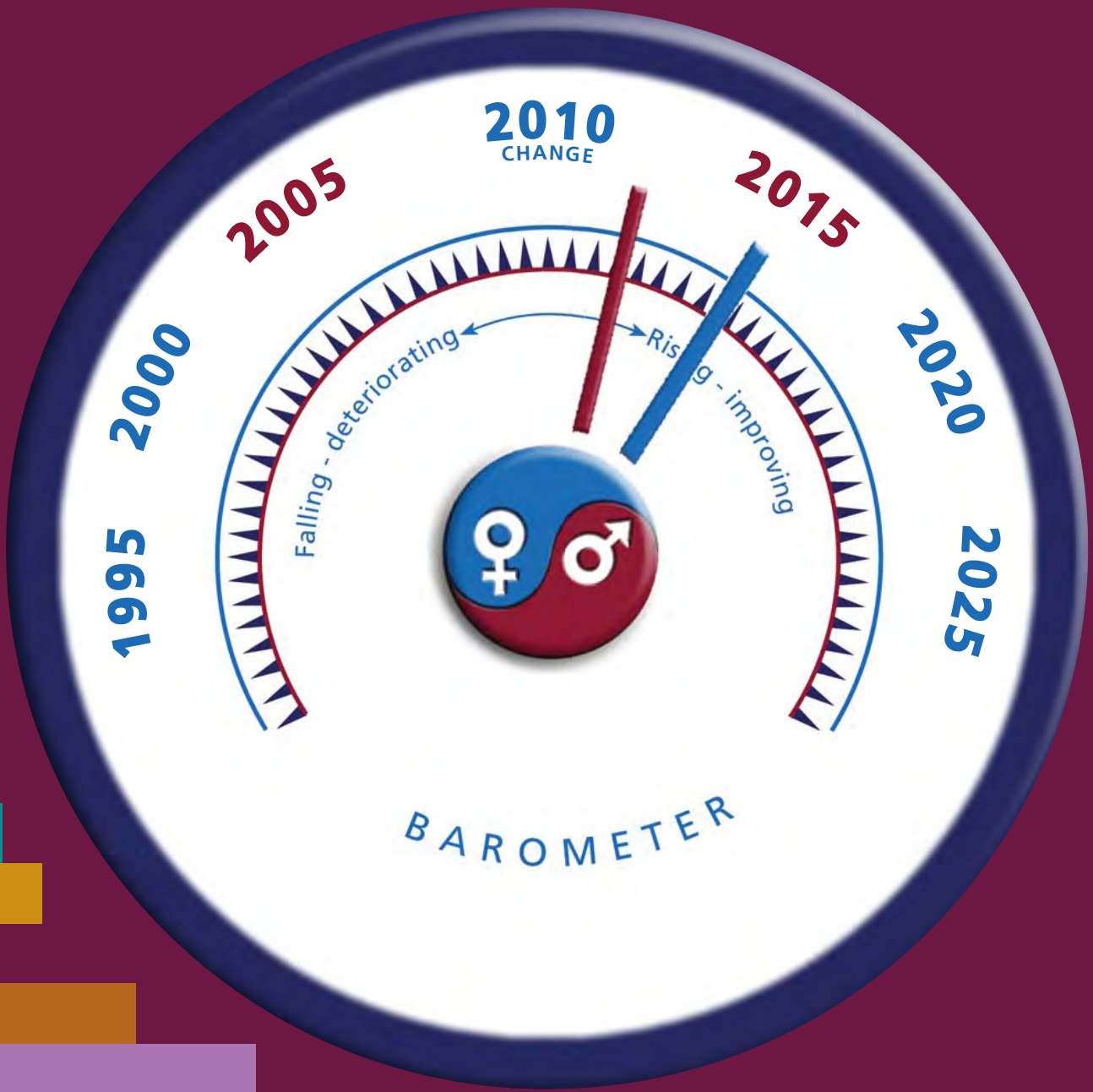
SADC GENDER PROTOCOL 2012

BAROMETER



Edited by Loveness Jambaya Nyakujarah
and Colleen Lowe Morna











Alliance partners
Coordinator
Gender Links
Constitutional
Women in Law Southern Africa (WLSA)
Governance
Women in Politics Support Unit (WIPSU)
Health, HIV and AIDS
Southern Africa HIV and AIDS Information Dissemination Service (SAfAIDS)
Care work
Voluntary Services Overseas-Regional Aids Initiative South Africa
Economic justice
Zimbabwe Women's Resource Centre and Network (ZWRCN)
Peace and security
Institute of Security Studies (ISS)
Angola
Platforma da Mulheres Accao (PMA)
Botswana
Botswana Council of NGO's (BOCONGO)
DRC
Union Congolaise des Femmes des Medias - GEMSA (UCOFEM - GEMSA)
Lesotho
Women in Law Southern Africa (WLSA - Lesotho)
Madagascar
FPFE (Fédération Pour la Promotion Féminine et Enfantine) - GEMSA
NGO Gender Coordination Network
Mauritius
MWO (Media Watch Organisation) - GEMSA
Mozambique
Forum Mulher
Namibia
Namibia Non Governmental Organisations Forum (NANGOF)
GEMPLUS - GEMSA
Swaziland
Swaziland Action Group Against Abuse
Tanzania
Coordinating Assembly of NGOs
Tanzania Gender Networking Programme (TGNP)
Zambia
Women in Law Southern Africa (WLSA) - Zambia
Zimbabwe
Women's Coalition
Christian Based Organisations
Fellowship of Christian Councils in Southern Africa (FOCCISA)
Sonke Gender Justice

The Southern African Gender Protocol Alliance vision is of a region in which women and men are equal in all spheres. The Alliance promotes and facilitates the creation of gender equity and equality through lobbying and advocacy towards the achievement of the 28 targets of the SADC Protocol on Gender and Development by 2015. Gender Links coordinates the work of the Alliance.

© Copyright 2012 Southern Africa Gender Protocol Alliance
ISBN: 978-0-9869880-2-8

Gender Links
9 Derrick Avenue
Cyrildene, 2198
Johannesburg, South Africa
Phone: 27 (11) 622 2877
Fax: 27 (11) 622 4732
Email: alliance@genderlinks.org.za
Websites: www.genderlinks.org.za
www.sadcgenderprotocol.org

Editors: Loveness Jambaya Nyakujarah and Colleen Lowe Morna
Design/Layout: Stride Graphics (Pty) Limited

Sponsors: UKAid, Friedrich Ebert Stiftung - Botswana office, Norwegian Church Aid, UN Women

Contents

Contributors		**4**
Acronyms		**10**
Executive summary		**13**
CHAPTER 1	CONSTITUTIONAL AND LEGAL RIGHTS *Articles 4-11*	29
CHAPTER 2	GENDER AND GOVERNANCE *Articles 12-13*	65
CHAPTER 3	EDUCATION AND TRAINING *Article 14*	95
CHAPTER 4	ECONOMIC JUSTICE *Articles 15-19*	121
CHAPTER 5	GENDER BASED VIOLENCE *Articles 20-25*	155
CHAPTER 6	HEALTH *Article 26*	191
CHAPTER 7	HIV AND AIDS *Article 27*	215
CHAPTER 8	PEACE BUILDING AND CONFLICT RESOLUTION *Article 28*	247
CHAPTER 9	MEDIA, INFORMATION AND COMMUNICATION *Articles 29-31*	271
CHAPTER 10	IMPLEMENTATION *Article 32-36*	305
CHAPTER 11	GENDER, CLIMATE CHANGE AND SUSTAINABLE DEVELOPMENT	339

Tables

I Summary of progress and challenges over the last year 14
II The Protocol@work - surpasses the 100 mark 19
III CSC sample 2012 21
IV Sectors covered by the SGDI and CSC 21
V Key indicators of the status of women in SADC 22

Chapter 1
1.1 Summary of Constitutional Review processes in SADC 31
1.2 Analysis of gender equality clauses in Constitutions 33
1.3 How Group of 20 demands align to the SADC Gender Protocol 39
1.4 Discriminatory legislation 43
1.5 LGBTI laws by country 49
1.6 Marriage and family laws 56

Chapter 2
2.1 SADC Protocol governance provisions 68
2.2 SADC performance indicators for women in parliament and projections to 2015 68
2.3 Women in local government in 2012 and projections to 2015 70
2.4 Global comparison of women in parliament by region 73
2.5 Global and regional ranking of women parliamentarians 74
2.6 Political parties and quotas 78
2.7 Examples of electoral systems in SADC countries 79
2.8 Local Government 2011 Election Results 80
2.9 Lesotho 2011 local government election results 86
2.10 Women and men in party leadership 89

Chapter 3
3.1 Access and enrolment in the education sector 98
3.2 Pass rates in primary and secondary schools in selected SADC countries 107
3.3 Women and men in university faculties 113

Chapter 4
4.1 Women and men in economic decision-making 126
4.2 Women entrepreneurs in Zimbabwe - ZNCC 2011 Survey: Types of business 139
4.3 Conditions of employment 148
4.4 Women and men in employment in Botswana 151

Chapter 5
5.1 GBV indicators study respondents 157
5.2 Key baseline indicators on GBV against the SADC Gender Development Protocol 160
5.3 Domestic and sexual violence laws: 2009 - 2012 162
5.4 Comparative analysis of BPS and SAPS data classification system 168
5.5. Progress on Human Trafficking laws: 2009 - 2012 169
5.6 Status of human trafficking in Southern Africa 169
5.7 Progress on Sexual Harassment laws: 2009 - 2012 172
5.8 Progress on the provisions of GBV between 2009 and 2012 173
5.9 References to GBV by decision-makers 174
5.10 Progress on coordination, monitoring and evaluation: 2009 - 2012 179
5.11 Current status of NAPS in SADC countries 179

Chapter 6
6.1 Sexual and reproductive health 194
6.2 How sexual reproductive health and National Gender Policy objectives relate to the SADC Gender Protocol 198

Figures

I Comparative analysis of overall SGDI and CSC scores 21
II SGDI scores by region and country: 2011 - 2012 23
III Women and men's perceptions: 2010 - 2012 23
IV How women and men perceive government commitment 24
V Comparison of the SGDI and CSC by country for 2012 24
VI SGDI by sector: 2011 - 2012 25
VII Comparative sector scores from Citizen Score Card 26
VIII Comparative CSC and SGDI overall sector scores 27

Chapter 1
1.1 Women and men's perceptions of Constitutional and legal rights 30

Chapter 2
2.1 Comparative SGDI and CSC scores for the governance sector 66
2.2 Women and men's perceptions of governance in SADC 67
2.3 Women in political decision-making: 2005 - 2012 72
2.4 Women in parliament, cabinet and local government - 2012 72
2.5 Women in parliament in SADC: 2005 - 2012 73
2.6 Proportion of women and men in local government 74
2.7 Women in cabinet in SADC: 2009 - 2012 75
2.8 Women and men decision-makers in the public services 87

Chapter 3
3.1 Comparative SGDI and CSC scores for Education 96
3.2 Women and men's perception of education in SADC 96
3.3 Literacy levels of women and men 99
3.4 Proportion of girls and boys in primary schools 100
3.5 Proportion of girls and boys in secondary schools 102
3.6 Proportion of women and men in tertiary education 105
3.7 Proportion of women and men teachers 108
3.8 Percentage of women and men in faculties of Arts, Humanities and Social Sciences 110
3.9 Percentage of women and men in faculties of Law 110
3.10 Percentage of women and men in faculties of Science 111

Chapter 4
4.1 Comparative SGDI and CSC scores for productive resources and employment 112
4.2 Women and men's perceptions on productive resources and economic empowerment 123
4.3 Women and men in economic decision-making in SADC 127
4.4 Women in economic decision-making in SADC 127
4.5 Labour-force participation of men and women 147
4.6 Unemployment of women and men 147

Chapter 5
5.1 Women and men's perceptions on Gender Based Violence in SADC 156
5.2 Lifetime prevalence of GBV experienced by women and perpetrated by men 157
5.3 Lifetime experience and perpetration of intimate partner violence 158
5.4 Lifetime experience and perpetration of rape 158
5.5 Women's and men's personal gender attitudes 158
5.6 Awareness of Domestic Violence Act by women and men 165
5.7 Awareness of Sixteen Days of Activism campaign 178

Chapter 6
6.1 Comparative SGDI and CSC scores for Sexual and Reproductive Health 192
6.2 Women and men's perceptions of the health sector 192
6.3 Contraceptive usage in Southern Africa 199

Chapter 7
7.1 Key gender, HIV and AIDS indicators 219
7.2 Gender knowledge gap of HIV and AIDS in SADC 228
7.3 Services undertaken by care providers 237
7.4 Review of care work policies in each SADC country 238

Chapter 8
8.1 Analysis of gender provisions in relevant security services legislation 250
8.2 Representation of women in the defence sector in Southern Africa 253
8.3 Women's representation in SADC police services 255
8.4 Lesotho Mounted Police Service staff by gender, April 2010 258
8.5 Women's representation in correctional services 260

Chapter 9
9.1 Summary of Gender and Media research conducted in the SADC region 273
9.2 Gains and losses in the APAI Declaration 276
9.3 Summary of key gender indicators for institutions of higher learning in the GIME research 286
9.4 Eaual representation of women and men in media houses in Southern Africa 290
9.5 Summary of regional findings GMPS versus GMBS/HIV and AIDS and gender study 294
9.6 Variation in women sources by country 295
9.7 Country comparison of results of self-monitoring tool 300

Chapter 10
10.1 Botswana and the SGDI 310
10.2 Legal progress of the Protocol by country 311
10.3 Country mapping of national gender policies, processes and alignment to protocol 313
10.4 Examples of national budget allocations to gender ministries 320
10.5 Women's access to productive resources in Chiredzi in 2011 325
10.6 Breakdown of village level meetings on the SADC Gender Protocol 326
10.7 Sample size for monitoring and evaluation tools administered 332
10.8 Desired sample size 336

Chapter 11
11.1 Changes in climate patterns in Southern Africa 340
11.2 Gender dimensions of climate change 343
11.3 Representation of women and men in key decision making positions related to the environment 347

Annex 1 SADC Gender Protocol 2012 Barometer Citizen Score Card 356
Annex 2 Background note on gender and related indicators 357
Components on the Gender Status Index 361

Bibliography 362

6.4 Maternal mortality rate per 100 000 in Southern Africa 205
6.5 Percentage of births attended by skilled personnel 207
6.6 Percentage total coverage of sanitation facilities 211
6.7 Percentage rural coverage of sanitation facilities 211
6.8 Percentage urban coverage of sanitation facilities 211

Chapter 7
7.1 Comparative SGDI and CSC scores for the HIV and AIDS sector 216
7.2 Women and men's perception of HIV and AIDS sector 217
7.3 Percentage population infected with HIV 220
7.4 Proportion of women and men living with HIV 222
7.5 Extent of comprehensive knowledge on HIV and AIDS 227
7.6 Percentage pregnant women living with HIV on PMTCT 229
7.7 Percentage of people receiving ARVs 232

Chapter 8
8.1 Women and men's perceptions of peace building 248
8.2 Proportion of women and men in Seychelles Police Force in 2011 256
8.3 Average proportion of women and men deployed in peacekeeping missions between January and December 2011 261
8.4 Average percentage of females by category of peacekeeping forces between January 2011 to December 2011 262
8.5 Structure of the SADC Security Organ 263

Chapter 9
9.1 Comparative SGDI and CSC scores for the Media 272
9.2 Entry points for gender in the media 272
9.3 Proportion of female and male staff in institutions of higher learning in Southern Africa 287
9.4 Proportion of female and male staff in institutions of higher learning by country 287
9.5 Proportion of female and male students in institutions of higher learning in Southern Africa 287
9.6 Total number of employees by sex in Southern African media houses 291
9.7 Total number of employees by sex in Southern African media houses (excluding South Africa) 291
9.8 Women and men in Southern Africa media houses 291
9.9 Women and men in senior management in Southern Africa media houses 292
9.10 Gender division of labour in media houses in Southern Africa 292
9.11 Women and men as news sources - GMBS and GMPS 294
9.12 Women as news sources - GMBS and GMPS comparison 295
9.13 Who speaks on what - regional 296
9.14 GBV topic breakdown - regional 298
9.15 Stories on HIV and AIDS: GMPS versus HIV and AIDS Study - regional 299
9.16 Who speaks on HIV and AIDS over time - regional 299

Chapter 10
10.1 Roadmap to equality 318
10.2 Costing model developed by Gender Links 318
10.3 Organisational structure of the SADC Gender Protocol Alliance 325
10.4 Women and men who responded to the quiz 332
10.5 Knowledge quiz results 2010 and 2012 333
10.6 Knowledge of the SADC Gender Protocol by sex 334
10.7 Women and men's gender attitudes 336

Chapter 11
11.1 Proportion of women and men in the environmental and sustainable development sector 348
11.2 Proportion of women and men representation in the environmental and sustainable development decision making positions 348

Contributors



Colleen Lowe Morna (Zimbabwe/ South Africa) is Chief Executive Officer of Gender Links. She began her career as a journalist covering the SADC region; joined the Commonwealth Secretariat as a senior researcher and later served as Chief Programme Officer of the Commonwealth Observer Mission to South Africa. She subsequently served as a founding CEO of the South African Commission on Gender Equality. A trainer, researcher, and writer, Lowe Morna has written extensively on gender issues in Southern Africa. She holds a BA degree in International Relations form Princeton University, Masters in Journalism from Columbia University and certificate in Executive Management from the London Business School. Lowe Morna has served as editor-in-chief of all three Barometers.



Loveness Jambaya Nyakujarah (Zimbabwe) is manager of the Southern Africa Gender Protocol Alliance, a network of gender NGOs that campaigned and works for the implementation of the SADC Protocol on Gender and Development. She joined Gender Links as a Gender Justice Officer and later became Manager and Assistant Director. She previously worked as a media researcher; founded the Gender Desk at the Media Monitoring Project Zimbabwe and Gender and Media Network - Zimbabwe (GEMZi) after she left the Zimbabwe Elections Support Network where she served as an intern. Jambaya-Nyakujarah has contributed to several publications at Gender Links. She holds a BSc Honours degree in Economics and is currently studying towards a Postgraduate Diploma in Monitoring and Evaluation. Jambaya-Nyakujarah managed the research and co-edited the regional barometer.



Florence Boloko (DRC) is an activist form Kinshasa, Democratic Republic of Congo. She leads a National Network working to promote peace, security and gender. She is a Consultant on gender, peace building and security. Sin 2010, Boloko was appointed Champion in Wheel of Change with SADC and UNECA. She is Member of FEMNET, COCAFEM/GL (a Great Lakes Women Network on peace and security). She is also Member of IANSA (InternationalAction Network on Small Arms). Boloko updated the DRC country barometer.



Lucia Makamure (Zimbabwe) is the Alliance Programme Officer at Gender Links. In 2009 while doing her internship with Gender Links she contributed to the *Roadmap to Equality* Handbook and the Baseline Barometer Report. Previously worked for the Zimbabwe Independent as a political reporter and contributed articles on climate change for the Reuters Foundation. She was responsible for much of the desktop research and administrative follow up in this project.



Fanny Chirisa (Zimbabwe) is the Executive Director of Women in Politics Support Unit (WiPSU.) WiPSU exists to strengthen democracy and governance practices through the effective participation of women in political office and as political constituents. The organisation works to provide support to women in Parliament and in Local Government in Zimbabwe and aims to increase women's quantitative and qualitative participation and influence in policy and decision-making. WiPSU is the lead organisation for the Southern Africa Gender Protocol Alliance Governance Cluster. Chirisa coordinates the Cluster and is a member of the Southern Africa Gender Protocol Alliance Think Tank.



Elsie Alexander (Botswana) is a lecturer in the Department of Sociology, University of Botswana. Her areas of research are poverty and rural development policies, gender and economy, the girl child, gender based violence and HIV and AIDS, gender and energy. In addition, she is a gender policy and research expert and civil society activist at the national, regional, and international levels. She has been a part of the gender transformation process for the past 20 years. She is a strong advocator for the promotion of Lifeline - Botswana, Vice Chairperson - Gender Policy Programme Committee, University of Botswana, a member of Emang Basadi, and a Board Member of a Pan African Women's Rights organisation -Women in Law in Development in Africa. She serves as a gender policy adviser in several regional organisations,such as Gender Links, the Southern African Gender Protocol Alliance, the SADC Parliamentary Forum Gender Technical Group and the SARDC Gender Advisory group. Alexander co-authored the Botswana country barometer with Roos van Dorp.



Saeanna Chingamuka (Zimbabwe) is the Gender and Media Diversity Manager at Gender Links. She joined the organisation in 2008. She is responsiblefor creating and editing knowledgeon gender, media and diversity issues; engaging in national and regional media debates and ensuring that gender is mainstreamed in these discussions. She also manages the gender and media literacy programme, a project that through provision of training equips citizens and journalism students with skills to critically engage with the media.



Alice Banze (Mozambique) is a social activist for human rights, particularly women and girls' rights. She is the Gender, Environment and Climate Change Advisor to the Minister of Environment, working to ensure that gender is integrated into climate issues for the empowerment of women and communities in Mozambique. Previously, Banze worked as Regional Gender Justice Coordinator/Advisor at Oxfam Great Britain, where she promoted gender justice within six SADC countries. In 2011, she was the Pan African Gender Justice Leader, supporting partners on the implementation of the African Women's Protocol through the Raising Her Voice Project. In 2004 and 2005, she was part of the leading team advocating for the ratification of the African Women's Protocol and thereafter the SADC Gender and Development Protocol. Banze updated the DRC country barometer.



Zakhe E. Hlanze (Swaziland) is a full time research associate at the Women and Law in Southern Africa Swaziland Office. She holds an MA degree in Social and Economic Studies (Social Anthropology) from the Victoria University of Manchester in the UK. She worked for the Ministry of Agriculture and Cooperatives as a Rural Sociologist until 1994. Hlanze has authored several publications including *Customary Practices, Laws and Risky Behaviours: A Concern for the Increased Prevalence and Vulnerability to HIV and AIDS among Women and the Girl-Child: A Rights based Approach; Epidemic of Inequality: Women's Rights and HIV/AIDS in Botswana and Swaziland: An Evidence-Based Report on the Effects of Gender Inequality, Stigma and Discrimination* amongst many others.



Cheryl Hendricks (South Africa) works for the Institute of Security Studies Tshwane (ISS), as Senior Research Fellow in the Security Sector Governance Programme. ISS chairs the Peace and Security cluster of the Alliance. She specialises in African politics on issues relating to governance, democratisation, SADC peace and security, women and peace-building, post-conflict reconstruction, human security, identity politics and broader gender issues. She holds a PhD in Government and International Relations from the University of South Carolina, USA and an MA in Southern African Studies from the University of York, England. She is the co-editor of a book titled Southern Africa: From National Liberation to Democratic Renewal and editor of a monograph titled From State Security to Human Security in Africa: Policy Research and Capacity Building Challenges. Hendricks is a member of the Southern African Gender Protocol Alliance Think Tank. She authored the Peace and Security chapter of this regional report.



Emma Kaliya (Malawi) is Programme Manager, Malawi Human Rights Resource Centre, and Chairperson of NGO Gender Coordination Network in Malawi that brings together 41 NGOs addressing gender, human rights, HIV and AIDS in Malawi. The network is the focal point for the Alliance in Malawi. She also coordinates the Network Against Gender Based Violence in Malawi. Since 1988, she has worked with the following organisations: League of Red Cross and Red Crescent Society/Malawi Red Cross Society, Medicines Sans frontier, Finnish Refugee Council, Afircare, PSI, Danish Centre for Human Rights and Malawi Human Rights Resource Centre. Kaliya is a member of the Southern Africa Gender Protocol Alliance; she wrote and updated the Malawi country barometer.



Danny Glenwright (Canada) has a background in human rights journalism and media training, and a Masters in International Cooperation and Development from Italy's University of Pavia. Glenwright previously served as GL Communication Manager and worked as a human rights trainer. He has also worked in Sierra Leone, Palestine, the United Kingdom and Rwanda. He is currently the editor of Canada's *Xtra* newspaper in Toronto.



Debbie Budlender (South Africa) is an independent consultant. Between 1988 and June 2012 she worked as a specialist researcher with the Community Agency for Social Enquiry (CASE), a South African non-governmental organisation working on social policy research. Between April 1997 and March 2002 Budlender was on a long-term part-time secondment to Statistics South Africa, the country's national statistical bureau. At Statistics SA Budlender worked primarily on gender, employment, poverty and children's issues. She was also in charge of planning and running the country's first national time use study. Budlender acted as the overall coordinator of South Africa's Women's Budget Initiative from when it started in 1995. In subsequent years, she has served as consultant on gender-responsive budgeting to non-governmental organisations, governments, parliamentarians and donors in more than thirty-five countries. In this project Budlender served as advisor to Gender Links (GL) on the SADC Gender and Development Index (SGDI).



Helen Grange (South Africa) is a Rhodes University journalism graduate. A journalist with more than 25 years of experience, Grange is also a published author and editor, and has won many awards for her work. She has been freelancing since 2006, writing and editing for newspapers and magazines, including *The Star, Sunday Tribune, City Press, True Love magazine, Cosmopolitan magazine* and *Wits Business Journal*. She is currently a contract features writer for *The Star* newspaper.



Margaret Machila (Zambia) holds a Masters Degree in Adult Education from the University of British Columbia, Vancouver, Canada (1986); has been Lecturer in the Department of Adult Education, University of Zambia from 1986 to 1990. Machila has extensive management experience through her work for Danish Association for International Co-operation (MS-Zambia); Royal Norwegian Embassy and Norwegian Church Aid in Zambia. She is currently a free lance consultant, Gender and Human Rights Activist and a Trustee for Oneworld Africa, a network on Information Communication Technologies (ICTs) for sustainable development. She wrote the Zambia country barometer.



Kubi Rama (South Africa) is the Chief of Operations of Gender Links. She is the former CEO of the Gender and Media Southern Africa (GEMSA) Network. Prior to joining Gender Links, Kubi served at the Department of Journalism (Durban Institute of Technology) as a senior lecturer. Past work experience includes co-ordinating the Durban Media Training Forum, marketing manager of the Career Information Centre and the chairperson of the regional South African Health Workers Congress. She is currently completing her masters in Cultural and Media Studies at the former University of Natal. She holds an honours degree in Cultural and Media Studies and a bachelors degree in law, both from the former University of Natal. Rama updated the GBV chapter of the regional report.



Naomi Chimbetete (Zimbabwe) is the Director of the Zimbabwe Women's Resource Centre (ZWRCN). ZWRCN is the lead organisation for the Southern Africa Gender Protocol Alliance Gender and Economic Justice Cluster. Chimbetete coordinates the cluster, and also serves as a member of the Southern African Gender Protocol Alliance.



Pat Made (Zimbabwe) is a leading gender and media consultant, former Director General of Inter Press Service (IPS) and former editor of the Southern African Economist magazine. During her tenure at IPS, Made played a key role in introducing a gender policy and transforming the editorial content of the sixth largest news agency in the world from a gender perspective. Made updated the Zimbabwe country report.



Mukayi Makaya (Zimbabwe), Gender Links Services Manager, holds a BBA Marketing Degree from the Institute of Marketing Management and is completing an Honours in Communications Science with the University of South Africa. Prior to joining Gender Links in 2008, she worked for the Southern African Research and Documentation Centre (SARDC) in Zimbabwe for over five years. Makaya is part of the Gender Links editorial team for the regional barometer.



Matrine Bbuku Chuulu (Zambia) is the Director of Women in Law in Southern Africa WLSA, the lead organisation for the Southern Africa Gender Protocol Alliance and Constitutional and Legal Rights Cluster. Bbuku Chuulu coordinates the cluster and is a member of the Southern Arica Gendr Protocol Alliance Think Tank.



Liz Frank (Namibia) is a writer by profession and a feminist activist by passion. Frank went to Namibia at Independence in 1990 through the Anti-Apartheid Movement to support the post-colonial education reform. At the same time she became active in the women's movement through the NGO Sister Namibia, first as a volunteer, then as editor of Sister Namibia magazine and as director. She currenlty works for the Women's Leadership Centre, which promotes the voice, visibilty and leadership of marginalised women in Namibia.



Sikhonzile Ndlovu (Zimbabwe) is the Media Manager at Gender Links. She joined GL in January 2007. She began her career as an intern for the Financial Gazette, an independent financial newspaper in Zimbabwe. She subsequently worked for the Media Monitoring Project Zimbabwe for three years as a Research Officer and became involved in gender and media monitoring under GemZi. She worked as a volunteer in Phuket, Thailand following the December 2004 Tsumani. Sikhonzile holds a Bachelor of Arts Degree and a Post Graduate Diploma in Media and Communication from the University of Zimbabwe. She is currently studying for a Masters in Media Studies with the University of the Witwatersrand.



Dorothee Swedi (DRC) is a journalist with more than a decade experience in the field of gender. She currently coordinates the Alliance's chapter in the DRC. Previously she has done cross cutting functions for Gender Links on its media and justice programmes. Swedi is the coordinator of Union Congolaise des Femmes des Medias (UCOFEM) - GEMSA, a women's media organisation in DRC. She authored the DRC country barometer.



Tessa Siu (Seychelles) has worked in the Gender Secretariat, Ministry of Social Development and Culture in Seychelles for more than 6 years. She holds a MSc in Development Projects; Implementation and Management and a BSc in Development Studies and a minor in Applied Microbiology, from UK universities. Siu was born in the Seychelles, but grew up in the UK and returned to her island home after finishing her studies. She updated the Seychelles country barometer.



Eduardo Namburete (Mozambique) is GL Director Mozambique and Lusophone Office. He is a media expert with 23 years experience in media and research focusing on issues of community development, gender, HIV and AIDS, democracy and good governance. His research work includes HIV and AIDS and Media baseline study, Gender in Local Government, developing HIV and AIDS and Gender Policies for media houses, SADC Protocol on Gender and Development barometer for Mozambique and Angola, assessment of gender in the media in Mozambique, media monitoring, among others. As a media trainer, he has conducted training workshops for journalists from Mozambique, Malawi, Kenya, Uganda and Tanzania on women reproductive health reporting. He has also lectured at the Eduardo Mondlane University's School of Communication and Arts, for which he is the founding dean. Namburete authored the Mozambique and Angola country barometers.



Nestai Mushonga (Zimbabwe) is a women rights and peace activist. She serves as National Coordinator for the Women's Coalition of Zimbabwe (WCoZ), the strongest network of women's rights NGOS and individuals across Zimbabwe. Mushonga has a background in women's rights, peace, security and conflict resolution work. She is a gender and peace building trainer with the International Fellowship of Reconcili-ation and the Women Peacemakers Programme Africa Region. Mushonga holds a degree in sociology from the University of Zimbabwe and a Masters of Arts in Gender Studies. WCoZ is the Southern Africa Gender Protocol Alliance focal point in Zimbabwe. Mushanga is a member of the Alliance Think Tank.



Shuvai Nyoni (Zimbabwe) is an independent consult and an alumnus of the King's College London and African Leadership Centre (ALC) Nairobi, African Women in Peace and Security Fellowship Programme (2009/2010). This included an attachment with the Organisation for Social Science Research in East and Southern Africa (OSSREA) in Addis Ababa, Ethiopia. She has spent time at the Institute for Security Studies (ISS) Addis Ababa office as a research intern in the organisation's Peace and Security Council Report Programme. Nyoni holds a Masters in International Relations with a specialisation in International Political Economy from the University of Cape Town. Nyoni updated the economic chapter of the regional report.



Loga Virahsawmy is the GL Director, Mauritius Francophone Office, and Chairperson of Media Watch Organisation - GEMSA Mauritius. She is the country facilitator for training workshops on Media Literacy and Local Government. She is also the country facilitator campaigning and advocating for the Government of Mauritius to sign the SADC Protocol on Gender and Development. As a gender activist, Loga talks regularly on Gender issues, including in the Mauritian media. She received the highest distinction of Grand Officer of the Star and Key of the Indian Ocean (GOSK) by the President of the Republic in 2009. Virahsawmy co-authored the 2012 Mauritius report.



Noro Rovaozanany (Madagascar) is a sociologist and a field worker who works on various areas, including gender issues. With over twenty years of experience in development she has carried out research on the SADC Gender Protocol Barometer in Madagascar, Gender Links (2009), Gender and electoral process, Electoral Institute of Southern Africa (2009) and Gender profile country: situation assessment - Madagascar, UNFPA and UNIFEM, Indian Ocean Commission (2008). Her interventions cover a wide spectrum of gender actions, ranging from developing, managing, monitoring and evaluating program or projects to capacity building. Convinced of the importance of these issues in the development she decided to commit herself as an activist for gender equality and human rights.



Matšeliso 'M'a-Tlali Mapetla (Lesotho) is a Senior Researcher at the National University of Lesotho (NUL) and holds an M.A. in Public Administration from Canada, and a Post-Graduate Certificate on the Human Rights of Women from Austria. She is a scholar, activist, trainer, and consultant committed to promoting gender scholarship and justice in Lesotho and beyond. Currently she works as a researcher and consultant on various projects for local and international NGOs based in Lesotho. Mapetla has published widely; served as Chairperson of the African Peer Review Mechanism (APRM); Lesotho Consortium of Technical Research Institutions; and as Director of the Institute of Southern African Studies, NUL. She received recognition as a Woman Champion in the SADC region from the SADC Gender Unit and UN Economic Commission for Africa. Mapetla is an Associate Fellow at the African Gender Institute in Cape Town; an Exchange Scholar at the Global Gender Studies in Sweden; a Visiting Lecturer in Germany, and a Fulbright Scholar. She is author of the Lesotho country barometer.



Gemma Akilimani (Tanzania) is a gender expert and trainer who has played a part in influencing policy changes for gender equality and social transformation in policy, planning budgeting and electoral processes. She facilitated women empowerment programmes, worked with Parliament and other institutions in training women aspiring for political decision-making positions and those already in power for collective action towards gender equality. Akilimani is a strong activist and campaigner for the provision of social services. She wrote the Tanzania country barometer.



Roos van Dorp is a Programme Officer to the Gender Links Botswana office. She joined Gender Links in November 2008, as an intern at the Botswana Satellite Office. She first went to Botswana in 2005 for a six-month internship at the SADC Development Finance Resource Centre. Van Dorp holds a Bachelor's degree in Marketing and Commu-nications from the University of Amsterdam, in Netherlands. She also studied International Relations and International Development Studies. She co-authored the Botswana barometer report with Elsie Alexandar.



Tebello Ralebitso (Lesotho) holds a Post Graduate Diploma in Gender Studies and a Bachelor of Social Science Degree in Gender Studies and Political Studies. She has worked with gender issues in Lesotho for 6 years at first with the Ministry of Gender and Youth, Sport and Recreation and later with Catholic Relief Services Lesotho. Currently she works as a researcher and consultant on various projects for local and international NGOs based in Lesotho whilst pursuing her Masters Degree in Gender Studies.



Jabulani Sithole (Zimbabwe) is the Knowledge and Learning Manager of Gender Links. He has over 12 years of experience working in information, documentation and knowledge management. He worked for various organisations including UNDP and the University of Botswana. He is passionate about documenting stories of ordinary people making a difference in life. He holds an MSc in Library Information Science and a BA in English and Communication Studies.



Susan Mogari (South Africa) is a Programme Officer at Gender Links. She has provided programme support to almost all GL programmes - Media, Governance and the Alliance and Partnerships portfolio. She has also served as project officer for GL led UNDP training of women on effective leadership and governance project where she trained and interacted with women in politics from all nine provinces of South Africa. As a gender activist, she is passionate about ensuring that gender equality becomes a reality in Southern Africa.

Review of the 2012 SADC Gender Protocol Barometer

Special appreciation goes to the Alliance steering committee that reviewed the 2012 SADC Gender Protocol Barometer. This includes: Fanny Chirisa, Matrine Bbuku Chuulu, Nzira Sofia de Deus, Cheryl Hendricks, Emma Kaliya, Edna Maine, Sandra Mazunga, Ketlogetswe Montshiwa, Marthe Muller, Rosa Namises, Anna Mayimona Ngemba, Ntombikayise Nyoni, Ialfine Papisy, Masethothi Pfefu, Peggie Ramaphane, Gloria Sechambo, Anna Setsopelo, Benjamin Vel, Loga Virahsawmy, Maimbo Ziela.

