



THE ICGLR REGIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY

2021-2024

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ABBREVIATIONS

CAR	Central African Republic
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
DDRRR	Disarmament, Demobilization, Repatriation, Reintegration and Resettlement
DRC	Democratic Republic of Congo
FFC	Forces of Freedom and Change
ICGLR	International Conference on The Great Lakes Region
IDP	Internally Displaced Persons
NAPs	National Action Plans
RAP	Regional Action Plan
SGBV	Sexual and Gender-Based Violence
TMC	Transitional Military Council
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security



FOREWORD

From the onset, the International Conference on the Great Lakes Region (ICGLR) has been a regional champion to further the implementation of what now has become the Women, Peace and Security agenda, guided by landmark UN Security Council Resolution 1325 (2000) and its 9 subsequent resolutions. Both founding documents of the ICGLR constitute strong building blocks for the ICGLR and its Member States to integrate the Women, Peace and Security agenda in their respective responses to peace and security. In 2004, as part of the Dar-Es-Salam Declaration, ICGLR Member States committed to involve women in peace process at all levels and to adopt deliberate policies and mechanisms for promoting gender equality at the national and regional levels in conformity with inter alia UNSCR 1325. The 2006 Pact on Security, Stability and Development for the Great Lakes Region and its accompanying protocols, reinforced these commitments by defining an implementation framework through the different Programmes of Action. Over time, the ICGLR has continued to strengthen its normative and policy framework related to the agenda. The 2006 Protocol for Eradication and Prevention of Sexual and Gender Based Violence (SGBV) against Women and Children and the 2011 Kampala Declaration on Combating Sexual Violence in particular, demonstrate increasing commitment to protect the rights of women both in times of peace and conflict.

At the national level, 10 out of 12 MS of the ICGLR have developed National Action Plans on Women, Peace and Security (NAP), some of which are already developing or implementing their 3rd generation NAP. These NAPs have further been coupled with the formulation and enactment of laws and policies that advance the WPS agenda by specifically recognising women's meaningful participation in conflict resolution as key to sustainable peace. Some tangible results have been observed as a result of these legislative and policy frameworks: Indeed, women have been part of political dialogues and reconciliation efforts in the Region, which has yielded important results. For example, during the 2018 South Sudan peace process, women formed 25% of the official delegates and remarkably informed the content and subsequent signing of the 2018 Revitalized Peace Agreement on the Resolution of the Conflict in the Republic of South Sudan.

In line with NAPs, ICGLR developed its own Regional Action Plan (RAP) to implement UNSCR 1325, aiming to accelerate the achievement of women's right to peace and security in the Great Lakes Region in 2018. Despite the commendable commitments by the Member States and the willingness of the ICGLR to partner with Governments to advance the implementation of the RAP, the 2020 Status Report on Women Peace and Security Agenda in the GLR recognised the lack of implementation, due primarily to an insufficient focus on the coordination of regional initiatives and weak monitoring and evaluation mechanisms. To address these gaps, the initial RAP was revised in 2020, and adopted by the ICGLR Ministers of Gender in November 2021.

I commend our Member States for embracing the WPS agenda and, in the same vein, call upon them to increase their collaboration with the ICGLR on the implementation of this agenda, to ensure women can be at the forefront of regional conflict prevention and resolution efforts and make regional peace efforts more sustainable and this region a safe place to life for its population.

Signed

Amb. Joao Samuel Caholo

EXECUTIVE SECRETARY

1. INTRODUCTION

1.1 BACKGROUND AND PURPOSE

The women, peace and security agenda (WPS) was launched in 2000 through the adoption of the United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security. It commits to the realization of women's rights as they relate to the prevention and protection from violence, participation and leadership in political processes, conflict prevention, resolution, and post conflict reconstruction. The agenda recognizes that fulfilling women's rights and achieving gender equality is central in achieving peaceful and stable societies.

20 years following its adoption, the WPS agenda has matured, and nine¹ additional resolutions have been adopted as of December 2020. They complement, emphasize and reinforce different aspects of resolution 1325. In addition, they help to respond to the emerging global peace and security threats that undermine the protection and promotion of women's rights.

The International Conference on the Great Lakes Region (ICGLR), comprising of twelve member states², exists as a regional mechanism to facilitate the resolution of peace and security issues in the region as stipulated in the founding frameworks: The Dar-es-salaam Declaration on Peace, Security and Development (2004) and the Pact on Security, Stability and Development in the Great Lakes Region (2008). Despite of the progress made in stabilizing the region³, positive peace is yet to be realized. Political instability, protracted state-based conflicts, illegal smuggling of minerals, high numbers of displaced individuals estimated at about 15.3 million⁴ as of 2020, popular protests and violent extremism continue to hamper peace and stability in the region. In addition, the onset of the COVID-19 pandemic in 2020 has posed further challenges. In combination with cultural practices that discriminate women from political, social and economic spheres of life, women and girls are the greatest bearers of the burden caused by conflict and instability. In this context, the WPS agenda is a pivotal tool among others for realizing peace, security and development in the region.

The ICGLR has demonstrated commitment to implement the WPS agenda. In addition to specific WPS provisions in the ICGLR foundational frameworks, the ICGLR secretariat has taken specific measures to implement the agenda through the development of a regional action plan for the implementation of the UNSCR 1325 in the 2018, and production of a WPS status report in 2020. At member states level, 10⁵ out of 12 member states have elaborated a National Action Plan (NAP) on WPS in addition to laws and policies that generally support the advancement of the WPS agenda.

1 Additional WPS resolutions are 1820 (2009); 1888 (2009); 1889 (2010); 1960 (2011); 2106 (2013) 2122 (2013); 2242 (2015); 2467 (2019) and 2493 (2019)

2 The Member States are: Angola, Burundi, Central African Republic, Republic of Congo, Democratic Republic of Congo, Kenya, Uganda, Rwanda, Republic of South Sudan, Sudan, Tanzania and Zambia.

3 Such as the peaceful transition of power in the Democratic Republic of Congo (DRC), the signing of the Political Accord for Peace and Reconciliation in the Central African Republic (CAR), the signing of a Memorandum of Understanding between Rwanda and Uganda under the auspices of Angola and the DRC, the peaceful transition of power to a civilian led Government in Sudan, the formation of a Unity Government in South Sudan as well as the decision by the Governments of the DRC and Zambia to address their border dispute through dialogue

4 Report of the Secretary-General on the Implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region covering the period from 16 September 2020 to 15 March 2021

5 ICGLR Member States with a NAP include: Angola (2017) Burundi (2012 revised in 2017) Central African Republic (2014) Democratic Republic of the Congo (2010, revised in 2018); Congo (nd) Kenya (2016, revised in 2020) South Sudan (2015) Sudan (2020) Rwanda (2009, revised in 2018) Uganda (2008, revised in 2020)



However, despite the good progress with development of the WPS policy frameworks, gaps between policy development and implementation in the region remain⁶. This presents opportunity for the ICGLR in collaboration with its member states, international organizations, such as the African Union, United Nations, African Development Bank, and development partners to strengthen implementation of the WPS in the region for the enhancement of women's rights, contribute to peace and state building, and reduce threats to regional stability. This calls for a more nuanced approach, with well-defined and targeted strategies which are matched with consistent and predictable resourcing.

