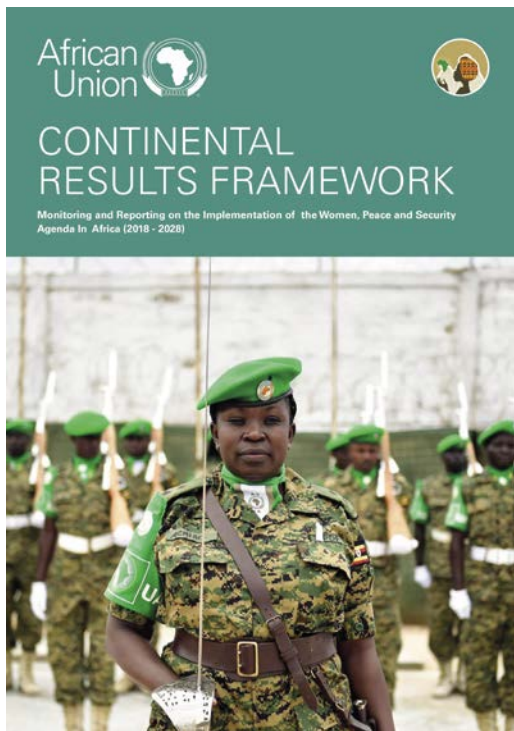
African Union Continental Results Framework on Women, Peace and Security

15   The Office of the Special Envoy on Women, Peace and Security of the Chairperson of the African Union Commission (AUC). 2019. Continental Results Framework: Monitoring and Reporting on the Implementation of the Women, Peace and Security Agenda in Africa (2018–2028). African Union.
16   www.sadc.int

3.3   NATIONAL FRAMEWORKS

South Africa has a progressive Constitution,[17] including a Bill of Rights, as well as a strong legislative and policy environment. The Constitution promotes non-sexism and gender equality. Section 1 of the Constitution highlights that the founding values are based on human dignity, achievement of equality, advancement of human rights, non-racialism and non-sexism. The Constitution further states that everyone is equal before the law and has a right to equal protection and benefits afforded by the law.[18] Under section 9(4), it further enumerates grounds upon which no person may be unfairly discriminated, including gender, race, sex, sexual orientation and age.

The legislative and policy frameworks in South Africa that provide for the participation of women include: the White Paper on the Transformation of the Public Service (1995), the White Paper on Defence (1996), the Defence Reviews (1998 and 2015), 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) and the National Development Plan 2030. South Africa also has an extensive policy environment to combat GBV, including the National Policy Framework for the Management of Sexual Offence Matters (2012), the Prevention and Combating of Trafficking in Persons Act 7 of 2013, and the National Strategic Plan on Gender Based Violence (GBV) and Femicide (NSP on GBVF) of 2020.

Although South Africa has progressive laws, policies and frameworks in place, patriarchal attitudes persist and the prevalence of SGBV remains high. The relevance of the WPS agenda in South Africa can be seen when we shift from the norms of gender equality and the numbers of representation to reviewing the experiences of women in their homes, communities and workplaces. Many women continue to live in conditions of vulnerability and insecurity.
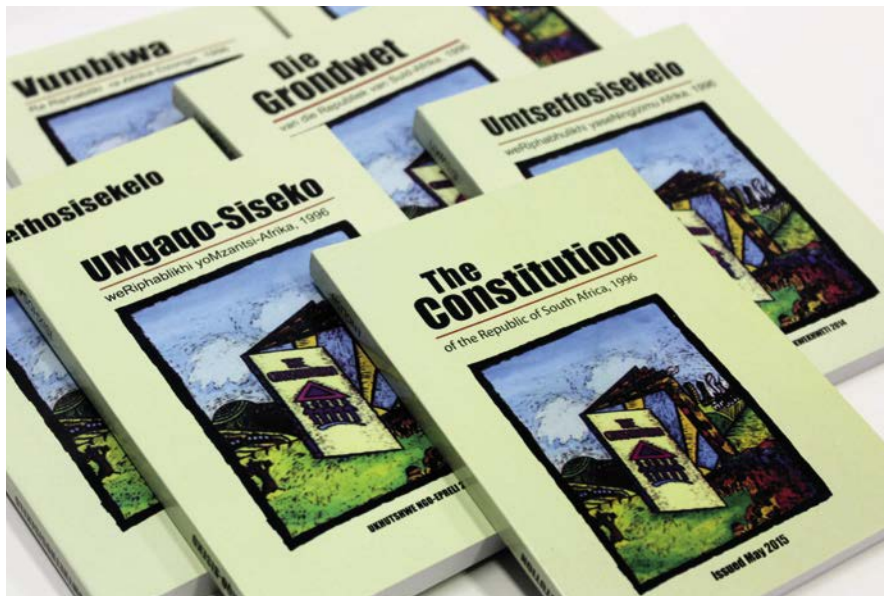
The Constitution of the Republic of South Africa in 11 official languages

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17   South African Constitution Act 108 of 1996.
18   Ibid., section 9(1).

In terms of legal frameworks, Priority Area 1.1 of the South African NAP on WPS calls for 'the development, implementation and assessment of gender-sensitive laws, policies and strategies'. The associated activities and their state of completion are detailed below.

TABLE 1			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
1	Review foreign policy and ensure it is gender sensitive.	2020	No updated, approved foreign policy. A National Interest Document was released in 2022 but does not sufficiently provide a gender perspective. South Africa should develop a feminist foreign policy.
2	Revise White Paper on Peace Support Operations to ensure gender mainstreaming and gender responsiveness.	2020	Although there have been attempts made to redraft the White Paper, there is no formal adoption of a revised White Paper on Peace Support Operations.
3	Review and update gender-mainstreaming strategies in the security sector.	2021	All government departments are guided by the Strategic Framework for Gender Equality in the Public Service. However, this document is dated (2006–2015). Similarly, the gender-mainstreaming strategies for security sector departments need to be reviewed and updated. The South African Police Service (SAPS) strategy, for example, is from 2014–2019.
4	Develop a gender-sensitive conflict management strategy.	2023	Target will not be met in 2023.
5	Develop a gender-sensitive strategy for post-conflict reconstruction and development.	2023	Target will not be met in 2023.
6	Establish a GBV Council in line with the National Strategic Plan on GBV and Femicide.	2020	Bill has been gazetted.
7	Provide timeous reports to the UN, AU, SADC and Presidency on WPS.	2021–ongoing	Target not met.

3. OVERVIEW OF THE REGULATORY FRAMEWORKS

TABLE 1			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
8	Include a report on the implementation of the NAP in the State of the Nation Address.	2020– ongoing	Target not met.
9	Include the meeting of WPS obligations in ministerial budget speeches.	2020–ongoing	Target not met.

Other activities listed under Priority Area 1.1 are:

NUMBER	ACTIVITY	TIME FRAME	COMPLETION AND COMMENTS
10	Establish a National Policy Forum of WPS.	2021	Although the WPS Steering Committee, established for the development of the NAP, still meets to assess implementation, the Policy Forum has not been established.
11	Strengthen civil society oversight of WPS.	2020–ongoing	Civil society has been included in the WPS agenda and has been engaged in many activities to implement the NAP, especially those related to popularising the plan.
12	Strengthen the relevant parliamentary oversight committees to ensure implementation of the NAP.	2020	Some training has been undertaken with parliamentary oversight committees. More of this training needs to be done.
13	Ensure that the security sector institutions have functioning and resourced gender units.	2021	Gender or transformation units or focal points exist but they remain challenged by resource constraints.
14	Develop a campaign and media strategy for the promotion of the NAP.	2020	There has been media engagement on the NAP but much more needs to be done.
15	WPS Annual Peace Tables to assess implementation.	2020– ongoing	DIRCO convened an assessment of implementation of the NAP in 2022. DIRCO also hosted a Peace Table after the July 2021 unrest.

4 PARTICIPATION

The NAP seeks to increase the meaningful participation of women and gender non-conforming persons in peace processes, structures and institutions.

Women perform multiple roles that are related to peace and security, at all levels. Too often these roles are not made visible and the emphasis is placed on women as victims and survivors of conflicts. Women are often first responders to conflicts in communities (including to incidences of violence against both women and men), playing a peacebuilding role. They are also active in the security sector institutions (police, corrections, military, courts) and in government structures where decisions are made, and oversight is carried out around internal and external peace and security (Cabinet, Parliament, portfolio committees, international relations, defence, etc.). Women's participation in peace and security structures and processes enables their interests and needs to be reflected and responded to and enhances the well-being of the whole of society.

Women have been advocating for their inclusion in peace processes and structures globally, regionally and nationally. South African women have not only advocated for their own inclusion but have been at the forefront of these struggles in many other countries that have undertaken peace processes. It is therefore imperative that the participation pillar of the NAP is implemented and that it informs the other pillars.