Case study contributors

Special thanks goes to all those who went about collecting national examples that demonstrate the SADC Gender Protocol @ Work.

Contributors of case studies showing the Protocol @ Work

Botswana: Elsie Alexander. **DRC:** Anna Mayimona Ngemba. **Madagascar:** Rasendrasoa Lalamanga, Ialfine Papisy, Amarente Ranerason. **Malawi:** Daud Kayisi. **Mauritius:** Loga Virahsawmy. **Namibia:** Liz Frank, Emily Brown Seychelles: Mahrookh Pardiwalla, Monica Servina, Tessa Siu, Sharon Thelemaque. **South Africa:** Cheryl Hendricks, Janine Hicks, Claire Mathonsi, Shuvai Nyoni, Kubi Rama. **Tanzania:** Arthur Okwemba **Zambia:** Matrine Bbuku Chuulu, Margaret Machila. **Zimbabwe:** Erica Jones, Patricia Made, Tafadzwa Muropa, Tarisai Nyamweda.
Regional: Sikhonzile Ndlovu.

We are deeply indebted to UKAid through the Department for International Development (DFID) and the Friedrich Ebert Stiftung (FES) Botswana office for funding the research and production of the 2012 Barometer.

Acronyms

AAA	Association of Advertising Agencies in Mauritius
ABC	All Basotho Congress for Democracy
ABC	All Basotho Convention
ABWN	African Business Women's Network
AG	Attorney General
AIDS	Acquired Immuno Deficiency Syndrome
AIM	African Information and Media Summit
ALAT	Association of Local Authorities in Tanzania
ANC	African National Congress
ANC	Antenatal Care
APAI	African Platform on Access to Information
APP	All People's Party
AREU	Agricultural Research Extension Unit
ARH	Adolescent Reproduction Health
ART	Anti-retroviral treatment
ARV	Anti Retroviral drug
ATI	Access to Information
AU	African Union
BALA	Botswana Association Local Authority
BCP	Botswana Congress Party
BDP	Botswana Democratic Party
BEST	Basic Education Statistic in Tanzania
BNF	Botswana National Front
BNP	Basotho National Party
BPFA	Beijing Platform Form for Action
BOCONGO	Botswana Council of Non Governmental Organisations
BWA	Business Women Association
BWASA	Business Women's Association of South Africa
CCM	Charna cha Mapinduzi
CCP	Climate Change Programme
CEDAW	Convention on the Elimination of All Forms of Discrimination
CEPA	Centre for Environmental Policy and Advocacy
CEO	Chief Executive Office
CHADEMA	Cha Cha Demokrasia in Tanzania
CHBC	Community Home Based Care
CISONECC	Civil Society Network on Climate Change
CMFD	Community Media for Development
CoD	Congress of Democrats
COE	Centres of Excellence
COP	United Nations Conference of the Parties
COPE	Congress of the People
COSATU	Congress of South African Trade Unions
CPR	Contraceptive Prevalence Rate
CPS	Contraceptive Prevalence Survey
CREW	Credit Empowerment for Women in Tanzania
CRP	Constitutional Review Process (Zimbabwe)
CSC	Citizen Score Card
CSO	Civil Society Organisations
CSO	Civil society Organisations
CSW53	53rd Session of the Commission on the status of women
CUF	Civic United Front
CW	Commonwealth Secretariat
DA	Democratic Alliance
DBS	Development Bank of Seychelles
DCAF	Democratic Control of Armed Forces
DHS	Demographic Health Survey
DIRCO	Department of International Relations and COoperation
DOH	Department of Health
DPA	Department of Public Administration
DPN	Democratic Party of Namibia
DPP	Democratic Progress Party
DRC	Democratic Republic of Congo
DSD	Department of Social Development
DTA	Democratic Turnhalle Alliance of Namibia
ECA	Economic Commission for Africa
ECLA	Economic Commission for Latin America
EDF	European Development Fund
EISA	Electoral Institute of Southern Africa
EMB	Election Management Body
EMB	Election Management Body
EMIS	Educational Management and Information Systems
EP	Empowerment Programme
EPSE	Personal and Social Education Programme (Seychelles)
ERA	Employment Rights Act
ESP	Ministry of Education Strategic Plan
FAWE	Forum for African Women Educationalists
FemAct	Feminist Activist Coalition
FGM	Female Genital Mutilation
FP	Family Planning
FPTP	First Past the Post
FRELIMO	Frente de Libeartacao de Mocambique Liberation Front
FWPU	Family Welfare and Protection Unit
GAT	Gender Action Team
G-BEM	Botswana Girl/Boy Education Movement
GBI	Gender Budgeting Initiative
GBV	Gender Based Violence
GDI	Gender-related Development Index
GE	Women's Empowerment and Gender Equality Bill
GEI	Gender Equality Index
GEM	Gender Empowerment Measure
GEM SUMMIT	Gender and Media Summit
GEMSA	Gender and Media Southern Africa
GENOL	Gender and Energy Network of Lesotho
GEPMI	Gender and Economic Policy Management Initiative
GF	Gender Fund
GFP	Gender Focal Point
GIME	Gender and Media Education
GL	Gender Links
GMAS	Gender and Media Audience Research
GMBS	Gender and Media Baseline Study
GMDC	Gender and Media Diversity Centre
GMMP	Global Media Monitoring Project
GMPS	Gender and Media Progress Study
GMS	Gender Management System
GPA	Global Peace Agreement (Zimbabwe)
GSI	Gender Status Index
HAM	Higher Media Authority
HDI	Human Development Index
HIV	Human Immuno deficiency Virus
HRDC	Human Resource Development Council
IAJ	Institute for the Advancement of Journalism
IAWP	International Association of Women Police
BA	Independent Broadcasting Authority
ICASA	Independent Communications Authority of South Africa
ICPD	International Conference on Population Development
ICT	Information and Communication Technology
IDA	International Development Association
IEC	Institute Electoral Commission
IIEP	International Institute for Educational Planning (IIEP)
ILFS	Intergrated Labour Force Survey
IMCI	Intergrated Management of Childhood Illness
IOM	International Organisation for Migration
IPCC	Intergovernmental Panel on Climate Change
IPV	Initimate Partner Violence
ISPDC	Inter-state Politics and Diplomacy Committee
ISS	Institute of Security Studies
IT	Information Technology
KABP	Knowledge Attitude Behaviour Practice
KAP	Knowledge ,Attitude and Practice
KF	Kellog Fund
LCA	Lesotho Communication Authority
LCD	Lesotho Congress for Democracy
LEP	Lesotho Education Party
LGBTI	Lesbian Gay Bisexual Transgender Intersex
LHRC	Legal and Human Right Centre
LPPA	Lesotho Planned Parenthood Association
MAG	Monitor Action Group
MAP	Madagascar Action Plan
MAP	Media Action Plan
MBC	Mauritius Broadcasting Cooperation
MCDGD	Ministry of Community Development and Gender and Children
MCM	Media Council of Malawi
MCO	Ministerial Committee
MDC-M	Movement for Democratic Change - Mutambara
MDC-T	Movement for Democratic Change - Tsvangirai
MDGs	Millennium Development Goals
MECOZ	Media Ethics council of Zambia
MEJN	Malawi Economic Justice Network
MFP	Maremattou Freedom Party
MFPWA	Mauritius Faminly Planning and Welfare Association
MHRC	Malawi Human Rights Commission
MHRC	Malawi Human Rights Resource Centre
MID	Mauritius Durable Island project
MINFAMU	Ministry for Family and Women
MISA	Media Institute of Southern Africa
MISD	Management and Information Systems Division
MLP	Mauritius Labour Party
MMC	Millennium Challenge Compact

MMD	Movement for Multiparty Democracy
MMP	Media Monitoring Project
MNSSD	Malawi National Strategy on Sustainable Development
MoH	Ministry of Health
MoHSW	Ministry of Health and Social Welfare
MOHSW	Ministry of Health and Social Welfare
MOU	Memorandum of Understanding
MPL	Members of the Provincial Legislature
MPLA	Movimento Popular de Libertacao de Angola - Popular Movement for the Liberation of Angola
MPSR	Malawi Public Services Regulations
MWAGCD	Ministry of Women's Affairs Gender and Community Development
MWO GEMSA	Media Watch Organisation - Gender and Media Southern Africa
MWRCDFW	Ministry of Women's Rights , Child Development and Family Welfare
NABW	National Association of Business Women
NAC	National Aids Commission
NAMREP	Namibia Renewable Energy Programme
NANGO	National Association of Non Governmental Organisations
NAP	National Action Plan
NAPA	National Action Plan for Climate Change Adaptation (NAPA)
NBS	National Bureau of Statistics
NBSAP	National Biodiversity Strategy and Action Plan
NCC	National Constitutional Conference (Zambia)
NCOP	National Council of Provinces
NCRF	National Community Radio Forum
NDMC	Namibia Democratic Movement for Change
NDVC	National Domestic Violence Committee
NEAP	National Policy for Environmental Action Plan
NEC	National Electoral Commission
NEP	National Environmental Policy
NERCHA	National Emergency Response Council on HIV and AIDS
NGO	Non Governmental Organisation
NGOGCN	NGO Gender Coordinating Network
NGP	National Gender Policy
NGPF	National Gender Policy Framework
NICTS	New ICTs
NIP	National Independent Party
NLD	National League for Democracy
NLFP	New Lesotho Freedom Party
NPCGBV	National Response to Combat Gender Based Violence
NPP	National Progressive Party
NSJ	Southern African Media Training Trust
NSO	National Statistics Office
NSP	National Strategic Plan
NUDO	National Unity Democratic Organisation of Namibia
OSHA	Occupational Health Safety Act
OVC	Orphans and Vulnerable Children
PACAI	Pan African Conference on Access to Information
PADR	Action Plan for Rural Development
PANAGED	Gender and Development National Action Plan (Madagascar)
PAPCBP	Pan African Capacity Building Program
PBB	Programme Based Budget
PCB	Press Council of Botswana
PCAR	Primary Curriculum Assessment Reform (Malawi)
PDVA	Protection from Domestic Violence Act
PEP	Post Exposure Prophylaxis
PHC	Primary Health Care
PLWHA	People Living with HIV and AIDS
PMTCT	Prevention of Mother to Child Transmission
PMU	Project Management Unit
PPRD	Peoples Party for Reconstruction and Democracy
PR	Proportional Representation
PRB	Pay Research Bureau
RDP	Rally for Progress
REDD+	Reducing Emission from Deforestation and Forest Degradation
RP	Republic Party of Namibia
RPTC	Regional Peace Training Centre
RTNC	Radio Television Nationale Congolaise
SA	South Africa
SABC	South African Broadcasting Corporation
SACMEQ	Southern and Eastern African Consortium for Monitoring Educational Quality
SADC	Southern Africa Development Community
SADC CNGO	Southern Africa Development Community Council of Nongovernmental Organisations
SAEF	South Africa Editors Forum
SANDF	South Africa National Defence Force
SANTAC	Southern Africa Network against Trafficking
SAPS	South Africa Police Service
SARDC	Southern Africa Research and Documentation Centre
SARPCCO	Southern African Regional Police Chiefs Cooperation Organisation
SDGD	SADC Declaration on Gender and Development
SEA	Security of Employment Act
SIDA	Swedish International Development Cooperation Agency
SGDI	Southern Africa Gender and Development Index
SMEs	Small and Medium Enterprises
SNL	Swazi Nation Land
SOSPA	Tanzania
SPPF	Seychelles People Progressive Front
SRH	Sexual and Reproductive Health
SSDS	Seychelles Sustainable Development Strategy
SSP	Safe School Programme
STI	Sexually transmitted Infections
SWAGAA	Swaziland Action Group Against Abuse
SWAPO	South Western Africa's People Organisation
TACRA	Tanzania Communications and Regulatory Authority
TAMWA	Tanzania Media Women's Association
TANU	Tanganyika African National Union
TAWLA	Tanzania Women's Lawyers Association
TB	Tuberculosis
TCC	Thuthuzela Care Centres
TCCIA	Tanzania Chamber of Commerce Industry and Agriculture
TEVETA	Technical, Entrepreneurial and Vocational Education and Training Authority
TIMILM	Tiako-i-Madagascar I love Madagascar
TLP	Tanzania Labour Party
TNGP	Tanzania Gender Networking Program
TPFNet	Tanzania Police Female Network
TSC	Teaching Service Commission
UCOFEM	Union Congolaise des Femmes des Medias
UDF	United Democratic Front of Namibia
UDSA	University of Dar Es Salaam
UN	United Nations
UNAIDS	United Nations Joint Programme on HIV and AIDS.
UNDP	United National Deveopment Programme
UNDPKO	United Nations Department for Peacekeeping Operations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCCC	United Nations Framework on Climate Change
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UN SARO	United Nations Southern Africa Regional Office
UNSCR	United National Security Council Resolution
UOM	University of Mauritius
URT	United Republic of Tanzania
USAID	United States for International Development
USD	United States Dollar
VCT	Voluntary Counselling and Testing
VSO-RAISA	Volunteer Service Oversees - Regional AIDS Initiative Southern Africa
WAD	Women in Development
WCNOVAW	Western Cape Network on Violence Against Women
WCoZ	Women Coalition of Zimbabwe
WDF	Women Dignity Project
WEP	Women Enteprenuer Programme
WHO	World Health Organisation
WIDSAA	Women in Development Southern Africa Awareness
WILDAF	Women in Law and Development in Africa
WIPSU	Women in Politics Support Unit
WLAC	Women's Legal Aid Centre
WLSA	Women and Law in Southern Africa
YHC	Youth Health Centre (Seychelles)
ZANU PF	Zimbabwe African National Union Patriotic Front
ZBC	Zimbabwe Broadcasting Corporation
ZDF	Zimbabwe Defence Force
ZWLA	Zimbabwe Women Lawyers Association
ZWRCN	Zimbabwe Women Resource Centre Network

Editors' note




The 2012 SADC Gender Protocol Barometer is the fourth annual tracking report of regional performance against the 28 targets of the Southern African Development Community (SADC) Protocol on Gender and Development set for 2015.

The Barometer is an independent civil society initiative that draws on country reports by researchers and experts from each SADC country. Researchers updated country information based primarily on secondary research data and interviews with relevant stakeholders. The regional barometer goes hand in hand with the accompanying 2012 country Barometers for all 15 SADC countries available online or CD Rom.

This note provides a background and rationale for the SADC Gender Protocol Barometer, brief explanations to costing and gender budgeting sections and the methodology for collecting monitoring and evaluation data from citizens.

During compilation of the report, the team made every effort to verify information as well as standardise this with national, regional and international data sources where possible. The Alliance secretariat convened reference groups meetings with focal networks in at least two thirds of the SADC countries to review the country reports that inform this regional report. To the extent there are still discrepancies in data, these reflect variations over which we unfortunately have no control, but seek to improve with each successive issue of the Barometer.

This year's barometer has two key new features. The first is Chapter 11 on Gender, Climate Change and Sustainable Development. While SADC is yet to adopt an Addendum or additional articles to the SADC Protocol on Gender and Development it is important to begin monitoring progress using the draft document that civil society is using to canvass SADC and Member States.

The second is the first findings from beginnings information on costing and gender budgeting where researchers could obtain gender related information. This proved a frustrating exercise for country researchers. Few government ministries maintain records of sex-disaggregated data of beneficiaries or make gendered assessments of budgetary allocations. While UNWomen and several NGOs have done commendable work, governments seem to be still grappling with the concept of Gender Responsive Budgeting (GRB).

The following chapters have some baseline costing and gender budgeting information:

- Chapter 1 - Constitutional and legal rights
- Chapter 2 - Gender and governance
- Chapter 3 - Education and training
- Chapter 4 - Productive resources and employment, economic empowerment
- Chapter 8 - Peace building and conflict resolution
- Chapter 10 - Implementation
- Chapter 11 - Gender, climate change and sustainable development

The Citizen Score Card (CSC), gender attitudes survey and knowledge quiz are key monitoring and evaluation used to involve citizens in holding governments to account. Table 1 provides an overview of the citizens who participated in these surveys: 13 305 in total (7677 women and 5628 men, or 58% women and 42% men).

Sample of citizens who participated in the gender attitudes quiz, scorecards and knowledge quiz

Country	Attitudes quiz			Citizen Score Card			Knowledge quiz		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
Total	4348	3235	7583	1272	1057	2329	2057	1333	3390
Percentage	57%	43%	100%	55%	45%	100%	61%	39%	100%

In future, the Southern Africa Gender Protocol Alliance country networks will be building barometer country teams comprising thematic experts tasked with working closely with the researcher to continue improving on quality of data especially a more meaningful way of analysing budgets from a gender perspective as well gathering monitoring and evaluation data. The growing work on aligning National Gender Action Plans to the Gender Protocol and costing implementation will also contribute significantly to a better understanding and practise on GRB.

As in previous years, the barometer features a collection of 45 case studies of the SADC Gender Protocol@Work. The 2013 *SADC Protocol@Work* country and regional summits will result in a rich collection of qualitative evidence in the countdown to 2015. With two years to go, the time is now, and *yes we must* make this final effort to achieve the targets of the SADC Gender Protocol!

Loveness Jambaya-Nyakujarah, *GL Alliance and Partnership Manager*
Colleen Lowe Morna, *CEO, Gender Links*

Executive summary



Woman-power swept onto the Southern African scene in a visible way in 2012. First, Joyce Banda unexpectedly assumed the post as the first woman President of Malawi, and first woman SADC head of state in April. Next, South Africa's former Minister of Home Affairs Nkosozana Dlamini-Zuma worked her way through several barriers to become the first woman chair of the African Union Commission after a tough fight in July.



These developments gave an outward show of progress, but only thinly masked the rising anxiety as the clock clicks louder in the count down to 2015. For every step forward, activists counted one-step backwards in collection of data from the fifteen countries of the Southern African Development Community (SADC) that informed this overview report (see Table one). For example in South Africa, while the women's ministry championed a bill for Gender Equality that covers many key provisions of the SADC Protocol on Gender and Development, a Traditional Authority Bill that gives sweeping powers to customary courts has prompted women's rights groups into protest action.

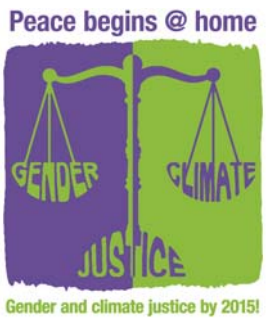
Overall, the Southern African Gender and Development Index (SGDI) rose by just two percentage points from 64% to 66%. This score is an empirical measure of progress against 23 indicators for which data could be obtained across all countries. These cover six of the ten sectors of SADC: governance, education and training, economic justice, sexual and reproductive health, HIV and AIDS, media, information and communication.

Women and men in Southern Africa gave their governments a score of 57% - two percentage points up from last year - using the Citizen Score Card (CSC) that went out to 2329 citizens: 1272 women and 1068 men.

Unlike the SGDI, the CSC is based on perceptions, and captures nuances that are not incorporated in the empirical data. For example, while the SGDI records enrolment levels for boys and girls, the CSC includes qualitative aspects like safety in schools and gender biases in curriculum. The CSC also covers the four sectors for which there are no SGDI scores because these are difficult to measure - Constitutional and legal rights, GBV, peace building and implementation.

The Southern African Gender Protocol Alliance - 15 country networks and eight theme groups that campaigned for the protocol, its ratification, and now its implementation - is gearing up for 2015: the deadline for the 28 targets of the Gender Protocol and Millennium Development Goal Three (gender equality). Over the last year, the Alliance slogan has progressed from *2015, yes we can!* to *2015, yes we must!*

The Alliance Think Tank or working group will take the key findings of the Barometer to the parallel civil society meeting at the SADC Heads of State Summit in Maputo in August 2012. The main message to leaders is not only that time is running out, but also that there are new priorities and concerns on the agenda.



No sooner had the SADC Gender Protocol gone into force with South Africa becoming the ninth signatory (giving a two-thirds majority of the 13 countries that have signed) than the Alliance sought to push the envelope with a new addition to the Protocol. Over the last year, momentum has mounted for an Addendum to the Protocol on Gender and Climate Change - a principle accepted by gender ministers in the lead up to COP 17 hosted by South Africa late last year.

An issue close to the heart of Mozambique, the alliance is targeting the 2012 Heads of State Summit in Maputo to make a significant push on this front, under the leadership of the Mozambique country focal network - Forum Mulher. The full alliance steering committee will gather in Johannesburg in mid-August to debrief with the Task Team and Mozambique delegation. The Alliance will use this information to plan a strategy for 2012/2013, including several country and a regional summit early next year under the banner: *2015, Yes we must! The SADC Protocol@work.*

Table I: Summary of progress and challenges over the last year

Red light	Green light
Constitutional and legal rights	
Contradictions between customary law and statutory law abound even where outlawed by the Constitution.	Nine SADC constitutions provide for the promotion of women and seven have other provisions that relate to gender equality. Constitutional reviews have taken place or are about to take place in seven SADC countries.
	Activists in Zimbabwe and Zambia (that has coined the slogan "no women, no constitution") have been especially active in demanding gender responsive constitutions, especially the removal of contradictory clauses that undermine women's rights.
	Tanzania is the latest country to announce a Constitutional Review. Women there are gearing for action on this front.
In South Africa, the Traditional Courts Bill threatens many of these potential gains.	South Africa has a draft Gender Equality Bill that enshrines many of the provisions of the SADC Gender Protocol.
There are many difficult areas of law reform not specifically addressed by the SADC Gender Protocol. These include abortion, sex work, marital rape and issues sexual minorities. The fact that these are not provided for in the SADC Gender Protocol demonstrates the high level of contention over these issues.	Mauritius has adopted a law legalising abortion in certain circumstances.
	Mozambique has outlawed discrimination based on sexual orientation in the work place.
	Leaders in Malawi and Mauritius have made progressive pronouncements on LGBTI rights.
Governance	
Women's representation in elections in Lesotho in late May increased by a mere one percent from 25% to 26%. The 2012 elections represented Lesotho's last opportunity to achieve gender parity in parliament ahead of the 2015 deadline. Ironically, Lesotho has a mixed electoral system at national level that could have been amended to facilitate increased representation by women, as happened at local level.	Following opposition to the local government quota that resulted in 58% women in the 2006 elections, Lesotho amended its quota system in line with the Tanzania model. Women and men competed on an equal basis for First-Past-the-Post (FPTP) seats with an additional 30% seats for women allocated on a Proportional Representation (PR) basis in the November 2011 elections. Women now constitute 49% of all councillors in Lesotho; a decline of nine percentage points but a hairline away from gender parity and the highest such representation in SADC. The new system also enjoyed much wider support by all political parties.
DRC did not show any improvement since in the November 2011 elections as the overall level of women's representation in parliament remained at 8%.	In the last year Mauritius, a country with among the lowest proportions of women in local government, adopted a legislated quota through Constitution (Amendment) Act 2011 and the Local Government Amendment Act of 2011. This resulted in a provision that at least 30% candidates for the local elections scheduled for 2012 be either women or men. This may open the way for Mauritius, which cited Article 5 on Affirmative Action as the main reason for not signing the Protocol, to do so now.
Women's representation in parliament in Zambia declined from 15.2% to a mere 11.5% in the October 2011 elections. Women won only 6.1% of the local government seats, a 1.2% decrease from the previous election in 2006.	
Overall, the proportion of women in parliament decreased from 25% to 24% in the year under review.	The Barometer analysis shows that there are still ten national elections to go before June 2015, but time is limited and this is their last chance to meet the target. The analysis shows that if current Constitutional Review processes succeed in entrenching gender quotas, the proportion of women in parliament could increase to 31% by 2015. This will be below the 50% target, but a substantial improvement on the 22% baseline.
The proportion of women in local government declined by 1% - from 24% to 23%.	Projections carried out by the Barometer show that if existing and projected quotas are put in place this could increase to 35% by 2015.
	In April 2012, the SADC Gender Unit held a Woman in Politics conference to develop a strategy for implementing the Fifty-fifty or Gender Parity Framework developed just after signing the SADC Gender Protocol to provide a roadmap for meeting the target before 2015.
	Demands for affirmative action in line with the SADC Gender Protocol feature strongly in all countries. Malawi, Namibia, Zambia, South Africa and Zimbabwe and are some of the countries where gender activists are calling for a 5050 legislated quota at national level. South Africa and Namibia have developed layperson 5050 Draft Bills for submission to their respective electoral reform commissions.
	There is encouraging evidence of learning between SADC countries. Lesotho learned from Tanzania in amending its local government Act. Zimbabwe's president and deputy prime minister have both referred to the Tanzania model as the best solution for this country as it heads towards elections.
Education	
Angola and DRC still have much lower proportions of girls than boys in primary and secondary school.	In 12 SADC countries, there are now roughly equal numbers of boys and girls at primary schools and secondary school. Lesotho is the only country in the region with more girls than boys in schools in primary school.

Red light	Green light
Gender gaps in favour men are still apparent in tertiary education; school management and governance.	Seven SADC countries now have higher proportions of women than men at tertiary level. Zimbabwe employs special measures to increase female enrolment in tertiary institutions, teacher-training colleges, polytechnics and vocational colleges. The government's target for women in tertiary education is 50% by 2015. Female enrolment at Teacher Training Colleges has reached 50%. However, it is still at a little over 30% in technical and vocational institutions of higher learning.*
Gender stereotypes still abound in education decision-making in SADC; in curriculum and teaching materials, and in the choice of subjects.	A Forum for African Women Educationalists - Madagascar Chapter (FAWE)'s Centre of Excellence initiative is a school where gender is integrated into the academic curricula, social and physical education programmes.
The reason for declining performance by boys in schools needs to be investigated.	In all but two instances, primary education in Malawi and secondary education in Mozambique (where girls and boys are virtually at par) girls are out performing boys at schools in the SADC region.
Gender violence in schools remains a major challenge. Laws and policies do not adequately address this issue.	
Gender equality objectives increasingly feature in education budget statements.	These references are sporadic and selective. There is little correlation between these and the assessment of gaps that need to be addressed, for example the gaps at tertiary level.
Economic justice	
The proportion of women in economic decision making increased by one percent, from 24% in 2011. to 25% in 2012.	There are qualitative gains, six women Deputy Ministers of Finance making up 40% of this group across the region. Botswana, Lesotho and South Africa now have women governors of Central Banks.
In her foreword on the 2012 South Africa Business Women's association (BWA) Census report, President of the Association Kunyalala Maphisa President, noted that at board level achieving parity by 2031 (the initial target) will not be possible; the report changes the target to 2039.	The SADC Gender Protocol is being used to benchmark progress in the private sector in South Africa, SADC's economic powerhouse. This is a best practice that should be replicated in other countries of the region.
Trade policies are mostly gender blind. Only a few procurement policies make specific reference to women. Women continue to predominate in the informal sector. They constitute the majority of the unemployed in all SADC countries.	The Gender Protocol is being used to conduct an analysis of South Africa's new economic policy - the New Growth Path.
Women still struggle to access credit. A study in Zimbabwe showed that 65.7% of the women surveyed indicated that they "felt discriminated against by bank officials." Three out of 10 of the women who felt discriminated against cited the lack of collateral as the main reason they could not obtain funds.	Most SADC countries now have programmes of one kind or the other to assist women in accessing credit. An example is the Booster loan Scheme in Mauritius. This invites a variety of women who are have registered businesses and have a viable project to apply for loans.
Figures on land ownership remain patchy, but range from 11% to 46% (in Botswana). A gender analysis of agriculture projects in Botswana shows that women constitute the majority of beneficiaries.	South Africa's Vision 2030 says that women should have access to at least 50% of productive resources, employment and economic empowerment. The Vision adds that at least 50% women should be accessing trade and procurement opportunities; own land and have the resources to manage the land, as well as be in waged employment. Zambia is implementing a policy of 30% land for women; this is evident in the 20 Centres of Excellence for Gender in Local Government that GL is working with.
All SADC countries have maternity leave.	Only 40% of SADC countries have paternity leave.
Gender responsive budget initiatives abound but often these lack strategy and application to the actual business of resource allocations.	The Mozambique Ministry of Finance has set benchmarks by which sectors can specify expenditure by gender in the budget of human resources and investment, but only the sectors of education, health and social work have made progress in mainstreaming gender within their budgets.
	A Core Circular directs government ministries in Zimbabwe to use GRB to develop sector budgets each year in preparation for the countries national budgets. The Zimbabwe Women's Resource Centre and Network has started a GRB initiative at local government level in six pilot districts: Bulawayo, Gweru, Kadoma, Kwekwe, Masvingo and Mutoko.
Gender violence	
Gender violence remains the single most important impediment to the attainment of gender equality in SADC. Most cases of gender violence go unreported and a large number are withdrawn.	Inspired by the SADC Protocol on Gender and Development's target of halving current levels of GBV by 2015, Gender Links in partnership with government and local civil society partners conducted research to establish the baseline extent, drivers, effects, response, support and prevention of GBV in Botswana, Mauritius and South African Provinces of Gauteng, Western Cape and Kwazulu Natal.

* Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

Red light	Green light
The GBV indicators research showed that 67% women in Botswana; 51% women in Gauteng; 45% of women in Western Cape; 36% of women in Kwazulu Natal and 24% of women in Mauritius have experienced some form of GBV over their lifetime.	Eleven SADC countries now have 365 Day National Action Plans (NAPS) to End gender violence. Four SADC countries - Botswana, Madagascar, Swaziland and Zimbabwe have draft NAPS. The NAPs are at different stages of implementation. Mauritius reports that they have implemented 92% of the National Action Plan to End Domestic Violence by 2011. Mozambique reports achieving 85% of the plan. There is need to establish the impact of these plans - whether they are resulting in a decline in GBV.
The DRC has no specific laws or policies on domestic violence. Three SADC countries, Angola, the Seychelles and Zimbabwe, do not have laws on sexual assault.	With a few exceptions, there is now comprehensive legislation in most SADC countries covering domestic violence and or sexual offences.
According to UNAIDS, women who have experienced violence are up to three times more likely to be infected with HIV than those who have not.	South Africa is the only country that has specific provisions for Post Exposure Prophylaxis (PEP) in the law.
Five SADC countries, Angola, Botswana, Namibia, Seychelles and Zimbabwe, have no specific laws on human trafficking.	Eight countries SADC countries have legislation to prevent human trafficking. South Africa has a human trafficking Bill while Malawi is in the process of developing a Bill.
Angola does not have any legislation on sexual harassment.	In 13 SADC countries sexual harassment is addressed through GBV legislation. In the last year, South Africa passed specific legislation to address sexual harassment.
The Sixteen Days of Activism campaign and other awareness activities continue to gather momentum in the SADC region. In 2011, media from the Centres of Excellence in Gender and the Media worked closely with counterparts at local government to raise the profile of local level initiatives.	The GBV indicators research in South Africa, Botswana and Gauteng found that less than half of the women and men in all the sites except Gauteng were aware of the Sixteen Days of Activism Campaign. Politicians also do not adequately address GBV in their public speeches. Of the total public speeches delivered by political leaders, only 5% of speeches in Gauteng, 9% of speeches in Mauritius and 15% of speeches in Botswana referred to GBV. Most of these speeches lack depth and are usually a passing reference to GBV.
Health	
Contraceptive usage among women is still very low in many countries, e.g. 6.2% in Angola.	Indications show a continued upward trend in modern contraceptive uptake, e.g. 76% in Mauritius.
The maternal mortality rate is 1140 per 100 000 in Malawi (the second highest rate in Africa, after Liberia).	Mauritius has the region's lowest maternal mortality with only 28 deaths per 100 000.
HIV is a major contributor to high maternal mortality rates. Estimates indicate that mortality and morbidity rates among HIV positive women are double those among HIV negative women.	
In seven of the 15 countries, less than 60% of births are attended by skilled personnel.	
Sanitation coverage in Mozambique is only 5%; the government is prioritising sanitation for rural areas and informal settlements.	Sanitation coverage is 100% in urban and rural areas in Seychelles.
HIV and AIDS	
Currently 34% of all people living with HIV and AIDS in the world live in the SADC region. In 13 of the 15 SADC countries, women have a higher HIV prevalence than men.	HIV prevalence has either stabilised or has begun decreasing in all SADC countries.
	There is evidence that prevention campaigns are beginning to change sexual behaviour patterns leading to a reduction in HIV and AIDS.
	In Botswana, Namibia, South Africa, Swaziland and Zimbabwe antiretroviral for preventing mother-to-child transmission of HIV have been dispensed to more than 80% of HIV-positive mothers in the past year. Knowledge of HIV and AIDS is the most improved indicator of the 23 that make up the SGDI compared with last year's figure.
Despite being those most affected and infected by HIV Women know less about HIV than men in 12 SADC countries, and more in only three. Gender disparities continue to be a major driver of the epidemic in the region.	There is evidence that prevention campaigns are beginning to change sexual behaviour patterns and is leading to a reduction in the incidence of HIV and AIDS.
In six of the 15 SADC countries, less than 50% of People Living with HIV and AIDS (PLWHA) are receiving antiretroviral drugs.	VSO-RAISA, which now leads the care work cluster in the Southern African Gender Protocol Alliance, is advocating stand alone care work policies in line with the provisions of the SADC Gender Protocol. AIDS-related deaths have decreased 20% since 2004, likely due to the expansion of antiretroviral therapy (ART).
Peace and security	
Women are still least well represented in the peace and security sectors of the region. These statistics remain shrouded in secrecy and are	With 26% women in the defense force, 31% in the police force and 54% deployed as peacekeepers, Namibia is showing the way for gender

Red light	Green light
generally not gender disaggregated.	representation in the security sector. Lesotho boasts the most women police officers, with 31% of these in senior positions.
Gender does not feature prominently in the SADC Secretariat Security Organ yet this has huge bearing on the sub-region's human security decisions.	The SADC Gender Unit and SADC Organ, working with the Institute for Security Studies (ISS) as lead of the Gender, Peace and Security cluster of the Southern Africa Gender Protocol Alliance, developed a Framework to Mainstream Gender into the SADC Organ and a Strategy to Combat Sexual and Gender Based Violence in Conflict and Post-Conflict Situations.
Media	
Media laws and policies have weak gender provisions.	Seven media regulators (up from six last year) are leading the way in developing gender and media codes of practice.
There are more women than men in media studies, but many more male than female lecturers. Women constitute 41% of media employees (32% if South Africa is excluded) but less than a quarter of managers and only a handful of board members and top executives.	GL is now working with 109 gender and media Centres of Excellence (COEs) in 13 SADC countries. On-the-job training of journalists is structured around the ten theme areas of the Protocol.
Gender did not feature strongly in debates on access to information around the Windhoek Plus Twenty celebrations in 2011.	The Gender and Media Diversity Centre campaigned for strong gender provisions in the 2011 African Platform on Access to Information (APAI), with just under half of the suggestions being incorporated. The debates raised awareness among citizens on gender, freedom of expression and access to information.
Additional monitoring conducted in 30 newsrooms in July 2011 showed that the proportion of women sources in the media is still 19%, the same finding as the 2010 *Gender and Media Progress Study* (GMPS).	In the past year, GL developed a self-monitoring tool to help media houses assess progress towards achieving the SADC Protocol target of gender equality in and through the media.
Implementation	
Botswana and Mauritius are yet to sign the Protocol.	13 out of 15 countries have signed the SADC Gender Protocol. The alliance chapter led by the Botswana Congress of NGOS in (BOCONGO) has developed a strategy and mounted a campaign for the signing of the Protocol in Botswana.
Zambia, Madagascar, Malawi and Swaziland still need to ratify the Protocol.	South Africa became the ninth country to ratify the Protocol in 2012; this enabled the Protocol to go into force as two thirds of the signatories had ratified.
Most government Gender Policies and Action plans date back several years; they have not been aligned with the targets of the Protocol nor has their implementation been costed.	Seychelles and Namibia updated and aligned their gender action plans to the SADC Gender Protocol and are costing implementation. Zambia and Swaziland have just embarked on this process. Four more SADC countries - Angola, Democratic Republic of Congo, Malawi and Mozambique have expressed an interest in following suit.
	The 151 local government Centres of Excellence on Gender in have developed action plans aligned to the targets of the SADC Gender Protocol. The 2012 Gender Justice and Local Government Summit yielded 474 case studies of the Protocol@work at the local level.
The Southern Africa Gender Protcol Alliance is a coalition of the wiling - this decentralizes responsibility but can also result in the chain being as weak as the weakest link.	Over the last year the Alliance has sought to organise better. Following consultations on institutional arrangements, GL as the coordinating network signed more MOUs with partners - 8 sector MOUs and 14 country MOUs. Following the 2011 Alliance annual meeting, the steering committee elected a Think Tank who will assist the Secretariat with day to day operations of the SADC Gender Protocol - see http://www.genderlinks.org.za/page/sadc-thematic-clusters
There is need to step up momentum in the lead up to 2015.	Awareness of the SADC Gender Protocol has increased from 46% in 2010 to 54% in 2012 as gauged by the knowledge quiz administered around the SADC region. Citizens are most knowledgeable about which governments have signed and the 50/50 by 2015 target in decision-making. Village level meetings and the Countdown to 2015 summits planned at country and regional level for next year will assist in stepping up the pressure.
New areas: Climate change	
Policy frameworks on climate change are largely gender blind.	Momentum is mounting for an addendum to the Protocol on Gender and Climate Change, with a strong push coming from Mozambican members of the Alliance. Gender ministers accepted the principle of an addendum ahead of COP 17 in November 2012. The Alliance has gathered hundreds of signatures through an online petition that will be presented during the Maputo Heads of State Summit in August 2012.
Baseline data obtained this year shows that women account for only 21% of environmental affairs and sustainable development ministries.	Women constitute 50% of ministers, and 33% of deputy ministers of environment and sustainable development.