PURPOSE

Against this background and recognizing the need to accelerate delivery of the WPS in the region, the ICGLR Gender Directorate with support from the German Ministry for Economic Cooperation and Development (BMZ) and the European Union revised the RAP on UNSCR1325 and subsequent resolutions on WPS with an aim of accelerating the achievement of the women's right to peace and security in the Great Lake's Region. The RAP builds on the previous initiatives at the national and regional levels.

RAP DEVELOPMENT PROCESS

The development of the RAP was informed by several processes including the following:

- a. Review of international, regional, and national literature and documents on WPS: They included ICGLR documents on WPS, Existing RAPs by IGAD, ECCAS and SADC; African Union frameworks on WPS including the Continental Results framework for monitoring and reporting on WPS, national action plans and gender policies of the ICGLR member states. In addition the 2020 Report of the Implementation of WPS agenda in great lake region largely informed the RAP.
- b. Consultations with key stakeholders: Consultative virtual meetings were conducted with key stakeholders including ICGLR Departments, specialized agencies and ICGLR gender directorate partners. Consultations were used to gather information on key priority areas of interventions for actors and explore their perspectives and thinking on areas where the RAP can add value.
- c. Expert review: Draft RAP was internally reviewed by the ICGLR gender Directorate, GIZ-ICGLR programme and the UN office of the special envoy for the Great Lakes region. The draft was then subjected to review by gender experts from the ICGLR member states in a virtual meeting held on 18 October 2021.
- d. Adoption by the Gender Ministers of the ICGLR member states; in a virtual meeting held on 13 November 2021, the RAP was adopted and passed by the ICGLR gender ministers.

⁶ The gaps are noted in the ICGLR 2020 status report on the implementation of the WPS agenda in the region



2. NORMATIVE BASIS FOR THE ICGLR REGIONAL ACTION PLAN ON WPS

The 2021 - 2024 ICGLR RAP is premised on the global, continental (African Union) and regional (ICGLR) normative framework on gender equality, women's empowerment and peace and security.

At global level, the most relevant frameworks supporting the WPS include the 1979 UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and more specifically the CEDAW Committee's General Recommendation no. 30 on women in conflict prevention, conflict, and post-conflict situations, which requires signatory member states to take concrete measures to ensure women's human rights are protected before, during and after conflict. With the Sudanese cabinet having approved the ratification of CEDAW on 27 April 2021, the convention is now applicable in all ICGLR Member States. The Beijing Platform for Action and the sustainable development goals 5 on Gender Equality and 16 on Peace, Justice and Strong Institutions of the 2030 agenda are the other global frameworks that inform the WPS agenda in the ICGLR.

At the continental level, the Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa (2003) is the continental instrument most relevant to the implementation of WPS. The protocol recognises the African women's right to peace. It calls for women's inclusion in peace processes and protection from violence during situations of conflict. The protocol requires African Union member states to ensure women's participation in conflict prevention, management, and resolution at local, national, regional, continental, and international levels. All ICGLR member states have signed into the protocol, although four countries are yet to ratify it. The African Union Continental Results Framework (CRF) for monitoring and reporting on WPS is another important tool for the ICGLR work on WPS. The CRF provides a coordinated mechanism for monitoring and reporting on the implementation of the WPSA agenda in Africa.

Within the ICGLR, clauses relevant to the WPS have been integrated. For instance, through the 2004 Dar-Es-Salaam declaration, heads of ICGLR governments and states, committed to adopt deliberate policies and mechanisms for promoting gender equality in line with UNSCR1325, CEDAW, the Maputo protocol, the Beijing Platform for Action and the African Union's Declaration on Gender Equality in Africa. This commitment laid a strong foundation for the ICGLR to focus on the WPS including in the subsequent instruments and processes as follows:

I. THE PACT ON SECURITY, STABILITY AND DEVELOPMENT FOR THE GREAT LAKES REGION, DECEMBER 2006 AMENDED NOVEMBER 2012 (THE PACT)

The Pact on Security, Stability and Development for the Great Lakes Region, which is the core founding instrument of ICGLR takes a WPS perspective. In article 11, the Pact stipulates that "The Member States undertake, in accordance with the Protocol on the Prevention and Suppression of Violence Against Women and Children, to combat sexual violence against women and children through preventing, criminalizing and punishing acts of



sexual violence, both in times of peace and in times of war, in accordance with national laws and international criminal law.”

The provisions of the Protocol on Sexual Violence aim to fight against impunity of sexual violence in the Great Lakes region. It also established a legal framework under which Member States undertake to prosecute and punish the perpetrators of crimes of sexual violence in the region. Commitment to eradicate Sexual and Gender-Based Violence (SGBV) is addressed in other protocols⁷, including the Protocol on Democracy and Good Governance, Protocol on the Protection and Assistance to Internally Displaced Persons, Protocol on Non-Aggression and Mutual Defence in the Great Lakes Region, Protocol on Judicial Cooperation, Protocol on Management of Information and Communication, as well as the Protocol for the Prevention and the Punishment of the Crime of Genocide, War Crimes and Crimes against Humanity.

II. PROTOCOL ON THE PREVENTION AND SUPPRESSION OF SEXUAL VIOLENCE AGAINST WOMEN AND CHILDREN (2006)

This protocol aims to fight the impunity of sexual violence in the region including by establishing a legal framework under which member states undertake to prosecute and punish the perpetrators of crimes of sexual violence. It defines sexual violence and makes provision for the establishment of a regional mechanism for providing legal, medical, material and social assistance, including counselling and compensation to victims and survivors of sexual violence. The protocol annexes a Model Legislation on the Prevention and Suppression of Sexual Violence to guide member countries in domesticating and implementing the Protocol, including in establishing institutional arrangements for the prevention and suppression of SGBV at national level. The protocol is a great tool to advance the prevention and protection aspects of the WPS agenda.