SAWID founders and veterans, including Zanele Mbeki, Dr Brigalia Bam and Thoko Mpumlwana, at a Veteran's Dialogue on 26 April 2023 celebrating the 20th year of SAWID's existence

Priority Area 1.2.1 of the NAP seeks to include women in international and continental peace and security structures and processes. Key activities include:

TABLE 2			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
16	Develop a comprehensive baseline on WPS.	2021	This study constitutes the first baseline study.
17	Train and deploy women to UN, AU and SADC peace and security structures so that they constitute 40% of South African representation by 2025.	2020– ongoing	Of the 20 representatives deployed to the AU and the UN Economic Commission for Africa (UNECA) in Ethiopia, 7 (35%) identify as women. Of the 15 deployed to the UN, 8 (53%) identify as women. It is not clear how many women are deployed to the SADC, although 4 of the 7 representatives at the South African Embassy in Botswana are women.
18	Appoint women as ambassadors, permanent representatives, heads of delegation and defence attaches so that they constitute 40% of deployments.	2020–ongoing	South Africa has increased its deployment of women representatives in these positions and for ambassadors falls just short of the 40% mark. It can do slightly better to reach the target by 2025.
19	Use South Africa's role in peace and security structures to advocate for the appointment of women as mediators, special envoys, heads of mission, etc. – to increase by 10%.	2021–ongoing	In 2019 South Africa sponsored a UNSCR advocating for more women to be deployed to these positions. We also saw the appointment of Phumzile Mlambo-Ngcuka as co-mediator for the Ethiopia peace process in 2022.
20	More women are trained in disarmament.	2020–ongoing	Not clear if women are being trained and representing South Africa in this area.
21	10% increase of women in international oversight bodies on peace and security, such as the UNSC and AU Peace and Security Council.	2023	Women are being deployed to the UN and AU, as noted above.
22	Increase women's participation in peace missions, election observation and conflict prevention.	2021–ongoing	The number of women deployed by South Africa surpasses the 10% threshold that the UN requires. However, it is below 30%. It is not clear how many women are deployed to election observation missions. Many women are being trained in conflict prevention through the Gertrude Shope Women Mediators Network – 850 women trained to date. Other civil society organisations have also embarked on training.

4.1 WOMEN'S REPRESENTATION IN POLITICAL LEADERSHIP

Post-1994, South Africa has had relatively strong representation of women in leadership positions, including in international relations and the justice, crime prevention and security clusters. Women's representation in Cabinet increased to 50% after the 2019 elections. The Minister of International Relations, Dr Naledi Pandor, and the ministers of Defence and Military Veterans – in 2019 Nosiviwe Mapisa-Nqakula and, from 2021, Thandi Modise – are firmly committed to promoting WPS.

REPRESENTATION IN POLITICAL LEADERSHIP BY GENDER, 2004–2019
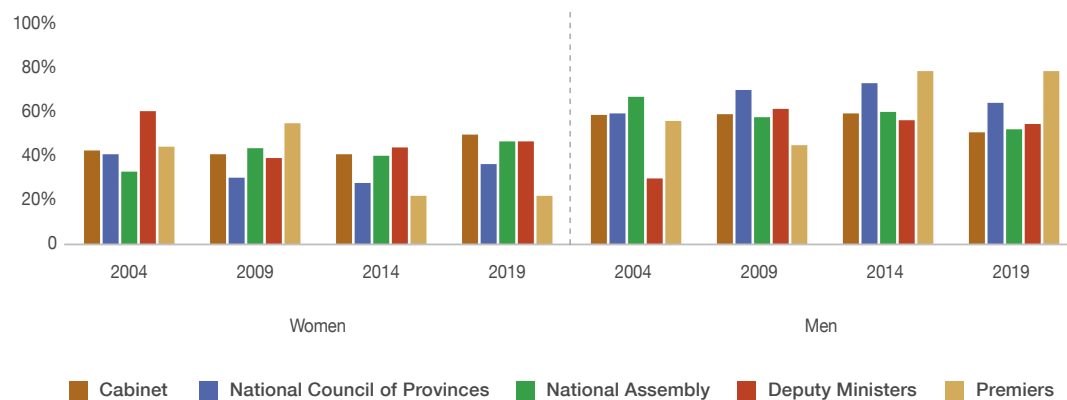
TABLE 3: PERCENTAGE OF WOMEN AND MEN IN POLITICAL LEADERSHIP POSITIONS IN SOUTH AFRICA								
	WOMEN				MEN			
	2004	2009	2014	2019	2004	2009	2014	2019
Cabinet	42	41	41	50	58	59	59	50
National Council of Provinces	41	30	28	36	59	70	72	64
National Assembly	33	43	40	46	67	57	60	52
Deputy Ministers	60	39	44	46	40	61	56	54
Premiers	44	55	22	22	56	45	78	78

Source: Stats SA, 2022[19]

Table 3 shows the increase in representation of women in political leadership in the National Assembly, National Council of Provinces and Cabinet, as well as in the positions of deputy ministers and premiers. The statistics show that strides have

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19   Stats SA, 2022.

been made in relation to women's representation since 2004 in some instances – for example, the number of women in Cabinet and the National Assembly.

The statistics show that strides have been made in relation to women's representation since 2004 in some instances, for example, the number of women in cabinet and the national assembly. The representation of women increased steadily in the National Assembly, although it dipped in 2014 and then increased again after President Cyril Ramaphosa assumed power. South Africa is well on its way to gender equality at the national decision-making level, but needs to improve at the local government level.

4.2 WOMEN'S REPRESENTATION IN PORTFOLIO COMMITTEES

Portfolio committees are the parliamentary committees that are established as constitutional structures to ensure oversight and monitor government implementation – they are thus accountability mechanisms. Part of these committees' responsibility is to analyse legislation, oversee government action and interact with the public for participatory governance.[20] For example, they consider the annual reports of organs of state and the reports of the Auditor-General. The table indicates portfolio committees that are relevant for WPS.

TABLE 4: NUMBER OF MEN AND WOMEN IN PORTFOLIO COMMITTEES, MARCH 2023				
Portfolio Committee	**Male**	**Female**	**Total**	**Chairperson**
Women, Youth and Persons with Disabilities	1	10	11	Female
Police	5	5	10	Female
Defence	6	4	10	Male
Justice and Corrections	6	4	10	Male
Social Development	2	9	11	Female
International Relations	9	2	11	Male
Home Affairs	9	7	16	Male

Source: Parliament of the Republic of South Africa

Only the Portfolio Committee on Police has a 50/50 gender representation in these key oversight committees.[21] International Relations is particularly skewed in favour of male representatives and, predictably, women are in the majority in those issue areas predominantly associated with them, such as Social Development. Women are underrepresented in the portfolio committees aligned with safety and security.

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20   https://www.parliament.gov.za/.
21   Ibid.

4.3 WOMEN'S REPRESENTATION IN THE COURTS

**NUMBER OF CONSTITUTIONAL COURT AND
SUPREME COURT OF APPEAL JUDGES BY SEX, 2021**
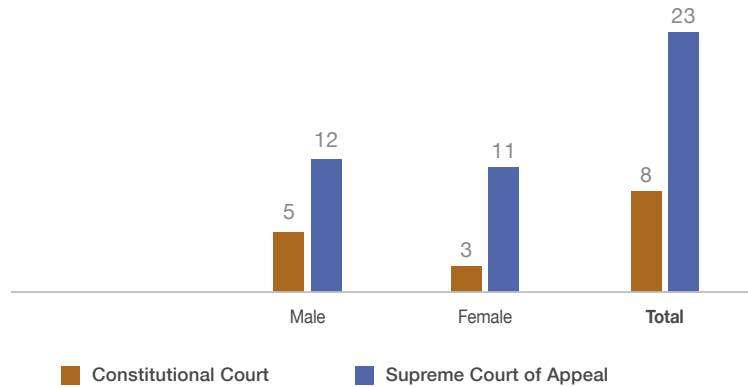
Legend: ■ Constitutional Court ■ Supreme Court of Appeal

Source: JSC, 2021[22]

In 2021 the Constitutional court had eight judges, three of whom were women. The Supreme Court had 23 judges, 11 of whom were women. The judiciary should be more sensitive to gender equality in its own ranks. The recent appointment of Judge Mandisa Maya as Deputy Chief Justice is a marked improvement. She was the first woman ever to be interviewed for the Chief Justice position.

The judiciary should be more sensitive to gender equality in its own ranks

4.4 WOMEN'S REPRESENTATION AS AMBASSADORS AND HIGH COMMISSIONERS

TABLE 5: AMBASSADORS AND HIGH COMMISSIONERS DEPLOYED TO SOUTH AFRICA AS AT MARCH 2023	
GENDER	**NUMBER**
Male	105
Female	28
Total	133
Vacant	23

Source: DIRCO website[23]

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22   Judicial Service Commission 2021/2022 Annual Report.