What's new in 2012?

Several new features in the SADC Gender Protocol Barometer include:

- ***Chapter 11 on Gender and Climate Change:*** Although the addendum has not yet been adopted, activists believe it is necessary to measure progress against the draft provisions that have been accepted in principle by gender ministers.
- ***Budget analysis:*** Each sector contains examples from the analysis conducted in country reports on how resources are being allocated, or should be allocated, to address the gender gaps in those sectors. This detail in the country reports is an important input into the alignment of national gender action plans to the targets of the protocol, and costing of their implementation.
- ***Comparative analysis of scores:*** The 2012 Barometer tracks the SGDI and CSC scores over time: overall, by country and by sector.
- ***Gender disaggregated analysis of the citizen, knowledge and attitude scores:*** All the key tools used by the Alliance to measure progress have been disaggregated by gender, to determine whether there are differences in the way that women and men view these issues.

Key challenges



All countries are calling for climate change and sustainable development.
Photo: Saeanna Chingamuka

- ***Patriarchal attitudes still abound:*** A few high profile changes in female leadership do little to detract from the underlying patriarchal attitudes, reflected in the shockingly high levels of gender violence revealed by recent prevalence surveys; gender stereotypes in schools; the work place and the media; as well as predominantly male decision-making structures in all areas. Customary law contracts constitutional provisions with few ramifications in many countries.
- ***Backward movement in elections:*** With few exceptions, the last set of elections have been disappointing: the decrease in women's representation both at national and local level in Zambia last year; persistent low levels of women's representation in the DRC, and the marginal increase in women's representation in the Lesotho national elections in May 2012.
- ***The economy is still a male preserve:*** Women still lack access to economic decision- making (26%), land, credit and other means of production. They constitute the majority of the poor; the unemployed; the dispossessed and those who work in the informal sector.
- ***Women lack a say in the decisions that affect their lives:*** Whether in the bedroom or the board room, women are effectively rendered voiceless, with little say for example, in the use of male condoms so essential to preventing the spread of HIV and AIDS. Women's lack of "voice" reflects in the media, where the proportion of women sources remains stubbornly at 19% of the total.
- ***HIV and AIDS continues to threaten the fragile gains that have been made:*** Young women remain the majority of those newly infected by HIV and AIDS as well as those who bear the burden of caring for People Living with HIV.
- ***Gender violence remains the most telling indicator of women's lack of rights and agency:*** Evidence emerging from prevalence studies in three diverse countries - South Africa, Mauritius and Botswana - shows that one in three if not more women have experienced some form of gender violence over their lifetime, often multiple times, and multiple forms of violence.

Key successes

- ***Education is still the bright star of the SADC region:*** Gender parity is rapidly being achieved at all levels. The gender division of labour in subjects is slowly changing, and this will eventually result in a change in the gender division of labour in the work force.
- ***Taking advantage on Constitutional Reviews:*** One of the major Alliance successes over the last year has been getting gender onto the agenda of constitutional reviews in several countries, notably Zimbabwe and Zambia. Activists are especially fighting for the removal of claw-back clauses and constitutional guarantees of gender equality.
- ***50/50 campaigns go for the bulls eye:*** Since the relaunch of the 50/50 campaign in August last year, activists have realised that the way to achieve women's equal representation and participation in decision-making is through Constitutional and legislated provisions. The amendment of the Mauritius Constitution and local government electoral law to allow for quotas is a strategic breakthrough for the island and the region. Detailed projections in the Barometer show that if rigorously pursued, these could still raise the level of women's representation to over 30% in the remaining twelve elections at local and national level by 2015.
- ***Evidence of attitude and behaviour change emerging:*** The attitude survey administered to nearly 8000 women and men in the region shows that at least



Enough is enough: Sixteen Days WAD march in Nata, Botswana.
Photo: Vincent Galatlhwe

rhetorically citizens subscribe to the core principles of gender equality. There is now some evidence of behaviour change leading to lower levels of HIV and AIDS. The care work campaign has raised awareness on the unwaged work of women.

- ***A better understanding and more holistic approach to GBV:*** The three country attitude and prevalence survey (South Africa, Botswana and Mauritius) has established the disparity between police and actual GBV figures. The study also shows that the highest levels of violence - psychological and economic - are the most under-reported. These findings have accelerated the campaign for routine surveys of this nature to strengthen National Action Plans to End Gender Violence. Zimbabwe is the latest country to embark on GBV indicators research.
- ***Focus on implementation:*** Now that the Protocol has been ratified, the focus has shifted quickly to implementation. The SADC Gender Unit, Alliance national focal networks, and Gender Links as the alliance coordinator have worked or will work with seven countries over two years to align their action plans to the SADC Gender Protocol and cost its implementation. This is gender responsive budgeting @ work!
- ***Change from the ground upward:*** Local government across the region has joined the SADC Gender Protocol campaign. 150 local councils have become Centres of Excellence (COE's) for Gender in Local Government and another 150 are set to join. The COE's develop gender action plans aligned to the SADC Protocol and mobilise communities around its implementation.
- ***The Protocol@work:*** Nothing succeeds like success! Raw numbers do not always capture the mobilising and inspirational qualities of the Protocol. This Barometer marks the centenary of the Protocol @work series, with the total number of case studies hitting exactly 100 (see Table II). The evidence shows that from community to national to regional level, partners are making use of this unique sub-regional instrument to demand change.

Table II: The Protocol@work - surpasses the 100 mark!

BAROMETER	2010	2011	2012	TOTAL
Constitutional and legal rights	2	4	2	8
Governance	1	5	7	13
Education	0	4	4	8
Economy, productive resources & employment	2	7	4	13
Gender based violence	4	7	4	15
Health	0	1	3	4
HIV and AIDS	1	3	2	6
Peace building and conflict resolution	1	4	3	8
Media, information and communication	5	4	6	15
Implementation	3	3	8	14
Gender, climate change and sustainable development	-	-	1	1
TOTAL	**19**	**42**	**44**	**105**

Key priorities


http://www.google.co.za

"A radical mind shift. That is what we need is to shift gear from the slow, incremental changes in the numbers of women at executive levels to a dramatic increase in the way we perceive, promote and protect women...." *Kunyalala Maphisa, President, Business Womens' Association of South Africa, in her forward to the annual survey of women in the private sector against the provisions of the SADC Gender Protocol.*

Renewed energy is needed over the coming year to:

- Ensure that all countries sign and ratify the Protocol.
- Make use of strategic opportunities like Constitutional reviews to domesticate the Protocol.
- Raise awareness of the Protocol and its provisions at community level.
- Ensure that all governments and local authorities incorporate the targets of the Gender Protocol into their action plans and cost implementation.
- Campaign for an Addendum on Gender and Climate Change.
- Strengthen the Alliance, from local to national to regional level, in the final count down to 2015.

SADC GENDER PROTOCOL MILESTONES



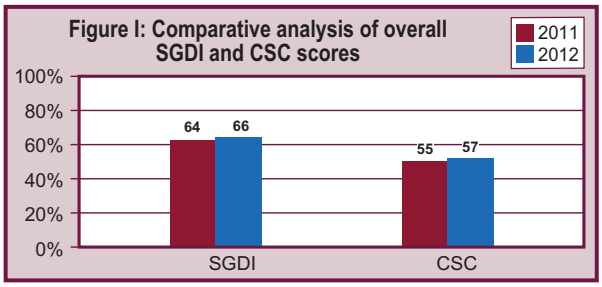
SADC Gender Protocol Alliance members. *Photo: Gender Links*

- **2005:** Audit of achievements against the SADC Declaration on Gender and Development leads to a paper - "Rationale for the Elevation of the SADC Declaration on Gender and Development to a Protocol" - the most legally binding of SADC instru-ments. Civil society organisations for the Southern African Gender Protocol Alliance.
- **2005-2008:** Alliance members form part of a Task Team constituted by the SADC Gender Unit to prepare drafting notes for a legal team, comment on and canvass seven drafts of the Protocol before its final presentation to Heads of State.
- **August 2008:** 13 out of 15 HOS sign the SADC Gender Protocol, a unique sub regional instrument that brings together and enhances existing commitments to gender equality through 28, time bound targets aligned to the 2015 deadline for MDG 3. Alliance members launch a campaign to get Mauritius and Botswana to sign.
- **August 2009:** The Alliance launches the SADC Gender Protocol Baseline Barometer - a key tracking tool assessing progress of 15 countries against the 28 targets of the Protocol - *http://www.genderlinks.org.za/page/sadc-research*
- **August 2009:** Alliance launches the *"Roadmap to Equality"* - strategies and lessons learned in the campaign; key provisions of the Protocol in 23 languages; radio spots; a DVD; knowledge and attitude quiz; village level meetings to popularise the Protocol that have since reached 15,000 citizens directly and thousands more indirectly.
- **2009/2010:** Alliance devises a Citizen Score Card that is used to gauge citizen perceptions of government progress and is administered at village meetings.
- **August 2010:** Progress Barometer and Alliance annual meeting. Alliance gets better organised into country and theme clusters, each leading on a key issue, eg GBV, economic justice.
- **August 2011:** SADC Gender Protocol goes into force with South Africa becoming the ninth country to ratify the Protocol giving the two thirds critical mass required. With data from 15 countries on 23 indicators, the 2011 Barometer introduces the SADC Gender and Development Index - see *http://www.genderlinks.org.za/page/sadc-sgdi*. Alliance forms a Think Tank to guide the work of the Alliance in between annual meetings.
- **2011/2012:** Alliance networks in country identify champions for the 28 targets of the Protocol, begin to collect case studies of the Protocol@work - see *http://www.genderlinks.org.za/page/ protocol-work*
- **September 2011:** The Alliance collaborates with the SADC Gender Unit on a tool and process for aligning national gender action plans to the targets of the SADC Gender Protocol, and costing their implementation. Namibia pilots this process - see *http://www.genderlinks.org.za/page/implementation*
- **November 2011:** Intense lobbying for an Addendum to the Protocol on Gender and Climate Change linked to COP 17; gender ministers accept this premise.
- **January 2012:** Seychelles reviews and aligns its gender policy and action plan to the SADC Gender Protocol, and costs implementation.
- **By August 2012:** Seven SADC countries had bought into aligning their gender policies and action plans to the Protocol and costing implementation. Zambia and Swaziland started these processes in August 2012.



Launch of the SADC Gender Protocol 2012 Barometer, August 2011, in South Africa. From left: Colleen Lowe Morna, Nkosanzana Dlamini Zuma, Scholastica Kimaryo and Emma Kaliya. *Photo: Loga Virahsawmy*

Overall, performance by SADC countries improved over the past year as shown by the increase in the regional Southern Africa Gender and Development Index (SGDI) score from 64% to 66%. The Citizen Score Card (CSC) that complements the SGDI increased by the same margin, two percentage points from 55% to 57%. A new addition this year is sex disaggregated data for the CSC score. Women scored their governments slightly more critically than men - 57%, compared to 58%.



How the CSC and SGDI work

The CSC has been running for four years now, and it is a key accountability tool. For example, at village level workshops, when the Protocol is being explained, participants are asked to rate how their governments are doing. The CSC gives ordinary men and women the opportunity to hold their government accountable. It also ensures that women and men engage critically with the provisions of the Protocol. **Annex One** summarises the findings of the CSC over the four years.

Table III: CSC sample 2012

	Score cards		
Country	**Female**	**Male**	**Total**
Botswana	105	57	162
DRC	199	261	460
Lesotho	56	30	86
Madagascar	74	34	108
Malawi	23	29	52
Mauritius	109	111	220
Mozambique	50	55	105
Namibia	115	63	178
Seychelles	80	63	143
South Africa	141	41	182
Swaziland	49	43	92
Tanzania	45	28	73
Zambia	96	114	210
Zimbabwe	130	128	258
Total	**1272**	**1057**	**2329**

The sample size for the CSC increased this year. As illustrated in Table III, 2329 citizens from 14 SADC countries where the Alliance has focal networks (the focal network in Angola is still being formalised) participated. Women constituted 55%, and men 45% of the total.

The challenge is to couple perception measures (qualitative) with empirical measures (quantitative). As detailed in **Annex Two**, there have been several attempts globally and in Africa to develop indexes for measuring progress towards attaining gender equality. Running through all these is the challenge of obtaining a wide enough variety of indicators to capture the many facets of gender equality or the lack of it.

By 2011, through online searches and data gathered for the country barometers, the team had assembled data on 23 indicators in six sectors (**see Table V**). Considering the various efforts at global and continental level to develop a basket of indicators for measuring gender equality (see **Annex Two**) this represented a significant amount of information.

The indicators are grouped under six categories, namely Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). To create the composite index, each category was given equal weight by calculating the average score across the indicators in that category. Therefore, for example, for categories with three indicators, the score for that category was the average across the three. This approach also solved the problem of how to deal with countries for which some indicators were missing, as the average was calculated on the available indicators for each country. In order to standardise, all "raw scores" had to be converted into values that range from 0 (for the worst possible performance) to 100 (for the best possible performance).

While the majority of indicators measure a desirable characteristic, for which a high score indicates good performance, there are a few indicators that measure undesirable characteristic for which higher scores reflected poorer performance (such as unemployment rate female share of people living with HIV, and maternal mortality rate). For these indicators the rate was inverted by subtracting the standardised rate from 100. Table IV illustrates the sectors for which there are SGDI and CSC scores, and CSC scores only:

Table IV: Sectors covered by the SGDI and CSC

SADC Gender Protocol Sector	SGDI	CSC
Constitutional and legal rights		✘
Governance	✘	✘
Education	✘	✘
Economy, productive resources & employment	✘	✘
Gender based violence		✘
Health	✘	✘
HIV and AIDS	✘	s
Peace building and conflict resolution		✘
Media, information and communication	✘	✘
Implementation		✘

Table V: KEY INDICATORS OF THE STATUS OF WOMEN IN SADC COUNTRIES

% WOMEN	ANGOLA	BOTSWANA	DRC	LESOTHO	MADACASCAR	MALAWI	MAURITIUS	MOZAMBIQUE	NAMIBIA	SEYCHELLES	SOUTH AFRICA	SWAZILAND	TANZANIA	ZAMBIA	ZIMBABWE
GOVERNANCE															
Parliament	39	8	10	26	14	22	19	39	25	45	43	22	31	12	16
Local government	na	19	2	49	6	na	12	36	42	na	38	18	34	6	19
Cabinet	26	21	17	22	27	23	12	32	20	17	42	25	20	14	16
EDUCATION															
Primary School	46	50	46	51	49	50	49	47	49	50	49	48	50	49	49
Secondary School	44	52	36	56	49	45	52	44	53	49	55	50	44	45	48
Tertiary level	40	53	na	na	49	39	61	38	59	na	53	51	32	52	na
ECONOMY															
Economic decision making	29	38	30	33	10	27	33	18	21	33	22	30	25	9	26
Labour force participation - Women	na	72	70	59	84	na	41	na	50	na	49	53	na	60	83
Labour force participation - Men	77	82	72	73	89	81	76	83	62	na	60	71	90	86	90
Unemployment - Women	na	20	36	23	5	10	13	na	58	5	28	na	6	11	57
Unemployment - Men	na	15	na	23	2	5	5	na	44	na	22	na	4	14	30.7
Women in non-agricultural paid labour (% of labour force)	24	43	26	63	38	11	37	11	41	49	45	32	31	22	22
Length of maternity leave (weeks)	12	12	12	12	14	8	12	8.5	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	25	na	0	100	100	100	100	100	na	60	0	100	100	100
SEXUAL AND REPRODUCTIVE HEALTH															
Maternal mortality rate (out of 100,000)	593	na	549	970	498	675	28	550	449	132	176	736	449	630	960
Using contraception	6	44	5	56	32	36	76	44	46	41	60	51	34	41	59
Births attended by skilled personnel	47	99	74	62	44	71	100	53.3	81	99	91	74	51	47	66
HIV and AIDS															
Comprehensive knowledge on HIV and AIDS women	21	na	54	85	67	41	80	25	83	67	27	89	68	71	72
Living with HIV as proportion of total	61	57	58	58	61	52	19	63	59	42.3	59	57	55	57	54
HIV positive pregnant women receiving PMTCT	14	95	4	72	3	14	68	28	90	100	83	69	68	61	98
MEDIA															
Overall	na	46	22	73	33	23	33	27	40	na	50	40	36	33	13
Board of directors	na	24	18	47	10	27	36	25	39	na	38	33	22	27	38
Management	na	37	10	52	19	24	23	32	37	na	34	29	27	28	11
Female staff in institutions of higher learning	na	37	18	67	44	29	79	28	47	na	50	33	28	29	25
Proportion of students in institutions of higher learning	na	54	77	73	71	50	82	26	60	na	64	37	60	61	57
News sources	na	20	19	32	23	20	19	14	20	31	20	19	21	14	16

Source: Gender Links 2012.

na = not available

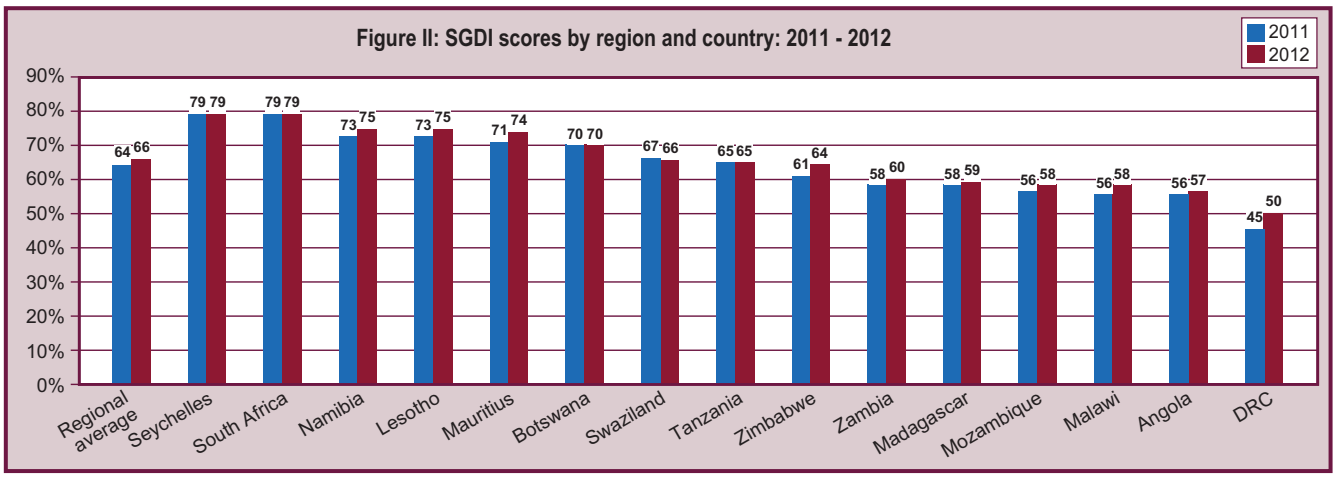
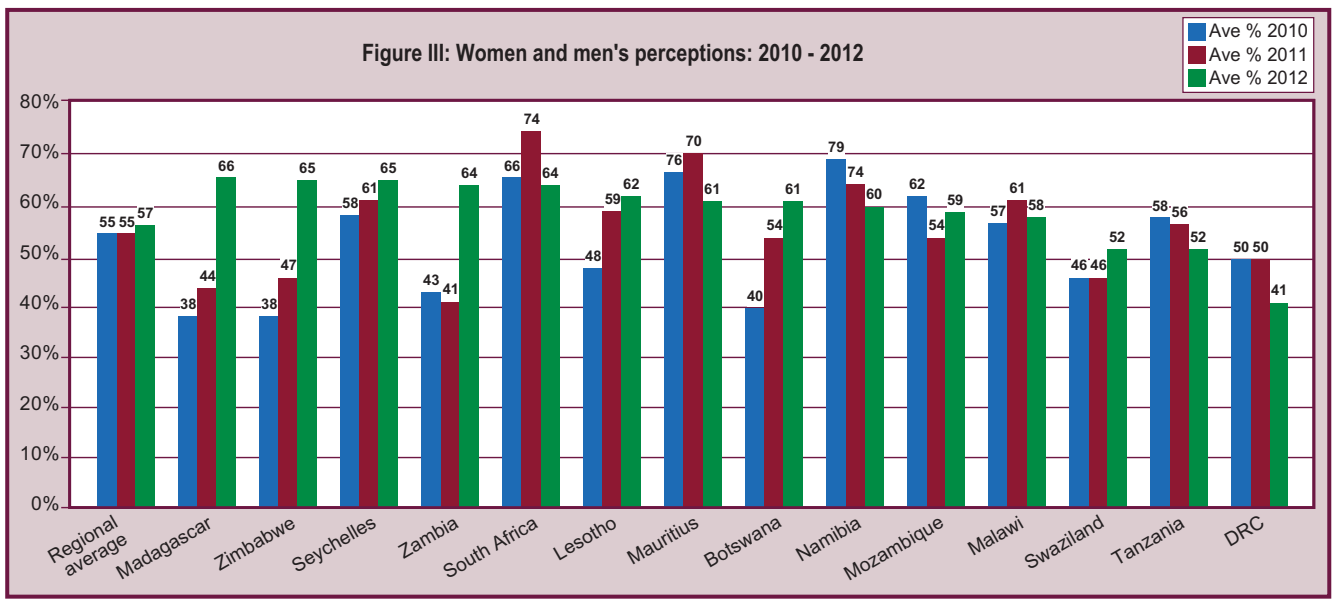


Figure II compares the SGDI scores for 2011 and 2012. The regional average increased from 64% to 66%. Seychelles and South Africa (79%) scored highest; this score is the same as last year. Botswana remained constant at 70% and Tanzania at 65%. Eleven countries received a rating that is above the 2011 score. Although DRC ranked the lowest in both years, it registered the biggest increase from 45% to 50%. At this rate, DRC may be able to catch up with other countries.





Citizens score their governments in Zambia. *Photo: Cynthia Kalizinje*

Figure III shows that citizens in eight SADC countries scored their countries upwards over the last three years. Madagascar (from 44% to 66%) and Zimbabwe (47% to 65%) stand out for the substantial rise in score. Bursts of optimism are common in countries emerging from conflict, which often opens a brief window of democratic space for women's rights. Despite the decline in women's political representation in Zambia, citizens there upped their score from 41% to 64%. This could reflect a thumbs-up for the creation of a dedicated gender ministry led by a strong gender activist, Inonge Wina, following a barrage of criticism over the decline in women's political representation.

Citizens in more mature democracies tend to be more critical. For example, Seychelles has continued on a steady path of three percentage point increments, along with Lesotho and Botswana. South Africa experienced a decline from 74% to 64%. This may reflect growing disgruntlement with gender justice discourse under President Jacob Zuma, who among others has championed the Traditional Authorities Bill.

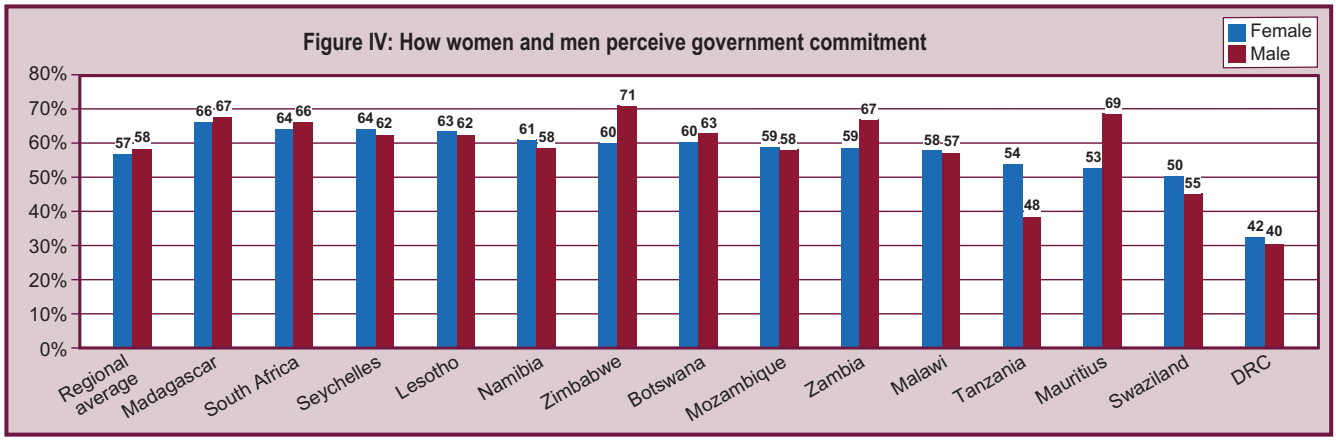
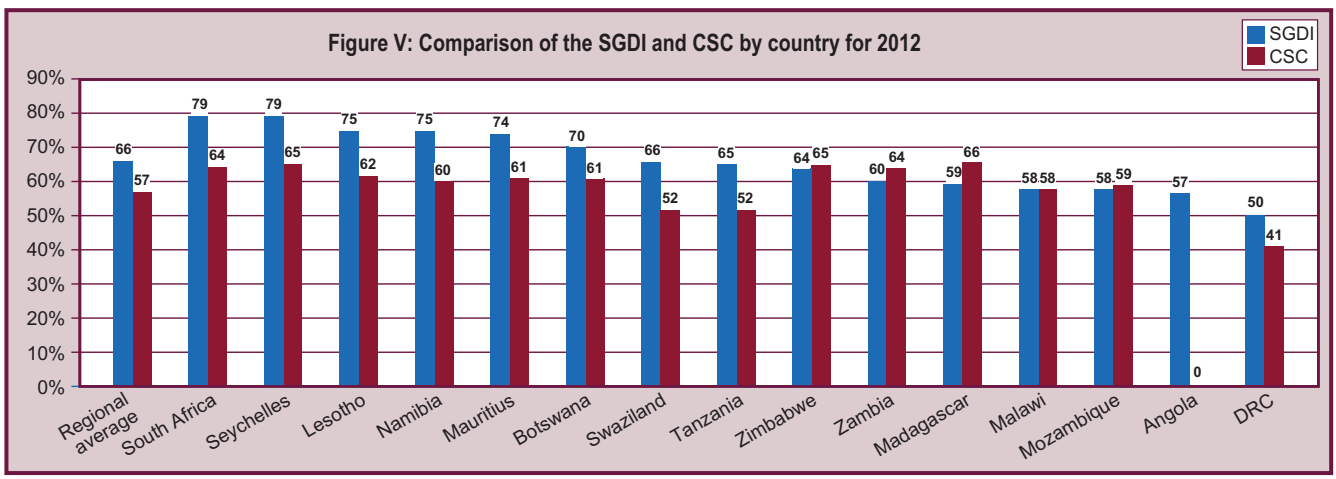


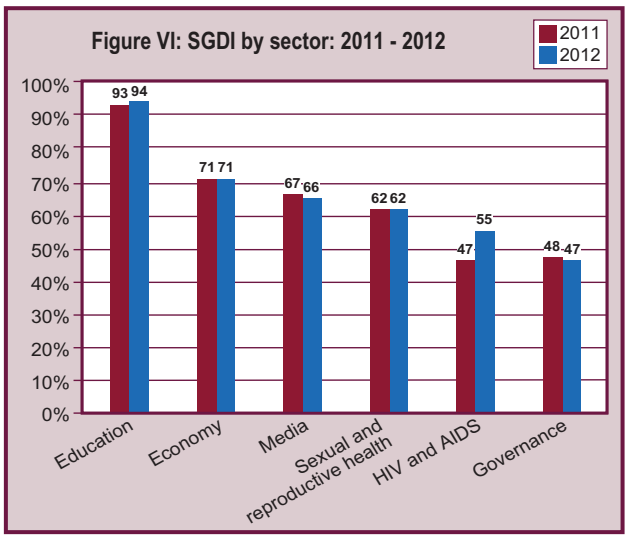
Figure IV shows that women scored higher than men in Seychelles, Lesotho, Namibia, Mozambique, Malawi, Tanzania and DRC. In the rest of the countries, women were harsher. The biggest divergence is in Mauritius (women 53% compared to men 69%). This gap in perceptions points to the underlying social conservatism, with men apparently perceiving a far more conducive environment than women.



As highlighted in the 2011 SADC Gender Protocol Barometer, the SGDI and CSC are not directly comparable since the latter is based on perception and covers all 28 targets of the SADC Gender Protocol in ten sectors compared to 23 indicators in six sectors in the case of the SGDI. It is however important to compare the extent to which citizen perceptions correlate to the SGDI that is based on actual numbers.

Figure V shows that there can indeed be wide divergences between how citizens perceive reality and the reality itself. For example, South Africa and Seychelles top the charts on the SGDI, but come quite far down the scale in the CSC. As noted earlier, two countries in transition (Madagascar and Zambia) top the CSC charts, together with Zambia. The lesson here is to use the two scores together in shaping an opinion on progress, but to be clear on the strengths and limitations of each weighting.

Figure VI shows that SGDI scores on for sectors have remained relatively constant from 2011 to 2012, with education scoring highest, followed by the economy, media, sexual and reproductive health. HIV and AIDS has replaced governance in fifth place, owing to the increase in this score from 47% to 55%. As reflected in the key data Table 3, this is largely due to the increase in HIV and AIDS awareness among women.



What the SGDI measures

EDUCATION

- Primary school: The number of girls enrolled in primary school expressed as a percentage of total primary school enrolment.
- Secondary school: The number of girls/women enrolled in primary school expressed as a percentage of total secondary school enrolment.
- Tertiary education: The number of women enrolled in tertiary education institutions expressed as a percentage of total tertiary enrolment.

ECONOMY

- Female share of economic decision-making: The number of women occupying high-level economic decision-making positions expressed as a percentage of all such positions in the country. The positions included in the measure are Minister and Deputy Minister of Finance, Minister and Deputy Minister of Trade and Industry/ Commerce, Minister and Deputy Minister of Planning Commission, Central Bank, or their equivalents, permanent secretaries.



Economic force: Bwalya Kanyanta braids Presentia Njeve's hair at the Kapiri Mposhi market in Zambia. *Photo: Colleen Lowe Morna*

- Female LFP/ Male LFP. The Labour Force Participation rate of women expressed as a percentage of the labour force participation of men. The labour force participation rate is calculated as the (number of women/men of working age (usually 15+ or 15-64) who are either employed or looking for work) divided by the total number of women/men of working age.
- Female/male unemployment rate. The unemployment rate of women expressed as a percentage of the unemployment rate of men. The unemployment rate is calculated as the (number of women/men who are looking for work) divided by the (number of women/men who are either employed or looking for work).
- Female share of non-agricultural paid labour. The number of women employed in paid work outside of agriculture expressed as a percentage of all people employed in paid work outside of agriculture.
- Length of maternity leave: The number of weeks leave to which a woman is entitled in respect of pregnancy and childbirth.

MEDIA

- Women employees as percentage of total: The number of women employees working in media institutions expressed as a percentage of all employees in media institutions.
- Women as percentage of board of directors: The number of women directors of media institutions expressed as a percentage of all directors of media institutions.
- Women as percentage of management: The number of women managers in media institutions expressed as a percentage of all managers in media institutions.
- Female percentage of staff in institutions of media learning: The number of female staff in institutions of media learning expressed as a percentage of all staff in institutions of media learning.
- Female percentage of students in institutions of media learning: The number of female students in institutions of media learning expressed as a percentage of all students in institutions of media learning.
- Percent women news sources: The number of women referenced as sources in the media expressed as a percentage of all people referenced as sources.

SEXUAL AND REPRODUCTIVE HEALTH

- Women using contraception: The percentage of women aged 15 to 49 years reporting that they use a modern form of contraception.
- Births attended by skilled personnel. The percentage of births in a given year in which the women is assisted by trained staff such as midwives or nurses.
- Maternal mortality ratio: The number of women who die while pregnant or within 42 days of termination of pregnancy for every 100,000 live births of babies.

HIV and AIDS

- Comprehensive knowledge on HIV and AIDS: The percentage of women aged 15-24 years who can correctly answer specified questions about HIV and AIDS.
- Living with HIV as proportion of total: The number of women who are HIV-positive expressed as a percentage of all people who are HIV-positive.
- HIV-positive pregnant women receiving PMTCT: The number of HIV-positive pregnant women receiving prevention of mother-to-child transmission treatment expressed as a percentage of all HIV-positive pregnant women.

GOVERNANCE

- Parliament: The percentage of parliamentarians who are women. The measure includes both upper and lower houses of parliament for countries that have more than one house.
- Local government: The percentage of local government councillors/representatives who are women.
- Cabinet. The percentage of members of the Cabinet who are women. The measure includes deputy ministers and ministers of state where they are members of the Cabinet. Similarly, it includes the President if s/he is a member of Cabinet.

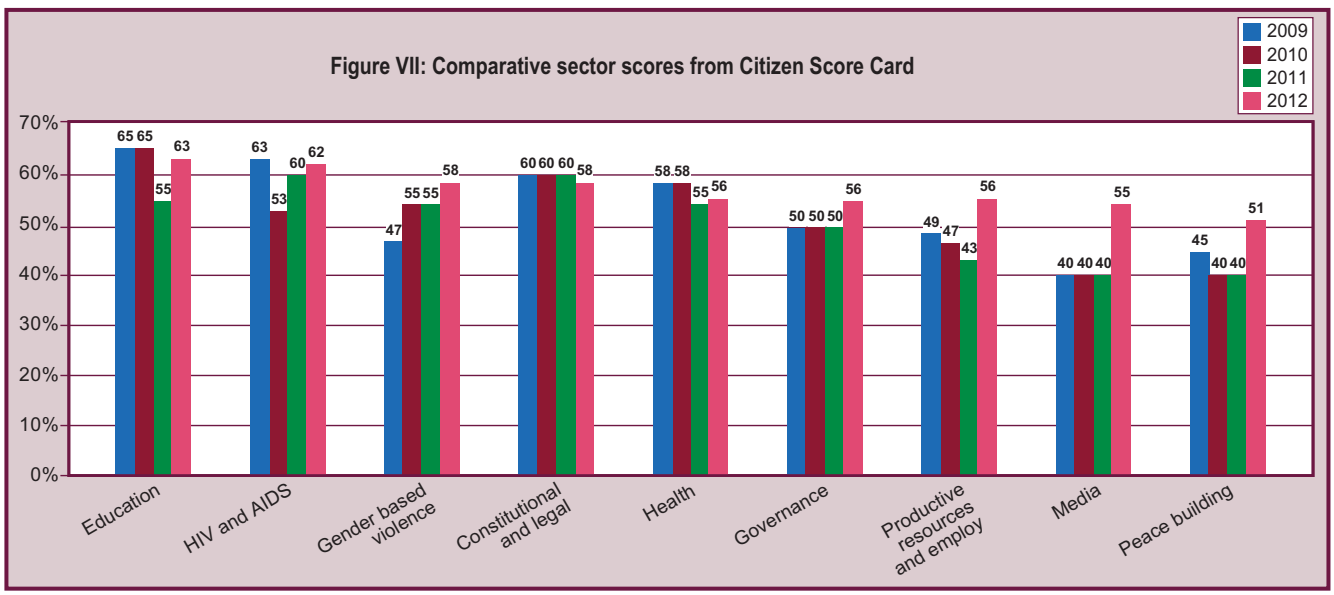


Figure VII shows the trend for the CSC for sectors from 2009 - 2012. Not surprisingly, given the positive trends in the sector, citizens have consistently ranked education performance highest. Peace building comes last but with a higher score: from 40% last year to 51% this year. This may reflect the mobilising done by the cluster lead - the Institute for Security Studies (ISS) over the last year, building one of the strongest cluster groups within the Alliance.