III. THE KAMPALA DECLARATION ON SEXUAL AND GENDER-BASED VIOLENCE (2011)

This declaration was signed by the Heads of States and Governments at the SGBV Special session during the Heads of States Summit in Kampala, Uganda in December 2011. The declaration expressed concern that SGBV remained pervasive despite “...the existence of institutional, policy and legal frameworks for the prevention of SGBV and the punishment of perpetrators.” The declaration echoes commitments under the Pact and its attendant Protocol on Prevention and Suppression of Sexual Violence against Women and Children. It set time bound targets for preventing SGBV, ending impunity and establishing support for survivors of SGBV. The declaration is thus relevant and supportive to the protection, prevention, relief and recovery pillars of the WPS agenda.

IV. THE ICGLR REGIONAL GENDER POLICY OF 2017

The policy aims at harmonising regional and national approaches of promoting gender equality as well as to providing the ICGLR Member States with necessary support towards achieving gender equality. It’s based on core principles of diversity and non-discrimination and reflects a process of institutional and cultural transformation

⁷ 2011; The International Refugee Rights Initiative accessed at https://reliefweb.int/sites/reliefweb.int/files/resources/F_R_480.pdf



towards a more gender equal society of the region. The policy is thus an important framework that supports the implementation of the entire agenda of the WPS in the region.

V. THE ICGLR REGIONAL ACTION PLAN 2019-2024 (RAP) ON WPS

The RAP, which was adopted in November 2018 is the most direct instrument of the ICGLR that operationalises the WPS agenda in the region. The RAP aims to accelerate the implementation of commitments made on WPS in the Great Lakes Region. It builds on the four tenets of the WPS agenda: prevention, protection, participation of women in post-conflict and peacebuilding efforts as well as relief and recovery. The RAP complements and mutually supports the Member States' own National Action Plans (NAPs) and aims at strengthening their implementation, by providing clear benchmarks against which ICGLR MS will gauge their own responses. However, its implementation was slow due to several factors which have necessitated its revision.

At institutional level, the ICGLR established the Gender Directorate in 2014 with a mandate to among others: i) Strengthen and support the implementation of the normative framework on Gender, including Sexual and Gender Based Violence, ii) Strengthen the role of women in conflict prevention, resolution, peacebuilding, political and electoral processes and iii) Ensure that the implementation of the Pact considers aspects relating to Gender, women and children. Thus, the gender directorate is the core institutional mechanism to lead ICGLR efforts on WPS at the secretariat. The directorate is to work collaboratively with all other organs and institutions of the ICGLR.

2.1 SITUATIONAL ANALYSIS

Between July and September 2020, the ICGLR Gender Directorate with support from EU and BMZ commissioned an assessment of the measures taken by ICGLR and her Member States in the four areas of the WPS agenda to document best practices, lessons learned, identify remaining gaps and formulate recommendations to inform ICGLR policy direction and further programming in the area of WPS. Broadly, the assessment established that commendable progress had been made with enactment of laws, policies, institutional structures, and National action plans. Their implementation was however varied.

At regional level, the report found that, although the ICGLR had adopted the RAP, its implementation was unsuccessful due to several factors including, weak institutional capacity to operationalize the plan, gaps in the ICGLR RAP design, where strategies were mainly national focused rather than regional and absence of critical elements of a plan among others. Actors at Member States level were also largely unaware of the plan.

Recommendations to revise the plan were made to, among others, strengthen the context by including analysis of existing ICGLR instruments, tailoring the context to country analysis specific to the ICGLR Member States, provide a global costing of the RAP and revise the results matrix, in the view that the RAP, as a regional tool, aims to focus on regional coordination and add value to existing NAPs.



The assessment identified progress and gaps as follows:

OPERATIONAL FRAMEWORK

- Constitutional provisions in all ICGLR Member States that broadly provide for equality and nondiscrimination of males and females, right to physical integrity, security, right to social protection and right to participate in national developments agenda. However, application of plural legal systems consisting of legislative, customary and Islamic Sharia law in several Member States undermined the women friendly constitutional framework. As a result, there exists high levels of gender discrimination in the region, demonstrated by the 2019 SIGI report on discrimination against women and girls. According to the report, three (3) states rated as having high levels of discrimination included: Tanzania at 46%, Uganda at 45% and Central Africa Republic at 43%. Three (3) states had medium discrimination -: Democratic Republic of Congo at 40%, Kenya at 35% and Zambia at 35%. Only Rwanda had low levels of discrimination with a score of 28%. Five states were not scored, namely Angola, Burundi, Congo, Sudan, and South Sudan.
- Advancement with laws and policies that progress the WPS agenda in the pillars of participation and protection from gender-based violence. All 12 ICGLR Member States have each enacted a specific law to guarantee women's participation in decision making forums. Seven (7) states being: Angola, Burundi, DRC, Kenya, Rwanda, South Sudan, and Uganda have passed electoral laws that reserve certain percentage of elective positions to women⁸. However, participation provisions are minimally applied to leadership roles in peace and security.
- All 12 Member States have enacted laws for the prevention of violence against women and girls, focusing on female genital mutilation, sexual violence, domestic violence, and human trafficking among others. In addition, provisions for protection against gender-based violence have been integrated in other laws governing education and employment. However, cases of SGBV remain high with low levels of persecutions and reparations. In addition, SGBV response services such as medical, psychosocial, and legal are mainly concentrated in urban areas with rural areas being grossly underserved.
- There is high commitment to the WPS agenda demonstrated by enactment of NAPs (as shown in table 1 below) by 10 Member States with 5 of them having been updated immediately upon expiry. In addition, four countries are undertaking NAP localization, which enables contextualization of the issues at the local level. However, despite the impressive commitment, NAP implementation is still unimpressive.

⁸ International IDEA; gender quota database accessed at <https://www.idea.int/data-tools/data/gender-quotas/country-view/293/35>



TABLE 1: WPS NAPS IN ICGLR MS

First Generation NAPS	Second Generation NAPS	Third Generation NAPS
Angola (2017)	Burundi (2012 revised in 2017)	Uganda (2008, revised in 2020)
Central African Republic (2014)	Democratic Republic of the Congo (2010, revised in 2018)	Third Generation NAPS
Congo (ibid)	Kenya (2016, revised in 2020)	Third Generation NAPS
South Sudan (2015),	Rwanda (2009, revised in 2018)	Third Generation NAPS
Sudan (2020)		

Source: Author compilation from literature

- Although NAP monitoring efforts are gaining traction, largely regular tracking is absent. Capacity building efforts in this area will add value in advancing the agenda.
- Innovative measures to mobilise NAP resources are emerging including through GRB and creation of NAP specific trust funds. Nevertheless, NAP funding is still highly donor dependent. Thus, donors should be encouraged to not only fund NAP development but provide support for implementation and monitoring. Furthermore, efforts for donor coordination are needed to avoid duplication of efforts and alienation of some pillars.
- NAPs are still not factoring in issues relating to refugees and Internally Displaced Persons (IDPs), border security, control of small arms and light weapons, conflict analysis, conflict early warning and monitoring of peace agreements. In addition, pillars are narrowly interpreted, especially the pillar on prevention and protection.
- Overall, NAPs have not yet fully penetrated the peace and security sector, interventions have largely dwelt on the traditional social sectors.