23   https://www.dirco.gov.za/foreign-representation-in-south-africa-n/, accessed March 2023.

Table 5 above the number of ambassadors, and High Commissioners that have been deployed to South Africa, by gender. The statistics demonstrate that there is still a noticeably skewed distribution of men to women in these diplomatic positions, with only 21% being women. The following countries are commended for their deployment of women ambassadors: Angola, Austria, Botswana, Bulgaria, Republic of Congo, Estonia, Eswatini, Finland, Grenada, Ireland, Jamaica, Kenya, Liberia, Malawi, Mexico, New Zealand, Niger, Palestine, Oman, Philippines, Romania, Rwanda, Senegal, Tunisia, Turkey, Ukraine and Venezuela and the European Union.

TABLE 6: AMBASSADORS DEPLOYED BY SOUTH AFRICA	
GENDER	NUMBER
Male	58
Female	34
Total	92
Vacant	10

Source: DIRCO website[24]

South Africa deploys more women as ambassadors to other countries than it receives as country representatives. Thirty-seven per cent of its currently deployed ambassadors (in country) are women. South Africa can therefore easily meet the 40% target of the NAP by 2025. It should make a concerted effort to do so. It has also deployed a woman, Ambassador Mathu Joyini, as Permanent Representative to the UN. This is a welcome deployment for gender inclusivity.

H.E. Ambassador Mathu Joyini, first woman to serve as South Africa's Permanent Representative to the United Nations

24   Ibid.

4.5 PEACEKEEPING MISSIONS

The SANDF plays an important role in promoting peace and security on the continent by participating in UN and SADC peacekeeping missions. It has mainly deployed to the DRC, Sudan and more recently to Mozambique. In the DRC, its mission is named Operation Mistral, and South Africa deploys as part of the Force Intervention Brigade (FIB) that works under the United Nations Stabilisation Mission in the DRC (MONUSCO). South Africa's peacekeeping mission to Mozambique is called Operation Vikela and it is deployed under the Southern African Development Community Mission in Mozambique (SAMIM).

SOUTH AFRICA'S DEPLOYMENT TO UN PEACEKEEPING MISSION BY GENDER, 2020

Number

■ Male   ■ Female   ■ Total
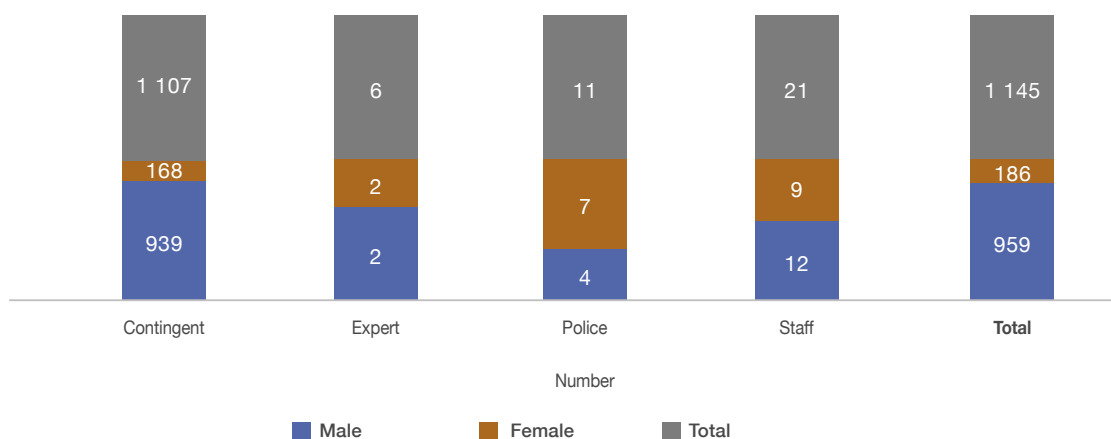
Source: DoD, 2021[25]

Men constituted the vast majority (83%) of those deployed for UN peacekeeping missions in 2020. In 2022 South Africa's deployment to the DRC consisted of 20% women.[26] In general, in 2022 the total troop contribution to MONUSCO only had 6% women and overall in the mission only 8% of peacekeepers were women.

South Africa has deployed 1 495 peacekeepers as part of SAMIM. South Africa's contingent to Mozambique has 19% women.[27] However, SAMIM has a total of 1 929 peacekeepers, of whom 177 (9%) are women.

As conflict contexts become more volatile, such as in the case of countering violent extremism, fewer women will be deployed. In UN Peace Missions as a whole for 2020, only 4.8% of military contingents were women, and only 10.9% of policed formed units. In 2023, only 7.8% of all uniformed military, police and justice and corrections personnel in UN missions were women. Relatively, therefore, South Africa is deploying many more women in peace operations than other countries are. The five top contributors to women and peacekeeping are Ethiopia, Ghana, Rwanda, Nepal and Bangladesh.

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25   Department of Defence 2021/2022 Annual Report.
26   SANDF presentation at launch of Baseline Study, Embassy of the Netherlands, April 2023.
27   Ibid.

4.6 WOMEN'S REPRESENTATION IN THE SECURITY SECTOR

Priority Area 1.2.2 on women's representation and participation in national peace and security structures outlines the following activities.

TABLE 7			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
23	Government to appoint more women to senior positions in the security cluster, including at ministerial and director general (DG) levels – 50% in the aforementioned positions.	2024	Government is striving towards equitable gender representation at these levels. In the security cluster there are women appointed as DGs.
24	Departments to institute measures to ensure an environment in which women are able to thrive in security sector institutions.	2020–ongoing	The ministerial report for the Department of Defence (DOD) indicated serious concerns of sexual misconduct in the DOD and recommended actions for redress. DOD is therefore looking into creating a safe environment for women and this must be prioritised. It is unclear what the situation is in the other security sector institutions.
25	Government and civil society to train and deploy women in conflict prevention, relief and recovery and post-conflict reconstruction.	2020	DIRCO and civil society organisations have been training women in conflict management, mediation, peacebuilding and on WPS.
26	Government and civil society to train and deploy women in peace missions.	2020–ongoing	The SANDF has a peace missions training centre that also has an intake of women and that trains gender advisors for peace missions.
27	Develop a pipeline and database of women who can participate in local, national, regional and international peace processes.	2020	This database has not been developed.
28	Government coordinates the different tracks for engagement in peace processes.	2020	There is coordination for deployment at regional and international levels.
29	Create a Women's Forum for women in security sector institutions to share best experience and best practice.	2021	There are forums within specific sectors but not one for all women in the security sector.

4. PARTICIPATION

TABLE 7			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
30	Develop a peace infrastructure for women that draws on the expertise of existing women's organisations to engage in conflict management.	2020–2023	The making of a peace infrastructure is developing in South Africa. Women have been coming together in various formations to deal with peace and security issues, for example the Women's Election Mechanism for Peace (WEMP).
31	Hold a biennial Peace Table bringing together all stakeholders to discuss peace and security issues nationally, continentally and internationally.	2020	A Peace Table was held after the July 2021 unrest and a declaration was sent to the Presidency.
32	Train community leaders, community-based organisations, local municipalities, religious leaders and other relevant stakeholders in peacebuilding.	2020–2025	To date, focus has been on the training of women in civil society. Much more needs to be done to train religious and traditional leaders, local municipalities, etc. This will be the focus for 2023.
33	Utilise community structures and trained peacebuilders to effect peace and security for all.	2020–ongoing	There have been a few activities utilising trained peacebuilders for dialogues in communities.

With regard to DGs across government departments, the gender disaggregated data indicates that 68.3% of DGs are men, while women constitute only 31.7%. Of the ministries relevant for WPS, the Presidency, SANDF, State Security Agency (SSA) and DWPD have women as DGs. DIRCO, SAPS, DHA, DOJC and DSD have men as DGs.

Speaking at a Women's Day Parade in August 2022, the Minister of Defence, Thandi Modise, noted the need to address sexual misconduct in the defence force. She stated:

> *Allegations of sexual abuse and exploitation of women within SANDF is not only an embarrassment to the country, but a violation of women's rights. Together, we must break the silence against abuse within the force. Externally, the SANDF had suffered reputational damage as a result of negative reporting and in particular by the United Nations on sexual exploitation abuse incidents allegedly committed by our deployed members. Internally, we made headlines when two Military Skills Development System soldiers allegedly raped a fellow student on course. This cannot be tolerated and must be dealt with harshly. We must insist on ethical behaviour and discipline befitting men and women in uniform.*[28]

The SANDF started a Peace Mission Training Centre in 2007. All those deployed on peace missions are required to take pre-deployment training at the training centre. The course offers training on sexual exploitation and abuse. DIRCO, through the Gertrude Shope Mediation Network, also offers training on mediation. So do many other civil society organisations.