Citizen perceptions of progress in the media sector have also increased from 40% to 55%. This may reflect that hands-on work in the media sector with 109 media houses in 13 countries now joining the Centres of Excellence for Gender in the Media programme. Interestingly GBV, features as number three in the CSC ranking. This can be attributed to Sixteen Days of No Violence Against Women campaigns and multi sector action plans that have taken root in most countries. Almost every SADC country has some form of strategy or action plan to address violence as well as extensive legislation. This may explain why, despite alarming rates of GBV, citizens see governments as able to move towards meeting their GBV targets.

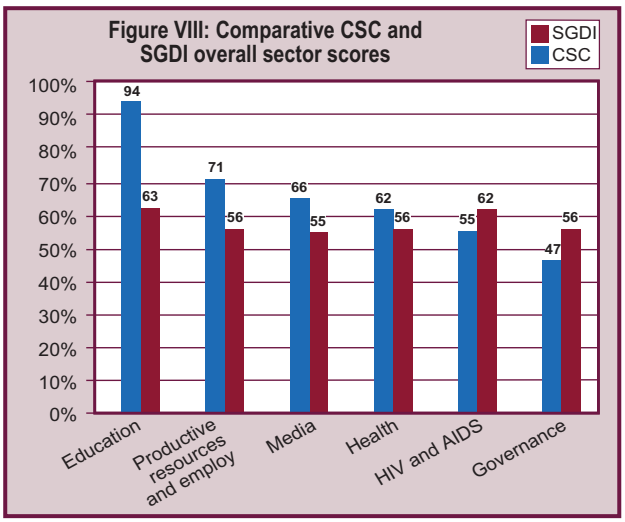
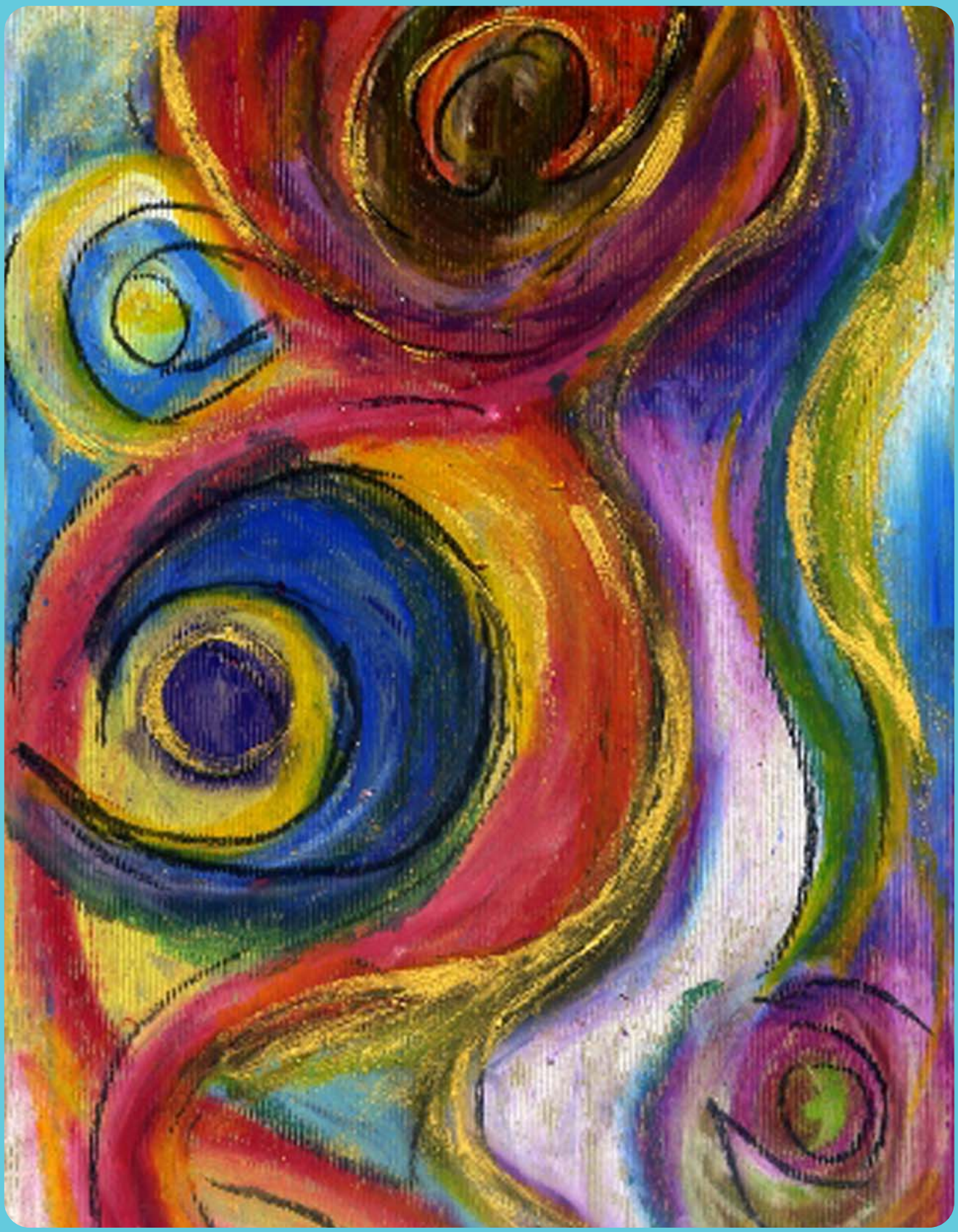


Figure VIII compares the SGDI (empirical scores) and CSC (perception) scores in the six sectors that have both these scores. While the scores are constructed in different ways, the trends are interesting, as they reflect the extent to which perceptions and reality either converge or diverge. The graph shows that:

- Both the SGDI and the CSC rank education highest.
- The SGDI ranks productive resources second, while the CSC ranks HIV and AIDS second. The SGDI captures a relatively narrow range of economic indicators. These do not include access to land, finance and productive resources. The divergence between the SGDI and CSC is therefore not surprising.
- Positive citizen perceptions with regard to HIV and AIDS can be attributed to the tremendous increase in access to ARVs, Prevention of Mother to Child Transmission Treatment (PMTCT) and care work policies.
- The SGDI scores governance last. The CSC scores governance second to last. The empirical SGDI score of close to 50% reflects the reality that the average representation of women in political decision-making - averaging 20% to 25% for parliament, local government and cabinet - is half way where it should be. The CSC score (56%) reflects the desire by citizens for their governments to redouble their efforts in this area.
- The CSC scores media lowest, whereas the SGDI puts media in third place. The SGDI media score includes women's representation in media training, within the media, in media management, and in media content. The first two categories tend to skew the score, because women are now relatively numerous in these two categories. They are however painfully absent from decision-making and as sources in the news. Because the SGDI is quantitative, it does not measure the portrayal of women in the media. This, more than any other factorm is likely to account for the low CSC score. The divergence between the two scores shows why both scores are important in understanding what is happening within a sector.



Women breaking gender stereotypes in the media. Camerawoman at a media debate in Johannesburg, November 2010. *Photo: Trevor Davies*



A question of culture *Anushka Virahsawmy*

CHAPTER 1

Constitutional and legal rights

Articles 4-11

KEY POINTS

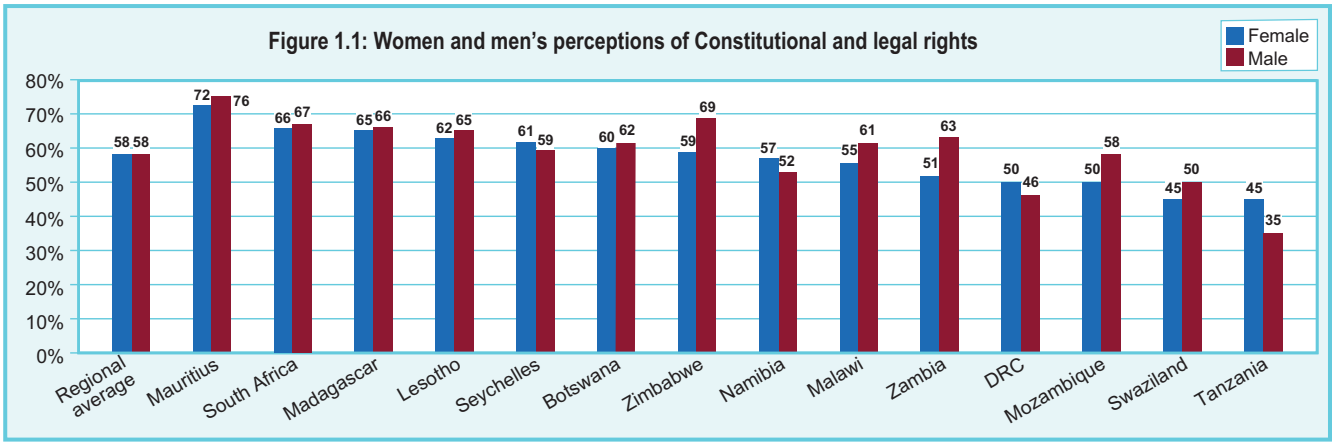


Teresa Micock (Seychelles) taking oath as an Attorney of the Supreme Court before Acting Chief Justice Bernardin Renaud in August 2009.
Photo: www.seychellesweekly.com

- Women and men gave their governments 62% and 61% respectively using the Citizen Score Card (CSC) that gauges citizen perceptions of progress made thus far. There is no SGDI score for this sector. Mauritius scored highest and Tanzania lowest. The latter could reflect the critical engagement of citizens in the East African country.
- Most SADC Constitutions enshrine non-discrimination generally as well as non-discrimination based on sex.
- Nine SADC Constitutions provide for the promotion of women and seven have other provisions that relate to gender equality.
- Constitutional reviews have taken place or are about to take place in seven SADC countries. Activists in Zimbabwe and Zambia (that has coined the slogan "no women, no Constitution") have been especially active in demanding gender responsive Constitutions, especially the removal of contradictory clauses that undermine women's rights.
- Tanzania is the latest country to announce a Constitutional Review. Women there are gearing for action on this front.
- Demands for affirmative action in line with the SADC Gender Protocol feature strongly in all countries. Mauritius amended its Constitution to make way for a quota for women in the upcoming local elections. This has opened the possibility of Mauritius signing the SADC Gender Protocol.
- South Africa has a draft Womens Empowerment and Gender Equality Bill that enshrines many of the provisions of the SADC Gender Protocol but the Traditional Courts Bill threatens many of these potential gains.
- Abortion, sex work, marital rape and sexual minorities do not feature in the SADC Gender Protocol, but there is important progress on this front. Mauritius has adopted a law legalising abortion in certain circumstances. Mozambique has outlawed discrimination based on sexual orientation in the work place. Leaders in Malawi and Mauritius have made progressive pronouncements on LGBTI rights.
- Justice budgets are notoriously gender blind. The challenge for gender focal points in government and civil society organisations is to detect and use opportunities like Constitutional Review Processes to score strategic goals for gender equality.

Almost all SADC member states have put in place good gender equality laws and policies. The gap lies in implementation. Constitutional reviews that have or will take place in seven countries should help to raise the tempo.

As this area is difficult to measure empirically, there is no SADC Gender and Development Index (SGDI) score for Constitutional and legal rights. Instead, the assessment of performance in this chapter relies on perceptions, as measured through the Citizen Score Card (CSC), disaggregated by sex to determine if there are differences between the way that women and men view this performance.



Source: Gender Links 2012 with data derived from citizens score cards administered in the respective countries.

Figure 1.1 shows that on average, women and men give their governments an identical score 58%. This is lower than the score of 60% that citizens have consistently given to their governments for performance on constitutional and legal rights over the last three years. The consistency in score points to the limited progress in implementation over the period. On close analysis of the country trends, men generally scored their governments higher than women.

The largest gender gap is Zambia (women 51% and men 63%). Tanzania (women 45% and men 35%) is the other way around. Men in Zimbabwe also score their government much higher than women: 69%, compared to 59%. Citizens in DRC (a country in conflict), women in Mozambique (a post conflict country) and Swaziland (a traditional monarchy) generally gave their governments scores of 50% and less.

Surprisingly, women in Tanzania gave their government 45% and men 35% amongst the lowest scores. Although the country has a progressive constitution, harmful traditional practices like Female Genital Mutilation undermine women's rights in reality. Tanzania, with its long history of grassroots activism on women's rights, also has an engaged and critical citizenry.

Several other progressive countries in SADC failed to get high ratings. These include South Africa, Seychelles, Botswana, and Namibia that scored in the sixties. This is an indicator that informed and critical citizens focus on performance rather than paper laws, conventions and treaties - all numerous in these countries. The scores are a wakeup call to governments to go beyond mere commitments to making real changes in the lives of citizens.



Young gender activists in Tanzania claim their rights by displaying their demands to government during International Women's Day celebrations on 7 March 2012. *Photo: Lucia Makamure*

Background

Legal frameworks - the policies and laws governing a country - are at the heart of advancing gender equality. SADC countries have all acceded to such international agreements as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW 1979). Other relevant international instruments taken into account in drafting the SADC Gender Protocol included the Beijing Declaration and Platform for Action (1995) and United Nations Millennium Declaration (2000) that spells out the Millennium Development Goals (MDG's).

The SADC Declaration on Gender and Development and its Addendum on the Prevention of Violence Against Women and Children (1998) inspired the SADC Gender Protocol with 28 targets set for 2015. This date coincides with the MDGs. The SADC Gender Protocol is an omnibus that enhances all these existing regional and international instruments - "the roadmap to equality."

Despite these commitments, the rights of women throughout the SADC region are still not fully respected or protected. Women are still under-represented in government at all levels, have inferior access to education and employment, face obstacles to receiving health care and the ability to make decisions about their reproductive health, experience wide-scale gender violence, have little or lack access to land and are disproportionately affected by the HIV and AIDS pandemic.

In SADC, putting in place laws and policies to legislate gender equality is much more complex because of the existence of dual legal systems. This dualism allows for conflict between formal and customary laws, which are generally discriminatory to women and can be a hindrance to the advancement of women.

While most SADC countries have signed and ratified regional and international instruments which seek to give women more rights, customary laws still prevail in many circumstances. In some cases, this dualism is part of national legal frameworks. In others, it results from common practice. Customary laws are even more prevalent in rural areas where there are fewer formal courts. In both urban and rural areas, lack of education about women's rights under the formal legal system and women's lack of empowerment to use these legal instruments to protect and uphold their rights contributes to the prevalence of customary laws.

For example, South Africa has set the pace for Constitutional and legal reforms that promote gender equality, exemplified by the draft Gender Equality Bill that was recently published for public comments. However, the Traditional Courts Bill that aims to "provide more South Africans improved access to justice" by recognising traditional authorities and laws giving them unilateral power to create and enforce customary laws threatens to undermine many of the gains made.

The minority status of women perpetuated by customary laws and practices is a major gender justice issue that SADC countries need to conclusively deal with by outlawing customary practices that discriminate against women. SADC states also need to address "claw back" clauses in Constitutions that have progressive provisions for gender equality on one hand, but bow to customary laws on the other.

Table 1.1 shows that two SADC countries (Madagascar and Seychelles) have just completed Constitutional reviews, while five others (Mozambique, Namibia, Tanzania, Zambia and Zimbabwe) have embarked on such reviews. Across the region, there are calls for clarity in Constitutions on women's rights, and Constitutional quotas to increase women representation in key decision-making positions.

Table 1.1: Summary of Constitutional Review processes in SADC

Countries	Key gender dimensions
Completed the process	
Madagascar	The new Constitution gives all individuals equal rights and protection by the law without discrimination on the basis of sex. It guarantees equal access and participation in political, economic and social positions but does not set specific targets.
Seychelles	The Constitution guarantees 25 freedoms to both men and women but does not explicitly refer to discrimination against women. A review report (2009) recommends protection for working mothers as well as mothers who are not economically active in terms of their welfare as well as that of the child.
Still in progress	
Mozambique	A recently established commission has received six issues for review, including Section 25 of the Constitution, which deals with the property clause. This is an opportunity to strengthen the provision to ensure it guarantees the right to property for widows in particular. This is an opportunity to introduce affirmative action including legislated quotas to increase women's representation in decision-making positions.
Namibia	The Namibia chapter of the Southern African Gender Protocol Alliance has made a submission on legislated quotas as there is currently an inconsistency between legislated quotas for local but not national government.
Tanzania	The Constitutional Review Commission appointed in April 2012, comprising ten men and 5 women (33%) has started gathering views. There is likely to be a strong focus on women's equal representation in all areas of decision-making.
Zambia	Activists are putting the SADC Gender Protocol to good use in Constitutional reviews in these two countries - see case studies in this chapter of the SADC Protocol@work.
Zimbabwe	

The chapter also assesses progress on access to justice, putting in place affirmative action mechanisms, extent of existing discriminatory legislation, marriage and family laws as well as the rights of the girl child against provisions of the SADC Gender Protocol.

There are many difficult areas of law reform not specifically addressed by the SADC Gender Protocol - topics referred to by the Legal Assistance Centre (LAC) of Namibia as being "at the far edge of the political agenda." These include abortion, sex work, marital rape and sexual minorities. The civil society SADC Gender Protocol Barometer assesses progress on these hot button issues as well, because they are critical for moving gender justice discourse forward in the region.

While change is slow, there is some progress. For example, thanks to Joyce Banda becoming Malawi (and SADC's) first woman president, the country has shifted from its strong anti-LGBTI stance to consideration of legislative provisions to protect the rights of gays and lesbians. This shows that change is possible, even in the "difficult areas" of gender justice reform.

Constitutional provisions



The Protocol provides that by 2015, all countries shall endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices.

A Constitution is the fundamental and supreme law of the land, from which all other laws and sector policies derive their legitimacy, and must comply with its basic principles. It is therefore critical that Constitutions are true reflections of generally accepted principles of equality and democracy. Gender equality should thus be a fundamental value of any Constitution.

The entrenchment of a Bill of Rights means a government has become accountable in relation to several economic, social and "gender" rights. Governments, as well as other parties, have a duty to both respect and uphold rights. However, they also have a duty to prevent others from violating other citizens' rights. As reflected in Table 1.2 there are many variations between countries on this front.

Most SADC Constitutions enshrine non-discrimination generally as well as non-discrimination based on sex: All SADC Constitutions provide for non-discrimination generally. Almost all refer to non-discrimination based on sex; Malawi is a good example of this.



The 1994 **Malawian** Constitution embodies a number of provisions relating to the promotion of gender equality and women's rights. The provisions, especially the principles of national policy, have been instrumental in facilitating legislative and policy reform to make them compliant with Constitutional aspirations. Key gains include:

- Section 20 protects against sex discrimination.
- Section 22 provides for full and equal respect of individuals within the family.
- Section 24 provides for rights of women to equal protection of the law. The clause also provides for: non-discrimination in marriage, capacity to enter into legally binding agreements, individual property, custody and guardianship of children, to acquire and retain citizenship and nationality, equal rights on the dissolution of marriage, protection from violence, discrimination at work, and deprivation of property, elimination of harmful/discriminatory customs and practice.

Sex, marriage and pregnancy: In some instances, discrimination based on sex is linked to other issues, for example marital status or pregnancy.



Article 30 of the **Seychelles** Constitution says: "The state recognises the unique status and natural maternal functions of women in society. As a result the state undertakes to take appropriate measures to ensure that a working mother is afforded special protection with regard to paid leave and her conditions at work during that period as provided by law before and after childbirth."

Provisions for gender equality: Nine SADC constitutions provide for the promotion of women and seven have other provisions that relate to gender equality. Overleaf are some examples of this:

Table 1.2: Analysis of gender equality clauses in Constitutions

Country	Provides for non-discrimination generally	Provides for non-discrimination based on sex specifically	Provides for non-discrimination on the basis of sex and others e.g. marital status, pregnancy	Provides for the promotion of gender equality	Has other provisions that relate to gender	Has claw back clause	Addresses contradictions between the Constitution, law and practices	Provides for affirmative action
Angola	Yes, Article 23	Yes, Article 21	Yes, Article 21	Yes, Articles 21and 35	Yes, Articles 36 and 77	No	Yes, Article 239	No
Botswana	Yes, Section 15 (1) and (2)	Yes, Section 15 (1) and (2) 3	Yes, Section 15 (3)	No	No	Yes, Section 15 (4), (5), (6), (7), (8) and (9)	No	No
DRC	Yes, Articles 11, 12 and 13	Yes, Articles 14, 36, and 45	Yes, Article 40	Yes, Article 14	Yes, Article 16	No	No	Yes, the national policy of gender mainstreaming, promotion of women, of the family and of children
Lesotho	Yes, Sections 1 and 18	Yes, section 18	No	Yes, Sections 26 and 30	Yes, Section 8	Yes, Section 18	Yes, Section 18	Yes, Sections 18 and 26
Madagascar	Yes, Article 8	No	Yes, Article 8	No	Yes, Article 17	No	Yes, Article 160	No
Malawi	Yes, Section 20	Yes, Section 20	Yes, Section 13 and 20	Yes, Section 13	Yes, Section 19 and 18	Yes, Section 26	Yes, Section 5	Yes, Section 30
Mauritius	Yes, Article 3	Yes, Section 16	Yes, Section 16	Yes, Section 16	No	Yes, Section 16	No	Yes, Section 16 - to provide for gender neutral quota - 30% of either sex on party lists as candidates
Mozambique	Yes, Article 35	Yes, Article 36	Yes, Article 39	Yes, Article 120	No	No	Yes, Article 143	No
Namibia	Yes, Article 10	Yes, Article 10	Yes, Article 14	No	No	No	Yes, Article 19	Yes, Article 23
Seychelles	Yes, Article 27	No	Yes, Article 30	No	No	No	Yes, Article 5	Yes, Article 27
South Africa	Yes, Chapter 1	Yes, Chapter 2	Yes, Section 9	Yes, Section 9	Yes, Section 12	No	Yes, Sections 15, 30	Yes, Section 187
Swaziland	Yes, Section 20	No	No	Yes, Section 28	Yes, Section 28	Yes, Section 20	Yes, Section 2 (1) Section 20 (4)	Yes, Section 86
Tanzania	Yes, Article 13	Yes, Article 9	Yes, Article 16	Yes, Article 66	Yes, Article 13	No	Yes, Article 30	Yes, Article 78
Zambia	Yes, Article 23	Yes, Article 23	Yes, Article 23	No	No	Yes, Article 23	No	No
Zimbabwe	Yes, Section 23	Yes, Section 23	Yes, Section 23	No	No	Yes, Section 23 (3) (b)	No	Yes, Section 23

Source: Gender Links, 2012



The **Tanzanian** Constitution is one of the few that addresses the contradiction between custom and Constitution, and does not have claw back clauses. The recent Constitutional review process opens the door for the public, political parties and civil society organisations to demand for a full review of the Constitution to accommodate the gender demands of the Protocol and address conflicting laws.

The **Namibian** Constitution is one of the few Constitutions in the world that uses gender-neutral language throughout, and explicitly forbids discrimination based on sex. It provides for equality in all aspects of marriage, and gives special emphasis to women in the provision, which authorises affirmative action. Women and men are treated similarly with respect to citizenship, including acquisition of citizenship by marriage. In reality however, women's lives are governed by an often contradictory dual legal system. Submissions have been made during the recent Constitutional review process for a quota for women's political participation.



South Africa: Giving with one hand and taking with the other?



The South African Constitution positions gender equality as fundamental to the struggle for a more just and equitable society and is entrenched in Section 9 on the Constitution (Act 108 of 1996). The Women's Empowerment and Gender Equality (GE) Bill seeks to strengthen this position. But critics say that the Traditional Courts (TC) Bill threatens to roll back the progressive gains that have been made.

Key provisions for women in the Constitution include:

- The equality clause states that: the state may not unfairly discriminate, directly or indirectly, against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.
- Provision is made for affirmative action in the clause that states that "legislative and other measures" may be taken to "protect and advance" persons who have been disadvantaged.
- The clause on freedom and security of the person states that everyone has the right to "bodily and psychological integrity." This includes the right to make decisions concerning reproduction; and to security and control over one's body.
- The provision for socio-economic rights, such as the right to adequate housing, health care services, food, water and social security.
- The Bill of Rights provision for basic and further education.
- The precedence given to the Constitution over customary laws.

The Women's Empowerment and Gender Equality Draft Bill takes these provisions further. It seeks to establish a legislative framework for the empowerment of women embodying the values of human dignity, the advancement of human rights and freedoms, non-racialism and non-sexism. The Act provides for women's empowerment and gender mainstreaming in the public sector, private sector, and civil society.



Lulu Xingwana Minister of Women, Children and Persons with disabilities, with GL CEO Colleen Lowe Morna at the Gender Justice and Local Government Summit. Xingwana is champion of the GE Bill.
Photo: Trevor Davies

The GE Bill aims for "substantive gender equality" as opposed to just "gender equality." The latter is defined as equal recognition, enjoyment or exercise by a person, regardless of his or her gender, of human fundamental freedoms in the political, economic, social, cultural, civil and any other aspect of life. The former is defined as gender equality in practice (de facto) and in law (de jure).

In an excellent example of the SADC Gender Protocol@ work (see case study in Chapter two), the draft bill has a 50% target for women in all areas of decision-making as provided in the Protocol. If the Draft GE Bill becomes law, the Minister will be able to issue a directive to ensure that the 50% target is met by requiring that all entities:

- Set targets for such representation and participation;
- Build women's capacity to participate;
- Develop support mechanisms for women;
- Show progress towards the elimination of discrimination against women;
- Adopt measures, including special measures, as envisaged in section 9(2) of the Constitution to encourage, improve and reward women empowerment;
- Disaggregate gender, age and disability related data on women empowerment.

The Bill reinforces the rights of sexual minorities and recognises the human rights abuses and violations they face because of their sexual orientation or gender identity. South Africa is the only country in SADC that recognises the rights of the LGBTI community.

There are specifications around procedural issues and a list of 18 applicable pieces of legislation that the Bill affects ranging from Labour Relations Act, Schools Act, Employment Equity, Recognition of Customary Marriages and Electoral Acts among others. Until gender equality is achieved in a particular sector, it is not unfair discrimination to implement special measures to eliminate discrimination against, or to empower women, pregnant women and women who are breastfeeding especially those who have been directly or indirectly disadvantaged such those who live in the rural areas and informal settlements.

The TC Bill purports to affirm the values enshrined in the Constitution through "providing more South Africans improved access to justice… by recognising traditional authorities and laws." Gender activists have reservations about many of the clauses. Clause 3(b) on "access to justice" appears to be a gender neutral, but women in the traditional setting are invariably unable to access the courts, especially the chief's courts.

Article Seven of the SADC Gender Protocol calls for equality in the treatment of women in judicial and quasi-judicial proceedings including customary and traditional courts. Section 7(f) goes further to say there must be equitable representation on and participation in all courts, alternative dispute resolution mechanisms and in the local community.

The TC Bill allows representation by a third party. It does not exclude harmful traditional practices, despite guiding principles on the dignity of women, their right to be free from all form of violence, non-racialism and non-sexism.

In essence, while the GE is one step forward in promoting substantive gender equality, the TC Bill takes the country two steps back by reversing even the gains made since 1994 to ensure women's empowerment. The task of the South African chapter of the SADC Gender Protocol alliance is to use the Protocol to argue for the GE and against the TC Bill.

Few Constitutions explicitly refer to customary or personal law: Many of the Constitutions in SADC fail to make the distinction between equality and substantive equality, or to pronounce themselves on the issue of customary laws. Most do not address contradictions between the Constitution, provisions, laws and practices. With customary laws and practices so prevalent within SADC, this poses a major challenge for advancing gender equality.



Section 16 of the Constitution of **Mauritius** guarantees gender equality for all citizens. It provides that no law shall make provisions that are discriminatory either of itself or in its effect and further defines discrimination as affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, caste, place of origin, political opinions, colour, creed or sex. However, the Mauritian Constitution does not address the issue of personal law.

Claw back clauses erode effectiveness: Some Constitutions have derogations and claw back clauses that render the Bills of Rights useless. Some of the derogations are couched in generalised terms such as national security, public interest, or public morality, which ultimately avail a lot of room for denial of rights to the citizenry. Seven of the SADC countries have such claw back clauses in their Constitutions. The following are some examples:

Botswana: The Botswana Constitution under Section 3 guarantees equality before the law. Discrimination is prohibited in Section 15, and subsection 3 specifically outlaws discrimination based on sex or gender. Section 15 of the Constitution was amended in 2005 by adding the term "sex" to the list of descriptions that define the expression "discriminatory." There is legislation that deals with matters of personal law and there is no discrimination based on gender or sex. However, the Constitution does not address the contradictions between formal and customary laws and there are various claw back clauses regarding personal law, which could be detrimental to women. There are currently no plans in place for a Constitutional review.





Swaziland: The Swaziland Constitution promotes gender equality and outlaws discrimination generally, as well as discrimination based on sex. But the Constitution makes no provision for discrimination based on pregnancy or marital status, leaving women open to possible discrimination. The Swazi Constitution also fails to address conflict between formal and customary laws.

Constitutions are not static. Reviews have taken place or are planned in at least seven countries: There have recently been Constitutional review processes in Madagascar and Seychelles. Namibia recently called for submissions for amendments to the Constitution.

Citizens in Swaziland are advocating a Constitutional review. Constitutional reforms are still on-going in Mozambique, Zambia and Zimbabwe with Tanzania joining the list this year. Debates revolve around inclusion, socio-economic and cultural rights, responses to HIV and AIDS, separation of powers, clear protection of women and children's rights and other minority groups, and more representative electoral systems, including affirmative action provisions for women's acquisition of political positions.



Madagascar adopted a new Constitution in November 2010 by referendum. A new paragraph added to Article 6 states that all individuals have equal rights and enjoy the same fundamental liberties protected by the law without discrimination based on sex. An addition states that the law favours equal access and participation of women and men in public positions including in the political, economic and social spheres. However, the provisions lack specific targets.



Cultural performance by Madagascar delegates at the Local Government and Gender Justice Summit, April 2012 in Johannesburg.
Photo: Trevor Davies

The **Seychelles** Constitution guarantees 25 rights and freedoms



to both men and women. It does not explicitly refer to discrimination against women or define discrimination against women as required by CEDAW and the SADC Protocol on Gender and Development. A Constitutional review report (December 2009) recommended provisions for the protection of mothers who are not economically active as well as working mothers.

Protocol @ work

Zambia: *No women, no Constitution!*



Gender activists and civil society organisations in Zambia have been applying pressure on authorities to mainstream gender in the draft Constitution after its rejection by parliament in 2011.

The Constitutional Review committee led by Willa Mung'omba included women's rights in the Bill of Rights but - in the view of activists - failed to mainstreaming gender throughout the Constitution. The women's movement added their voice to the dissenting groups with the slogan "*No Women, No Constitution.*"

Zambians are back to the drawing board. Various initiatives seek to ensure that the demands of women are included in the process. Women in Law Southern Africa (WLSA) as lead organisation of the Southern African Gender Protocol Alliance on Constitutional and Legal Rights has spearheaded the women's movement analysis using the SADC Protocol on Gender and Development. WLSA Zambia coordinates the Zambia chapter of the Alliance on behalf of the Non-Governmental Organization Coordinating Council (NGOCC).

One immediate result is that the draft Constitution of April 2012 removes Article 23(4c) - a claw back clause. The draft Constitution outlaws "discrimination with respect to adoption, marriage, divorce, burial, devolution of property on death or other matters of personal law." It declares the "supremacy of the Constitution" and nullifies "any other law or customary practice that is inconsistent with any of its provisions."

Activists met in Mulungushi International Conference Centre in Lusaka from 13-15 June 2012 and drew up a declaration expressing the position of women on the Constitution-making process. The Mulungushi Declaration is a product of broad consultation with NGOs, Faith-Based Organisations (FBO's), Community-Based Organisations (CBOs), the labour movement, the private sector, political parties, marketers, women farmers, women from the financial sector and traditional leaders under the umbrella of the NGOCC. Officials from the Ministry of Gender and Child Development (MGCD) attended the conference.

The Declaration appreciates the progressive provisions contained in the latest draft such as:

- The obligation of public and private sectors to recognise, respect and implement women's economic, political, social and cultural rights;
- Provision for the establishment of a Gender Equality Commission, Equality of both Gender and Further Rights for Women
- Use of gender-sensitive language and;
- Removal of article 23 (4).

Key demands include:

- Immediate implementation of Affirmative Action to achieve the 50/50 targets, with or without the Constitution.

- The right to participate in all levels of decision- making: public and private.
- The right to access to, and control of resources including right to own land, property and housing and the right to equal work and pay for equal value.
- The right to security, including freedom from all forms of gender based violence and sexual abuse within and outside the family.
- A referendum for the adoption of the Republican Constitution and for expansion and amendment of the Bill of Rights.
- Protection of the Constitutional Review Process through a legal framework.
- Immediate set-up of the Referendum Commission to provide a framework for managing the Referendum.
- Transparent and accountable use of resources allocated to the Constitution Making Process.
- Engendered framework for the participation of the public in the Constitution Making Process.
- Timely publication of guidelines on public consultations on the Constitution.
- Adherence to the agreed roadmap for the Constitution Making Process; ensuring that the Constitution is finalised by 31 December, 2012.



Demanding accountability: Women in Kabwe, Zambia, rate country progress against the 28 targets of the SADC Gender Protocol using the Citizen Score Card.
Photo: Colleen Lowe Morna



Tanzania passed the Constitution Review Act in November 2011. President Jakaya Kikwete inaugurated the Constitutional Review Committee in April 2012. The Minister for Justice and Constitutional Affairs Celina Ompeshi Kombani urged women to take part fully in the ongoing process towards a new Constitution: "As women, if we fail to understand the existing Constitution, it is not easy for us to understand the Constitution review process," she said.

The Minister said women should read the current Constitution and reach villages where the majority of women live. Kombani said that women should directly take part in Constitution re-writing processes in different ways. She asked leaders from various NGOs to get copies of the current Constitution and share with other women across the country. Presenting a paper on the role of women in the process, the Tanzania Media Women Association (Tamwa) Executive Director, Ananilea Nkya, said the new Constitution provided the opportunity to counter women's oppression. She said women have consistently struggled over the years for a gender-sensitive Constitution and democratic system of governance. She noted that out of 10,657 Village chairpersons across the country only 249 are women. (Source: http://dailynews.co.tz, 8 March 2012).

In June 2012, a delegation of four from the Tanzanian Women Lawyers Association visited the West Africa Civil Society Institute (WACSI) to learn about the Ghanaian Constitutional review process. This will inform the Association's coordination of a gender forum with other civil society organisations in Tanzania, aimed at providing deeper insights to the Constitutional review process in the east African country[1].



Swaziland: Activists are calling for a Constitutional review to allow for a democratically elected government. There are currently no plans to do this. However, there are plans to review legislation following an audit conducted by the Ministry of Justice and Constitutional Affairs to align all legislation with the provisions if the Constitution and CEDAW. The Ministry has about 60 Bills it plans to align with the Constitution. Gender activists need to take advantage of the alignment process to press for the incorporation of the SADC Gender Protocol targets into policies and laws.

[1] Source: http://wacsi.org/en/site/newsroom/1367/Women-Lawyers-from-Tanzania-pay-a-working-visit-to-WACSI-Ghanaian-Constitution.htm

Protocol @ work

Zimbabwe: Women up the pressure in Constitutional Review



Pressure is mounting for the incorporation of substantive clauses on gender equality in the Constitutional review process underway in Zimbabwe.