PILLAR SPECIFIC PROGRESS AND GAPS PARTICIPATION PILLAR:

Initiatives to promote women's participation have tilted social attitudes towards accepting women's leadership. This has increased the number of women participating in political leadership (see table 2 below) although participation in peace processes is largely informal with formal participation making a slow growth. Efforts are still needed to propel women to formal, senior and strategic leadership roles in peace and security processes.

TABLE 2: ON WOMEN'S REPRESENTATION IN LOWER CHAMBER AS OF JANUARY 2020

Country	% of seats by women (2020)	Election month and year
Rwanda	61.3%	October, 2020
Tanzania	36.7%	June, 2015
Burundi	36.4%	February, 2016
Uganda	34.9%	February, 2016
Angola	30%	February, 2016
Angola	28.5%	August, 2017
South Sudan	27.7%	August, 2016
Sudan	21.8%	April, 2015
Kenya	18%	August, 2017
Zambia	11.3%	August, 2016
Republic of Congo	10.3%	July, 2017
Democratic Republic of Congo (DRC)	8.6%	December, 2018
Central African Republic (CAR)	34.9%	February, 2016

Source: Inter-Parliamentary Union (2019)



- The number of women in security organs is slowly growing and efforts to support systematic integration of gender in the security sector is gaining traction including through development of sector level gender policies and strategies, e.g in Kenya and Rwanda. However, women representation in the security organs is still very low. In Rwanda where data was available, women representation in the police is 21%⁹ and over 4.6%¹⁰ in the military while only 3.3% of Rwandese women were deployed for peace mission in 2020¹¹
- There is progress with inclusion of gender language in peace agreements, although women's participation in peace processes is still a struggle. For instance, the South Sudan 2018 peace process had 25% women, while the 2019 Khartoum Political Agreement for Peace and Reconciliation in CAR had only one female signatory. In Sudan revolution, though data is unavailable media report show that women played a key role in the negotiations with the Transitional Military Council.

PREVENTION PILLAR:

- Existence of initiatives to enhance the gender responsiveness of the Conflict Early Warning and Response Systems (CEWARS) by ICGLR Member States. However, efforts to ensure women's participation at all stages of the system and inclusion of gender- sensitive indicators based on context specific research into gender and conflict dynamics are required. Data shown that 66% of ICGLR MS had adopted the CEWARS, although integration of gender perspective was ineffective. On a positive note, in Burundi, despite the challenging context, civil society organizations had established local level conflict early warning mechanisms on conflicts emerging at the provinces while two states had adopted an SGBV specific early warning and response mechanism.
- With regards to the integration of WPS in COVID-19 (as an emerging security threat) civil society organizations across the region, coalesced to produce policy briefs and submissions of how governments should integrate gender in the prevention and response mechanisms. Early data indicated that emergence of covid had aggravated incidences of SGBV

PROTECTION PILLAR:

- Member States capacity to collect, analyze and report on sexual and gender-based violence is growing and has enhanced prevention and response mechanisms. However, available data show that incidences of SGBV are high (See box 1 below), despite progress on policy and operational level.

9 Rwanda National Police Administrative data 2018

10 RDF administrative data 2018

11 Rwanda (2018). Administrative Data. Ministry of Local Government, Kigali, Rwanda



BOX 1 ON PREVALENCE OF SGBV IN SELECTED ICGLR MEMBER STATES (WHERE DATA WAS AVAILABLE).

In 2019, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo documented 1,409 cases of conflict-related sexual violence, which represents an increase of 34 per cent since 2018¹².

In Burundi, according to UNICEF, nearly one in four Burundian women and 6% of men have experienced sexual violence. Only a small percentage of sex-related incidents are reported, so the actual number is likely much higher¹³.

In Central Africa Republic, in 2019, MINUSCA verified 322 incidents of conflict-related sexual violence, affecting 187 women, 124 girls, 3 men, 2 boys and 6 females of unknown age¹⁴.

In South Sudan, the United Nations Mission in South Sudan documented 224 cases of conflict-related sexual violence affecting 133 women, 66 girls, 19 men and 6 boys. This is a decrease in reported cases compared with 2018, which can be attributed to a reduction in armed clashes resulting from the implementation of the permanent ceasefire and the Revitalized Agreement¹⁵.

In Sudan, in 2019, the African Union-United Nations Hybrid Operation in Darfur documented 191 cases of sexual violence, affecting 135 women, 54 girls and 2 boys. Rape and attempted rape constituted 80 per cent of these cases.

In Kenya, the Office of the Director of Public Prosecution in the financial year 2017/2018, handled 24,954 cases on SGBV¹⁶.

In Rwanda, 5,563 cases of sexual and gender-based violence were reported in the year 2018/2019¹⁷

In Uganda, the 2019 crime report, shows a total of 28, 834 cases of sexual and gender-based violence were reported to police as follows: 13,613 cases of defilement; 1,528 cases of rape and 13,693 cases of domestic violence¹⁸.

In Zambia, during the first quarter of 2020, police recorded 5,040 cases of Gender Based Violence (GBV) Countrywide compared to 5,584 recorded in the First Quarter of 2019. This shows a decrease by 544 cases translating to a 10.8% reduction¹⁹

12 UNSG (2020) report S/2020/487 accessed at <https://www.un.org/sexualviolenceinconflict/countries/democratic-republic-of-the-congo/#:~:text=In%202019%2C%20the%20United%20Nations,to%20non%2DState%20armed%20groups>.

13 UNSG (2020) report S/2020/487 accessed at <https://www.un.org/sexualviolenceinconflict/countries/democratic-republic-of-the-congo/#:~:text=In%202019%2C%20the%20United%20Nations,to%20non%2DState%20armed%20groups>.

14 UN (2019) S/2019/145

15 UN (2020) S/2020/487

16 A/HRC/WG.6/35/KEN/1

17 Rwanda (2019) Country report on WPS

18 Uganda (2019) crime report

19 Zambia police (2020) gender-based violence statistics accessed at <http://www.zambiapolice.gov.zm/index.php/112-news/369-1st-qaater-gbv-2929>



- Efforts to support survivors of SGBV in ICGLR Member States are in place, they are however concentrated in urban centres, leaving rural areas unserved.
- Efforts towards delivering justice for conflict related sexual crimes are yielding result, with successful prosecutions observed in DRC and South Sudan. However, efforts to support sexual victims to rebuild their lives, including through reparations are absent.