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28   Minister Thandi Modise cited in https://www.defenceweb.co.za/featured/modise-wants-to-see-more-women-in-the-sandf/.

4.7 WOMEN'S REPRESENTATION IN THE DOD

The staff composition of the DOD according to the 2020/2021 annual report is 72 322, of which 22 693 (31.3%) are women. The combined number of employees at the top and senior management levels is 400, of whom 126 (31.5%) are women.[29] There are 15 males and five females (25%) at top management. At senior management there are 259 males and 121 females (31%). In 2020 there were five women (16%) serving at the level of Major General compared to 26 men, and 34 (23%) women and 108 men respectively at the level of Brigadier General.[30] A three-star General is the highest rank currently for women in the defence, and has been for many years. In 2023, the SANDF noted that it had 37% representation of women in the defence force, with 27% of those in combat positions. Although the DOD has done well in terms of women's representation, it has to begin to move beyond the original 30% target, and work on creating a conducive environment for women to flourish. This means paying more attention to the culture of the organisation.

TABLE 8: NUMBER OF SENIOR SENIOR STAFF AT DOD BY RACE AND SEX, 2020/2021									
OCCUPATIONAL BAND	MALE				FEMALE				
	AFRICAN	COLOURED	INDIAN	WHITE	AFRICAN	COLOURED	INDIAN	WHITE	TOTAL
Top management	14	0	0	1	4	0	0	1	20
Senior management	175	18	14	52	72	13	10	26	380
Professionally qualified and experienced specialised and mid-management	3 632	172	925	1 880	1 809	107	354	940	9 819

Source: DOD, 2021[31]

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29 Department of Defence 2020/2021 Annual Report.
30 https://www.defenceweb.co.za/wp-content/uploads/joint/government-affairs/MTT_SEA_DoD.pdf.
31 Department of Defence 2020/2021 Annual Report.

4.8 WOMEN'S REPRESENTATION IN THE SAPS

The SAPS does much better at enlisting women into the service. According to the 2021/2022 annual report, there are 176 180 employees in the service. Of these, 39% are women. The Minister, Deputy Minister of Police and National Commissioner are men; however, of the three Deputy National Commissioners, two are women and six of the 12 Divisional Commissioners are women. The same 50% gender representation is noted with the Provincial Commissioners. There are 49 women Major Generals, constituting 38% of this rank; 38% of the Brigadier Generals are also women.[32]

TABLE 9: NUMBER OF SENIOR SAPS MANAGEMENT STRUCTURE BY RACE AND SEX, 2021/2022									
RANK/LEVEL DESCRIPTION	**WHITE**		**INDIAN**		**COLOURED**		**AFRICAN**		**TOTAL**
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	
Minister							1		1
Deputy Minister							1		1
Executive Authorities							2		2
Minister of Police personnel						3	9	20	32
National Commissioner (General)							1		1
Deputy National Commissioners (Lieutenant General)							1	2	3
Divisional Commissioners/National Head/Deputy National Head and other top management (Lieutenant General)			1	2			4	5	12
Provincial Commissioners (Lieutenant General)							4	4	8
Top management					1	2	10	11	24
Major General	9	3	8	1	8	2	55	43	129
Brigadier	69	32	36	11	39	27	233	164	611
Senior management	78	35	44	12	47	29	288	207	740

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32   South African Police Service 2020/2021 Annual Report.

TABLE 9: NUMBER OF SENIOR SAPS MANAGEMENT STRUCTURE BY RACE AND SEX, 2021/2022									
RANK/LEVEL DESCRIPTION	WHITE		INDIAN		COLOURED		AFRICAN		TOTAL
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	
Colonel	319	155	101	45	134	67	887	507	2 215
Lieutenant Colonel	722	520	193	104	333	198	2 130	1 392	5 592
Captain	1 812	1 092	392	214	935	478	4 922	2 770	12 615
Commissioned officers	2 853	1 767	686	363	1 402	743	7 939	4 669	20 422
Non-commissioned officers	5 649	1 571	1 951	359	9 518	3 482	65 586	30 599	118 715
Public Servants Association (PSA) employees	380	2 680	273	621	1 180	2 871	9 982	18 258	36 245
TOTAL	8 960	6 053	2 954	1 356	12 149	7 128	83 816	53 764	176 180

SAPS COMMITMENT TO WOMEN

If you have been the victim of crime we will:

- Treat you with respect and dignity;

- Take whatever steps necessary to investigate your case;

- Give you regular feedback on your case;

- Inform you of available victim support services in your area;

- Inform you of the procedure that must be followed in your case; and

- Treat any information you give us as confidential.

SAPS COMMITMENT TO ITS MEMBERS

- Provide equal opportunities to all its personnel

- Empower women

- Sustain gender equity in the workplace

- Render employee assistance to all personnel

- Enable women to function optimally and realise their career aspirations in the SAPS

- The empowerment of women enhances service delivery at all levels as women and men carry the workload together.

4.9 WOMEN IN CONFLICT MANAGEMENT

There has been a huge focus on training women in conflict management, especially in mediation. The Gertrude Shope Women Mediators Network had by March 2023 trained approximately 850 people, predominantly women, in mediation. Women have also been trained via FemWise, the African Centre for the Constructive Resolution of Disputes (ACCORD) and the IJR (in 2022 through support from UN Women), and the IJR and SAWID through support from the Solidarity Fund. The challenge remains on how to increase the numbers and how to utilise the training effectively through deploying women in all the mediation tracks and in peacebuilding activities at community level. Women in civil society are striving to build an infrastructure for peace that is embedded in the community and has structures at local, provincial, national and regional levels.

The NAP seeks to create an inclusive, peaceful and safe society

In preparation for the 2021 local government elections, the IJR and the Electoral Institute for Sustainable Democracy in Africa (EISA) trained 80 women as peace messengers to observe the local government elections at different localities. They were deployed to different localities to observe the elections. With the support of HURISA, SAWID, LOPECO, ACCESS Chapter 2, ACCORD, the Institute for Afrikology and DIRCO (and supported by UN Women), as well as the experience shared by the Women's International Peace Centre, three peace rooms were established (in KwaZulu-Natal, Gauteng and Cape Town) to act as early warning and intervention units for any gender-related violence directly connected to the elections. This peace formation was called the Women Elections Mechanism for Peace (WEMP). It was successful in bringing the collective experience of those working on WPS together and should be upscaled for the national elections. The peace rooms, consisting of peace messengers, peace advocates and special envoys, were able to record, receive and analyse incidents and make referrals and interventions where necessary.

THE NUMBER TO CALL IF YOU WITNESS OR KNOW OF ELECTION RELATED CONFLICT OR SGBV INCIDENTS

ONE NUMBER ALL PLATFORMS

072 957 9247
womenpeaceroom@gmail.com
@womenpeacerooms

Gauteng WEMP peace room, 2021

5

PREVENTION

Women are key actors in the building of a peace infrastructure.

Pillar 2 of the NAP concentrates on prevention. The first priority under this section seeks to create an inclusive, peaceful and safe society by (1) building a comprehensive peace infrastructure, and (2) cultivating a peace culture.

Civil society has taken the initiative to draft a Peace Charter. However, it still needs to be finalised, adopted and popularised. South Africa should prioritise the establishment of a National Peace Centre. There are non-governmental think tanks in South Africa that produce knowledge and policy advice and do capacity-building on peace and security issues. However, unlike countries such as Sweden, the US, the UK and Nigeria, South Africa does not have a dedicated think tank, which is supported by the government, to provide the necessary thought leadership, capacity-building, environment for mediation/dialogue facilitation, and to promote peace and reconciliation.

The NAP emphasises the need to concentrate on peace, not just security. In the early 1990s South Africa had a National Peace Accord (NPA). It had a National Peace Secretariat, and regional and local peace committees. A peace infrastructure was built, which was instrumental in 're-imposing the rule of law and bringing peace to many strife-torn communities'.[33] The NAP calls for re-building the peace infrastructure for the prevention of violence in South Africa. Women are key actors in the building of this peace infrastructure and their efforts need to be supported and aligned with other national and local peace efforts in the country. Peace education is also a vital part of changing mindsets and consciousness to produce a culture of peace. South Africa needs to do much more to mainstream peace education into formal curricula and conflict management into training programmes.

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33   The National Peace Accord and its Structures, https://omalley.nelsonmandela.org/index.php/site/q/03lv02424/04lv03275/05lv03294/06lv03321.htm.