The Constitution Select Committee of Parliament (COPAC) leads the country's current Constitution-making process, as set out in the 2008 Global Political Agreement (GPA). The process started with outreach meetings in 2009/2010 to gather the views and expressions of women and men across the country on what they wanted included in the country's supreme law.

The Women's Coalition of Zimbabwe (WCOZ), an umbrella membership organization of women's organizations across the country and the "Group of 20" lobbying group have actively engaged in the current Constitution-making process to push for general principles on substantive gender equality. Special interest groups, such as People Living with Disabilities also have participated in the COPAC process to broaden the rights of disabled women and men.

The Group of 20

The Group of 20 (G-20) is a strategic coalition of women lobbying to ensure that Zimbabwe's new Constitution delivers on gender equality and empowerment for women citizens.

Launched in April 2012 at an event attended by more than 200 women from across the country, the G-20 comprises members of the Zimbabwe women's parliamentary caucus, academics, gender equality and women's rights activists, representatives from the national machinery, the Ministry of Women Affairs, Gender and Community Development and from the COPAC Select Committee.

Chair of the G-20 *and* Member of Parliament B. Nyamupinga said the role of the G20 is to "monitor the current Constitution-making process in Zimbabwe on behalf of the nation's women."

"Women are 52% of the population in Zimbabwe, and since all women cannot be involved in the Constitutional-making process, the G-20 was started to ensure that women's issues are enshrined in the new Constitution," added Nyamupinga who also is the chair of the Zimbabwe Women's Parliamentary Caucus. "The G-20 monitors the Constitutional-making process 24/7 so that the train does not leave women behind."

Providing a link and feedback mechanism between women constituencies and the Constitutional drafters has been a major focus of the G-20's lobbying strategy. It also has formulated the expressions of women and men across the country during the COPAC Outreach meetings in 2009/2010 into a set of gender equality and women's rights principles and demands to be included in the draft Constitution.

Context

Like most other African countries, Zimbabwe has a dual legal system with customary laws operating alongside general law. Zimbabwe's current Constitution dates back to the peace settlement to mark the end of British colonial rule in 1979. Since then there have been several amendments, but only two referred to gender equality. The 14th amendment introduced gender as grounds for non-discrimination to Section 23 of the Constitution, which is the non-discriminatory clause. Later in 2005, Constitutional Amendment 17 added further grounds for non-discrimination to include sex, pregnancy and disability.

However, the greatest pitfall in the Zimbabwean Constitution is the claw back clauses to be found in the non-discriminatory clause, which still allows for discrimination under customary laws. Zimbabwe's Constitution is currently being reviewed with a view to elections being held later this year or early 2013 as per the Global Peace Agreement. As Zimbabwe has both signed and ratified the SADC Gender Protocol, this opens the possibility for Zimbabwe to incorporate its provisions.

The inter-active dialogue at the Human Rights Council Working Group on the Universal Periodic Review (UPR) in Geneva (October 2011) put forward several recommendations. These called for the government to take measures to align customary laws with international human rights instruments that it is party to, to ensure harmonisation with the protections guaranteed in the Constitution. The recommendations also called on Zimbabwe to elaborate and implement where gaps exist, legislative and administrative measures to outlaw discrimination against women; and to enforce relevant national policies and legislation to prevent the marginalisation and exclusion of women from the political, social and economic spheres[2].

The Zimbabwe Women Lawyers Association (ZWLA), a member of WCOZ and the Group of 20, highlights "Ten reasons why Zimbabwean women need a New Constitution" closely aligned to key provisions of the SADC Gender Protocol.[3]

[2] Draft report of the Working Group on the Universal Periodic Review, Zimbabwe, Human Rights Council, Working Group on the Universal Periodic Review, Twelfth session, Geneva, October 21, 2011, A/HRC/WG.6/12/L.12
[3] 10 reasons why Zimbabwean women need a New Constitution, Zimbabwe Women Lawyers Association (ZWALA) information leaflet.

Table 1.3. How Group of 20 demands align to the SADC Gender Protocol	
Key demands	**Relevant provisions of the SADC Gender Protocol**
Elimination of all forms of discrimination	Article 6 on domestic legislation: review, amend or repeal laws that discriminate based on sex or gender
The elimination of cultural norms, practices and aspects of customary laws which do not conform to the Bill of Rights	Article 6 (c) States shall... enact and enforce legislative and other measures to eliminate practices that are detrimental to the achievement of the rights of women by prohibiting such practices and attaching deterrent sanctions and; Article 21 on Social, Economic, Cultural and Political practices urging States to discourage traditional norms that legitimise and exacerbate GBV.
Protection of Socio-Economic Rights	Part Five which covers economic policies, recognition of multiple roles of women, economic empowerment, access to property and resources and equal access to employment and benefits.
Recognition of Children's Rights	Article 11 on the rights to ensure development and protection of the girl and boy child.
A legislated quota of 50/50 representation of women in all decision-making bodies	Article 5 on affirmative action.
An electoral system that facilitates women's equal participation in politics and governance	Article 5 on affirmative action and Article 12 calling on States to endeavour that by 2015, 50% of decision making positions in the public and private sector are held by women.
Women's right to security of the person and protection from gender-based violence	Part Six with extensive provisions for the protection of women in particular from Gender Based Violence.
The creation of a Gender Commission to promote gender equality	Articles 32-36 of the Protocol concern institutional arrangements for the implementation of the Protocol at country and regional level.
Recognition of women as full citizens of Zimbabwe	Article 4 - All States shall implement legislative and other measures to eliminate all practices which negatively affect the fundamental rights of women, men, girls and boys such as their right to life, health, dignity, education and physical integrity.
Domestication of international instruments such as the 2008 Southern Africa Development Community (SADC) Protocol on Gender and Development; the Optional Protocol on the Rights of Women in Africa to the African Charter on Human and Peoples Rights and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)	Article 35 - (1) State Parties shall ensure the implementation of this Protocol at national level.
Access to resources through gender budgeting and gender-sensitive public financing	Article 15 on Economic policies and decision making that calls on States to ensure gender sensitive and responsive budgeting at the micro and macro levels, including tracking, monitoring and evaluation and Article 33 on Financial provisions for the empowerment of women.
Recognition of women's role in Zimbabwe and in the liberation struggle and fight for democracy in the Preamble to the Constitution	Article 28 - Peace building and conflict resolution - for equal participation and representation of women in key decision making positions in conflict resolution and peace building processes by 2015.
Strengthening of the section on Affirmative Action	Article 5 on affirmative action with particular reference to women in order to eliminate all barriers which prevent them from participating meaningfully in all spheres of life and create a conducive environment for such participation.
Promotion of democracy and good governance	Part Three on Governance.

Source: 2012 Zimbabwe SADC Gender Protocol Barometer - analysis done by Gender Links.

Following the first draft of the proposed Constitution in May 2012, ZWALA and the G-20 conducted a detailed gender audit of the draft to identify areas for further lobbying before the stakeholders meeting and referendum in 2012. The plan is to develop an information, education and communications campaign to dialogue and build broader support with women nationwide.

Scoring a goal for gender equality in the Draft Constitution

The "unofficial" Constitutional Draft published on May 2, 2012 in several of the country's major newspapers included several of the Group of 20 demands. For example the draft:

- Provides for affirmative action to promote equality and remedy past discrimination.
- Invalidates customary laws and practices that infringe on women's rights.
- Gives government the obligation to prevent domestic violence and provides individual right to freedom from private violence.
- Provides for equal pay/equal work, equality in promotion, paid maternity leave and measures including family care to facilitate women's work.
- Provides for equality in marriage and guardianship of children.
- Provides for basic social and economic rights - shelter, food, water, education and health care.
- Establishes a Constitutional Court and Gender Commission.
- Provides for the domestication of international conventions on gender.
- Includes provisions for gender balance in distribution of agricultural land, gender balance on a Land Commission, and for the adoption of affirmative action measures to ensure women have equal opportunities in development.

A major area of concern is that there is no detailed quota mechanism for achieving gender parity in Parliament and governance structures. The draft states[4]:

- *Women in Parliament:* Women shall be half of the Assembly and nearly half of Senate (procedure to be spelled out in legislation) so long as practicable.
- *Women in other areas of governance:* Promotion of gender balance in the civil service, public appointments committees and independent commissions.

Zimbabwe Women Lawyers Association, 2012



A woman's work is never done: Women in Chriredzi , Zimbabwe, assisted by GL staff member, Nomthi Mankazana, score progress against the provisions of the SADC Gender Protocol as dusk sets in.
Photo: Colleen Lowe Morna

Affirmative action

State parties are to implement legislative and other measures that eliminate all practices, which negatively affect the fundamental rights of women and men. They are also to introduce affirmative action measures.

The SADC Gender Protocol calls on governments to implement affirmative action measures, with particular reference to women, in order to eliminate all barriers preventing their participation meaningfully in all spheres of life, while creating conducive environments for such participation. Gender equality, equity and the empowerment of women is a fundamental human right and integral to sustainable and more equitable development globally. Equality between women and men, which is a matter of human rights and a condition for social justice, is also a necessary and fundamental prerequisite for equality, development and peace. Affirmative action aims to accelerate equality between men and women.

Some of the key delivery areas and strategies to ensure the acceleration of equality include promoting participation of women in governance and economic empowerment; facilitating the review and amendments of discriminatory laws and procedures; and ensuring women and men can access quality services in both rural and urban areas.

Currently just over half of SADC countries have some form of affirmative action measures. This calls for concerted action and temporary measures to improve the situation of women and girls. This section should be read in tandem with Chapter 2 (section on electoral systems and quotas.)

Affirmative action important for achieving 50/50: Constitutional and legislated quotas are mandatory measures that set aside, through the Constitution or relevant electoral laws, a certain percentage of seats or positions for women. Tanzania has a Constitutional quota of 30% for women in local and national elections. Namibia and Lesotho have legislated quotas at the local level. Following a challenge to the Lesotho quota, the country opted for a mixed electoral system, with the quota applying only to the PR seats (along the same lines as Tanzania - see Chapter 2 on governance).



Mauritius has come to the party on affirmative action, but with a different style: Mauritius is the latest SADC country to adopt a quota for women's representation at the local level. This necessitated an amendment to the Constitution in a country that before fiercely opposed affirmative action, cast in the amendment as gender neutral. The amendment reads: "Section 16 of the Constitution is amended, in subsection (4), by inserting, after paragraph (a), the following new paragraph - (aa) for a minimum number of candidates for election to local authorities to be of a particular sex, with a view to ensuring adequate representation of each sex on a local authority." The Local Government Act sets this minimum of either sex at 30% (see Chapter 2). The Act - a first in Mauritius - breaks new ground at the local level. The

[4] Zimbabwe Women Lawyers Association, 2012; May 2012 media published version of first Draft of the proposed.

Constitutional amendment takes away Mauritius' main criticism of the SADC Gender Protocol (affirmative action) and opens the door for Mauritius to sign the Protocol (see Chapter ten - implementation).



South Africa is leaving nothing to chance: The Women Empowerment and Gender Equality Draft Bill's main objectives are to "... provide for women empowerment to achieve gender equality and gender mainstreaming in the public sector, private sector and civil society." Section 9 on equal representation and participation specifically calls on "all entities to whom this Act applies must, within their ambit of responsibilities achieve at least 50% representation and meaningful participation of women in decision-making structures by 2015 by developing plans on:

(a) Setting of targets for such representation and participation;
(b) Building women's capacity to participate; and
(c) Developing support mechanisms for women within one year of the date of commencement of this Act.

(This should be read together with the case study of the SADC Gender Protocol @ Work on South Africa's Gender equality bill and the Traditional Courts Bill in an earlier section of this Chapter on provisions of gender equality in laws.)



In **Tanzania**, Articles 66(1) (b) and 78(1) of the Union Constitution provides that 30% of the seats in the national assembly be for women only, based on the percentage of votes that each party garners. While women are free to stand as candidates in this first-past-the post system, the Constitution guarantees women 30% of the seats in the assembly through a proportional representation distribution mechanism.



The **Zambia** draft Constitution promises that the Government shall ensure full participation, gender balance and equitable representation of disadvantaged groups including the youth and persons with disabilities in elective and appointive bodies and in political, social, cultural and economic development of the country. It also proposes that the representation of women and men not be less than 30% of the total number of seats in the national assembly, district council or any other public elective body.

Had the Constitution been adopted before the 2011 elections Zambia would have most likely not experienced the low representation of women still sitting at 15% in parliament. However, the 30% target falls short of the 50% target of women representation at all levels of decision-making. Article 64 (1) calls for parliament to design affirmative action to benefit disadvantaged groups. Article 64 (2) calls on political parties to ensure full participation, gender balance and equitable representation of disadvantaged groups including youth and people with disabilities in their organisations and practices.



Even Swaziland has some affirmative action provisions: The Constitution makes provision that at the first meeting of the House after any general election the House forms itself into an electoral college to elect not more than four women on a regional basis. Section 20 (5) of the Constitution states that "nothing in this Constitution shall prevent Parliament from enacting laws that are necessary for implementing policies and programmes aimed at redressing social, economic or educational or other imbalances in society." However, there has been no political will to put this into practice.



In Namibia, significant progress has been made in affirmative action and labour law. A 30% affirmative action provision in local government elections, plus the ruling South West African People's Organisation (SWAPO) 50% voluntary quota at the local level has resulted in 41% women on local councils.

The government has made affirmative action applicable to a number of statutory bodies and boards - ranging from the Social Security Commission to the National Sports Commission. The most significant of these is the regional Communal Land Boards that will in future have important supervisory powers over the allocation of customary land rights by traditional leaders.

Parliament passed an Affirmative Action Employment Act (AAA) in 1998. This Act requires employers with more than 50 employees to prepare affirmative action plans setting forth steps to improve the representation of blacks, women and disabled persons in the workforce. No quotas will be set by the state, but employers will be expected to set their own numerical goals and timetables, in light of the availability of suitably qualified or trainable persons in the designated groups.



Affirmative action is, however, still not viewed favourably in some countries. **Seychelles** feels affirmative action is a foreign concept. Decision-makers interviewed during the process of producing this Barometer said that gender equality already exists in Seychelles and there is no need to introduce affirmative action programmes. With 45% women in the country's small parliament after the 2011 elections, Seychelles currently tops the charts in SADC with regard to women's political representation. The island of 80,000 inhabitants has a strong matriarchal culture as a result of many men leaving the island in search of greener pastures. Women have traditionally been visible and vocal in public affairs.



Zimbabwe: High-level political champions for legislated quotas emerging

High-level political champions for legislated quotas are emerging in Zimbabwe. The Deputy Prime Minister Thokozani Khupe, who hails from the opposition Movement for Democratic Change (MDC) urged women to march for the 50/50 during the regional re-launch of the campaign, convened by the Women in Politics Support Unit (WIPSU), the lead organisation for the regional governance cluster of the SADC Gender Protocol Alliance on 5 August 2011.



Photo: Trevor Davies

Deputy Prime Minister, Thokozani Khupe a champion for women's rights and economic empowerment during the launch of the 5050 campaign by Alliance governance cluster in Zimbabwe, August 2011.

Khupe, along with the Women's Parliamentary Caucus, vowed to vigorously campaign for gender parity to be enshrined in the new Constitution of Zimbabwe. The Women's Parliamentary Caucus said they no longer favoured the "First-past-the-post electoral" system currently used in Zimbabwe because they had realised it made it difficult for women to garner Parliamentary seats. They said the hybrid electoral system was the best as it allowed many voices in Parliament, but could not be applied to both Houses.

President Robert Mugabe has echoed her push for a legislated quota. Attending a Global Power Women Network meeting on 24 May 2012, he suggested that women be allocated parliamentary seats on a proportional representation basis, as they faced obstacles in winning constituencies due to patriarchal attitudes[5].

"Affirmative action will be the answer, if they (women) were to square up in constituencies, they would lose," Mugabe said. The ruling Zimbabwe African National Union-Patriotic Front (ZANU-PF) position, in response to the first Constitutional draft, is that the seats should be reserved for women for at least 20 years, after which they will compete with men. "The attitude of men still despises women and we need proportional representation, as they have done in South Africa[6]," Mugabe said.

ZANU PF suggests that out of 280 House of Assembly seats, 210 be first past the post, 70 seats reserved for women by proportional representation for twenty years after which they become open for men to participate.[7]

This is in essence the Tanzania model also adopted by Lesotho for the local level elections in 2011. A major development in the governance arena over the last year (see Chapter two) is the extent to which countries with the FPTP system are finally finding innovative ways to increase women's representation. So far this has mostly been at the local level. Zimbabwe could be a test case for the Tanzania model finally being applied at the national level.

Discriminatory legislation



The SADC Protocol provides that by 2015 SADC countries shall have reviewed, amended or repealed all discriminatory laws and specifically abolish the minority status of women:

Rights are more than just legal matters. A right is a legitimate claim that an individual has on "others," whether these "others" are individuals, groups, societies or nation states. Rights are therefore legal and political tools that can be useful in struggles for social and gender justice. Discriminatory laws can erode the rights of women, even rights that seem guaranteed in the Constitution. Reviewing and repealing discriminatory laws is an important part of ensuring legal frameworks are in place to meet Protocol commitments. Table 1.4 provides examples of discriminatory legislation that still exists in SADC countries.

[5] Source: The Standard Newspaper online - *www.thestandard.co.zw*, 27 May 2012. Last accessed 12 July 2012.
[6] Source: The Standard Newspaper online - *www.thestandard.co.zw*, 27 May 2012. Last accessed 12 July 2012.
[7] Source: The Standard Newspaper online - *www.thestandard.co.zw*, 27 May 2012. Last accessed 12 July 2012.

Table 1.4: Discriminatory legislation		
Country	**Discriminatory legislation**	**Action being taken**
DRC	Discriminatory legislation included nationality law whereby a woman lost her nationality by marrying a foreigner, and labour law where women needed male authority to work but this legislation has since been amended	Action taken.
Lesotho	Land Act of 1979	Land Act of 2010 in place.
	Workmen's Compensation Act 1977	None.
	Intestate Succession No. 2 of 1953	Review of Section 1 4.1.1-1200.00 4.2 civil rights and mode of life.
	Administration of Estates Proclamation of No.19 of 1953	Review of Section 3 (b) on mode of life test.
	Laws of Lerotholi on inheritance	None.
	Law of Inheritance Act No. 26 of 1873	Review of Section 6.
Madagascar	Nationality law	The Ministry of Justice has prepared a bill that should allow Malagasy women to pass down their nationality to their children irrespective of their husbands' nationality as part of an effort to comply with the International Convention on Married Women's Nationality signed by Madagascar and submitted to the Parliament but awaiting promulgation.
	Marriage law	The Family Act has recently been reviewed. Many discriminatory provisions were amended. However, there is still a gender issue surrounding the stipulation of men as the head of households.
	Inheritance Laws	None.
Malawi	Land Rights	Land Law under review.
	Citizenship Act	Citizenship Act needs to be reviewed.
	Reproductive Health Rights	Reproductive health policy needs to be supported by legislation.
Mauritius	None	
Mozambique	Penal Code on successions and heritage	Successions and Heritage under Penal Code being reviewed.
	Penal Code with regards to abortion	Draft Bill on abortion being prepared.
Namibia	Customary marriages	Bringing Customary marriages in line with the Namibian Constitution.
	Inheritance Rights promoted by patriarchy and cultural aspects	A 2005 national conference on women's land and property rights heard testimonies from women; there is an urgent need to reform laws on inheritance, and traditional authorities need training to understand and enforce women's and children's rights to a home, land, property and livelihood.
Seychelles	Legislation on age of consent for sex and marriage for girls	Proposal to amend this piece of legislation is still being considered by the Department of Social Development.
Swaziland	Citizenship	None.
	Marriage	
	Deeds	
Tanzania	Marriage Law	Amendment in process for all of these laws except the Affiliation Act according to the government reports, but the progress is slow.
	Penal Code	
	Affiliation Act	
	Penal Code and Special Offences Sexual Provision Act (SOSPA)	
	The Probation of Offenders Act	
	Adoption Ordinance	
	Spinsters Act	
	Inheritance Law	
	The Education Act No. 6 of 1982	
	The Customary Law Declaration Order of 1963	
	Probate and Administration (Deceased Estates) Ordinance Cap.445	
	Age of Majority Act	
Zambia	Customary Law	Talks to address customary laws issues are taking place but no actions as of yet.
	Marriage	Reform of marriage law is taking place.
	Matrimonial Causes Act	None.
	Land Deeds	There is an order of court instructing the legislature to amend the Deeds Registry Act to allow women married in community of property to register in their own name.
	Citizenship	Reform of Citizenship law taking place.

Source: Gender Links 2012.



Lesotho: Since the establishment of the Law Reform Commission (LRC) in 1997, there has been a comprehensive review and development of the following laws in Lesotho:

- *Sexual Offences Act of 2003*, protecting women from sexual abuse
- *Legal Capacity of Married Persons Act of 2006*, removing the minority status of married women and has amended specific sections of laws that discriminate against women, for instance the Administration of Estates Proclamation of 1953, Amendment of the Deeds of Registry Act of 1967 and Amendment of the Marriage Act of 1974.
- *Companies Amendment Act 7/2008* is repealed to allow women to be directors of companies and set up their own companies.
- *Lesotho Bank Amendment Act 13/2008* removes the minority status of women in seeking credit and making financial transactions and/or investments[8].
- *Land Act of 2010* a landmark law that has changed the status quo and addresses challenges in gender equality in relation to access to and control of productive resources by women; and the latest
- *Anti-Trafficking in Persons Act of 2011*. It prohibits all forms of human trafficking, provide for protection and support of victims who are usually women and girls.
- *National Assembly Electoral Act 2011* provides for registration of women youth and disabled persons (S13 i) and requires political parties to enable women's full participation in all political Processes and activities.

These legal initiatives and reforms in support of gender equality and women's empowerment have increased women's access to legal, economic and political rights in line with the provisions of the SADC Gender Protocol, including abolishing the minority status of women. The Laws Reform Commission is working towards pushing for economic rights of women through amendment of discriminatory economic laws. These will include customary laws provisions such as interstate succession, inheritance laws and administration of estates. The work is at its initial planning stages with meetings taking place fortnightly.



Angola is undertaking a review of all discriminatory laws in accordance with SADC Gender Protocol requirements. The Government Plan 2007 - 2008 states that government will review fundamental legislation such as Penal and Civil Codes, Civil Process and Penal Process, Civil Registrar's Code and draft Labour Process Code to align them to regional and international standards that guarantee gender equality. The government passed the Domestic Violence Act in June 2011.

[8] Personal interviews, May 2011.



Advocate Nthabiseng Nkhahle leaves the Palace of Justice after a day's hard work in Maseru, Lesotho. *Photo: Ntolo Lekau*



Many changes have been made to the laws of **Seychelles** to provide better protection for women and children. These include the creation of the Family Tribunal for maintenance, custody, and family violence cases. Other areas include: increased paid maternity leave and protection of working mothers; recognition of rape between married or unmarried couples; provision of abortions for women pregnant as a result of rape, incest or defilement and in cases of medical necessity; and laws and codes to protect against harassment in the public service, including sexual harassment. The Government is also planning to strengthen laws on domestic violence, human trafficking and prostitution.

Some countries still consider women minors: Historically, marital conventions gave husbands the right to control their wives' income and deprived wives of their right to enter into contracts in their own name. This extended to inheritance, marriage and property laws that denied women equal property rights. In some countries, such legal frameworks continue to exist, conferring minority status on women. Few countries in SADC have laws to address the minority status of women: Zimbabwe is one such country with the Legal Age of Majority Act of 1982 and Namibia with the Married Persons Act, but these other previsions often contradict these laws.

Laws often contradict each other: For example in Zimbabwe, despite the Legal Age of Majority Act, when a woman is married, she is not the legal guardian of her child. According to s3 of the Guardianship of Minors Act, the father of children born in wedlock is the child's guardian and exercises this duty in consultation with the mother. Because of this provision, married women who apply for passports for their children have had their applications refused because they are not the legal guardians and the Registrar has demanded that the father be the one to make the application. S23 (3) of the Constitution allows for discrimination in matters of personal law as well as in matters of customary laws, which allows this practice to continue.



Activists in **South Africa** are challenging the Traditional Courts Bill as highlighted in the case study on how strong patriarchy is still undercutting progressive efforts in an earlier section of this chapter.



Lesotho: Senate Masupha, a first born female, is challenging her right to the Chieftainship and seeking to be named the Principal Chief of her area following her mother's death. She has challenged both her brother and uncle for discriminating against her because of her sex. Should the courts rule in her favour, this will transform the highly patriarchal institution of Chieftainship in Lesotho. The SADC Gender Protocol Alliance in Lesotho is supporting her claim.

Minority status inhibits economic empowerment: Such constraints inhibit women from accumulating assets such as property; manage their own credit performance, finances and raise capital in their own right. This leaves women without the relevant experience or credit histories from which to draw when applying for funds either whilst married or when divorced or widowed. The commitment to abolish the minority status of women by 2015 would mean all women regardless of marital status would have the right to conduct business and undertake contracts in their own right. The minority status of women perpetuated by law and customary practices is a major gender justice issue that SADC countries need to conclusively deal with. Not only do laws reflect societal attitudes but also such laws have a direct impact on women's ability to exercise their rights. The legal context of family life, a woman's access to education, and law and policies affecting women's economic status can contribute to the promotion or prohibition of a woman's access to rights and her ability to make informed choices about her life.



Madagascar: In 1994, the Ministry of Justice set up a Directorate of Legal Reforms Since then, the provisions of the country's customary laws have been gradually reviewed in partnership with UNDP, UNICEF and the United States' Agency for International Development (USAID). The main actions undertaken to lift women out of a minority status included:

- Research on the discriminatory forms and practices persistent in Madagascar;
- Ensuring consistency between national laws and the provisions of international conventions, namely the provisions of CEDAW on the family rights. This action resulted in several legal reforms, including the following (i) legal age of marriage increased to 18 years old for both sex (Act 2007-022, Article 3); (ii) co-responsibility of spouses in the administration of their common assets (Article 11y); (iii) co-responsibility of spouses and equal parental rights in rearing their children (Articles 54 and 55);
- Dissemination of the legal reforms and building the CSOs capacity to carry out awareness-raising campaigns and to influence the government's policy as regards women's legal rights;
- Recent creation of the Directorate of Human Rights within the Ministry of Justice (2008) with the goal of expanding jurisprudence referring to the application of international conventions.



Women marching on women's day, Madagascar. *Photo: Razanadratefa Zotonantenaina*

There are many difficult areas of law reform not specifically addressed by the SADC Gender Protocol: "Topics at the far edge of the political agenda"[9] as the Legal Assistance Centre of Namibia puts it include abortion, sex work, marital rape, and sexual minorities. The SADC Gender Protocol does not reflect these "hot button" issues because of the high level of contention over these issues.



South Africa is the only country in SADC that has Choice of Termination of Pregnancy Act, providing for safe abortion on demand within the first trimester of pregnancy. The legislation, passed within the first three years of the advent of democracy in 1997 followed:

- Research into the incidence of illegal, unsafe abortions by the Medical Research Council: The research which was conducted in September 1994 across 55 hospitals, found that every year 44 686 women present to hospital with incomplete abortions and 425 women could die in hospital from a septic abortion. The cost to the state of treating unsafe abortion was thought to be R18 695 948 per year. The vast majority of women interviewed supported the legalisation of abortion.



Marie Stopes Clinic in Pietermaritzburg, South Africa.
Courtesy of The Witness - http://www.google.co.za

- The development of a consensus on reproductive health issues in the pre-Beijing Process. The South African delegation led by the then Health Minister, Dr Nkosozana Dlamini-Zuma Now head of the African Union) was firm in its commitment to maintaining and strengthening the gains of the International Conference on Population Development (ICPD), which registered a commitment to review abortion as a public health issue. South Africa brought a commitment to reproductive rights and consistently reinforced a woman's right to choice.

- Research on rights frameworks for Constitutional and legal change: From 1993 the Centre for Applied Legal Studies (CALS) conducted Constitutional and legal research on reproductive rights with the objective of ensuring that reproductive rights are entrenched in the Constitution, and to defend pro-choice legislation if it is challenged on Constitutional grounds.



Namibia: Abortion is covered by the Abortion and Sterilisation Act (1975). This outlaws abortion in most circumstances, unless the pregnancy endangers the mother's life or is a threat to her physical and mental health; there is a serious risk that child welfare will suffer from a serious, permanent physical or mental defect or the pregnancy results in rape or incest.

The Ministry of Health and Social Services (MoHSS) conducted a study in 2006 to assess service provision for emergency obstetric care. The report showed that 20.7% of direct complications and 8.3% of deaths were attributed to abortion. To address the wider issues associated with unwanted pregnancy, the Child Care and Protection Bill includes a provision which would allow children above the age of 14 to independently access contraceptives, although this proposal is expected to be controversial in Parliament.[10]

NGOs continue to lobby for more liberal "choice of termination of pregnancy" legislation. The Legal Assistance Centre has proposed enacting a separate law, similar to the Zimbabwe Infanticide Act. The Ministry of Gender Equality and Child Welfare has indicated that it might be willing to put the matter on the Cabinet agenda again.

Mauritius: A first but significant step



Many years after Minister of Social Security Sheila Bappoo first introduced the debate on abortion in parliament in 1983, the Mauritius National Assembly adopted the Criminal Code (Amendment) Bill for the termination of pregnancy in specified circumstances on 12 June 2012. Although this does not amount to choice of termination of pregnancy, the amendment is a significant milestone in this conservative Indian Ocean Island.

The high number of cases involving women, including minors, who became pregnant because of sexual offences, necessitated the Bill. The law also needed to be relaxed where a continued pregnancy is likely to endanger a pregnant woman's life, affect her physical or mental health permanently, or result in severe malformation or abnormality of the foetus.

In his final comments on adoption of the Bill, Prime Minister of Mauritius Navin Ramgoolam cited the passage of the bill as a historical moment, long overdue.

[9] Unraveling Taboos, Gender and Sexuality in Namibia, LaFont S, and Hubbard D, edited, Gender and Advocacy Project, Legal Assistance Centre.
[10] Child Care and Protection Bill. (2010). Revised final draft. June 2010. Provision 204.

He said, "we cannot close our eyes to the problem of backstreet abortion... Inaction has led to the death of young women. Sometimes young girls are in danger. It is a fact that those who have the means can have safe abortion. It is the poor that are at a loss and go to back street abortionists."

Fifty members of parliament voted in favour of the bill, compared to 14 against it. While women did not achieve the right to choose termination of pregnancies in all circumstances; this is a step in the right direction.

While Mauritius has not signed the SADC Gender Protocol, the country has signed the Protocol to the African Charter on Human and Peoples' rights on the Rights of Women in Africa in July 2003, which informs the SADC instrument. The AU Protocol stipulates that countries should ensure, "the protection to the reproductive rights of women by authorising medical abortion in cases of sexual assault, rape incest and where the continued pregnancy endangers the mental and physical health of the mother or the life of the mother or the foetus."

The Ministry of Health reported 24 217 cases of health problems due to abortion and ten deaths between 1997 and 2007. A study done by the Mauritius Family Planning Welfare Association in 1997 estimated 20,000 secret abortions in one year. In 2010, 1983 women attended hospitals and private clinics due to post abortion complications.

NGOs welcomed the relaxing of laws on abortion because of the high levels of deaths and complications resulting from abortion. However, opposing voices felt that abortion is being legalised through the back door. President Navi Ramgoolam said that he held a discussion with an eminent consultant from the United Kingdom on the matter: "The European Court of Human Rights dealt with this point in 2004 and ruled out the protection of the foetus, which cannot have a higher value than the life of the pregnant woman," he said.

The Attorney General of Mauritius Yatin Varma explained to parliament that the law only allows abortion in specified circumstances, including:

- The continued pregnancy will endanger the pregnant person's life;
- The termination is necessary to prevent grave permanent injury to the physical or mental health of the pregnant person;
- There is a substantial risk that the continued pregnancy will result in a severe malformation, or severe physical or mental abnormality, of the foetus, as assessed by the appropriate specialists; and
- The pregnancy has not exceeded its fourteenth week and results from a case of rape, sexual intercourse with a female under the age of 16 or sexual intercourse with a specified person which has been reported to the police or a medical practitioner.

The Attorney General explained that parallel to the abortion law, the Medical Council Act will make provision for hospitals and clinics with qualified doctors to perform abortions. Patients and responsible parties will have to get signed consent forms before the abortion is conducted.

Women's rights campaigner Loga Virahsawmy who has gathered first hand accounts of accounts of children being raped by their own fathers - which is tantamount to "Babies having babies" - hailed the new act as a major breakthrough for gender justice in Mauritius.



From left: Sheila Bappoo, now Minister of Social Security, National Solidarity and Senior Citizens Welfare and Loga Virahsawmy, Director of Mauritius and Francophone GL office. *Photo: Davinah Sholay*

Sex work



Namibia: Sex work is governed by the Combating of Immoral Practices Act 21 of 1980, which criminalises a range of activities around prostitution without actually making sex for reward directly illegal. In practice, only women are prosecuted. A High Court judgement in the2002 Hendricks case found some of the legal prohibitions on sex work to be unconstitutional but left prohibitions intact. The Legal Assistance Centre has argued that the current law is likely to be unconstitutional on several counts - respect for human dignity, freedom from sexual discrimination, right to privacy in the home and communications; freedom of speech and expressions; association and to practice any profession, carry out ant trade or business. The LAC has recommended decriminalisation combined with a policy of compassionate discouragement.[11]

[11] "Whose Body is It", Commercial Sex Work and the Law in Namibia, 2002, Legal Assistance Centre, funded by Austrian development Foundation.



South Africa: A heated debate on decriminalisation of sex work in the run up to the 2010 Soccer World Cup has since petered out. In all other SADC countries sex work is a criminal offence.

Marital rape





Marital rape is recognised in a few countries. **Namibia, South Africa** and **Zimbabwe** are the only three SADC countries among 52 countries worldwide that have explicitly outlawed marital rape in their criminal codes.[12]



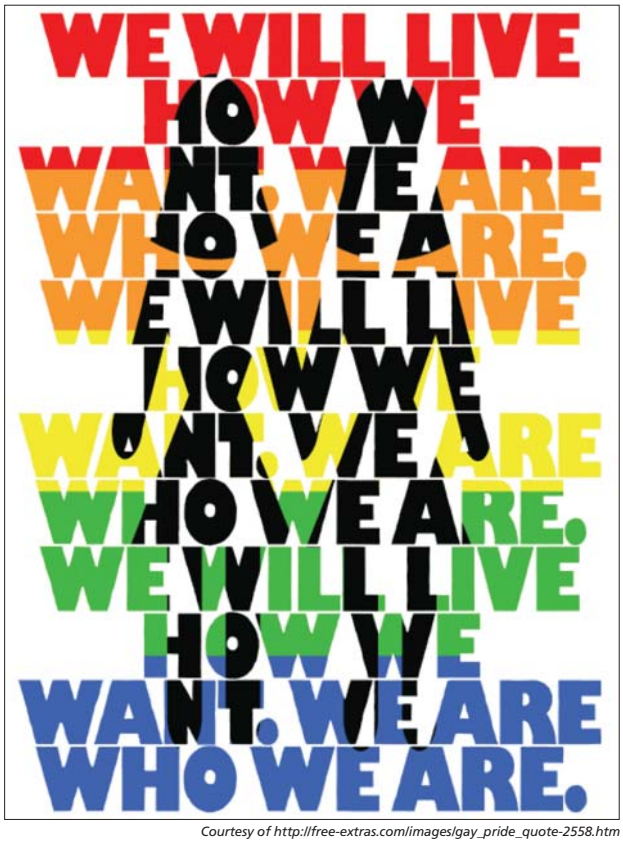
In a 2010 test case in **Botswana** the judge ruled that marital rape violates the rights of women. This landmark case came about because of a married woman supported by Botswana Network on Ethics, Law and HIV/AIDS (BONELA), challenging the fact that women have no power in sexual relations even when they know their husband is HIV positive. This is a milestone achievement for women's rights as it challenges male dominance and power, patriarchal values that treat women as minors and make women vulnerable HIV infection.