RELIEF AND RECOVERY:

- Data on key indicators in this pillar (post recovery and post reconstruction processes and humanitarian programs) was largely absent save for information on peace processes which show slow progress with implementation of gender provisions in the Peace Agreements, for instance in the 2018 South Sudan Revitalized
- Peace Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) and in the 2019 Sudan Constitutional Declaration between the Forces of Freedom and Change Alliance (FFC) and the Transitional Military Council (TMC).
- Despite the gains, implementation of the gender provision remains a challenge and requires consistent monitoring to ensure accountability. Unavailability of the crucial data for key indicators in this pillar call for a closer attention.



3. ICGLR REGIONAL ACTION PLAN RESULTS FRAMEWORK

The ICGLR 2021-2024 RAP identifies five strategic outcomes (shown in image 1) which set the priority action areas for the implementation of the WPS agenda in the region. The outcomes have been selected in line with the pillars of the WPS, their relevance to the regional WPS context and on ICGLR's capability to make a substantial contribution based on its comparative advantage. They are designed to focus on the regional level while leveraging on national level interventions. Effort is made to ensure they are specific, measurable, and achievable. They are largely informed by the situation analysis presented above.

The RAP recognises that the political, economic, and social realities in the region may change, sometimes rapidly and drastically within the timeframe of the RAP. Thus, rather than providing prescriptive actions, each strategic outcome has been divided into outputs that will guide formulation of specific actions, although where possible broad interventions have been provided. This provides the ICGLR secretariat with flexibility to design and deliver activities that are responsive to women's realities and needs while remaining within the RAP's strategic outcomes.

To ensure accountability, indicators at both output and outcome level have been set. It is expected that an annual plan with specific activities against the RAP outcome areas will be elaborated annually. The specific annual activity plan will have process indicators that contribute to the output and outcome indicators.

IMPACT STATEMENT:

Women's right to peace and security in the Great Lakes Region of Africa is guaranteed and upheld.

STRATEGIC OUTCOMES:

The RAP has five interrelated and mutually reinforcing outcomes, aligned to the pillars of the WPS agenda and which have been informed by the 2020 ICGLR assessment report on the status of WPS agenda in the region. The outcomes are interconnected as is the case with the WPS pillars. Outcome one, relates to the participation pillar, outcome two to the pillar on prevention, outcome three serves two pillars being the pillar on prevention and protection while outcome four covers the pillar on relief and recovery. The last outcome provides for strengthening of the ICGLR's capacity to deliver the WPS agenda and more specifically the RAP.

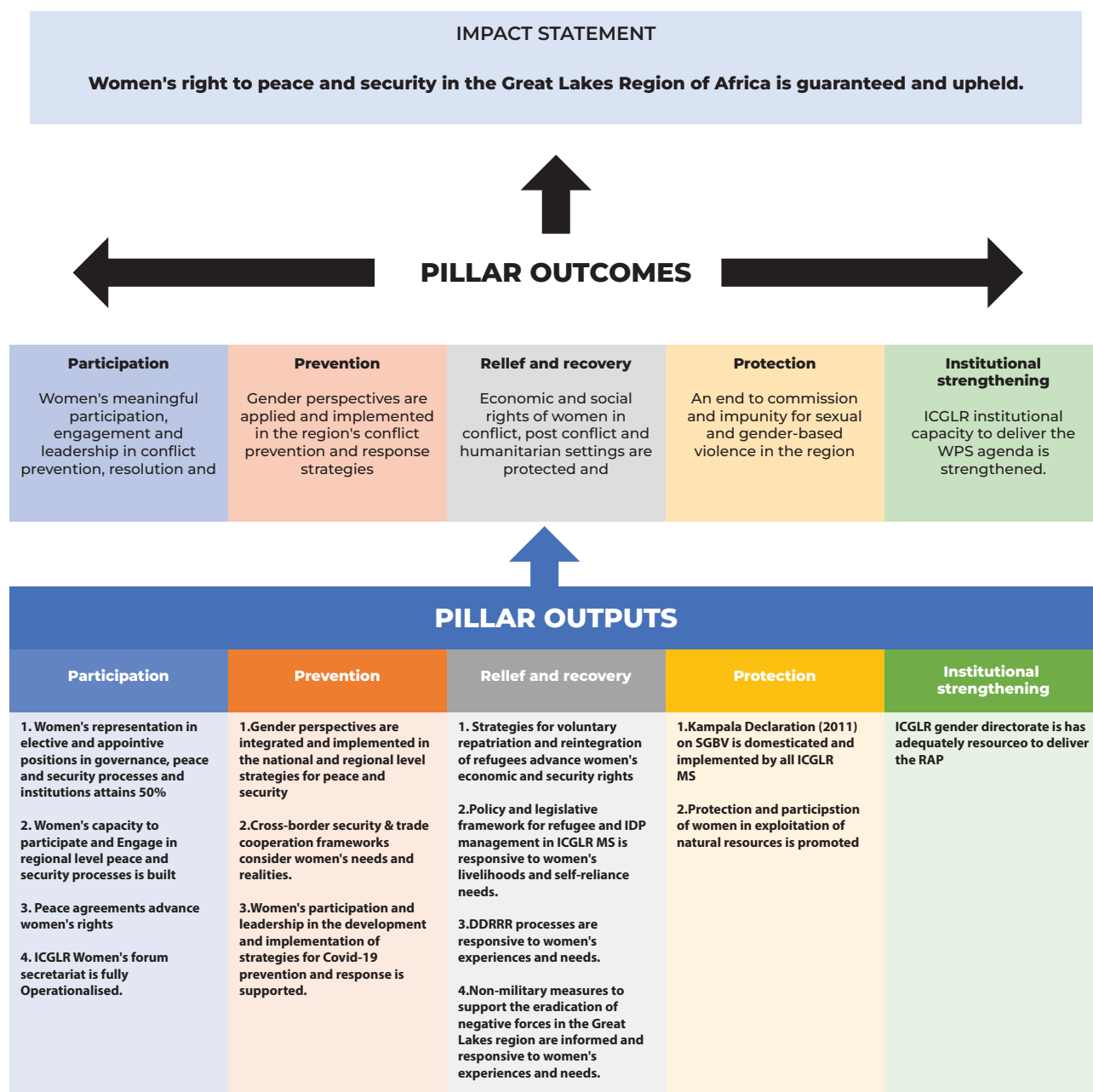
PARTICIPATION PILLAR:

This pillar aims to catalyse action towards increasing women's participation and engagement in peace and security, governance, and political sphere. In this pillar, previous efforts by the MS towards women's participation recognized, as ascertained by the assessment report, concentrated mainly on women's participation in the political arena. Its worth, mentioning however, that Women's participation in core security work for instance, in border management, arms control, military, police, peacekeeping and negotiations received little legal, policy and administrative



actions. This presents a gap that ICGLR has a comparative advantage to intervene through the peace and security department, the Expanded Joint Verification Mechanism (EJVM), Good Governance and Democracy department and other administrative means of the ICGLR. This will incentivise Member States to take up these efforts in their future NAPs.