TABLE 10			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
34	Establish a national peace centre.	2021	The peace centre is not established.
35	Develop a National Peace Charter.	2020	In 2021 civil society had engagements on the drafting of a National Peace Charter. A draft Charter is in existence and needs to be further consulted on.
36	Citizens make a quarterly pledge to abide by the Charter.	2020–ongoing	Charter is not yet in existence and so the pledge cannot be made on a quarterly basis.
37	Learners learn the Peace Charter at their schools.	2020–ongoing	Peace Charter has not been formalised.
38	Compose a peace song.	2020–ongoing	A peace song has been composed. It still requires popularisation.
39	Insert a clause in government employment contracts that speaks to adherence to the Peace Charter.	2022	Peace Charter not yet completed.
40	Community leaders, private sector and labour coordinating bodies sign a commitment of adherence to the Peace Charter.	2021–2025	Peace Charter not yet completed.
41	Build, strengthen and support the national peace infrastructure.	2022	No action plan to accomplish this task.
42	Develop a Peace Corps programme for youth that enables their participation in national and continental peace and development initiatives.	2022	No Peace Corps developed.

Priority 2.2 seeks to create preventative measures for a safer society for women, children and gender non-conforming persons. Some of the key activities included here are:

TABLE 11			
NUMBER	**ACTIVITY**	**DATE**	**COMPLETION AND COMMENTS**
43	Create and utilise platforms for early warning.	2021	There are a few early warning platforms, for example XENO on xenophobia, and the DOJC is trying to create an early warning mechanism. These need to be scaled up and embedded in communities.
44	Strengthen community policing forums.	2021–2025	These exist but it is unclear how well they are functioning.
45	Implement measures to eradicate harmful cultural practices.	2023	South Africa has amended marriage laws to address the issue of child marriages and Ukhuthwala, two predominant harmful practices in the country. It is not clear if female genital mutilation exists in the country as no data have been collated in this regard.
46	Develop effective strategies and deploy visible policing – noted by the decline in murder and crime rates.	2021	Murder rates have been increasing. They are now at 42 per 100 000.
47	Address impunity for security sector employee transgressors – number of cases successfully prosecuted.	2020–ongoing	Data on prosecutions were not readily available. In 2020, 139 police officers were charged with SGBV-related crimes.
48	Include peace education in national GBV and WPS campaigns.	2020	Civil society in collaboration with the Commission for Gender Equality (CGE) has been engaged in promoting the WPS NAP in all nine provinces.
49	Develop awareness programmes to address violent expressions of homophobia.	2020–ongoing	Civil society conducts awareness dialogues. These need to be scaled up. There is also currently a Hate Crimes Bill tabled in Parliament.
50	Develop awareness programmes to address violent expressions of xenophobia.	2020–ongoing	There are workshops, dialogues and seminars on xenophobia. Under the implementation of the NAP project, there was a dialogue in 2022 on migration and violence, bringing together South African women and migrant women. Many more still need to take place.
51	Mainstream peace education into the school curriculum.	2022	Peace education has not been mainstreamed.
52	Form community peace clubs.	2020–2025	This needs a concerted investment by government and civil society.

Crime is one of the top five challenges in South Africa. The National Development Plan 2030 notes: 'Personal Safety is a human right. […] When communities do not feel safe, and live in fear, the country's economic development and the people's well-being are affected, hindering their ability to achieve their potential. This is acute in the case of women, who are more vulnerable and less likely to achieve their potential in unsafe environments'.[34] Accordingly, the South African government has made crime prevention a national priority. A National Crime Prevention Strategy[35] (NCPS) was developed in 1996, consisting of four pillars:

- Criminal justice process – rapid deterrence;

- Reducing crime through environmental design – limit opportunities and maximise constraints;

- Community values and education – public participation in crime prevention;

- Transnational crime – addressing cross-border crime.

The Integrated Crime and Violence Prevention Strategy (ICVPS) was introduced in 2022 as a follow-on to the NCPS and in effect replaced it. It focuses on the prevention of crime and violence in communities and proposes a 'whole of government' and a 'whole of society' approach to crime prevention. This strategy rests on six pillars:

- an effective criminal justice system;

- early intervention;

- victim support;

- effective and integrated service delivery for safety, security and violence;

- safety through environmental design;

- active public and community participation.[36]

The prevention programmes entail, among other things:

- changed behaviour and social norms within key groups as a result of the rollout of evidence-based prevention interventions;

- shifts away from toxic masculinities towards embracing positive alternative approaches for expressing masculinities and other sexual and gender identities within specific communities/groups;

- optimally harnessed Violence Against Children (VAC) programmes that have an impact on GBV eradication;

- increased cross-fertilisation and integration of prevention interventions on violence against LGBTQIA+ persons, with broader GBVF prevention and violence prevention interventions;

34 National Development Plan 2030: Our Future, Make it Work, p. 385.
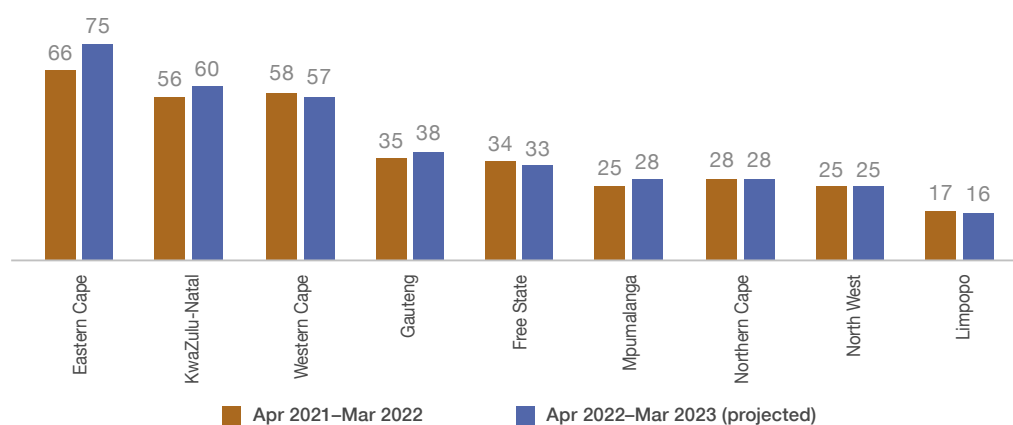35 https://www.gov.za/documents/national-CRIME-prevention-strategy-summary#2.
36 South African Police Service 2021/2022 Annual Report.

- strengthened programming that addresses the restoration of human dignity, builds caring communities and responds to historic and collective trauma; and

- safe and violence-free public spaces for all, particularly women and children.

5.2 CRIME STATISTICS

South Africa continues to be one of the most violent countries in the world. It also has high levels of rape, sexual violence and sexual assault. Some provinces have also experienced an increase in politically motivated violence. Murder increased by 62% from 2011/2012 to 2021/2022. There are now 42 murders per 100 000 people.[37] There have also been increases in provincial murder rates. The graph provides a snapshot of murder rates per province in 2021/2022.

PROVINCIAL MURDER RATES (NO.), 2021/2022 AND 2022/2023

	Eastern Cape	KwaZulu-Natal	Western Cape	Gauteng	Free State	Mpumalanga	Northern Cape	North West	Limpopo
Apr 2021–Mar 2022	66	56	58	35	34	25	28	25	17
Apr 2022–Mar 2023 (projected)	75	60	57	38	33	28	28	25	16

Source: Bruce, 2023.[38]

With respect to contact crimes perpetrated against women, statistics show that femicide cases increased across the three financial years from 2019/2020–2021/2022. Sexual offences fluctuated: they were high during the 2019/2020 financial year, decreased in 2020/2021 and increased again in 2021/2022.

The graph that follows shows contact crimes against women. In 2021/2022, murders, sexual offences, attempted murders, grievous bodily harm and common assault against women all increased. This does not bode well for the security of women in South Africa. Strategies are necessary, but their effective implementation is crucial.

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37   David Bruce. 2023. Soaring Murder Rates Underline the Lack of Sound Direction for Policing. *ISS Today*, February.
38   Ibid.