Sexual minorities

The signing of the SADC Protocol on Gender and Development in 2008 missed an opportunity to explicitly provide a framework for protecting the rights of Lesbians, Gays, Transgender and Intersexed (LGBTI) people. This remains a contentious issue in the region and elsewhere in Africa.

Table 1.3 gives a breakdown of laws on LGBTI people. South Africa is the only country whose Constitution outlaws discrimination based on sexual orientation. Zambia and Zimbabwe, like many other SADC countries, still take a hard line stance on this issue. But progressive views emerging from Mauritius and Malawi suggest that the rigid positions taken by some countries in the region may soon change.

Mozambique now has labour laws protecting workers from discrimination based on their sexual orientation, but this is contradicted by the penal code: another example of a country in transition from its more rigid stance. In Namibia, gays and lesbians are finding legal loopholes in the supposedly rigid stance taken by the government. LGBTI issues have been openly debated as part of the country's review of its CEDAW report.



Courtesy of http://free-extras.com/images/gay_pride_quote-2558.htm



South Africa has the rights of all people, irrespective of sexual orientation, enshrined in its Constitution, and various other pieces of legislation and policy, making it one of the world's most progressive countries regarding the rights of sexual minorities. Gay people are allowed to marry under a civil union.



In **Zambia** the National Constitutional Conference (NCC) - the official body tasked with driving the reform process and rewriting the Constitution - recently inclu-ded a clause that forbids marriage between people of the same sex in the draft Constitution.



Zimbabwe has slightly less severe prison terms, ranging from one month to 10 years. LGBTI people experience various challenges to their human rights, which include regular humiliation and harassment in public spaces. There is very limited access to medical care and treatment, as medical and mental health professionals lack the knowledge of how to deal with LGBTI[13].

[12] 2011 - 2012: Progress of the World's Women. In pursuit of justice, UN Women.
[13] Source: www.osisa.org Special LGBTI initiative. Accessed on 19 July 2011.

Table 1.5: LGBTI laws by country

Rights in:	Same-sex sexual activity	Recognition of same-sex relationships	Same-sex marriage	Same-sex adoption	Allows gays to serve openly in military?	Anti-discrimination (Sexual orientation)	Laws concerning gender identity/ expression
 **Angola**	✘ Not specifically outlawed, other laws may apply (Penalty: Labour camps for habitual offenders)	✘	✘	✘	Unknown	✘	Unknown
 **Botswana**	✘ Illegal (Penalty: Fine - 7 years)	✘	✘	✘	Unknown	✘	Unknown
 **Democratic Republic of the Congo** (formerly Zaire)	✔ Legal	✘	✘ Constitutional ban since 2005	✘	Unknown	✘	Unknown
 **Lesotho**	✘ Male illegal ✔ Female legal	✘	✘	✘	Unknown	✘	Unknown
 **Madagascar**	✔ Legal	✘	✘	✘	Unknown	✘	Unknown
 **Malawi**	✘ Male illegal ✔ Female legal	✘	✘	✘	Unknown	✘	Unknown
 **Mauritius**	✘ Male illegal ✔ Female legal (national debate over repeal of the law). + UN decl. sign.	✘	✘	✘	Unknown	✔ Bans some anti-gay discrimination	Unknown
 **Mozambique**	✔ Legal	✘	✘	✘	Unknown	✔ Bans some anti-gay discrimination	Unknown
 **Namibia**	✘ Illegal (not enforced)	✘	✘	✘	Unknown	✘	Unknown
 **Seychelles**	✘ Male illegal ✔ Female legal	✘	✘	✘	Unknown	✘	Unknown
 **South Africa**	✔ Legal since 1994	✔ Unregistered partnerships recognised for various specific purposes by laws and judgments since 1994; same-sex marriage legal since 2006	✔ Legal since 2006	✔ Legal since 2002	✔	✔ Bans **all** anti-gay discrimination, by Constitution and statute; specific laws also ban discrimination in employment and housing	✔ Since 2003, legal sex can be changed after surgical or medical treatment; "sex" and "gender" are distinct protected classes
 **Swaziland**	✘ Male illegal ✔ Female legal. Pending law includes outlawing lesbian sex conduct.	✘	✘	✘	Unknown	✘	
 **Tanzania**	✘ Illegal (Penalty: up to life imprisonment)	✘	✘	✘	Unknown	✘	Unknown
 **Zambia**	✘ Male illegal (Penalty: up to 14 years) ✔ Female legal	✘	✘	✘	Unknown	✘	Unknown
 **Zimbabwe**	✘ Male illegal ✔ Female legal	✘	✘	✘	Unknown	✘	Unknown

Source: LGBTI Rights in Africa: http://en.wikipedia.org/wiki/LGBT_rights_by_country_or_territory#cite_note-ILGA_2010-10. Accessed 19 July 2011.



Mauritius: In a sign of changing attitudes, Prime Minister Navin Ramgoolam signed the United Nations (UN) Resolution on Human Rights, Sexual Orientation and Gender Equality. This has put the issue of homosexuality back in the limelight in Mauritius. The Leader of the Opposition, Paul Berenger however, cautioned him saying that, "It is quite evident that the government has voted the resolution of the Human Rights Council without having taken into account the legal implications for the country." He cautioned that there should have been a debate at national level beforehand given the plural cultural and religious characteristics of the country.



Malawi outlaws gay and lesbian marriages. However, the new President Joyce Banda pledged to protect the rights of gays and lesbians according to her first State of the Nation address on 18 May 2012. This echoes the sentiments of two ex-presidents coincidentally made in Lilongwe in June 2011. Botswana's former president Festus Mogae and former Zambian president Kenneth Kaunda urged decriminalization of homosexuality as part of their campaign to reduce HIV transmission. "We can preach about behavioral change, but as long as we confine gays and lesbians into dark corners because of our inflexibility to accommodate them, the battle on HIV and AIDS can never be won," Mogae said[14]. Homophobia is rampant among many Malawians and Malawi-based churches.



Mozambique recently enacted an anti-discrimination employment policy that includes sexual orientation. This contradicts the penal code that prohibits homosexuality. NGOs are calling for the repeal of criminal sanctions against sexual activity between consenting adults. Activists say upholding gay rights is in conformity with Mozambique's commitment to equality and non-discrimination and the right of association.



Legal contradictions on sexual orientation in Namibia

Discrimination and violations of the dignity, personhood and human rights of people based on their sexual orientation and gender identity are prevalent but largely undocumented in Namibia. Lesbian women in particular experience discrimination, social exclusion and violence - as women, and as lesbian women. Many are also targeted for their non-conforming gender identity.

While key political leaders often state that homosexuality is illegal, the crimes of "sodomy" and "unnatural sexual offences" criminalise only sexual contact between men. These sexual acts are not illegal if they take place between a heterosexual couple, or between two women. This criminalisation is therefore discriminatory, and constitutes a violation of the right to privacy for gay men. In 2011 Namibia rejected recommendations to decriminalise consensual same-sex relations and protect the human rights of LGBT people, made at the Universal Periodic Review of the country's implementation of human rights.[15]

This continued criminalisation, together with public statements that homosexuality is un-African and un-Christian/immoral, entrenches stigma and discrimination, creating an environment in which rights violations take place with impunity.

The Combating of Domestic Violence Act specifically excludes protections for same sex couples in Namibia. Parliament removed the reference to discrimination based on sexual orientation in the workplace from the Labour Act of 1992 during its amendment in 2007.

Sister Namibia and the Rainbow project have taken up the call for equality and non-discrimination of LGBT people. Activists in these two organisations helped to found the Coalition of African Lesbians, which is now a strong voice for equality and non-discrimination for LGBT people across the African continent.

The Women's Leadership Centre is now developing a project to strengthen lesbian feminist leadership, voice, visibility and activism. At a national workshop in 2011, forty lesbian women from 12 locations across the country came together to learn about their rights as women as protected under CEDAW, and to relate these to the realities of their own lives.



Feedback from group work at the CEDAW workshop. *Photo: Liz Frank*

[15] Human Rights Council, 2011. Report of the Working Group on the Universal Periodic Review - Namibia. A/HRC/17/14.

In group discussions, as well as in individual reflections through writing, they explored their experiences of discrimination, exclusion, harassment and violence in their families, the education system, the health services, religious institutions, and in their activism as human rights defenders.

Many had experienced emotional, physical and sexual abuse/rape in their families and communities; threats of blackmail by family and 'friends'; name calling, gossip and bullying at school as well as verbal abuse from teachers. Some had experienced exclusion as 'sinners' from their church; ignorance from health workers - particularly in VCT Centres where staff did not know how to counsel lesbian couples on safer sex practices, and discrimination and humiliation by nurses when presenting for pap smears and giving birth (particularly experienced by masculine and transgender women). Others had experienced discrimination and humiliation by police officers who refused to record cases of physical attacks, rape and domestic violence reported to them. In some cases, the police themselves engaged in acts of violence.

This discrimination and abuse had impacted the self-esteem, emotional and physical health of the participants, as well as their educational and employment opportunities and their freedom to create their families of choice.

The workshop identified deeply entrenched patriarchal culture and religion, ignorance and fear of diversity, and hate speech by politicians as the root causes of this discrimination and violence.

The participants generated many ideas for actions and activities that could bring about change, including:

- More training for lesbian women on feminism and women's human rights, so that they can analyse and critique the root causes of discrimination and hold the state accountable to the protection of their rights;
- A strong public and media presence by lesbian women using radio, press statements, letters and text messages to the print media, spoken word events, an electronic and print newsletter, a website, digital stories and film making, and developing a lesbian human rights manifesto;
- Using creative expression through various art forms including writing, photography, posters, exhibitions, drama, music, publishing E-books and print anthologies, a lesbian festival; and
- Developing information and education materials for various target groups: Lesbian women themselves, parents, teachers and peer educators, policy makers and religious institutions.

Harmful traditional practices



The Protocol provides for the abolition of practices that are detrimental to the achievement of the rights of women.

There are a number of discriminatory practices that occur in the different countries, frequently under customary law, which are highly harmful to women. These include but are not limited to:

- Marital rape
- Domestic violence
- Forced marriage
- Child marriage
- Age of consent frequently being lower for girls than boys
- Being 'given away' in marriage
- Having no option for divorce
- No ability to travel without permission
- Accusations of witchcraft
- Not being deemed guardian of children
- Economic disempowerment
- *Kusasa fumbi/fisi* (A Practice that occurs in Malawi whereby a male has sexual intercourse with a female as an initiation requirement)
- *Kulowa Kufa* (A practice in Malawi where a male member of the community has sexual intercourse with a woman upon the death of her husband
- Female genital mutilation (not prevalent throughout much of the SADC region, occurs in Tanzania)
- Widow inheritance (where a woman is made to marry her husband's brother if she is widowed)
- Virginity testing
- Sexual cleansing of widows
- Prohibition of family planning
- Elevation of boy children upon girl children
- Widow dispossession/property grabbing
- Lack of recognition of polygamous marriages
- Initiation rights

- Abduction
- *Lobola* (Bride Price)
- Wearing of mourning weeds
- *Kuhlanta* (A practice in Swaziland where girls are married off to her sister or aunt's husband)
- *Kulamuta* (A practice in Swaziland of a man having sexual relations with a younger sister or paternal niece of his wife)

Some practices are not perceived as harmful in terms of perceived injury: These include initiation ceremonies where girls receive sexual instructions; and counselling at puberty. In South Africa, male circumcision ceremonies that have led to the deaths of young men are increasingly under scrutiny as harmful practices.

Government and civil society have been initiated programmes to eliminate harmful cultural practices: There has been engagement with traditional leaders, religious leaders and communities on the dangers of these practices and the impact they have on the enjoyment of human rights. However it is difficult to measure the impact of such programmes as these practices are done in secret and those who practice them may report that they have ceased the practices just to appease government whilst continuing.



Raising awareness on key provisions of the SADC Gender Protocol. In Mandlakazi, Mozambique display SADC Gender Protocol pamphlets, April 2012, Mozambique. *Photo: Ruben Covane*

Some of these practices continue despite legislation: The following examples from various countries show how traditional practices continue unabated and how they militate against women's rights:



Lesotho: Customary laws in Lesotho elevates the first-born male child above girl children and unmarried daughters, and denies them the right to inheritance. Some of the harmful practices that still exist for women in Lesotho are in relation to abduction of girls for marriage. Custom does not stipulate the marriage age for boys and girls. Traditionally, at puberty a girl or boy can marry, hence they remain vulnerable under this regime to early marriage. In rural areas, this usually occurs through abduction. Efforts to eliminate this include advocacy campaigns against GBV, and media debates on the issue. Parents also try to discourage their children to a point that some are no longer embarrassed to reclaim their children. Abduction is taken as a wrong-doing so that as a civil case under customary laws, a family has a right to claim six herds of cattle. Criminally the kidnapping and or Sexual Offences Act 2003 covers this, depending on how it happened.



Malawi: Cultural practices of some ethnic groups are said to be harmful and in contradiction to the Constitution. The Constitution guarantees the right to practice a culture of one's choice but also states that the State must eliminate harmful practices to women such as:

- Widow inheritance.
- *Kusasa fumbi/fisi* (a practice whereby a male member of the community has sexual intercourse with a female as an initiation requirement).
- *Kulowa kufa* (a practice where a male member of the community has sexual intercourse with a woman upon the death of her husband).



Mozambique: There are many discriminatory practices against women. When young girls get married, they go through a process of initiation rites which teach them to be good wives and how to be submissive and please their husband. There are also situations where widows suffer accusations of witchcraft after their husbands' death, resulting from expulsion for the home (usually a ploy at property grabbing). This is common in rural areas, where the majorities of women are illiterate and have no access to the formal legal system.



Tanzania: One of the harmful traditional practices that still exist in Tanzania is Female Genital Mutilation (FGM.) Although FGM is a crime in Tanzania and a lot of advocacy is done around it, FGM is still widely practiced. This is an area that requires more concerted campaigns.

Access to justice

The Protocol provides for:

- *Equality in the treatment of women in judicial and quasi judicial proceedings, or similar proceedings, including customary and traditional courts and national reconciliation processes.*
- *Equal legal status and capacity in civil and customary laws.*
- *The encouragement of all public and private institutions to enable women to exercise their legal capacity.*
- *Positive and practical measures to ensure equality for women in complainants in the criminal justice system.*
- *The provision of educational programmes to address gender bias and stereotypes and promote equality for women in the legal systems.*
- *Equal representation by women on and in the courts, including traditional courts, alternative dispute resolution mechanisms and local community courts.*
- *Accessible and affordable legal services for women.*

Access to justice means that when people's rights are violated and they need help, there are effective solutions available. All people have a right to go about their lives in peace, free to make the most of their opportunities. They can only do so if institutions of justice as law and order protect them in their daily lives. Justice systems, which are remote, unaffordable, delayed, and incomprehensible to ordinary people effectively, deny them legal protection.

The 2011-2012 Progress of the World's Women report, *In Pursuit of Justice*, provides 10 recommendations to make justice systems work for women[16]:

- Support women's legal organisations.
- Support one-stop shops and specialised services to reduce attrition in the justice chain.
- Implement gender-sensitive law reform.
- Use quotas to boost the number of women legislators.
- Put women on the front-line of law enforcement
- Train judges and monitor decisions.
- Increase women's access to courts and truth commissions during and after conflict.
- Implement gender-responsive reparations programmes
- Invest in women's access to justice.
- Put gender equality at the heart of the MDGs.



March for justice in South Africa. *Photo: Gender Links*

The global report also makes a significant link between countries meeting the MDGs and making justice systems work for women. Achieving these goals, the report says, is an essential precondition for women to access justice. Without education, awareness of rights and decision-making power, women are often unable to claim their rights, obtain legal aid, or go to court.[17]

Legal obstacles deter justice: Women and Law in Southern Africa (WLSA) studies on *"Women and the Administration of Justice Delivery: Problems and Constraints"* revealed that various legal obstacles prevent women's access to legal and judicial services in the SADC region. The legal obstacles fall into several areas, which are interrelated and tend to be mutually reinforcing some of the legal problems and issues relate to the following:

16 2011-2012 Progress of the World's Women, In Pursuit of Justice, UN Women New York, 2011
17 2011-2012 Progress of the World's Women, In Pursuit of Justice, UN Women New York, 2011.

- Laws that appear to be neutral at face value - but are subject to different interpretation;
- Laws that have the potential of being discriminatory because of what is left out;
- In the application of the law, when people act on the contrary; and
- The administering of the laws being ineffective because the institutions or individuals who apply the Law refuse or are unable to apply it.

Furthermore, women face difficulties in accessing justice because of:

- Lack of knowledge of their legal rights;
- Expense of legal representation where there is no legal aid available;
- Language used throughout the legal system and in courts;
- Insensitivity of courts;
- Fear of publicity;
- Duality of legal systems;
- Lack of family support; and
- Lack of empowerment to believe they can make change.



Zambia's Constitution guarantees equal access to institutions of Justice (Article 11) once it comes into force. The Constitution states that the Government shall ensure access of the people to independent, impartial, and competent institutions of Justice. There is, however, room to further qualify this in terms of Article 7 of the SADC Gender Protocol in terms of equality in accessing justice to ensure legislation and other measures promote and ensure practical realisation of equality of women.



South Africa: Traditional courts and access to justice: The Traditional Courts Bill says it will "provide more South Africans improved access to justice" by recognising traditional authorities and laws. The Bill grants traditional leaders powers to hear civil cases including disputes surrounding contract breach, damage to property, theft and *crimen injuria* or "unlawfully, intentionally and seriously impairing the dignity of another."

The concern is that the Bill may not live up to provisions of Article 7 of the SADC Gender Protocol, which calls for equality in the treatment of women in judicial and quasi-judicial proceedings or similar proceedings, including customary and traditional courts and national reconciliation processes. Article 7 (f) further states that women should have equitable representation on and participation in all courts including traditional courts, alternative dispute resolution mechanisms and local community (see box earlier in this chapter).

In South Africa like most SADC countries, traditional leaders are mainly men which means they will preside over these cases. This is among the several concerns raised by Gender NGOs and other sectors who have commented on the bill.

Proposed Clause 3(b) on access to justice purports to promote gender equality. But women in the traditional setting are unable to access the courts, especially the chief's courts. Traditionally, chiefs consider women in mourning to be unclean. Should a dispute arise concerning such a woman, she would be unable to represent herself, and have to work through a third party who may misrepresent her.

The Bill allows representation by a third party and purports to be gender neutral by stating that a woman may represent her husband. This means very little in reality, since men rule the roost in rural areas. Tswaranang, an advocacy NGO is gravely concerned that the current Bill does not provide for the exclusion of harmful traditional practices. The TCB needs to align the traditional justice system with the Constitution, in particular the rights to human dignity, the achievement of equality and the advancement of human rights and freedoms.

Marriage and family laws



The Protocol requires that State Parties enact and adopt appropriate legislative, administrative and other measures to ensure that women and men enjoy equal rights in marriage and are regarded as equal partners in marriage. Existing legislation on marriage shall therefore ensure:

- *No person under the age of 18 shall marry;*
- *Every marriage takes place with free and full consent of both parties;*
- *Every marriage to be registered;*
- *Reciprocal rights and duties towards the children of the family with the best interests of the children always being paramount; and*
- *An equitable share of property acquired during their relationship.*

State Parties must also put in place laws and other measures to ensure that parents fulfill their duties of care towards their children, and enforce maintenance orders. Married women and men should have the right to choose whether to retain their nationality or acquire their spouse's nationality through legal provisions. However, there is no period within which these measures should be achieved.

The most significant area for legal reform are the current contradictions between formal and customary laws that occur across the SADC region; as marriages are governed by parallel legal systems of statutory, customary and in some cases religious law. Women suffer discrimination due to non-uniform marriage and divorce laws, polygamy, the application of customary property laws that still favour men's ownership of land, discriminatory and harmful cultural practices, violence against women and lack of equal access to education. Customary and Islamic marriages are potentially polygamous and permit some of the negative practices that have the effect of discriminating against women. Some of the practices relate to forced or arranged marriages especially for young girls, widow inheritance, the extensive marital power given to men in matters of property and women's reproductive rights.

Concerning personal property, customary laws varies, but women may usually retain personal property brought into the marriage. However, anything acquired after marriage is part of the husband's estate in case of death. Restrictions on women, which may have their historical basis in custom rather than law, are legal restrictions when enforced by the courts. Courts have passed judgments to that effect. Justice Gubbay summed it by stating in *Jena Vs Nyemba*[18] that, "Property acquired during a marriage becomes a husband's property whether acquired by him or his wife." In Zimbabwe the exceptions to this rule is the *mombe yeumai/inkomo yohlanga* (motherhood beast). WLSA Mozambique 2000 has demonstrated that most marriages in Mozambique are not legally valid under the law. Women therefore do not take up their cases to formal courts. (WLSA 2001). Table 1.4 concerns marriage and family law throughout the region:

Positive moves forward: There are some significant recent changes in marriage laws. For example the age of consent for marriage has been increased in Botswana, Mozambique and Madagascar to eighteen and the DRC parliament is currently debating the same change. Furthermore, the Marital Power Act came into place in Botswana and has fuelled amendments in the Deeds and Registry Act allowing women to register immovable property in their own names. Similarly, a wife now has to give consent in property transactions of the husband, while the law has also allowed sharing of property for couples who are cohabiting. The Traditional Chiefs now have power to share the property for couples. However, legal education is necessary if these reforms are to benefit women.



In December 2003, **Mozambique** passed the Family Law that secures a broad range of rights previously denied to Mozambican women. Among the provisions, the law ensures that:

- the head of a family may either be a woman or a man;
- eighteen years is the age of consent for marriage for girls and boys;
- women can inherit property in the cased of divorce;
- non-recognition of polygamy; and
- recognition of de facto unions and traditional marriages.



Maintenance laws in **Namibia** confer equal rights and obligations to couples with respect to the support of children and create legal obligations for spouses to support each other and their children. The procedures for accessing child and spousal maintenance have also been clarified and simplified.



While **Zambia** previously did not allow foreign men married to Zambian women to attain Citizenship, this is now changing in light of the Constitutional review that is taking place. For example the new provisions contained in Article 26 on Citizenship by marriage include:

- A woman married to a man who is a citizen, or a man married to a woman who is a citizen, may, upon making an application in the manner prescribed by an Act of Parliament, be registered as a citizen of Zambia.
- Clause (i) shall apply only if the applicant has been ordinarily resident in the Republic for a continuous period of not less than fifteen years immediately preceding that person's application.
- Clause (i) applies to a person who is married to a person who but for that person's death, would have continued to be a citizen of Zambia under clause (i) of Article 21.
- Where the marriage of a person is annulled or dissolved after the person has been registered as a citizen of Zambia under clause (i) that person shall, unless the person renounce that citizenship, continue to be a citizen of Zambia.
- Where on an application for registration under clause (i), the Citizenship Board of Zambia has reasonable grounds to believe that a marriage has been entered into primarily with a view to obtaining the registration, the citizenship Board of Zambia shall not affect the registration.

[18] (WLSA 2001) - *Women and the Administration for All Justice Delivery Systems: Problems and constraints.*

Table 1.6: Marriage and family laws

Provision	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi	Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
No person under the age of 18 shall marry	Yes, the legal age for marriage is 18 but can take place from 15 with parental consent	Yes, the minimum age for marriage is 18	No, girls can marry at 15 and boys at 18 without parental consent	No, girls can legally marry at 16 and at 18 for boys. Under customary laws, girls and boys can marry after puberty	Yes, the legal age for civil marriage is 18 but under customary marriage, there is no fixed age require-ment	No, girls can marry at 15 and boys at 18 but marriages can take place earlier with parental consent	Yes, the official age for marriage is 18 for boys and girls but girls can get married from 16 with parental consent	Yes, the minimum age for marriage is 18	Yes, the age for civil marriage is 21	Yes, the legal age for marriage is 18 but for girls can take place from 15 with parental consent	Yes, the minimum age for marriage is 18	No, girls can civilly marry from 16. Under customary laws, marriage can take place from puberty	No, girls can marry from 15 and boys from 18	No, the legal age to marry is 16 but under customary laws, marriage can take place from puberty	No, the age of consent for marriage is 16
Every marriage shall take place with the full consent of both parties	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	Yes
Every marriage, including civil, religious or customary is registered	No	No	No	No	No	No	Yes	Yes	No	Yes	Yes	No	No	No	No
Parties have reciprocal rights and duties towards their children, including when spouses separate, divorces or have the marriage annulled	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes	Yes
Laws to enforce maintenance orders	No	Yes	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes
Married women and men have the right to decide whether to retain their nationality or acquire spouses nationality	Yes	Yes	Yes	No	No	Yes	Yes	Yes	No	Yes	Yes	Yes	No	Yes	No

Source: Gender Links. Compiled from individual country assessments of laws by the researchers (see acknowledgements for names).

Mauritius: Divorce by mutual consent



At its first sitting on 22 March 2011, the National Assembly adopted the Divorce and Judicial Separation Bill: a landmark achievement for women in Mauritius.

The Act aims to:

- Provide for divorce or judicial separation by mutual consent or acceptance in principle of the breakdown of a marriage;
- Reduce, from five to three years, the period of separation required for a divorce or judicial separation;
- Simplify the process following the lodging of a petition;
- Provide for the automatic conversion of a provisional decree into a permanent decree three months after the provisional decree has been granted.

The Central Statistics Office recorded 1,133 divorces out of 11,076 civil marriages (about 10%) in 2005. This doubled to 2,154 divorces out of 10,446 marriages - that is nearly 20% in 2010.

The Act targets the family at large, in particular partners and their children, to minimise the psychological trauma of an irreconcilable relationship.

For the divorce or judicial separation by mutual consent, parties come to an agreement on the divorce before going to court. They finalise all matters relating to alimony, custody, maintenance of children or property. This minimises the court proceedings.

One concern is that because men have greater economic clout than women, men can dictate their will in divorce proceedings. Legal fees remain high: from US $926 to US $2778. Another challenge is that cases may entail a common attorney-at-law, creating a conflict of interest. This underscores the importance of legal aid.

Overall, the adoption of this piece of legislation will serve as an example to other SADC countries on more human approaches to family laws and rights.

Age of consent for marriage: As can be seen from Table 1.6 there is much discrepancy around the age of consent for marriage throughout the SADC region, as it differs from civil to customary marriage and whether or not there is parental permission. Under civil law, in eight of the countries women cannot marry before the age of eighteen but in two of these countries (Angola and Seychelles) marriage can take place from fifteen and from sixteen in Mauritius without parental consent. In the other SADC countries, under civil law, with parental consent girls can marry at fifteen in the DRC, Malawi, and Tanzania, and can marry at sixteen in Lesotho, Swaziland, Zambia and Zimbabwe.

Under customary marriage law, there is no fixed age for marriage but it generally takes place from the age of puberty. These marriages render young women vulnerable to physical, economic and sexual abuse and contravene their rights to health and education. Marrying at a young age can mean that their underdeveloped bodies cannot cope with childbirth, thus increasing risks of maternal and infant mortality, the risk of HIV/AIDS infection and a poor level of health generally. In terms of education, girls who marry young are less likely to finish their education and therefore, more likely to be illiterate and have reduced economic and employment prospects.

Marriages taking place with woman's consent: Under civil law, in all of the countries marriage must take place with the woman's consent except in the case of Tanzania where the woman's parents can consent on her behalf to marriage under the Law of Marriage Act. The issue of consent with regard to customary marriage is problematic. Under customary laws, parents can "give away" their daughters in marriage or in some cases even sell them. Furthermore, it is questionable whether a girl who enters into marriage at the age of puberty would have understanding and knowledge to be fully aware of what she is entering into.



Registrar of the high court Lorraine Hlophe and Judge Mumcy Dlamini from Swaziland. *Photo: Courtesy of Swazi Observer*

Registration of marriages: Only four of the SADC countries require all forms of marriage to be registered, whether civil, legal or religious (Mauritius, Mozambique, South Africa, Seychelles). Marriages performed under civil law are generally registered, but customary marriages and religious marriages, which occur most frequently, are not. This results in a lack of access for women to the formal legal system regarding marriage

laws and women's rights not being recognised in cases of inheritance, polygamy and separation.



Polygamy is not recognised under civil law in **Swaziland**; however customary laws allows men to take an unlimited number of wives[19]. Data from the 2006-07 Demographic Health Survey indicates that 18 percent of currently married women are in a marriage with one or more co-wives. Based on the data, polygamy is more common in rural areas compared to urban areas[20].

Reciprocal duties towards children in cases of divorce or annulment: In all SADC countries except Swaziland and Tanzania, both men and women have equal duties towards children in the cases of divorce or annulment. Fathers and mothers in Swaziland do not enjoy equal parental authority. Guardianship primarily vests in the father of the child. Even where the marriage has ended in divorce the mother may be granted custody only, with the father maintaining guardianship[21]. In the case of Tanzania, under customary laws, women are only entitled to support in "special circumstances" which are not clearly defined. In terms of maintenance, in ten of the SADC, countries there are laws to enforce maintenance payments but these are frequently not sufficiently enforced and are problematic in terms of establishing paternity if a child is not registered and in polygamous marriages.

The right to maintain nationality: In ten of the SADC countries, women have the right to decide whether to retain their nationality or to acquire their spouse's nationality. In the case of Lesotho, only men have the right to decide their nationality. A woman acquires the nationality of her husband upon marriage. In Swaziland, the current national exercise of changing travel documents to a new format has exposed the ills of the Citizen Act where children assume the citizenship of the father. Women can only do so when the children are born out of wedlock.

Widows and widower rights

The Protocol requires that Member States enforce legislation to protect widows from being subjected to inhuman, humiliating or degrading treatment. A widow will also automatically become the guardian and custodian of her children after the death of her husband; she will also continue living in the matrimonial home. She will exercise her rights to access employment and other opportunities to enable her to make meaningful contributions to society.

A widow will also be protected against all forms of violence and discrimination based on her status while having the right to an equitable share in the inheritance of the property of her late husband. She will also have the right to remarry a person of her choice. States will also put in place legislative measures that will ensure that widowers enjoy the same rights as widows.

Customary laws hinders implementation: Given the prevalence of customary laws and the existence of claw back clauses, it remains difficult for many widows to access the formal legal system throughout the SADC region. The majority of the laws listed in the table above pertain to widows under the formal legal system but offer little protection to widows in customary marriage. The exception to this is under the South African Marriage Law, which includes customary marriages and incorporates the right not to be subjected to any form of violence. In thirteen of the countries, there is legislation meant to protect widows from inhuman, degrading or humiliating treatment, the exceptions being Swaziland, Tanzania and Zambia. However, the legislation that is referred to regarding this in most of the SADC countries is taken from the Constitution, which protects citizens in general from inhuman, humiliating or degrading treatment. There is little legislation referring specifically to widows, and even less addressing issues widows face under customary laws.



In the case of **Zambia**, women under some customary traditions must undergo sexual cleansing rituals after the death of their husband and if they refuse, they lose their right to inherit property. These rituals can range from prolonged isolation, forced sex with male in-laws and other treatment humiliating to the widow. Due to the conflict between customary and formal law, there is little to protect women currently in these circumstances. According to the Gender Based Violence survey report (GBV 2006) 43% of people reported that sexual cleansing was still practiced in their culture or tradition. Traditional practices such as sexual cleansing put women at a higher risk of contracting HIV/AIDS and sexually transmitted diseases (STIs).

19 Physicians for Human Rights (2007) p.75.
20 Demographic Health Survey (2007).
21 Aphane, D. (2009) p.28.

Formal systems do not address widow inheritance: The formal legal system does not address practices of widow inheritance under customary laws; in some cultures, upon the death of her husband, a woman herself may be inherited, as she is seen as "belonging" to her late husband's family, bought through the payment of bride price, or *lobola*. Although widows can generally remarry, they are often encouraged to marry someone from their husband's family in order to obtain property rights and guardianship of their children.

If a deceased husband's family does not make any claim of ownership upon her, women face further difficulties in that they are frequently unable to return to their own family. The natal family does not consider her a member, and i most cases, is unable to look after her. She can fall victim to social stigma and feels that it is simply inappropriate for her to go back to her childhood home. With nowhere to go, she is often left destitute and homeless. In some SADC countries, widows face further insecurity in that after the death of their husband, they are not automatically the guardians of their children. In the case of Malawi, guardianship depends on whether the marriage took place in a matrilineal or patriarchal system. Under a patriarchal system, where a bride price *(lobola)* was paid, the children are seen as belonging to the husband's family.



Some ethnic groups in **Zambia** still practice marriage inheritance, in other words the widow is "passed on" to the brother or male relative of the deceased. The 2006 GBV survey report indicates that 13% of the widowed were claimed in marriage to their deceased spouse's relatives. This was more common among females than males, as 15% of the females were married off to a relation of the deceased, compared to only 4% of the males who were married off to the sister of the deceased. Furthermore, child and forced marriages have continued to put women's lives in danger of contracting diseases such as HIV/AIDS. Many young girls in most parts of the country are forced into marriage at a tender age when they are not yet ready for marriage.

Widows often lose property: The most frequently occurring violation of widow's rights is property dispossession and loss of inheritance rights, even though there are formal laws governing this in nine of the SADC countries. In pursuing these rights widows can be exposed to physical harm and even death at the hands of male relatives or face accusations of witchcraft and of having caused the death of their husbands.



Malawi: In an effort to deal with practices that discriminate against women, Malawi reviewed the Wills and Inheritance Act in 2003. In 2011 this became the Wills and Inheritance (Deceased Estate) Amendment Act. The review aimed to protect the property rights of women and children. This is a relief to Malawian widows frequently subjected to property grabbing and dispossession by male relatives. Cases of property dispossession are rarely, if ever, taken to court.



Malawian women celebrate equality at a meeting of the Malawi Gender Protocol Alliance Network. *Photo: Colleen Lowe Morna*

In some countries, such as Angola, women can go to a *"Soba"*, a local chief with their complaint and if they rule in her favour, they may grant her a piece of communal land. However, this land is generally of low quality.



In **Namibia** the Communal Land Reform Act 5 of 2002 protects widows' rights to communal land tenure by allowing them to remain on communal land allocated to their deceased husbands if they wish, even if they should later remarry. (The same protections are extended to widowers). Currently, despite existing law reforms, widows still suffer instances of property grabbing and discrimination. Although widows have the right to employment by law in twelve of the SADC countries, lack of education, capital and land may make it difficult to access these opportunities. Lack of support from her husband's family and an inability to return to her maternal family means widows are the poorest and most vulnerable groups in many societies. SADC governments need to do more to address the issues widows face as a specific group to protect them from discrimination and violations of their rights.



Zimbabwe: The Deceased Persons Family Maintenance Act makes it a criminal offence for anyone to grab property upon death and evict surviving spouses and children. They have a right to stay on the property, use the furniture and cars and even reap and sell crops. These rights end when the estate has been fully administered[22]. However, research shows that lot of men write their wills disregarding surviving spouses and children. In addition, the property law does not provide the same protection to divorced women who are not registered on title deeds.

[22] WLSA Zimbabwe e-newsletter, October 2011.

Zimbabwe: WLSA champions women's rights to property



Women in Law Southern Africa - Zimbabwe and the Property and Inheritance Rights Network of Zimbabwe have prepared a position paper for submission to the Law Development Commission to address women's rights to property. Women whose names do not appear on title deeds face hardships in Zimbabwe.

The property law violates key provisions of the SADC Protocol on Gender and Development, which call on States to ensure access to productive resources including property and land for women and men in an equitable manner and harmonisation of related laws.

The current legal situation is such that husbands whose names do not appear on the title deeds can sell the immovable property to the detriment of the wife. Justice Makarau stated in the case of *Muswere vs. Makanza and Others* HC-16-2005 that the law in place "is unsatisfactory and palpably unjust... The individualistic approach and clear cut principles of property law are not realistic in a marriage which is the union of two people and in most cases, the merging of their wealth generation capacities for mutual benefit."

Makarau lamented in 2005 the disjuncture between family law and law of inheritance as practiced in this jurisdiction. The family law "recognises to a large extent the existence of a joint matrimonial estate, brought into being by the fact of marriage and whose distribution depends on the parties contributions both direct and indirect, the law of property does not."