Image 1 : RAP Results Framework



Therefore, efforts will focus on advocating for women’s representation and engagement in the relevant peace and security docket, including through capacity building of MS chiefs of dockets, convening, and building a pool of women mediators. Monitoring of MS compliance with their own gender quoter commitments will be key in advancing women representation and participation in decision making positions in the governance and political arena. Operationalizing the ICGLR Women’s forum secretariat will be strategic and necessary to enable effective functionality of the forum which is a key tool to enable women’s participation.

PARTICIPATION PILLAR OUTCOME STATEMENT:

Women's meaningful participation, engagement and leadership in conflict prevention, conflict resolution, post-conflict reconstruction and governance is increased.

OUTPUTS:

- a. Output 1: Women's representation in elective and appointive positions in governance, peace and security processes and institutions attains 50%
- b. Output 2: Women's capacity to participate and engage in regional level peace and security processes is built
- c. Output 3: Peace agreements advance women's rights
- d. Output 4: ICGLR Women's forum secretariat is fully operationalised

PREVENTION PILLAR:

The prevention pillar has been narrowly interpreted in the past to mean prevention of SGBV which has informed the impressive work and progress in SGBV prevention and response as identified in the assessment report. However, the pillar also calls for efforts towards mainstreaming gender and women issues in the conflict prevention efforts. In view of this, efforts in this pillar are aimed at integrating gender and women issues in the regional and national level frameworks on peace and security, while retaining work on prevention of SGBV along the borders and in the context of COVID-19. Consequently, intended results in this pillar is that governance frameworks for conflict prevention, response, and security, including frameworks for COVID- 19 prevention and response are gender responsive.

Leveraging on ICGLR comparative advantage to convene and build capacity, efforts in this pillar will aim at supporting gender reforms of security institution at regional and national level. It will be important to first understand the current gender practices or lack of, to inform the reform agenda.



PREVENTION PILLAR OUTCOME STATEMENT:

Gender perspectives are applied and implemented in the region's conflict prevention and response strategies.

OUTPUTS

- a. Output 1: Gender perspectives are integrated and implemented in the national and regional level strategies for peace and security (border security, police and military, conflict analysis and conflict early warning, arms control, and management)
- b. Output 2: Cross-border security & trade cooperation frameworks consider women's needs and realities. (Cross border management policies and process are gender responsive, increased women participation in border security and management)
- c. Output 3: Women's increased participation and leadership in the development and implementation of strategies for prevention, response and recovery from emerging security threats eg Covid 19 is supported

PROTECTION PILLAR:

The protection pillar of the WPS, seeks to promote and protect human rights of women at all phases of conflict with an emphasize on protection from SGBV. In the region, comprehensive framework for prevention and response to SGBV already exists. However, despite the extensive framework, incidences of SGBV, including Conflict Related Sexual Violence (CRSV) are rampant. Response mechanism are also inadequate. In this respect, efforts in this pillar are therefore aimed at eradicating SGBV and CRSV by accelerating the implementation of existing ICGLR frameworks on SGBV such as Kampala declaration on SGBV of 2011 among others. Pillar efforts will also be expanded to prevention of SGBV in the mining sector where ICGLR has a comparative advantage.

PROTECTION PILLAR OUTCOME STATEMENT:

An end to commission and impunity for sexual and gender-based violence in the region.

OUTPUTS

- a. Output 1: Kampala Declaration (2011) on SGBV is domesticated and implemented by all ICGLR MS
- b. • Output 2: Protection and participation of women in exploitation of natural resources is promoted



RELIEF AND RECOVERY PILLAR:

The Relief and Recovery pillar of the WPS agenda focuses on ensuring that women and girls specific needs are met in conflict and post conflict reconstruction processes, and that special attention is paid to the most vulnerable, including displaced women and girls, survivors of SGBV, and those with disabilities. In addition, it insists on efforts that support women's initiatives as actors (departing from the view of women as victims) in relief and recovery efforts, including providing women with equal access to programmes related to economic recovery, demobilisation, repatriations, reparation, reintegration, and psychosocial support.

The ICGLR region hosts a huge population of refugees and voluntary return of refugees and post reconstruction processes are taking place in the region. Responsiveness of these process to women's economic social and security needs is key. In this pillar, efforts that contribute to protection of economic, social and security rights of women in conflict, post conflict and humanitarian settings are proposed. They leverage on the ongoing initiatives including voluntary repatriation and reintegration of refugees, Disarmament, Demobilization, Repatriation, Reintegration and Resettlement (DDRRR) of foreign disarmed combatants and eradication of negative forces.

RELIEF AND RECOVERY PILLAR OUTCOME STATEMENT:

Economic and social rights of women in conflict, post conflict and humanitarian settings are protected and promoted.

PROPOSED OUTPUTS

- a. Output 1: Strategies for voluntary repatriation and reintegration of refugees advance women's economic and security rights
- b. Output 2: Policy and legislative framework for refugee and IDP management in ICGLR MS is responsive to women's livelihoods and self-reliance needs.
- c. Output 3: Disarmament, Demobilization, Repatriation, Reintegration and Resettlement (DDRRR) processes are responsive to women's experiences and needs.
- d. Output 4: Non-military measures to support the eradication of negative forces in the Great Lakes region are informed and responsive to women's experiences and needs

PILLAR ON INSTITUTIONAL STRENGTHENING:

One of the gaps in the delivery of the previous RAP is related to the limited capacity of the ICGLR's Gender Directorate in terms of staff numbers to effectively coordinate and monitor the RAP in all 12 MS. Currently, the Gender Directorate has only two staff- the Director and her Assistant.. As a measure, strengthening of the gender directorate is critical in terms of recruitment of additional technical staff and subsequently continuous capacity strengthening and financial resources to enable them effectively deliver their mandate.

OUTCOME STATEMENT 5:

ICGLR institutional capacity to deliver the WPS agenda is strengthened.

OUTPUT 1:

- a. ICGLR gender directorate is adequately resourced to deliver the RAP.



4. INSTITUTIONAL FRAMEWORK FOR THE OPERATIONALIZATION OF THE ICGLR RAP

THE ICGLR GENDER DIRECTORATE

Delivery of the 2021-2024 ICGLR RAP will be the responsibility of the ICGLR Secretariat. The RAP will be domiciled at the ICGLR Gender Directorate as the gender technical arm and based on its mandate to strengthen the role of women in conflict prevention, resolution, peacebuilding, political and electoral processes.