	Murder	Sexual offences	Attempted murder	Assault GBH	Common assault
■ 2019/2020	2 695	31 100	3 214	50 859	83 202
■ 2020/2021	2 655	23 765	3 292	46 673	78 677
■ 2021/2022	3 198	27 678	4 015	53 095	91 222

Source: SAPS, 2021/2022[39]

There has been some improvement by the SAPS in dealing with SGBV. There are now 1 155 stations that are compliant with the provisions of the Victims' Charter as they have designated victim-friendly services for survivors of violence, including GBVF. Of these stations, 1 017 have victim-friendly rooms, where victims can provide statements in private and access psychosocial and medical support where necessary.[40]

The WPS NAP is being implemented alongside the NSP on GBVF that was adopted in April 2020, and some of the pillars complement each other. Some of the achievements under the NSP are:

■ Approval of Comprehensive National GBVF Prevention Strategy for implementation;

■ National Integrated Prevention Strategy against Femicide launched;

■ Policy Framework to address GBV in the Post-School Education and Training (PSET) system approved;

■ National School of Government offers online courses on GBVF, gender mainstreaming in the public service and the Gender Responsive Budgeting, Planning, Monitoring, Evaluation and Auditing (GRBPMEA) framework;

■ Communication interventions implemented by various departments and civil society organisations;

■ National Communication Strategy aligned to the NSP on GBVF.[41]

1 017 SAPS stations have victim-friendly rooms, where victims can provide statements in private and access psychosocial and medical support

39   South African Police Service 2021/2022 Annual Report.
40   South African Police Service 2020/2021 Annual Report.
41   See, Overview of the National Strategic Plan on Gender Based Violence and Femicide Roll Out, https://www.gov.za/sites/default/files/gcis_document/202108/nsp-gbv-year-1-rollout-report-2020-2021-final-version-web.pdf.

The SAPS conducted capacity-building workshops during the 2021/2022 financial year to ensure that personnel who deal with GBV victims are adequately trained to prevent secondary victimisation. Such training also equips personnel with skills to effectively execute their preventative interventions and respond to victims in a victim-centred manner. The SAPS also adopted the SAPS GBV and Sexual Offences Action Plan on 15 March 2022. According to the SAPS, the implementation of that plan is governed and overseen by the National Steering Committee on GBV and the Interdivisional Forum on Violence against Women, Children and Vulnerable Groups, comprising divisional commissioners, provincial commissioners and component heads in disciplines that have a role to play in addressing GBV-related matters. A Provincial Coordinators' Forum has been established as part of the GBVF prevention architecture and convenes monthly to monitor provincial intervention plans in addressing issues related to GBV.[42]

Other structures have been established to promote social justice, safety, peace and social cohesion, and prevent criminality within communities. These structures include Community Policing Forums (CPFs) and Sector Policing Forums. The SAPS also has partnerships with different stakeholders, including the business sector, community-based stakeholders, international partners, faith-based organisations, traditional leaders and non-governmental organisations. These partnerships have been established as crime prevention initiatives within the country.

TABLE 12: NUMBER OF CPFs ACROSS DIFFERENT POLICE STATIONS, 2021					
PROVINCE	POLICE STATIONS	POLICE STATIONS WITH ESTABLISHED CPFs	POLICE STATIONS EXEMPTED FROM ESTABLISHING A CPF	POLICE STATIONS NOT IMPLEMENTED	NEWLY ESTABLISHED POLICE STATIONS
Eastern Cape	199	197	1	0	1
Free State	111	111	0	0	0
Gauteng	143	141	0	2	0
KwaZulu-Natal	184	184	0	0	0
Limpopo	104	104	0	0	0
Mpumalanga	90	90	0	0	0
North West	85	82	1	0	2
Northern Cape	91	90	1	0	0
Western Cape	151	151	0	0	0
Total	1 158	1 150	3	2	3

Source: SAPS 2021/2022[43]

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42   South African Police Service 2021/2022 Annual Report.
43   Ibid.

Although we are not in a position to assess how well CPFs are functioning, they are key community-oriented structures that utilise proactive and preventative initiatives to promote peacebuilding and peacekeeping within communities. Strengthening these initiatives is important for ensuring safety and security at community level.

Traditional leaders also have a major role to play in promoting social justice, peacekeeping and peacebuilding in the communities under their jurisdiction. With the scourge of violence perpetrated against women, which predominantly happens within the private sphere, the National Prosecuting Authority (NPA), under the Department of Justice, designed a training programme for traditional leaders. The training was to sensitise traditional leaders on the magnitude of GBV and to highlight that such cases should not be presided over at the level of traditional leaders, as they are criminal offences.

5.3 SOUTH AFRICA'S ROLE IN INTERNATIONAL AND REGIONAL PEACE PROCESSES

Under the prevention pillar there are also activities related to the training of foreign service and security sector personnel and the need to institute conflict prevention measures that are gender representative and gender sensitive. South Africa has done well in training Track III women mediators. However, more should be done to identify women who can be given the necessary comprehensive training for Track I and Track II mediation, to support formal mediation processes. South Africa has in the past deployed women to mediate in conflicts, for example in Zimbabwe and more recently in the ceasefire negotiations in the Ethiopian conflict. Civil society has also supported women's engagement in peace processes in other countries, most notably the work of SAWID and ACCORD. However, South Africa can play a far greater role in promoting women's participation in peace processes both within its own country and on the continent. It needs to adequately invest in the infrastructure needed to do so.

TABLE 13			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
53	Mainstream gender into diplomatic training and WPS training for government executives.	2020–ongoing	There has not been training on WPS for executives across the departments. DIRCO is more well versed in WPS than many of the other government departments.
54	Pre-deployment training for peace missions includes a focus on GBV, sexual exploitation and abuse (SEA) and WPS.	2020–ongoing	This training takes place at the Peace Mission Training Centre.
55	Deploy trained women mediators and peacebuilders.	2020–ongoing	There is still a need to deploy more women to support mediation and peacebuilding processes on the continent. Phumzile Mlambo-Ngcuka's appointment as a co-mediator in the Ethiopian peace negotiations contributes significantly to increasing this aspect.

TABLE 13			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
56	Establishment of mediation support unit at the AU Commission.	2020	Mediation support unit established.
57	Support and show solidarity with women's peacebuilding organisations.	2020–ongoing	In 2022 DIRCO and civil society (through the project to implement the WPS NAP) held a meeting on WPS internationally to show solidarity with women in conflict countries. This needs to be an ongoing show of solidarity. Organisations such as African Women in Dialogue and SAWID have been in the forefront of these kinds of initiatives.
58	Ensure that UNSC and AU fact-finding missions consult women as part of their conflict prevention strategies.	2020–ongoing	This is now generally done in the fact-finding missions.
59	Strengthen the mechanisms for the prevention of SEA by South African deployed peacekeepers.	2020	The Ministerial Report on Sexual Misconduct in the DOD addressed this issue.
60	Zero tolerance for sexual exploitation and abuse.	2020–2025	The ministerial report of 2021 noted many instances of SGBV, especially in the DRC peace support operation. Steps should be taken to ensure better coordination between the UN and SANDF on this score. South Africa has a zero-tolerance policy toward SEA that must be enforced.
61	Peacekeepers to provide DNA samples before deployment.	2020–ongoing	This is being undertaken.
62	Gender responsive procuring.	2020	A GRBPMEA framework is being mainstreamed across spheres of government operations.
63	Baseline research on WPS implementation.	2020	This baseline serves as the first component of this research for South Africa.

5. PREVENTION

6 PROTECTION

There is an urgent need to establish shelters that can accommodate women migrants, asylum seekers and refugees.

The NAP calls for the protection of women and vulnerable groups from all forms of abuse

Pillar 3 on protection recognises that women are disproportionately impacted by conflict. It further recognises that women are at risk of all forms of SGBV and sexual exploitation, including rape and forced prostitution. Countries are therefore expected to put in place enhanced gender-sensitive protection mechanisms.

The NAP calls for the protection of women and vulnerable groups from all forms of abuse, violence and discrimination. Part of achieving this is to ensure the implementation of the NAP WPS and other gender-related instruments.

The elderly, young, disabled, LGBTQI+ communities and women migrants and refugees are particularly vulnerable and measures need to be put in place to ensure their safety. The NAP indicates the need to draw on Fourth Industrial Revolution (4IR) technology and more innovative strategies to ensure protection. South Africa has the capacity to turn the tide on violence against women and children but it will require a 'whole of society' approach, implementing the strategies that have been developed, reducing inequality, focusing on care and holding each other accountable.

TABLE 14			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
64	Assess the implementation of the agreed gender-related instruments per department and introduce measures to address identified gaps.	2020–2021	Not achieved.
65	Build into the performance-related contracts of top management targets related to WPS commitments.	2020–2025	Not achieved.
66	Police review of categorisation of cases of violence against women and other vulnerable groups at station level.	2021	Crime statistics are released on an annual basis but there is still no GBVF crime category to enable accurate data collection.
67	Provide accessible alert technology for the elderly and the young.	2021	Not provided.
68	Create more safe houses for women, including for migrant women.	2021	The Department of Social Development in partnership with civil society organisations has established safe houses. There is, however, still a challenge when it comes to safe houses for migrants and refugees.
69	Develop rapid response strategies to respond to SGBV.	2021	There is an SGBV command centre in South Africa. Three GBV Bills have been adopted which propose stringent strategies to increase conviction levels on GBV cases.
70	Utilise 4IR to protect women in conflict situations.	2020	This is not occurring.
71	Protection for LGBTQI+ communities, including safe houses.	2020	Sufficient protection has not been afforded.
72	Special protective measures for people with disabilities and albinism.	2020	Sufficient protection has not been afforded.
73	Special protective measures against trafficking in persons and the sale of body parts.	2020	Sufficient protection has not been afforded.
74	Reinvest in the Thuthuzela Care Centres (TCCs).	2020	Has not been appropriately assessed to make a judgement call.