Source: Adapted from WLSA Zimbabwe Newsletter, October 2011

The girl child



The Protocol requires that Member States adopt laws, policies and programmes to ensure the development and protection of the girl child. This includes: eliminating all forms of discrimination against the girl child; ensuring that girls have the same rights as boys and are protected from harmful cultural attitudes; girls are protected from all forms of economic exploitation, trafficking, violence and sexual abuse; girl children have access to information, education, services and facilities on sexual and reproductive health and rights.

Girls throughout the SADC region remain vulnerable to harmful cultural attitudes, practices, and abuse. As a result, girls continue to have unequal access to education, health care and other services and face violence, forced early marriage, sexual exploitation, an increased burden of care and domestic responsibility due to the HIV/AIDS pandemic and a lack of power over their bodily integrity and their future. Although there is extensive regional and international legislation protecting the rights of children it is clear that the done to protect them from discrimination and harmful practices.

There is an urgent need to improve the life chances for girls in SADC countries. In eight countries there is legislation which eliminates all forms of discrimination against the girl child. In only seven, there is legislation protecting girl children from harmful cultural attitudes and in only seven ensure girls have access to information, education, services and facilities on reproductive health rights. Governments of the SADC region must implement and enforce the existing legislation that supports and upholds the rights of girl children and create domestic legislation and policies that show an understanding of these issues.



The girl child in Malawi, and the rest of the SADC region, is socially and economically vulnerable. *Photo: Colleen Lowe Morna*

The effects of HIV/AIDS on the girl child: HIV and AIDS undoubtedly heightens the difficulties girl children face throughout the SADC region, due to the following factors:

- Women and girls across most of the SADC region (bar Mauritius and the Seychelles) are showing higher HIV/AIDS prevalence rates than men and boys.

- Women and girls are bearing an increasing burden of care through the home based care of those affected.
- Girls are more likely to be withdrawn, drop out or have low attendance in school because of HIV/AIDS.
- If girls have reduced access to the educational system, they are absent from one of the key avenues where they would obtain information about protecting themselves from HIV/AIDS.
- The prevalence of child marriage increases girl's chance of HIV/AIDS.
- The perpetuation of myths about HIV/AIDS for example, it can be cured by raping a virgin expose girls to physical violence and the risk of infection.
- Physiologically, girls are more prone to HIV infection as their sexual organs are less mature and less resistant to HIV and sexually transmitted infections.
- Poverty may encourage girls to enter into risky sexual behaviour of a transactional quality, exposing them to risk of infection.

The girl child and reproductive health: The early onset of sexual activity throughout the SADC region and lack of access to contraception exposes young girls to HIV/AIDS, STIs and unwanted early pregnancy. This puts a further strain on health services and the region, as there are increased maternal mortality rates, infant mortality rates, illegal abortions, large families. In many of the SADC countries, adolescent health is not covered specifically under family planning policies.

The girl child and inheritance: Like women, girls encounter challenges accessing and inheriting fairly. An example is in Angola where The Family Code states that girl and boy children should inherit property equally (Article 2080). As a matter of practice, however, daughters may not inherit land or will inherit a smaller amount than sons. Families divide their land based on the theory that daughters will receive land when they marry, while sons will be required to provide sufficient land to support a wife and children and care for elderly parents.

Daughters who do not receive land through inheritance have the right to challenge the decision by bringing an action under the Civil Code. However, very few women are likely to do so because: (1) women often have no knowledge that they have a legal right to family land. (2) They have no knowledge of how the legal system functions and no notion, therefore, of how to pursue a claim. (3) They often do not have the financial resources to pursue a claim; and (4) They would be very unlikely to raise the issue of a right to land within the family, let alone bring legal action against a family member.

Girls and child trafficking: Only seven of the SADC countries have currently enacted legislation against human trafficking, a growing scourge throughout the region as children are trafficked both for commercial and sexual exploitation. In South Africa, an NGO *Molo Songolo* carried out research on child trafficking in



A pregnant teenager relating to GL Swaziland Country Manager, Ncane Maziya, how her step-father and mother sold her for E350 (approximately US$ 45) to a 30-year-old sugar cane cutter. This is part of the *"I" Stories* project that collects first-hand accounts of GBV. *Photo: Samkelo Ngwenya*

2000. Their research focused on both in country and cross border trafficking. The research found that children girls constitute the majority of the victims (Molo Songolo, Cape Town, South Africa, 2003).

Costing

Budgets for gender justice work pose several challenges. They are seldom disaggregated by gender. This makes it difficult to determine if these budgets are reaching women and men equally. Budgets spent on legislative reform, such as rights for widows, are just part of the story. Implementation is much more costly and long term. Implementation is only as good as effective monitoring. The preliminary observations from country reports in this sector need to be further interrogated as part of the process of aligning national action plans to the targets of the SADC Gender Protocol and costing implementation.



Lesotho: The Ministry of Gender and Youth, Sports and Recreation and Ministry of Law and Constitutional Affairs have worked with respective Ministries to do legislative amendments, reforms and development. The UNFPA, UNDP, and civil society organisations have supported the government spearheading gender-related legislative reforms and implementation of projects or programmes to raise awareness and apply pressure to ensure enforcement of the amended legislation and policies. Some non-state actors like the Millennium Challenge Account have specifically budgeted to train the judiciary and related officials on gender equality and women's human rights as part of their women empowerment programmes.

While there are no specific studies to review the Constitution and legislation related to gender equality and equity, the 2003 Gender and Development Policy is under review, and is co-financed by Government of Lesotho for M60, 000,00 (approximately US$7,000) under MCA-L gender programme and UNFPA.

A gender audit of the Draft Energy Policy (Ministry of Natural Resources, Department of Energy) is being funded by ENERGIA International for US$20,000.00 through Gender and Energy Network of Lesotho (GENOL). There are costs involved for the dissemination of the reviews with stakeholders, but actual figures of the amount allocated were not available at the time of writing.



Malawi: Of the US$ 2,830,421 that could be identified for women's rights in the budgets of the Ministry of Gender, Children and Community Development, 86% comes from development partners compared to 14% from national treasury. Only the Ministry of Gender had gender-specific programmes for community meetings, International Women's Day celebrations and awareness raising and orientation of Members of Parliament. Almost all this money comes from UN agencies.

NGO related activities costing approximately US $1,479,723 accounted for over half (52%) of the budget allocations. This covered:

- Awareness on GBV - PDV Act 2006.
- Capacity building of magistrates and official staff local courts.
- IEC Material Production.
- Advocacy for Social Justice Programme (Malawi Human Rights Resource Centre).



Mauritius: The country does not have "Victim Friendly Courts" but a family court, which deals with family violence, divorce and child protection. However, there is no detailed budget of the courts functioning in Mauritius. Creation of dedicated and specialised divisions has resulted in a more efficient and speedy disposal of cases from the Family Divisions. The number of staff of the judiciary rose from 567 in 2010 to 597 in 2011 but there is no gender-disaggregated data.



Police supporting the 16 Days Campaign against gender violence, Mauritius, December 2011. *Photo: Mary Jane Piang Nee*



Tanzania: Some 30 billion Tanzanian Shillings (US$15,325,200) has been set aside for the Constitutional Review Commission. If the women's movement positions itself strategically, this process will benefit women's rights.



Zambia: Various civil society organisations such as Women and Law in Southern Africa Research and Education Trust, Women in Law and Development in Africa, NGO Coordinating Council, and Women for Change undertook reviews of the Constitution and made submissions to the technical task team.

The Ministry of Gender and Women Affairs received a total of ZMK2, 600,000,000 (approximately US$523,000) in 2010 reduced to 760,000,000 (about US$153,000) in 2011 for the Constitutional Review Process. The entire Constitutional review process cost more than ZMK100,000,000,000 (approximately USD$20 Million).

The government has undertaken a comprehensive review of the National Gender Policy with a view to informing Government on the gender gaps or new policy related needs. Zambia, with support from the SADC Gender Unit, is aligning the gender policy with the targets of the SADC Gender Protocol and costing its implementation.



Zimbabwe: Funding for access to justice is an area where dedicated research is required. In the 2012 Zimbabwe National Budget, the Legal Aid Directorate received $US 79,000 (less that one percent) of the Ministry of Justice and Legal Affairs total budget allocation of $US 111,168,000. This directorate aims to meet the needs of poor women and men who require free legal services. It may not, in its current configuration, provide access to justice for a large majority of the women who require free legal services.

The Victim Friendly System in the 2012 National budget is allocated US$70,000 within the Ministry of Education, Sports, Arts and Culture and US$160,000 for Victim Friendly Courts in the Judicial Services Commission.[23]

Within the current Zimbabwe United Nations Development Assistance Framework (ZUNDAF) agreed by the government of Zimbabwe and the United Nations, there is a four-year flagship programme (2012-2015) on *Equal Access to Justice for All*. This programme is in line with MDGs 1, 3 and 8 and includes several aspects that advance gender equality and increase women's access to justice. These include an assessment of policies and laws governing access to justice for women, among other groups; gender analysis of the justice sector institutions; a harmonised training programme on access to justice in line with gender equality, and other, principles for ministries, police, prison services and other service providers; legal aid, among other initiatives. Sources of funding for the $13,850,000 million U.S. Dollar programme will include government, UN organisations, donors and NGOs.

[23] Zimbabwe 2012 National Budget Document [Blue Book].

Next steps

In most SADC countries discrimination against women and the girl child is still widely practiced and harmful cultural attitudes still proliferate. While women are protected from some of this discrimination and violation of their rights by the formal legal system, these laws are often not effectively implemented, accessed or there is limited awareness of them. Furthermore, the duality of many of the legal systems means that when these abuses occur under customary laws, there is little or no opportunity for women's redress.

While most of the countries in SADC have signed and ratified regional and international instruments that seek to give women more rights, there has been reluctance in translating these words into action by domesticating them into action in their national Constitutions. In spite of all the international, regional, sub regional instruments and national laws, there are still widespread violations of women's human rights, compounded by the lack of implementation and adherence to the international regional, sub regional instruments and national laws.

There is a need for:

- Advocacy and pressure to unify systems of formal and customary laws;
- The development of model Constitutional provisions arising from this audit and the experiences of countries undergoing Constitutional reviews.
- Specific measures to address harmful cultural and traditional practices; and
- Campaigns for costing implementation of gender related laws and policies. Issues for consideration should include:
  - Costs for developing the legislative amendments and Constitutional reviews for all ministries involved.
  - Cost of advocacy initiatives by Governments, UN Agencies, Civil Society and other role players.
  - Tracking funds allocated by government towards affirmative action programmes across various sectors.
  - Track government spent on establishing courts to specifically deal with issues of family violence, child protection and sexual offences (in some countries these are referred to as 'victim-friendly' courts).
  - Costs of capacity building of judicial officials to staff these courts.
  - Amount of money spent by government and or other agencies to make citizens aware of these courts.
  - Amount of money that has been spent by government and/or other agencies to build the knowledge of traditional leaders, chiefs, etc on gender equality and women's human rights in relation to access to justice.



Equality now: South African delegate makes a point at the 2012 Gender Justice and Local Government Summit in Johannesburg.
Photo: Trevor Davies



Forgotten by families *Anushka Virahsawmy*

Opposite: Credits: Joyce Banda. Photo: MacDonald Phiri
Joyce Mujuru. Photo: Africansuccess.com
Nkosazana Dlamini Zuma. Photo: Lucia Makamure
Monique Ohsan Bellepeau. Photo: Enpoweredwomen.blogspot.com
Thokozani Khupe. Photo: Trevor Davies

CHAPTER 2
Gender and governance

Articles 12-13

KEY POINTS



Joyce Banda (President of Malawi), Joyce Mujuru (Vice President of Zimbabwe), Nkosazana Dlamini Zuma (incoming AU Chairperson), Monique Ohsan Bellepeau (Vice President of Mauritius), Thokozani Khupe (Deputy Prime Minister of Zimbabwe).

- At 24%, SADC comes second to Nordic countries (42%) in a global comparison of women in political decision-making positions.
- Overall representation of women in parliament has decreased from an average of 25% in 2011 to 24% in 2012. This is due to losses in two of the three SADC countries, which held elections in the last year: Lesotho (local and national), Seychelles (national) and Zambia (national and local).
- Only Seychelles increased women's representation from 24% in 2011 to near parity (45%).
- With 49% women in local government, Lesotho has the highest proportion of women in any area of political decision-making in SADC. This is down from 58% as a result of an amendment to the quota system following an outcry over reserved seats in the 2006 elections, and study visit to Tanzania that resulted in the adoption of a mixed system.
- National projections show that by 2015 women will make up an average of 31.5% of parliamentary seats. No SADC country will reach parity, although at least four will have over 40% women in parliament.
- Projections for local government show that by 2015 there will be 35% women in local government.
- Quota systems are gaining ground: Mauritius joined Lesotho and Tanzania and implemented a legislated quota at the local level.
- The Mauritius quota varies in style as it caters for both sexes. At least 30% of candidates on party lists should be either women or men.
- South Africa drafted a Women's Empowerment and Gender Equality Bill that sets targets for achieving 50/50 by 2015 for all sectors, including public entities and the private sector. This will go a long way in increasing women's representation.
- The key to change is political will. The fact that women are still underrepresented in cabinet (with some exceptions, like South Africa) calls into question the political commitment of leaders.
- Civil society re-launched the 50/50 campaign in 2011 in order to guard gains made since SADC Heads of State adopted the 50/50 target in 2005.

Woman power came visibly into focus in 2012 with Joyce Banda becoming the first woman President of Malawi and first female President in Southern Africa in April 2012 following the death of the incumbent Bingu Wa Mutharika.

Soon after, Africa elected South Africa's former Minister of Home Affairs, Nkosazana Dlamini-Zuma, as the first woman chair of the African Union Commission. Both women have a record of transformative leadership and Banda has already demonstrated a new style of governance since taking the reins in Malawi.

These are welcome successes for women's rights organisations fighting for gender equality after years of hard work in the governance sector. Women are beginning to break the political glass ceiling in many countries and finding their way in roles traditionally occupied by men.

However, while some SADC countries continue to boast strong scores in this sector, there are still large variations and several disappointing developments. Figure 2.1 compares the Southern Africa Gender and Development Index (SGDI) and the Citizens Score Card (CSC) ratings.

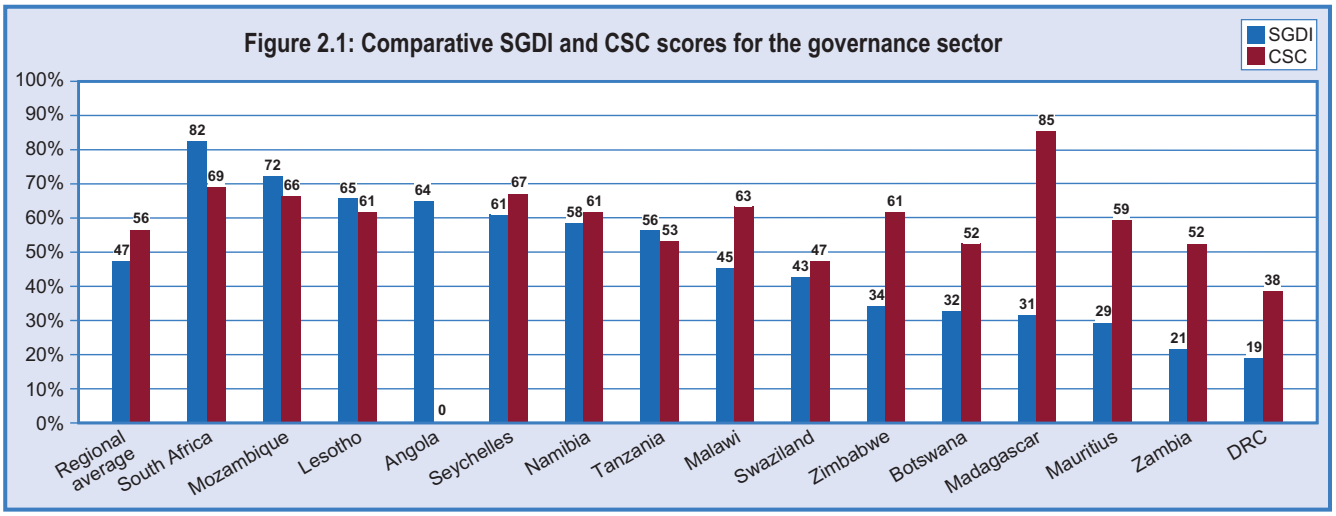


Figure 2.1 shows that at 47%, the SGDI score for the governance sector is down one percentage point from last year. The SGDI is calculated based on the proportion of women's representation in national cabinets, national parliaments and in local government. The drop is due to backward slides in women's representation in those countries that held national and local government elections this past year. For some countries in the region, elections in 2011/2012 presented the final opportunity to achieve parity in political decision-making, the SADC Gender Protocol target set for 2015. Several have already missed the mark.

Governance is one of the few sectors in which the overall score for the SGDI is lower than the citizen score, which is 56%. This is an increase of six percentage points compared to last year. There are qualitative nuances that influence the citizen score. For example, the higher score could be attributed to the visible national 50/50 campaigns as well as other active measures a number of countries are taking to increase women's political representation. Recently there have also been calls for legislated quotas. Meanwhile, where countries are undertaking constitutional reviews, gender activists have been fighting to ensure special measures for increasing women's political representation are included in the legal framework.

Country performance differs. SGDI scores range from a high of 82% in South Africa to a low of 19% in DRC. With 61%, Seychelles experienced the greatest change, up eight percentage points from 53% in 2011. This is because the proportion of women's representation in parliament increased from 24% to 45%. While the country did not achieve parity, this is a laudable result. However, the proportion of women's representation at the cabinet level (a mere 17%) meant a lower overall SGDI score.

Zambia's SGDI score fell from 24% to 21% following its September 2011 elections. DRC's performance, which is the lowest in terms of both the SGDI (from 21% last year to 19% in 2012) and CSC, is equally disappointing. The two countries have both regressed.

The overall CSC scores showed different patterns than the SGDI. For example, Madagascar, which ranks fourth from last according to the SGDI, has the highest CSC score at 85%. Equally surprising are the differences in the two scores in countries also undergoing political transition, such as Malawi, Zambia and Zimbabwe. Perhaps citizens perceive that the situation has improved in the last year, hence the positive CSC scores.

This year's CSC country scores are also disaggregated by sex. Figure 2.2 shows women and men's perception of governance in SADC.

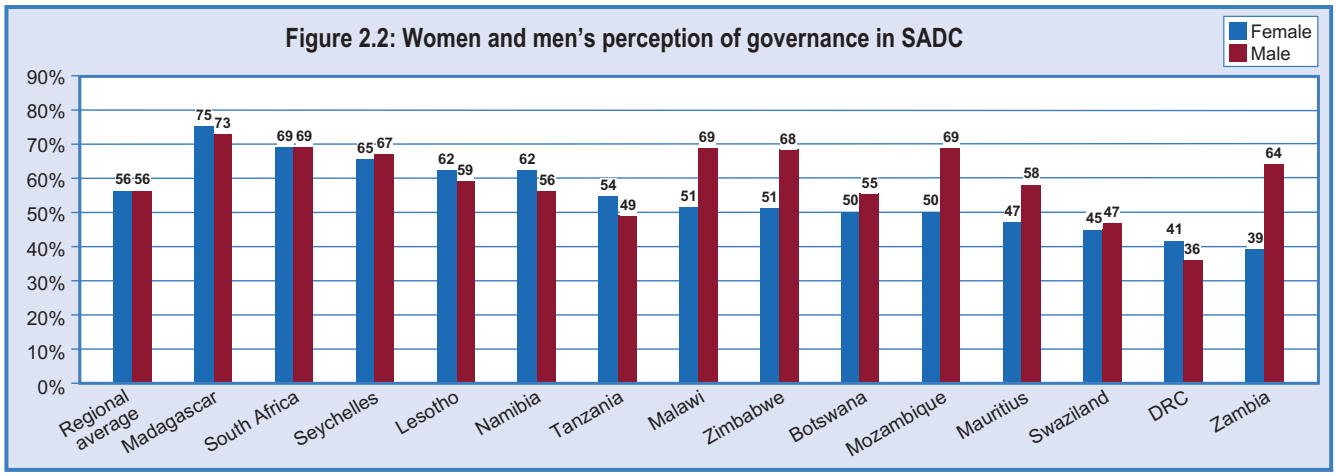


Figure 2.2 illustrates that the regional CSC average for women and men is the same at 56%. Interestingly, men in post-conflict countries or countries in political transition score governments higher than their female counterparts. The differences are glaring: Malawi (51% female, 69% male); Mozambique (50% female, 69% male); Zambia (39% female, 64% male); and Zimbabwe (51% female, 68% male). This could be attributed to the gendered impact of political instability, including politically-motivated violence that dispro-portionately affects women.

In the more mature democracies, such as Botswana, Namibia, and South Africa, women and men's scores were identical or very close. Mauritius is one exception: men scored higher at 58% compared to women at 47%.

Background

Achieving gender equality requires women's active participation and involvement in decision-making at all levels, starting in the home and extending to the highest levels of government.[1]

Several studies have gone beyond numbers to show that women bring different approaches and perspectives to decision-making.[2] While women may not all be the same, they have certain shared experiences that have traditionally been left out of public policy and decision-making. Like any interest group in society, women have the right to be heard and not just seen.



A woman casts her vote in the October 2011 national assembly election in Seychelles. *Photo: The Nation*

However, in many countries, women have no say over basic household decisions. A recent UN Women survey found that in 18 of 30 countries in Africa, Asia and Latin America and the Caribbean, more than half of women reported having no say in household decisions.[3] The survey, which used data from 2004-2009, included four SADC countries: Namibia, Swaziland, Zambia and Zimbabwe. It looks at household autonomy in terms of decisions around health care, large household purchases, purchases for daily needs, and visits to family or relatives.[4]

Elections are one opportunity to increase women's representation, raise issues of gender inequality and women's human rights, and to press for greater government accountability on gender sensitivity.[5]

Despite the fact that most countries had not come close to reaching the initial 1997 SADC Declaration on Gender and Development target of 30% representation of women in decision-making, Heads of State upped this target to 50% in the more binding 2008 Protocol on Gender and Development.

[1] 2011-2012 Progress of the world's women: In Pursuit of Justice, UN Women 2011.
[2] Studies such as the Gender Links report *Ringing up the Changes, Gender in Southern African Politics*, the first to assess the qualitative difference that women bring to decision-making in the region, have helped to move the debate beyond numbers to why gender equality is integral to good governance.
[3] Gender in 2010 Tanzania elections, Gender Links 2010.
[4] 2011-2012 Progress of the world's women: In Pursuit of Justice, UN Women 2011.
[5] 2011-2012 Progress of the world's women: In Pursuit of Justice, UN Women 2011.

The Protocol thus demands equal representation of women and men in all decision-making positions by 2015. Table 2.1 outlines the three key articles critical to this sector:

Table 2.1: SADC Protocol governance provisions

ARTICLE	TARGET AREA	PROVISION - 2015
5	Full and meaningful participation in all spheres of life	**Affirmative action measures** with particular reference to women with the aim of eliminating all barriers that prevent them from participating.
12	Women in decision making positions	**At least 50%** of decision-making positions in public and private sectors held by women; affirmative action measures in effect.
	Equal representation and democracy	**Laws and policies** are accompanied by public awareness campaigns to demonstrate link between equal representation and participation of men and women to democracy, good governance and citizen participation.
13	Participation in electoral processes	**Laws and policies** put in place to enable women to have equal opportunities to men when it comes to participation in electoral processes.
	Ensuring and enabling participation	**Policies, strategies and programmes** for: • Building women's capacity to effectively participate - leadership, gender sensitivity and mentoring; • Support structures for women in decision-making; • Establish and strengthen structures to enhance gender mainstreaming; and • Addressing discriminatory attitudes and norms in decision-making structures.
	Men's inclusion	**Gender training** and community mobilisation to include men at all levels.

Source: Gender Links compiled from the SADC Gender and Development Protocol.

Table 2.2: 2012 SADC performance indicators for Women in parliament in SADC as at August 2012

	Structure	Date of last election	Total members in lower/ single house	Women in lower/ single house	Lower house	Total members in upper/ senate house	Women in upper/ senate house	Upper house	Upper and lower	Total number of women	% Women in parliament
Regional average			**3063**	**769**	**25.1%**	**499**	**76**	**15.2%**	**3562**	**845**	**23.7%**
Angola	Unicameral	Sep-08	220	84	38.2%				220	84	38.2%
Botswana	Unicameral	Oct-09	63	5	7.9%				63	5	7.9%
DRC	Bicameral	Nov-11	492	44	8.9%	108	5	4.6%	600	49	8.2%
Lesotho	Bicameral	May-12	120	31	25.8%	33	9	27.3%	153	40	26.1%
Madagascar	Bicameral	Sep-09	365	64	18.0%	209	20	9.6%	574	84	18.0%
Malawi	Unicameral	May-09	193	43	22.3%				193	43	22.3%
Mauritius	Unicameral	May-10	69	13	18.8%				69	13	18.8%
Mozambique	Unicameral	Oct-09	250	98	39.2%				250	98	39.2%
Namibia	Bicameral	Nov-09	78	19	24.4%	26	7	26.9%	104	26	25.0%
Seychelles	Unicameral	Sep-09	31	14	45.0%				31	14	45.0%
South Africa	Unicameral	Apr-09	400	169	42.3%				400	169	42.3%
Swaziland	Bicameral	Sep-08	65	9	13.8%	30	12	40.0%	95	21	22.1%
Tanzania	Unicameral	Oct-10	350	126	36.0%				350	126	36.0%
Zambia	Unicameral	Sep-11	157	18	11.5%				157	18	11.5%
Zimbabwe	Bicameral		210	32	15.0%	93	23	24.7%	303	55	17.9%

Article 5 calls for a strategy of affirmative action. This has been crucial to the rapid increase in women's political participation where there has been implementation. Gender activists in many countries are calling for deliberate measures, such as legislated quotas, to increase women's representation in decision-making positions. In some places this has been built into domestic legislation and policy frameworks. While this is the ideal, it has not occurred fast enough and is often limited to the local government level.

This chapter tracks progress made toward meeting the SADC Protocol's 2015 target of 50/50 representation and other governance-related provisions. The year under review witnessed inconsistent election results. Table 2.2 tracks the performance of all SADC countries in national elections and provides projections to 2015.

Table 2.2 shows that SADC will clearly not meet the 50/50 target in spite of efforts made in a range of sectors, including the regional 50/50 campaign. However, with eleven more elections to go between the time of writing and the end of 2015, the projections show that the level of women's representation could increase to 31.5% - a little over the 2005 target of the SADC Declaration on Gender and Development.

Elections held in four SADC countries in the last 12 months - DRC, Lesotho, Seychelles and Zambia - produced disappointing results in three out of the four countries.

Seychelles, which has a small parliament (31) and traditionally a high proportion of women bounced back to 45% in elections held in September 2011, currently the highest level of women's representation in the SADC region.

But the proportion of women in parliament Lesotho increased by a mere 3.2% - from 22.9% in May 2006 to 26.1% in May 2012. Meanwhile, DRC did not show any improvement following its November 2011 elections: women's representation in parliament remains at 8%.

women in parliament and projections to 2015

Projections to the end of 2015

Date of next election if before 2015	Total members in lower/ single house	Women in lower/ single house	Lower house	Total members in upper/ senate house	Women in upper/ senate house	Upper house	Upper and lower	Total number of women	% Women in parliament	Comments
	3063	**977**	**31.9%**	**499**	**144**	**28.9%**	**3562**	**1121**	**31.5%**	
Aug-12	220	100	45.5%				220	100	45.5%	PR system, level of women already high.
Oct-14	63	10	15.9%				63	10	15.9%	Concerted campaign to sign the Protocol, gender on the public agenda.
	492	44	8.9%	108	25	23.1%	600	69	11.5%	Requires strong activism, national elections yielded low representation of women.
	120	31	25.8%	33	9	27.3%	153	40	26.1%	Success of quota at local level will add to pressure at the national level.
Nov-12	365	122	33.4%	209	70	33.5%	574	192	33.4%	Legislated 30% quota being negotiated.
May-14	193	60	31.1%				193	60	31.1%	Has a woman president, concerted 50/50 campaign already in place.
May-15	69	23	33.3%				69	23	33.3%	30% quota at local level.
Oct-14	250	113	45.2%				250	113	45.2%	Has had steady growth over last two elections.
Oct-14	78	26	33.3%	26	7	26.9%	104	33	31.7%	Increased activism on 50/50 since the last election.
	31	14	45.2%				31	14	45.2%	Traditionally high proportion of women.
Apr-14	400	200	50.0%				400	200	50.0%	Lobbying for 50% quota for women's representation.
Sep-12	65	20	30.8%	30	12	40.0%	95	32	33.7%	Concerted 50/50 campaign being rolled out.
Oct-12	350	126	36.0%				350	126	36.0%	Constitutional quota.
	157	18	11.5%				157	18	11.5%	Lobbying for affirmative action, but no election before 2015
mid-13	210	70	33.3%	93	21	22.6%	303	91	30.0%	Quota being negotiated in new Constitution.

In Zambia women's representation decreased from 15.2% to 11.5% in elections held in November 2011.

The four countries that held elections in 2011 and 2012 have missed the mark, with Seychelles coming closest to hitting the target. Table 2.2 shows that there are still 11 national elections to be held before June 2015, but time is limited. These countries have one last chance to meet the SADC target. Stakeholders have to redouble efforts. In April 2012, the SADC Gender Unit held a Woman in Politics conference to create a blueprint for the best ways to do this. The group came up with a strategy for implementing the 50/50 or Gender Parity Framework -developed just after the SADC Gender Protocol to provide a roadmap for meeting the target before 2015.

Prior to this the governance cluster of the Southern Africa Gender Protocol Alliance, led by the Women in Politics Support Unit (WIPSU), re-launched the 50/50 campaign in Harare in August 201 to highlight the need for countries to enact measures to ensure equal political representation.

Table 2.2 shows, through reasoned arguments based on trends and current commitment, that there is still a chance that by 2015 the regional average may reach the original SADC target of 30% as set in 1997.

Table 2.2 also shows projections for each country. South Africa may reach parity in its 2014 election, but currently only the ANC, its ruling party, has a voluntary quota of 50%. Ten countries are set to go beyond the 30% mark. Out of these, two (Angola and Mozambique) could surpass 40%. Seychelles has already achieved 44%.

On the low end, Zambia has already missed the boat and much work needs to be done if Botswana and DRC are to meet even the 30% target.

Madagascar's electoral commission recently announced that elections there will be held on 8 May 2013. If there is need for a second round it will be held on 3 July. Local government elections will take place on 23 October. Now is the best time for gender activists and politicians to seize the opportunity to increase women's representation.

Table 2.3: Women in local government in 2012 and projections to 2015

	As at August 2012					Projections by May 2013			Comments
	Date	No of councilllors	No of women	% women	Date of next elections if before the end of 2015	No of councillors	Projected number of women	Projected % women	
Regional average		**30842**	**7146**	**23%**		**31684**	**11014**	**35%**	
Botswana	2009	605	117	19%	Planned for 2014.	605	117	19	Election will take place after May 2014.
DRC					Possibly 2013.				Data unavailable about the number of councillors to be elected.
Lesotho	2011	1276	627	49%		1276	627	49	Election after 2014.
Madagascar	2008	9608	579	6%	Possibly in 2012.	9608	3363	35	Currently lobbying for a 30% legislated quota.
Malawi	Local government suspended.				Planned for 2014.	842	168	20	National proportion is 21%, increased by 9% in the last election. Recently appointed a female president.
Mauritius	2005	1614	103	6%	Planned for 2012.	1614	565	35	Now have a legislated quota of 30%; intense lobbying and advocacy.
Mozambique	2008	1030	367	36%	Planned for 2013.	1030	464	45	Mozambique has made steady progress in increasing women's representation, national figure is 39%.
Namibia	2010	323	135	42%	Planned for 2015.	323	135	42	Proportion of women in local government in Namibia has been fairly consistent.
South Africa	2011	9090	3494	38%		9090	3494	38	Election after 2015.
Swaziland	2008	469	84	18%	Planned for late 2012.	469	117	25	Current national proportion is 22%, target is 25%.
Tanzania	2010	3477	1190	34%	Planned for 2015.	3477	1190	34	
Zambia	2011	1382	85	6%		1382	85	6	Election after 2015.
Zimbabwe	2008	1968	365	19%	2013.	1968	689	35	Currently lobbying for a 30% legislated quota.

NB: GL could not obtain data on local government in Angola. Seychelles is not included as it does not have elected local government.

Table 2.3 illustrates women's representation in local government as at August 2012 and provides projections to 2015. Ten countries will have local elections before the end of 2015.

Three countries had local elections between 2011 and 2012 (Lesotho, South Africa and Zambia). Although women's representation in Lesotho declined from 58% to 49%, it still remains at the top of the list following the amendment to its local government electoral system. In Zambia, women's representation in local government remained stagnant at a very low 6%, the lowest in the region, and a disappointing outcome after much lobbying and advocacy. In South Africa, women's representation in local government declined by two percentage points to 38%, as support for the ruling African National Congress (the only party with a quota) declined in the elections.

In some countries there seems to be a hesitation on the part of political decision-makers to learn from regional best practices which underscore that unless electoral systems are altered or quotas introduced, it is difficult to post significant increases in women's representation. These best practices can be drawn both from countries with proportional representation systems (Mozambique and South Africa) and those that employ a first past the post system (Lesotho and Tanzania).

Other SADC countries have frequently missed opportunities to create effective strategies to bring about the changes necessary to ensure women are elevated to political decision-making positions. The Protocol's provisions on gender and governance are short but pertinent. They provide for equal representation of women and men in all areas of decision-making in the *public* and *private* sectors by 2015. The Protocol also addresses the need for measures to empower women decision-makers and highlights the importance of gender training for male decision-makers.

Regional: SADC Gender Unit develops strategy for implementing the 50/50 framework

The SADC Gender Unit recently developed a roadmap for implementing the 50/50 framework.

The strategy was finalised at a regional workshop in April 2012 in Johannesburg and aims to effectively utilise elements of the framework in preparation for upcoming local authority and parliamentary (national) elections in all SADC member states. The end goal is to ensure states attain gender parity by 2015 and maintain gains beyond 2015. National parliamentarians attended the workshop along with members of national gender organisations; parliamentarians; members of civil society and international cooperating partners.

Empirical data shows that there is a need to facilitate women's entry into politics and decision-making and to strengthen their capacity to take up leadership positions at all levels.



Elizabeth Kakukuru, SADC Gender Unit programme officer, works to support and monitor implementation of the 50/50 framework by SADC Member States. *Photo: Colleen Lowe Morna*

The 50/50 framework provides guidelines to strengthen the implementation of the gender parity provision as outlined in Articles 5, 12 and 13 of the SADC Protocol on Gender and Development. It also proposes strategies to translate the expressed commitments for equality and equity in representation and participation by women and men into actions state parties should undertake to ensure that by 2015, at least 50% of all decision-making positions will be held by women.

The framework identifies key issues around developing these guidelines, these include: culture and patriarchal systems; gender inequality; socio-economic development of women; institutional capacity building; strengthening women's capacity; and partnerships and building commitment. The framework outlines proposed actions to be taken by governments; the private sector; political parties; and civil society organisations. It also sets out national implementation guidelines.

The SADC Gender Unit hopes each member state will extract components from these guidelines that are relevant in a national context. The national guidelines should then be viewed as a roadmap that includes a nationwide buy-in process with clear resource mobilisation actions and the inclusion of training of implementing agencies. The SADC Gender Unit translated the framework into all SADC official languages. It has been printed and distributed to all member states.

The framework states that strategies should include the creation of an enabling environment for women to access political structures. This includes ensuring that SADC member states adopt special measures to facilitate women's smooth entry into politics and decision-making positions. This could be in the form of quota systems; affirmative action provisions; and the establishment of regional networks where women decision-makers can share information, experiences and good practices.