Consequently, the ICGLR gender directorate will be the executing agency for the overall oversight and managing the RAP implementation processes and will be responsible for developing detailed annual activity-plan, internal monitoring, building relevant partnerships, stakeholder coordination (both internal and external) monitoring and reporting. This will require strengthening of the current human and financial resources at the directorate. It's proposed that a WPS Programme Analyst be hired to support and oversee the day-to-day management and coordination of the RAP and will report to the Gender Programme Director. The Analyst will ensure the conceptualization and implementation of RAP activities, guiding implementing partners,

coordinating with other relevant actors, and be directly involved in advocacy and capacity building components of the RAP.

NET WORK OF NATIONAL FOCAL POINTS ON WOMEN PEACE AND SECURITY

To enable RAP coordination at National level, a network of National focal points on Women peace and security will be established. The network will have representation from government officials who are responsible for the implementation of the WPS mandate at national level, the ICGLR national coordinators, representation from the ICGLR Women and the Youth forum and Civil Society. The network will serve as a coordination and consultative organ on the national level implementation of the ICGR RAP. It will also support with provision of data for monitoring and reporting on the WPS agenda broadly and on RAP specifically. Modalities of how the network will be governed will be discussed and agreed on the first meeting of the network members.

NET WORK OF CIVIL SOCIETY ON WPS

This network enables ICGLR Gender Directorate's collaboration and partnership with regional and national level civil societies working on the issues of WPS. In a number of countries including Kenya and Uganda networks or coalitions of civil societies on WPS exists. So, members of the network of civil society on WPS will be representatives from a well-recognised national civil society/ network of national level civil societies from every member state and four regional level civil societies. The network will equally serve as a coordination and consultative organ, giving the voice of the civil society in the implementation of the ICGLR RAP. The network will support ICGLR gender directorate with dissemination of the RAP and providing data for the monitoring and reporting of the RAP.



5.0 RAP MONITORING AND EVALUATION

RAP will be monitored internally and externally using the indicators set in the logical framework annex 1. Member states will contribute data for the outcome level indicators. The RAP takes an adaptive results-based management approach and it's expected that strategies and specific interventions will be defined annually to allow flexibility and adaptability to the changing context.

A midterm and end term external reviews will be conducted.

The ICGLR gender directorate as the executing agency is responsible for reporting annually to the gender ministers and other actors (African Union and United nations) on RAP implementation status.

6.0 RESOURCING

Resources will be drawn from the ICGLR core budget. Funding partnerships are however encouraged. In this regards, biannual donor round tables will be held to discuss RAP implementation progress, funding needs and gaps. A global costing framework for this RAP to support fund raising has been developed.



7. ANNEX 1: RAP LOGICAL FRAMEWORK

LOGICAL FRAMEWORK: ICGLR REGIONAL ACTION PLAN ON WPS 2021-2024						
OUTCOMES AND OUTPUT STATEMENTS	INDICATORS	BASELINE	ANNUAL TARGETS			
			2022	2023	2024	Comments
PARTICIPATION PILLAR						
<p>Outcome statement:</p> <p>Women’s meaningful participation, engagement and leadership in conflict prevention, conflict resolution, post-conflict reconstruction and governance is increased</p>	<p>Outcome indicator 1: Percentage of women in:</p> <ul style="list-style-type: none"> a. National parliaments, b. Ministerial positions, c. Judicial service, d. Foreign Service, Military, e. Police, f. Border Security g. Peacekeeping and h. ICGLR led peace processes 	<p>Women in parliaments average at 24%</p>				<p>Target to be set after establishing the base values</p>
	<p>Outcome indicator 2: Change in the status of establishment of the ICGLR Women’s forum secretariat</p>	<p>Not available</p>	<p>Discussion with the host country</p>	<p>Commence</p>	<p>Processes to provide office space to the secretariat are finalised</p>	<p>Secretariat positions determined and deployed</p>
	<p>Outcome indicator 3: Reports / case studies of women’s engagement in ICGLR led peace processes</p>	<p>Not Available</p>	<p>One case study</p>	<p>One case study</p>	<p>One case study on women’s achievements following their participation in peace processes</p>	

<p>Output 1: ICGLR Women's forum secretariat is fully operationalised.</p>	<p>Output 1, indicator 1: Measures taken to establish the ICGLR Women's Forum secretariat</p>	<p>Not available</p>	<p>Consultation with regional women's forum, Initiate discussion with host member state</p>	<p>Reports on progress made in setting up the secretariat</p>	<p>Advertise and deploy the secretariat</p>	
<p>Output 2: Women's capacity to engage in regional level peace and security processes is built</p>	<p>Output 2, indicator 1: Number of women mediators trained</p>	<p>Not available</p>	<p>24</p>	<p>24</p>	<p>24</p>	
	<p>Output 2 indicator 2: Number of women mediators participating in ICGLR mediation/ negotiation processes</p>	<p>Not available</p>	<p>12</p>	<p>12</p>	<p>12</p>	
<p>Output 3: Peace agreements advance women's rights</p>	<p>Output 3, indicator 1: Number of women participating in peace agreement negotiations</p>	<p>Not available</p>	<p>5</p>	<p>6</p>	<p>10</p>	<p>Actual target to be revised based on baseline</p>
	<p>Output 3 indicator 2: Gender provisions in the peace agreements</p>	<p>2 (South Sudan, Sudan and CAR peace agreements have comprehensive gender provisions</p>	<p>Gender provisions are incorporated in all major peace agreement</p>			
	<p>Output 3 indicator 3: Progress with implementation of gender provisions in the peace agreements</p>	<p>In 3 countries there are challenges with implementation of gender provision</p>	<p>Produce an assessment report on the implementation of gender provisions in countries with active peace agreements</p>			

PREVENTION PILLAR

<p>Outcome statement: Gender perspectives are applied and implemented in the region's conflict prevention and response strategies</p>	<p>Outcome indicator 1: Number of ICGLR MS with gender strategies in core peace and security dockets (Military, police service, border posts, National Focal points on small arms and light weapons)</p>	Not available	3 countries have a gender strategy in military and police being, Kenya, Rwanda and Uganda	4	6	12
	<p>Outcome indicator 2: Presence of gender perspectives in regional frameworks for conflict prevention, resolution and peacebuilding developed/ supported by ICGLR (e.g., conflict factsheets)</p>	Not available				
<p>Output 1: Gender perspectives are integrated and implemented in the national and regional level strategies for peace and security (border security, police, military, conflict analysis and conflict early warning, arms control, and management)</p>	<p>Output 1, indicator 1: No of ICGLR MS that are supported through ICGLR initiatives to develop gender strategies in core peace and security dockets:</p> <ul style="list-style-type: none"> a) Police b) Military c) Arms control d) border posts 	Not available	2	3	6	12