6.1 RIGHTS OF VICTIMS AND OFFENDERS

The Constitution protects the fundamental values of gender equality. However, section 35, which details the rights of arrested, detained and accused persons, is silent about the rights of victims of crime. According to David Kgosimore,[44] the South African Constitution does not recognise the rights of victims of crime and concerns itself with the state pursuing cases against offenders.

RIGHTS OF ACCUSED

The arrested, detained or accused person has dedicated constitutional rights (s35)

RIGHTS OF VICTIM OF CRIME

Crime victim has no dedicated constitutional rights

Source: Regional Dialogue on discriminatory laws, UN Women East and Southern Africa Regional Office, November 2022

Although the Constitution fails to balance the rights of offenders and those of victims/survivors, in line with the principles of the UN Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power,[45] South Africa has drafted the Service Charter for Victims and/or Survivors of Crimes. The Victims Charter presents a rights framework for services provided under the Victim Empowerment Programme (VEP). In terms of the Charter, victims have the right to be treated with fairness and with respect for their dignity and privacy; they also have the right to receive information, the right to protection, the right to assistance, and the right to compensation and restitution.

44   Kgosimore, D. 2000. The Bill of Rights in the Constitution of the Republic of South Africa and its Application within the Criminal Justice System, https://journals.co.za/doi/pdf/10.10520/EJC29070.
45   UN Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power, November 1995, https://www.ohchr.org/en/instruments-mechanisms/instruments/declaration-basic-principles-justice-victims-crime-and-abuse.

The NPA has established one-stop centres, known as Thuthuzela Care Centres (TTCs), for survivors of GBV. The NPA is committed to dealing robustly with GBV and the TTCs are instrumental in this respect. The centres have adopted a model that is regarded as an international best practice model in dealing with sexual offence matters.

Of the 52 districts across the country, 45 have at least one GBV shelter and 85% of these are government funded

Of the 52 districts across the country, 45 have at least one GBV shelter and 85% of these are government funded. Moreover, the Department of Social Development has established a National Emergency Response Team to offer trauma debriefing in emergency situations.[46] In 2019, when the president announced the Emergency Response Action Plan as an interim strategy, one of the targets was the provision of shelters for victims and survivors. '[The] Department of Public Works and Infrastructure identified and committed 83 properties to be utilised as shelters for victims of GBV, and in partnership with the DSD, inspected 82 properties and the DSD selecting 30 properties that were suitable to be converted as shelters.'[47]

Nevertheless, there are limited shelters for LGBTQI+ communities. Additionally, during the 2015 xenophobic attacks and conflicts in communities, foreign national women and children struggled to access shelters, as one requirement to access such facilities is a South African identity document. There is an urgent need to establish shelters that can accommodate women migrants, asylum seekers and refugee women and children.

Dialogue on Migration and Violence, Pretoria, 2022

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46 President Statement, 1 November 2022, GBVF Summit 2.
47 Department of Public Works and Infrastructure Annual Report 2020/2021, p.10.

7

RELIEF AND RECOVERY

Priority Area 4.1 of the NAP speaks to relief and recovery, in particular the provision of safe spaces of refuge for victims of humanitarian crises.

Across the provinces, the Department of Disaster Management provides humanitarian interventions during times of riot or political upheaval. Networks of civil society organisations also volunteer and provide food packages for food security, as well as other essential services. South Africa recently experienced natural disasters which greatly impacted the KwaZulu-Natal, Eastern Cape and North West provinces. Lives were lost and houses were submerged or swept away, resulting in large numbers of households being displaced. Businesses were also damaged, leading to job losses and increased levels of unemployment. Many essential services were disrupted, including access to health facilities and sexual and reproductive health services, education, water and sanitation, with a consequent increase in health and food insecurity.

An effective Early Warning System (EWS) saves lives, jobs, land and infrastructure and supports long-term sustainability.[48] One of the worst floods in South Africa was experienced in 1987, when about 500 people lost their lives. The April 2022 floods and landslides in KwaZulu-Natal led to the death of 448 people and displaced more than 40 000.[49] These events have put pressure on the government to ensure that displaced people have access to temporary shelter as well as food and other essential services.

After the devastating natural disaster in KwaZulu-Natal in 2022, the Department of Co-operative Governance and Traditional Affairs (COGTA) indicated that an EWS would be installed at the Provincial Disaster Management Centre at Mkondeni in Pietermaritzburg during the 2022/2023 financial year.[50]

7. RELIEF AND RECOVERY

48   Moges, S.A. and Gebregiorgis, A.S. 2013. Climate Vulnerability on the Water Resources Systems and Potential Adaptation Approaches in East Africa: The Case of Ethiopia. https://www.researchgate.net/publication/288177877_Climate_Vulnerability_on_the_Water_Resources_Systems_and_Potential_Adaptation_Approaches_in_East_Africa
49   Ibid.
50   Naidoo, J. 2022. Early Disaster Warning System to be Installed in KZN, Cogta Says. *Mercury*, May, https://www.msn.com/en-za/news/other/early-disaster-warning-system-to-be-installed-in-kzn-cogta-says/ar-AAXbZq2.

TABLE 15			
NUMBER	**ACTIVITY**	**TIME FRAME**	**COMPLETION AND COMMENTS**
75	Build and resource provincial relief centres.	2021–ongoing	More can be done in this regard.
76	Provide trauma counselling and medical services to victims in relief centres.	2021	Not provided.
77	Provide mobile clinics to humanitarian disaster areas.	2021	Not provided.
78	Develop a Post-Conflict Reconstruction and Development Strategy.	2021	Not developed.
79	Provide basic food parcels and vouchers for victims of natural disasters.	2020–ongoing	Humanitarian agencies and DSD provide these in times of need.

8

CIVIL SOCIETY PARTICIPATION

Civil society was key in the development of the NAP and is part of its implementation, whether directly participating in the Steering Committee of the NAP, being part of the project to implement the NAP, or in peacebuilding and prevention work.

Many civil society organisations deal with issues of social cohesion, GBV, peace and security, transitional justice, human rights and humanitarian support. Their work collectively contributes to the implementation of the NAP.

Since the adoption of the NAP, civil society organisations, supported by the embassies of Ireland and the Netherlands and UN Women, have embarked on a series of activities across the country to reach communities and government representatives to popularise the NAP and promote capacity-building on WPS, conflict prevention, mediation and peacebuilding. These organisations summarised the NAP and translated it from English into Xhosa, Zulu, Sotho and Afrikaans. They also held national and local peacebuilding and trauma-healing dialogues, awareness-raising activities, participated in radio and TV shows on the NAP, and developed a peace song and draft peace charter. There were also dialogues to bring migrant and refugee women into conversation about the challenges they face. A Young Women Peacebuilders Award and an intergenerational dialogue were key to recognising the role of youth in the peacebuilding agenda in South Africa. Civil society will continue to reach out to communities to promote the NAP and to engage in peacebuilding, as well as to engage with government on its implementation.

IJR hosting training on WPS, 2022

8. CIVIL SOCIETY PARTICIPATION

Training on the NAP in all nine provinces of South Africa

5 provincial and 2 national Women's Dialogues on key peace and security issues

Hosting a multi-stakeholder forum to assess the WPS implementation in the SADC region

Popularisation of the NAP

Training on WPS, conflict prevention, mediation and peacebuilding in South Africa, Namibia and Lesotho

Peace song

Young Women Peacebuilders Awards

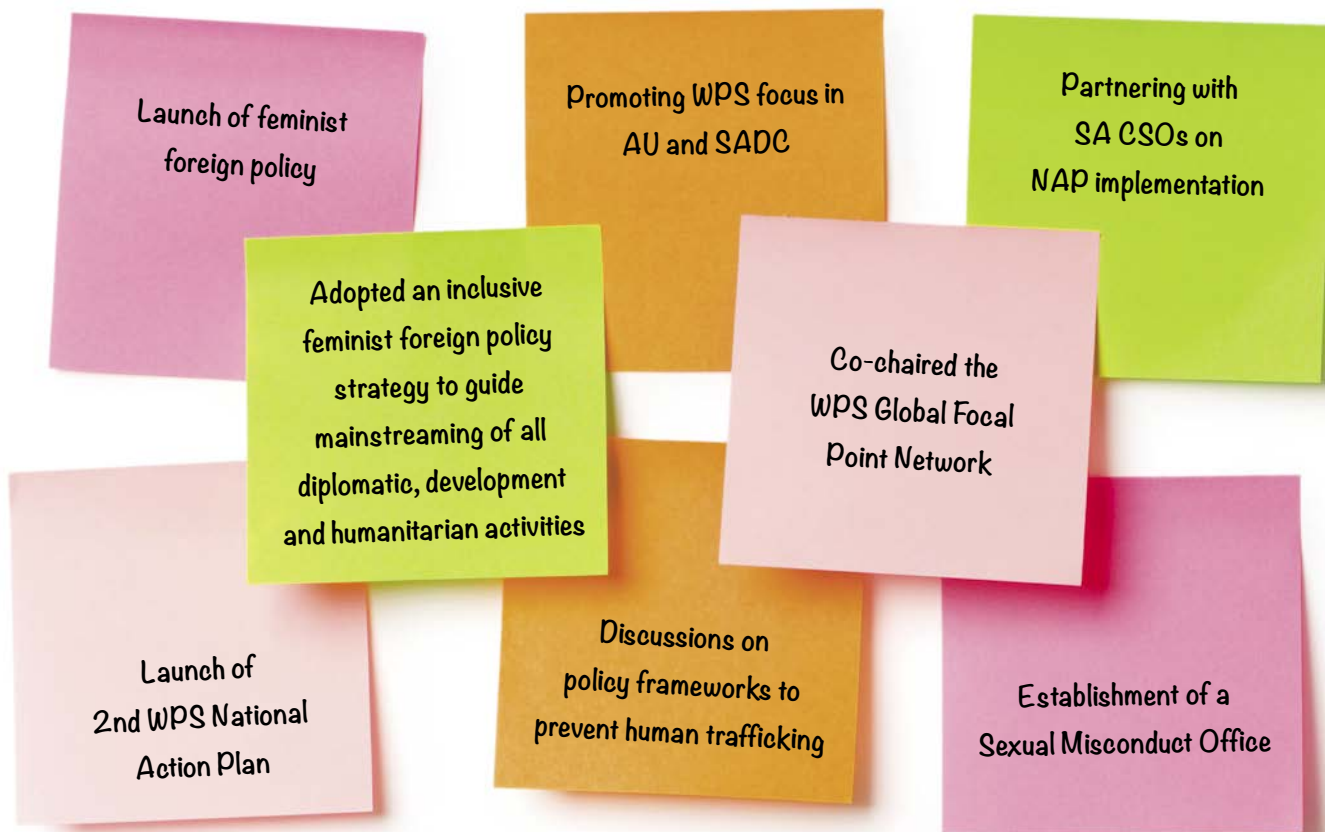Humanitarian support

Peace Charter

Promoting young women peace ambassadors in rural areas

Mental health and healing workshops

Presented 3 versions of the NAP summary in a murder case to oppose bail of accused

8 community GBV prevention strategies

Launch of feminist foreign policy

Promoting WPS focus in AU and SADC

Partnering with SA CSOs on NAP implementation

Adopted an inclusive feminist foreign policy strategy to guide mainstreaming of all diplomatic, development and humanitarian activities

Co-chaired the WPS Global Focal Point Network

Launch of 2nd WPS National Action Plan

Discussions on policy frameworks to prevent human trafficking

Establishment of a Sexual Misconduct Office

8. CIVIL SOCIETY PARTICIPATION

9

MONITORING, EVALUATION AND OVERSIGHT

The implementation of the NAP should be coordinated by a multisectoral steering committee.

A Steering Committee exists, which is largely the same one that constituted the development of the NAP. They met again in 2022 to discuss the implementation of the NAP. An annual National Policy Forum is supposed to be held to assess implementation. Although there has been a preliminary assessment of NAP implementation, a more formalised process should be undertaken. An M&E plan to accompany the NAP is yet to be developed. NAP implementation is largely dependent upon budget. To date, there is a lack of government funding allocated for WPS implementation. Instead, this funding has largely been sourced via the international community. It has been estimated that implementation will cost around R560 million for the five years. The government and the international community need to put more resources into the delivery of the NAP. Funding should also not only be for projects. Human resources are needed to implement the projects and funding to pay for salaries should be factored in. Gender-related work is often unpaid work, which exacts a toll on those implementing the NAPs.

The NAP calls for the State of the Nation Address (SONA) and Budget speeches to include reference to the WPS NAP implementation. This has become all the more urgent as it will determine the extent to which the NAP is implemented.

10

CONCLUSION

South Africa adopted the NAP on WPS in 2020, the same year in which the GBVF NSP was adopted. There are strong synergies and complementarities between these two plans. Strides made in implementing either one collectively contribute to greater peace and security for women.

The DWYPD put in place the GRBPMEA framework in 2018 to ensure that government departments and other spheres of governance do not view gendered activities as new or additional work; this includes the implementation of the NAP on WPS. It advocates for the departments to mainstream gender within the existing budget systems, procedures and performance-based budgeting initiatives. However, according to CGE studies, this is not being implemented effectively. Funding is a major impediment to the implementation of the NAP. It is therefore imperative that frameworks such as the GRBPMEA be implemented and that more funding be directed to the NAP on WPS.

South Africa was already well on its way to implementing the WPS agenda prior to the adoption of the NAP. It therefore has a robust legislative framework and strong participation by women in the security sector. This has not, however, translated into greater security for women, as GBV and crime remain high. A more concerted effort at building an infrastructure for peace in the country is needed, starting with the development of the conflict management frameworks called for in the NAP, the development of a peace centre, peace clubs and a peace corps, as well as support for women's organisations that are responders to violence and those that promote peacebuilding and human rights. South Africa must also go beyond mere numbers of women in the security sector to ensuring that these women have a safe environment and that they can meaningfully participate in the peace and security activities associated with these institutions, for example peacekeeping and mediation.

Civil society has played a significant role in implementing the NAP and should be supported to adequately carry out the necessary peacebuilding and healing activities in communities. Women have been trained in conflict prevention, mediation,

dialogue facilitation and peacebuilding and there is now a need to develop a strategy to ensure their effective utilisation of these skills.

Last but not least, government departments must be sensitised to their role in implementing the NAP and develop plans accordingly. The government is the driver of the implementation of the NAP for the country and must therefore ensure that all departments are equipped to undertake the relevant NAP activities for which they are responsible. The government and civil society must continue to work together, as together they will get further far faster.

10. CONCLUSION

Meeting on women in conflict held at DIRCO, March 2022

11

PHOTO GALLERY

Intergenerational Dialogue funded by Ireland, Pretoria, 2022

Community dialogues in KwaZulu-Natal, Gauteng, Western Cape and Northern Cape

Training on the WPS NAP, Mpumalanga and Limpopo, 2022

Consultation on the Peace Charter, Johannesburg, 2022

Migration and Violence Dialogue, Pretoria, 2022

Young Women Peacebuilders Awards, Pretoria, December 2022

LOPECO representatives

ACRONYMS

ACCORD	African Centre for the Constructive Resolution of Disputes
AU	African Union
AWLN	African Women Leaders Network
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CGE	Commission for Gender Equality
CPF	Community Policing Forum
CRF	Continental Results Framework
CSO	Civil Society Organisation
DG	Director General
DIRCO	Department of International Relations and Co-operation
DOD	Department of Defence
DRC	Democratic Republic of the Congo
DODMV	Department of Defence and Military Veterans
DWYPD	Department of Women, Youth and Persons with Disabilities
EISA	Electoral Institute for Sustainable Democracy in Africa
FHR	Foundation for Human Rights
FIB	Force Intervention Brigade
GRBPMEA	Gender Responsive Budgeting, Planning, Monitoring, Evaluation and Auditing
EWS	Early Warning System
GBH	Grievous Bodily Harm
GBV	Gender Based Violence
GBVF	Gender Based Violence and Femicide
GDP	Gross Domestic Product
HURISA	Human Rights Institute of South Africa
ICVPS	Integrated Crime and Violence Prevention Strategy
IJR	Institute for Justice and Reconciliation
LGBTQIA+	Lesbian, Gay, Bisexual, Transgender Queer, Intersex, Asexual
LOPECO	Lady of Peace Community Foundation
M&E	Monitoring and Evaluation
NAP	National Action Plan
NCPS	National Crime Prevention Strategy
NPA	National Prosecuting Authority
NSP	National Strategic Plan
REC	Regional Economic Community
SADC	Southern African Development Community
SAMIM	SADC Mission in Mozambique
SANDF	South African National Defence Force
SAPS	South African Police Service
SAWID	South African Women in Dialogue
SEA	Sexual Exploitation and Abuse
SDG	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
TCC	Thuthuzela Care Centre
UN	United Nations
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
VEP	Victim Empowerment Programme
WEMP	Women's Election Mechanism for Peace
WPS	Women, Peace and Security