<p>Output 1: SGBV service provision to victims/ survivors is enhanced in line with Kampala Declaration (2011) on SGBV</p>	<p>Output 1, indicator 1: Number of SGBV one-stop recovery centres that provide free medical, psychosocial, forensic, and judicial services per member state</p>	<p>Rwanda, Kenya, DRC, Uganda have response centres in major cities/towns</p>				
	<p>Output 1, indicator 2: Number of professionals trained by ICGLR to address SGBV, disaggregated by sex and type of profession</p>	<p>50 Judicial officers, 97 Police officers, 85 Psychosocial workers and 57 Medical professionals were trained in 2019</p>	<p>300 (with 50:50 gender representation)</p>	<p>400 (with 50:50 gender representation)</p>	<p>500 (with 50:50 gender representation)</p>	
<p>Output 2: Enhanced SGBV protection of women engaged in exploitation of natural resources.</p>	<p>Output 2, indicator 1: Presence of SGBV protection mechanisms in organization managing the exploitation of natural resources</p>	<p>Not available</p>				
	<p>Output 2, indicator 2: Number of SGBV cases in the Exploitation of Natural Resource Sector</p>	<p>Not available</p>				

RELIEF AND RECOVERY PILLAR

Outcome statement: Socio-economic and security rights of women in conflict, post conflict and humanitarian settings are protected and promoted	Outcome indicator 1: Average monthly income of women returnees compared to national average GNI	Not available				
	Outcome indicator 2: Proportion of women returnees who feel safe in their resettled areas	Not available				
Output 1: Policy and legislative framework for refugee and IDP management are responsive to women's livelihoods and self-reliance needs	Output 1, indicator 1: Number of member states who have integrated gender perspectives in their national frameworks for refugee and IDP management including voluntary repatriation and reintegration	2	4	6	8	
	Output 1, indicator 2: Number of MS with economic empowerment programmes for women refugee's and IDP's	3	5	6	8	

<p>Output 2: Disarmament, Demobilization, Repatriation, Reintegration and Resettlement (DDRRR) of foreign disarmed combatants</p> <p>is responsive to women's experiences and needs</p>	<p>Output 2, indicator 1: Measures taken to enhance women's ex-combatant economic, social and security wellbeing.</p>	Not available	2 policy and legal level measures undertaken	2 Programmatic measures taken	2 Programmatic measures taken	
	<p>Output 2, indicator 2: Number of women benefiting from DDRRR programmes</p>	Not available	20% more above the baseline			Annual targets to adjusted after establishing baseline
<p>Output 3: Non-military measures to support the eradication of negative forces in the Great Lakes region are informed and responsive to women's experiences and needs.</p>	<p>Output 3, indicator 1: Gender perspectives in non-military measures for the eradication of negative forces in the Great Lakes region</p>	Not available				Annual targets to adjusted after establishing baseline
	<p>Output 3, indicator 2: Percentage of women benefiting from the non-military interventions</p>	Not available				Annual targets to adjusted after establishing baseline

PILLAR ON INSTITUTIONAL STRENGTHENING

<p>Outcome Statement: ICGLR institutional capacity to deliver the WPS agenda is strengthened.</p>	<p>Outcome indicator 1: Status of ICGLR gender directorate's delivery capability (financial and technical staffing)</p>	<ul style="list-style-type: none"> - One staff - Limited budget 	<ul style="list-style-type: none"> - Annual workplan for 2022 RAP delivery in place - WPS advisor in place - 25% of RAP budget availed 			
<p>Output 1: ICGLR RAP is resourced and fully delivered</p>	<p>Output 1, indicator 1: ICGLR RAP implementation structures are operationalised</p>	<p>00</p>	<p>50% of RAP structures are institutionalised</p>	<p>100% OF RAP structures are in place</p>		
	<p>Output 1, indicator 2: Number of technical staff deployed for RAP delivery</p>	<p>00</p>	<p>2</p>	<p>2</p>	<p>2</p>	<p>2</p>
	<p>Output 1, indicator 3: Annual budget allocated for RAP delivery</p>	<p>00</p>	<p>50% of the required budget is availed</p>	<p>75% of the required budget is availed</p>	<p>100% of the required budget is availed</p>	<p>100% of the required budget is availed</p>
	<p>Output 1, indicator 3: Status of development and implementation of RAP delivery strategies (communication, coordination, annual activity plans, donor coordination and resource mobilization initiatives, monitoring, and reporting)</p>	<p>00</p>	<p>Annual strategies for communication, coordination, annual activity plans, donor coordination and resource mobilization initiatives, monitoring and reporting are in place and implemented</p>			

8. LIST OF REFERENCED DOCUMENTS

- Report of the Secretary-General on the Implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region covering the period from 16 September 2020 to 15 March 2021.
- The International Refugee Rights Initiative (2011) accessed at https://reliefweb.int/sites/reliefweb.int/files/resources/F_R_480.pdf.
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- Inter-Parliamentary Union (2019) report on Women in parliament accessed at <https://www.ipu.org/resources/publications/reports>.
- UNSG (2020) report on Sexual Violence in conflict S/2020/487 accessed at <https://www.un.org/sexualviolenceinconflict/countries/democratic-republic-of-the-congo/#:~:text=En%202019%2C%20les%20NationsUnies,%20non%2DState%20armed%20groups>.
- UNICEF (2018) Abuse, impunity and sexual violence in Burundi accessed at <https://www.unicef.org/stories/abuse-impunity-and-sexual-violence-burundi#:~:text=Près de%20une%20sur%20 quatre%20Burundais,lesenfants%20sont%20particulièrement%20 à%20risque.&text=Survivants%20dans%20cette%20Est%20 Africaine,les%20réactions%20 négatives%20de%20leurs%20 familles>.
- 7. UN (2019) S/2019/145
- 8. ONU (2020) S/2020/487
- 9. A/HRC/WG.6/35/KEN/1
- Rwanda (2019) Country report on WPS.
- Uganda (2019) Police annual crime report accessed at <Annual-Crime-Report-2019-Public.pdf> (upf.go.ug).
- Zambia police (2020) gender-based violence statistics accessed at <http://www.zambiapolice.gov.zm/index.php/112-news/369-1st- quater-gbv-2929>.
- ICGLR Pact (Amended 2012) on Security, Stability and Development in the Great Lakes Region

ICGLR PROTOCOLS ON:

- Protocol on Democracy and Good Governance
- Protocol for the Prevention and the Punishment of the Crime of Genocide, War Crimes and Crimes against Humanity and all forms of Discrimination
- Protocol on the Prevention and Suppression of Sexual Violence Against Women and Children
- Protocol on the Protection and Assistance to Internally Displaced Persons
- Protocol on the Property Rights of Returning Persons