The SADC Gender Unit envisages that country stakeholders will develop national roadmaps with

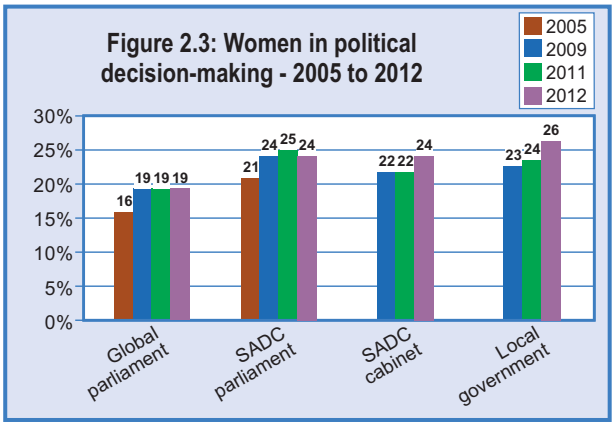
concrete actions for how to implement the Gender Parity Framework between 2012 and upcoming national parliamentary and local authority elections. This will involve:

- Finalising and preparing advocacy and lobbying initiatives for the implementation of the roadmap to ensure gender parity by 2015 at all levels of decision-making.
- Sharing experiences and good practices with other member states to accelerate the achievement of gender parity by 2015.

Representation

The Protocol provides for state parties to ensure that, by 2015, at least 50% of decision-making positions in the public and private sectors are held by women, including the use of affirmative action measures as provided for in Article 5.

It further provides for Member States to ensure that all legislative and other measures are accompanied by public awareness campaigns which demonstrate the vital link between the equal representation and participation of women and men in decision making positions, democracy, good governance and citizen participation are put in place at all levels.

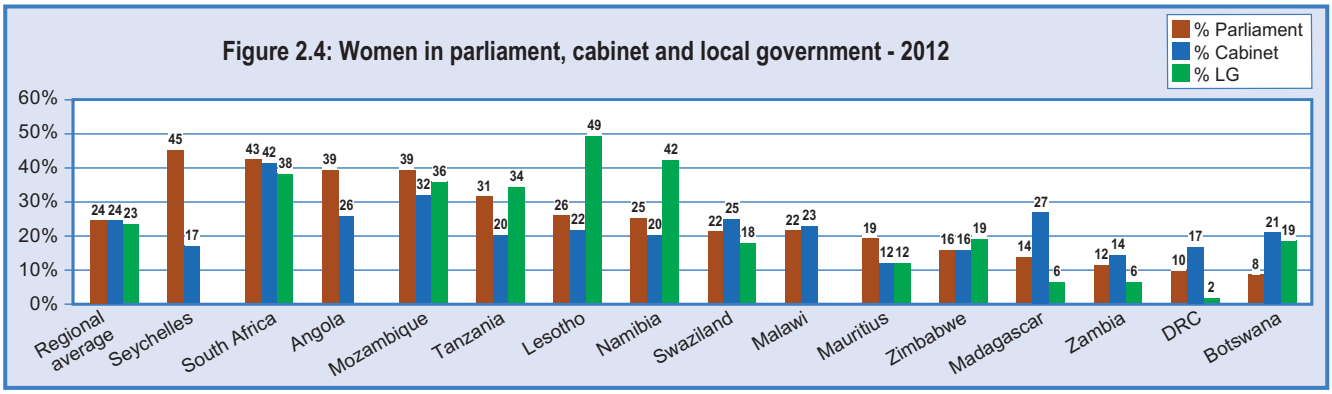


Source: Gender Links 2012: SADC Gender Protocol Country reports 2012 and IPU last accessed 30 June 2012.

Except for cabinet, representation in all three areas of political decision-making decreased in the last year: Women's representation in SADC parliaments has decreased a percentage point from 25% in 2011 to 24% this year. Similarly, local government statistics show a decrease from 24% to 23%.

The only increase in women's representation is in the category of national cabinets: The average representation of women in SADC cabinets rose from 22% to 24%.

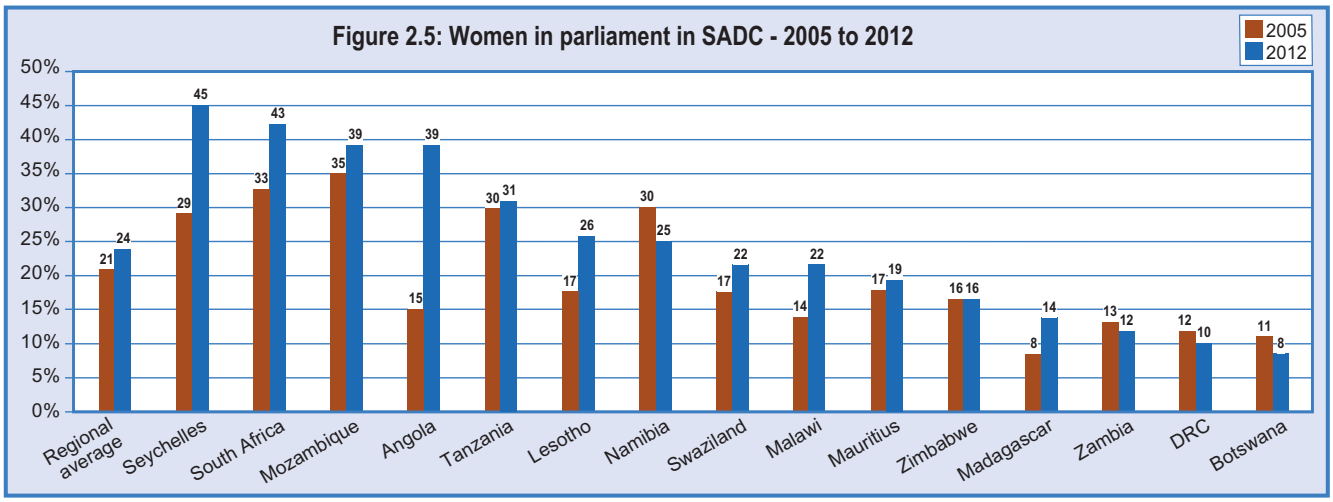
Women's political representation continues to progress faster than the global rate but not fast enough to reach the 2015 target: Since SADC adopted the 50% target in 2005, it has posted a 3% increase in women's representation in parliament, from 21% to 24%. The global average of women in parliament increased from 16% to 20% over the same period, but it has stagnated since 2009. Although SADC parliaments had been improving on this front since adopting the 50/50 target, they now seem to be regressing. This is worrisome as the region strives to meet the target by 2015.



Source: Gender Links 2012, SADC Gender Protocol Country reports and IPU last accessed 30 June 2012.

As in 2011, there is a wide variation in women's representation across the region and at parliament, cabinet and local government levels: Figure 2.4 shows that performance continues to be mixed at different areas of political decision-making. South Africa and Mozambique perform well across all three areas while Seychelles has posted the most progress at the parliamentary level. Namibia and Lesotho perform well in local government but not so well in the other categories. DRC, Mauritius, Zambia and Zimbabwe are consistently poor performers at all levels.

Parliament



Source: Gender Links 2012, SADC Gender Protocol Country Reports 2012, IPU accessed 30 June 2012.

Four SADC countries have close to or over 40% women in parliament but six have 20% or less: The regional average has increased from 21% in 2005 to 24% in 2012, down from 25% in 2011. Figure 2.5 shows that at 45%, Seychelles ranks highest in the region. Seychelles is also fifth in the world in this category. Three other countries, Angola, Lesotho and South Africa, have seen substantial increases between 2005 and 2012, bringing them close to our over 40%. However, DRC, Botswana, Namibia and Zambia have moved backwards. Women constitute 20% or less of women in these parliaments.

Table 2.4: Global comparison of women in parliament by region

Region	2010 (%)			2011 (%)			2012 (%)		
	Lower house	Upper house	Both houses	Lower house	Upper house	Both houses	Lower house	Upper house	Both houses
Nordic countries	42		40.8	42.1	-	40.8	42.0	-	42
SADC	**24.7**	**19.8**	**24.1**	**25.3**	**19.8**	**24.6**	**25**	**15.2**	**24**
Americas	22.7	23.7	22.9	22.3	23.3	22.5	22.8	23.2	23
Europe excluding Nordic countries	20.1	19.7	20.0	20.3	19.9	20.2	21.7	21.1	22
Sub-Saharan Africa (including SADC)	18.3	20.4	18.6	19.5	19.3	19.4	19.8	19.0	20
Asia	18.6	16.4	18.4	18.2	15.2	17.9	18.5	14.0	18
Arab States	9.2	7.6	8.8	11.4	7.3	10.7	14.7	6.4	13
Pacific	13.2	32.6	15.3	12.4	32.6	14.7	14.5	34.8	17
Global average	**19.1**	**18.1**	**19.0**	**19.5**	**18.3**	**19.3**	**20.3**	**18.2**	**20.0**

Source: www.ipu.org, 30 June 2012.

SADC has performed better than other regions in terms of increasing women's representation in political decision-making: With an overall average of 24% women in parliament, SADC is ahead of the global and African averages of 20%. Table 2.4 shows that as a region, SADC comes second only to the Nordic countries and is just ahead of the Americas and Europe, as well as sub-Saharan Africa. The Asia and Pacific regions are gaining ground.

Table 2.5: Global and regional ranking of women parliamentarians												
Cou ntry	Women in lower or single houses (%)				Global rank				SADC rank			
	2009	2010	2011	2012	2009	2010	2011	2012	2009	2010	2011	2012
Seychelles	23.5	23.5	24	45	41	43	42	5	7	7	7	1
South Africa	44.5	44.5	43	42	3	3	4	7	1	1	1	2
Mozambique	34.8	39.2	39.2	39	15	9	10	12	3	2	2	3
Angola	37.3	38.6	38.6	38.6	9	10	11	15	2	3	3	4
Tanzania	30.4	30.7	35	36	23	23	15	18	4	4	4	5
Lesotho	25	24.2	24.2	26	28	40	40	42	6	6	6	6
Namibia	26.9	26.9	25	25	21	32	39	45	5	5	5	7
Malawi	20.5	21.2	21.2	22	52	54	52	56	8	8	8	8
Mauritius	17.1	18.8	18.8	19	66	72	60	72	9	9	9	9
Madagascar			12.5	18			90	75			13	10
Zimbabwe	15.2	15.0	15	15	78	80	75	88	11	11	10	11
Swaziland	13.8	13.6	13.6	14	83	87	84	92	12	12	12	12
Zambia	16	15.2	15.2	12	77	79	81	103	10	10	11	13
DRC	8.4	7.7	8.4	8.9	108	110		114	14	14	15	14
Botswana	11.1	7.9	7.9	7.9	95	114	114	122	13	13	14	15

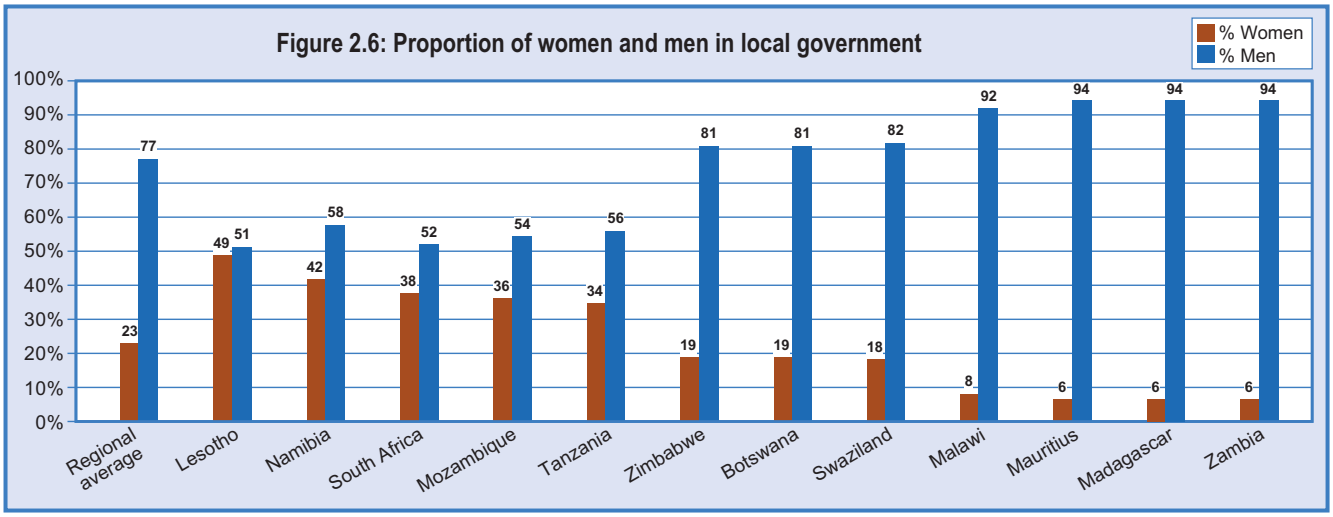
Source: www.ipu.org, accessed 30 June 2012.

Globally SADC countries rank between five and 122 in terms of women's political representation. This is an overall decrease from 2011: Table 2.5 illustrates where SADC countries rank globally and relative to each other against 189 countries listed by the Inter-Parliamentary Union (IPU). Seychelles overtook South Africa in 2012 to fifth place globally with 45% women in parliament. South Africa has dropped to seventh place. These two countries are the only SADC states to remain in the top ten as Mozambique has dropped to 12th position from tenth last year. Angola (15) and Tanzania (18) both rank in the top 20.



Participants from Forum Muhler Network, Mozambique Alliance focal network and strategic partners draft a Women's Election Manifesto in preparation for 2013 elections in Mozambique. *Photo: Loveness Jambaya Nyakajarah*

Local government



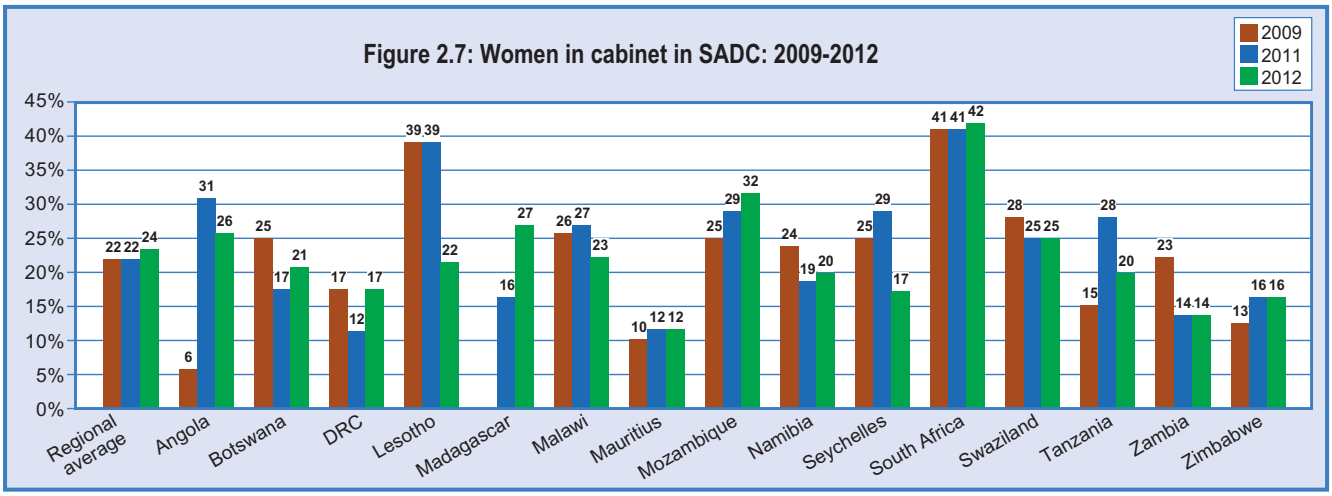
Source: Gender Links 2012.

Gender disaggregated local election statistics pose challenges: These could not be obtained for in Angola and DRC. Malawi last held local government elections in 2000 and lawmakers there have postponed elections several times over the last two years. Seychelles does not have an elected local government.

There continues to be a huge range in women's representation at the local level: Based on available data, local government registers much higher levels of vacillation than national. While Lesotho (49%) is almost at parity, women in three countries (Madagascar, Mauritius, and Zambia) comprise just 6% of councillors. Five countries (Lesotho, Mozambique, Namibia, South Africa and Tanzania) have achieved 30% or higher.

The two countries which held local government elections in the last 12 months remained stagnant or moved backwards: Lesotho, which at 58% had been the only country to achieve gender parity in 2011, has decreased to 49%. In Zambia the representation of women remained stagnant at 6%.

Cabinet



Source: Gender Links 2012.

Women's representation in cabinet rose to 24% but thisa is not fast enough: Cabinet is the one sphere of decision-making in which it is theoretically relatively easy to "ring up the changes" because leaders have the leeway to appoint their inner team. However, on average the region has only seen a two percentage point increase since 2009, which shows that representation of women in cabinet is not increasing nearly fast enough to meet the 2015 target.

DRC's cabinet underwent a reshuffle on 28 April 2012 in what was said to be a bid to create a leaner executive. It also brought women's representation back to 17%, where it had been in 2009. **Lesotho** held an election this year which saw women's representation increase to 26% from 23%. Meanwhile, **Tanzania** held a cabinet reshuffle in May 2012 which negatively impacted women's representation, which dropped five percentage points to 23%.

Despite some substantial decreases, SADC did witness some qualitative cabinet movements in 2012. Malawi appointed its first female president, Joyce Banda. In addition, Mauritius and Zimbabwe both have women deputy presidents. Zimbabwe is the only SADC member state with a female deputy prime minister.

Malawi: First female President Joyce Banda lights the way

Malawi's new President Joyce Banda made her first appearance at the annual SADC Heads of State and Government Summit from 17 to 18 August in Maputo, where peers elected her to deputy chairperson of the regional body. The SADC Protocol on Gender and Development calls for 50% representation of women in politics and decision-making by 2015. So far, Banda is the only female Head of State in SADC.

In her first four months in office Banda has demonstrated that African leaders can give more to their citizens than many have come to expect.

Banda travelled to the Mozambique summit on a commercial flight which cost US$11 000 compared to the US$60 000 the trip could have cost had she opted for a deluxe jet. She said she "wanted to set an example

that in difficult economic times... we can forego some of the luxuries.



Joyce Banda has eschewed a lavish lifestyle in order to save money for basic services in Malawi. *Photo: Gregory Gondwe*

"I know, when we correct our economic situation, we will be able to fly our own jet, it may be another president after me but I am sure we will."

In addition, Banda has defied other elements of the lavish lifestyle that characterises most African leaders. She discarded the presidential car fleet and has hired consultants to help sell or lease the US$13.3 million presidential jet her predecessor bought in 2009. Banda said "the proceeds can be used to provide basic services to Malawi's poorest people who urgently need help following the vital devaluation of the currency."

While some critics have accused Banda of travelling too much, her party has strongly defended her. She has had to lead Malawi during a period of economic recovery and she has restored faith among the donor community. The International Monetary Fund (IMF), the UK (Malawi's biggest donor), the US government and other bilateral donors have pledged to support the country on its path to economic recovery.

Banda has also been praised for taking a tough stance when it comes to another controversial African leader. In July she announced she would arrest Sudanese President Omar Al-Bashir if he entered Malawi for an African Union meeting that was to be held in Lilongwe. In 2009 the International Criminal Court (ICC) issued an arrest warrant for Al-Bashir yet no African leader has cooperated with it. The meeting was moved to Ethiopia because fellow African leaders did not agree with Banda's stance.

Her new power has also not overshadowed the gender activist in Banda. It is encouraging that Banda continues to reiterate her commitment to empowering women in speeches. She has introduced a number of initiatives to positively change women's lives.

Soon after assuming power Banda launched the Presidential Initiative for Maternal Health and Safe Motherhood, a project that will focus on improving Malawi's dismal record on maternal health. Speaking at the initiative's launch she said, "Mothers should not lose life in the process of giving life." Banda has also discouraged child marriages and home births, arguing that they are key reasons for the country's challenges around maternal mortality and fistula. The World Health Organisation has found that Malawi has some of the highest rates of both in the world.

In addition, Banda intends to strengthen this initiative by launching a nationwide campaign to educate traditional leaders about the dangers of child marriage and early pregnancy.

While speaking to Sky News International in July, Banda said "it's not just about family planning and giving access to contraception; it's about empowering women and giving them the economic freedom so they can choose and make decisions about the size of their family."

Banda also launched another project, Support to the Gender Equality and Women's Empowerment Agenda, which has been given MK1.4 billion (USD $5.2 million). It aims to contribute to the acceleration of efforts towards the advancement of gender equality and equity as a human right for the reduction of HIV and AIDS and poverty.

Despite these achievements, there have been other worrying developments around women's empowerment. Women constitute just 27% out of 30 cabinet posts (following a cabinet reshuffle). This is far below the 50% target set out in the 2008 SADC Protocol. None of the key ministries is headed by a woman.

This displays a failure to achieve the equality Banda has long championed. The confidence many Malawians have placed in her illustrates that the country's citizens believe in female leadership. Banda could have used this opportunity to appoint able female leaders who can further prove to all Malawians that women are perfectly fit to serve and deliver if given a chance.

Further, the 2012/13 national budget completely sidelines gender issues. It does not take into account the gender inequalities in economic empowerment and it is presented without sex-disaggregated data that can assist in mapping interventions. Gender experts argue

that political leaders can have an influential role in the realisation of gender equality by specifically detailing - and budgeting for - what they intend to do for women.

A critique of the budget also reveals that while a fertiliser subsidy programme has taken the lion's share of funds, this programme, which is set to benefit 1.5 million farm families, does not give sex disaggregated data on its beneficiaries. Agriculture forms the backbone of Malawi's economy with close to 90% of the population taking part in it - a majority of these are women living in abject poverty. According to Women's Campaign International, women account for more than 71% of all full-time farmers in Malawi. Agriculture contributes more than one third of the country's Gross Domestic Product and 90% of export revenues.

However, most Malawian women practice subsistence farming and do not see agriculture as a business or way out of poverty. Because Malawi is a highly patriarchal society, women are denied many rights, including land rights and deemed unfit to own land by their male counterparts. Undoubtedly, lack of agricultural resources such as fertiliser exacerbates this problem.

The President could have used the subsidy programme not only as a food security measure but also as a tool for the emancipation of Malawian women. If implemented thoughtfully and with gender in mind, agri-business projects can help bring women out of poverty.

The President ought to always remember that empowering women economically and politically is not only democratically right; it is the right thing to do. All the same, so far Banda provides a leadership style that is lacking elsewhere in Africa and should be encouraged. It is hoped that Africans will see her as a model of what women can bring to politics. With several looming elections in SADC between now and 2015, it is possible SADC citizens could soon be voting for another female leader.

South Africa continues to lead the way: At 42% women, South Africa's cabinet helps illustrate that it is possible to achieve 50/50 in this key area of decision-making by 2015. Mozambique is the only other country that has surpassed the 30% mark.

A sharp decrease in some countries is a reason for concern: Figure 2.7 shows that there has been serious backsliding in some countries, for example Lesotho, which went from 39% women in cabinet to 22%. A similar trend occurred in 2010 in Botswana, DRC Swaziland and Zambia. This is a serious concern with 2015 just around the corner.

Women in Politics Support Unit (WIPSU) is reviving the 50/50 campaign and activists are gearing up for 2015: Activists around the region, particularly in these ten countries, are demanding accountability from their leaders in the run-up to 2015. WIPSU, the lead agency for the Alliance governance cluster, held a regional event attended by 250 people to re-launch the 50/50 campaign in August 2011 ahead of the SADC Heads of State Summit.

Re-launch of the 50/50 campaign



More than 300 women and men from across Zimbabwe and the wider region attended a re-launch of the 50/50 campaign in Zimbabwe last year.

The event was hosted by the governance cluster leader, Women in Politics Support Unit (WiPSU), with support from Gender Links in its capacity as coordinator of the Alliance.

Delegates were treated to a rousing keynote speech from Thokozani Khupe, Zimbabwe's deputy prime minister. Co-Minister of Home Affairs Theresa Makoni was also in attendance, along with members of parliament, councillors, members of local government associations, and senior party officials from both main parties - Zimbabwe African National Union Patriotic Front (ZANU-PF) and Movement for Democratic Change - Tsvangirai (MDC-T).

The event also brought together development partners, regional Southern Africa Gender Protocol governance cluster members and Zimbabwean civil society organisations.

Khupe emphasised that the 50/50 campaign should apply to both the public and private sectors. "If there is no 50/50 representation in the new constitution, then we will gun for a 'no' vote in the referendum and since we are more than men, then we can make it," she said. Khupe is also pushing for an amendment to the Zimbabwe Electoral Act (ZEC) that will disqualify political parties that do not comply with the 50/50 target.

She said there is intense lobbying for 50/50 representation behind closed doors at the political level. Further, Khupe said women have been marginalised for too long and it is time they have equal opportunities in the governance sector. "We want representation in parliament, cabinet, councils and business. In the next

elections, let us nominate women candidates and vote for them instead of choosing men. Women make up 52% of the population and we can surely make a change," Khupe said.



Zimbabwe Deputy Prime Minister Thokozani Khupe calls for gender equality during the regional re-launch of the 50/50 campaign in Harare. *Photo: Trevor Davies*

Why re-launch the 50/50 campaign?
The campaign aims to bring attention (to both the public and political parties) of the need to increase women in public office. It advocates for the use of legal quotas to legislate at least 50% participation of women in decision-making structures and other strategies to achieve this. SADC Member States have been inconsistent on this front. For each step forward towards the 50/50 target, SADC countries have often taken two steps backwards.

Call for electoral reforms is catching on

- Lesotho has borrowed the Tanzanian model and adopted a quota system for women in local government;
- In 2011 Mauritius adopted a gender neutral quota at the local level;
- In Zambia, there is a call for special measures to get more women into political office;
- Zimbabwe women's organisations say they will lobby for a no-vote in the referendum if the new constitution does not guarantee 50% representation of women in parliament;
- Namibian and South African activists have called for legislated quotas and 50/50 bills have been drafted by activists in both countries.

Political parties

Political parties play a critical role in "opening the door" for women to enter and participate in decision-making. In parliamentary systems, women can only be elected into office via political parties.

Table 2.6: Political parties and quotas

Country	Ruling party	Quota and Nature/No.
Angola	MPLA	30% quota of women
Botswana	BDP	None
DRC	PPRD	30% quota of women
Lesotho		None
Madagascar		None
Malawi	UDF	25%
Mauritius	MLP	None
Mozambique	FRELIMO	40% quota of women
Namibia	SWAPO	50/50
Seychelles	SPPF	None
South Africa	ANC	50/50
Swaziland		Political parties are banned
Tanzania	CCM	None
Zambia		None
Zimbabwe	ZANU/PF; MDC-T	30% and 50%

Source: Gender Links (2010).

Half of the ruling parties in SADC have adopted some form of quota: Table 2.6 shows that ruling parties in seven (or half) of SADC countries have adopted quotas of one kind or the other. In two instances (South Africa's ANC and the South West Africa People's Organisation of Namibia) these quotas are in line with the SADC Protocol parity targets. The ruling Frelimo party in Mozambique has a 40% target. The others are between 25% and 50%.

However, quotas are often not enforced: Zimbabwe's three political parties all claim to have quotas. The Zimbabwe African National Union Patriotic Front (ZANU-PF) has always claimed to have a 30% quota for women. One faction of the Movement for Democratic Change Tsvangirai (MDC-T) says it adopted a 50% quota at its 2009 leadership conference. Unfortunately, these have not been systematically applied. Meanwhile, South Africa's ANC faltered in its 50/50 commitment during 2011 local elections when it saw a decline in women's representation at this level.

Electoral systems and quotas

There are two main types of electoral system:

- In the Proportional Representation (PR), or "list system," citizens vote for parties that are allocated seats in parliament according to the percentage of vote they receive. Individual candidates get in according to where they sit on the list. In an open list system, voters determine where candidates sit on the

list. In a closed list system, the party determines where candidates sit on the list, although this is usually based on democratic nomination processes within the party.

- In the constituency, or "First Past the Post" (FPTP) system, citizens vote not just for the party, but also for the candidate who represents the party in a geographically defined constituency. Thus, a party can garner a significant percentage of the votes, but still have no representative in parliament, because in this system "the winner takes all."



Photo: Trevor Davies

Colleen Lowe Morna, CEO of Gender Links, explains electoral systems at an Alliance governance cluster meeting in Harare.

There is overwhelming evidence internationally to suggest that women stand a better chance of being elected under the PR (and especially the closed list PR system) as opposed to the constituency electoral system.[6] In a PR system voters choose based on the party and its policies, rather than on a particular individual. This works in favour of women - at least as far as getting their foot in the door - because of socialised prejudices against women in politics (Lowe-Morna, 1996). The chance of women being elected is even higher when the PR system works in concert with a quota.

Table 2.7 outlines the various electoral systems present in SADC countries.

Table 2.7: Examples of electoral systems in SADC countries

	Constituency based (FPTP) system			PR system			Mixed PR and constituency based system		
Type of quota	**Example**	**Advantages**	**Disadvantages**	**Example**	**Advantages**	**Disadvantages**	**Example**	**Advantages**	**Disadvantages**
Voluntary party quotas	Opposition parties in Botswana; ruling parties ZANU-PF and MDC in Zimbabwe.	Party buy-in.	This can only deliver numbers if women are fielded in safe seats, which is often not the case.	Example Mozambique, South Africa and Namibia (all national).	Party buy-in, ownership.	When support for the party declines, women's representation also declines. Parties are not obligated to deliver and they can only do so in closed list PR systems - in which a party decides who gets on the list.	South Africa (local) - the ANC had a 50% quota both for ward and PR seats in the 2011 elections.	As long as the quota is applied consistently to both ward and PR seats, this results in high levels of women's representation (the ANC achieved this under the watchful eye of civil society).	If only one party adopts the quota and others do not, the result is weakened. As a result of the ANC's reduced majority in the 2011 local elections, the proportion of women declined, because other parties did not adopt quotas.
Legislated quota	Mauritius (local); quota is gender neutral.	This guarantees a number of women.	It only works if women stand for elections in safe seats.	Namibia local government.	Delivers on numbers and gives parties leeway to choose which women go on the list so long as the quota is met.	Some view this as infringing on freedom of choice.	Lesotho (local level, and for PR seats at national level).	Addresses the concerns raised by reserved seats in the FPTP system.	Women who come in on the reserved PR seats may still be regarded as token.
Constitutional quota		This guarantees numbers.	Where seats have to be reserved for women they are regarded as second class or token.	-	-	-	Tanzania		
No quotas	Seychelles, Zambia and Zimbabwe; Namibia (regional level).	In the case of Seychelles, women politicians are not viewed as tokens.	Relies on persuasion and goodwill of parties to put women on candidate lists.	Namibia national .	Women not viewed as token.	Still failing to reach the 30% mark let alone parity.	Lesotho national (although there is now a partial quota - for the 30% PR seats).	Women not viewed as token. The higher proportion of women on PR seats led to a slight increase in women's representation.	Women's representation in FPTP seats shows no sign of increasing and in fact decreased in the 2012 elections.

Source: Gender Links 2012.

[6] For more information on the comparative global data on quotas for women in politics see www.idea.int/quota.

Table 2.7 illustrates that there are two main types of electoral system employed in Southern Africa, PR and constituency, and two main types of quota (voluntary and legislated/constitutional). However, some countries use a hybrid of these two electoral systems and several countries have either a voluntary or legislated quota. Southern Africa has examples of all these combinations.

FPTP and no quota

Globally, countries with the constituency system and no quota or special measures have the lowest representation of women. While an increase in women's representation in Malawi in 2009 showed that there is scope for increasing women's participation in this system through lobbying and advocacy, this process is painfully slow. Zambia's September 2011 elections results confirm this. Zambia does not have any type of quota.



Zambia election outcome prompts call for legislated quotas

Zambian gender activists are using a constitutional review process to make a case for legislated quotas following a dismal outcome in the country's September 2011 local government and national elections.

Women won just 6.1% of local government seats, the same as before. Parliamentary results were equally disappointing with the percentage of women dropping from 15 to 11.2 - far from the SADC Protocol target of 50/50. This is especially disappointing as it was Zambia's last election before the 2015 deadline.

These results also raise concerns about the quality and fairness of local service delivery. If only 85 women out of 1382 people are contributing to day-to-day local authority decisions, it is likely that women's demands and priorities will not be adequately addressed.

Zambia follows the FPTP or "winner-takes-all" electoral system. There is no quota or scheme that reserves seats for women. Women and men compete on the same platform but "from different vantage points."[7]

There has been limited national debate or discussion about altering the country's current electoral system since a new system was proposed by the Electoral Reforms Technical Committee in 2005. The Committee recommended a version of the Mixed Member Proportional (MMP) system used in Lesotho.[8] A dual ballot system, MMP allows voters to cast two ballots: a constituency vote and a party vote. Constituency representation in the National Assembly is thus determined by the former while the latter compensates parties that have won fewer constituency seats. Candidates are then selected from a party list depending on the results of this party vote.[9]



Partipants at the second women's constitutional conference - June 2012, Zambia.
Photo: Margaret Machila

Table 2.8: Local Government 2011 Election Results

PARTY / INDEPENDENT	TOTAL NO OF SEATS WON PER PARTY	FEMALE (SEATS WON PER PARTY)	% FEMALE PARTY SEATS	MALE (SEATS WON PER PARTY)	% MALE PARTY SEATS
ADD	13	0	0	13	100
FDD	3	0	0	3	100
INDEPENDENT	31	2	6.5	29	93.5
MMD	547	24	4.4	523	95.6
NMP	1	0	0	1	100
PF	528	44	8.3	484	91.7
UPND	259	15	5.8	246	95
TOTAL	**1382**	**85**	**6.2**	**1299**	**93.8**

Source: Compiled by Gender Links from data collected from Electoral Commission of Zambia and Zambia Women's Lobby (March 2012).

1 Gender and Local Government in Zambia (2007).
2 Ibid.
3 Matlosa, K. 2007. "Lesotho" in Cawthra. G., du Pisani, A and Omari, A (eds) *Security and Democracy in Southern Africa*.

Table 2.8 reflects Zambia's most recent local government election results disaggregated by sex. It shows the percentage of seats won by each party. A total of 1382 representatives were elected and candidates were selected from seven parties.

Movement for Multi-Party Democracy (MMD) and Patriotic Front (PF) obtained the most votes. PF elected the most women, 44 in total, which is still a mere 8.3% of those elected.

The single digit women's proportions prove there is still plenty of work to be done within political parties. Women barely occupy 10% of party space in local government. Moreover, while there was a shift in voting patterns in the 2011 election and the Zambian electorate ushered in change by rejecting the ruling party, none of the main parties addressed the country's obligation to gender equality as stipulated in the SADC Protocol.

Respondents to a research study identified several reasons why Zambia has been unable to achieve equal representation of women and men in decision-making positions:

- *Party Support:* Parties did not adopt women candidates to stand for election. Men are considered more likely to win.
- *Culture, patriarchy and beliefs:* The belief that women have no place in governance and decision-making persists in Zambia and other SADC countries.
- *Identity, conflict and violence:* Issues of women's identity as far as how they are recognised both within and outside party structures are related to the culture, beliefs and attitudes that prevail in a society. Threats of violence prevented some women from running. The lead-up to the election was fraught with reports of party-on-party violence.
- *Financial constraints:* Parties did not provide funds for women's campaigns. In some cases women were told they would receive investment from a party only to later learn it was not available.
- *Media portrayal of women:* Journalists contribute to the character assassination of women political aspirants. Women, especially at the local level wary of the potential repercussions of a possible negative media campaign.
- *Capacity building efforts:* In the absence of legal frameworks and reserved seats for women, the onus is on civil society and institutions such as ECZ to keep the on the political agenda in non-election years.

A quota or system that reserves seats would enable women to contest male candidates in an open FPTP system. Lesotho Congress for Democracy (LCD), the former ruling party in Lesotho, has an internal 30% party quota so that women stand a good chance of significant wins in the country's FPTP system. Women LCD politicians have 32% overall representation within local government and constitute 44.1% of the party's overall seats.

If these systems are implemented there is a need for greater capacity building and training to facilitate women's access to the necessary political platforms. This type of empowerment helps minimise issues of safety and security and protects women from abuse and character assassination.

The foundation for moving toward a quota was already laid during the Constitutional reform process. Various institutions have proposed that 30% of local authority seats be reserved for women. This could work for Zambia as it has in Lesotho. Draft Constitution proposals include a call for a legislated quota to ensure that Zambia meets the 50/50 target. Zambia may have missed the 2015 mark to obtain 50% women's representation but attaining gender equality in decision-making remains a crucial endeavour.

"The numbers of women are decided at a political party level and this has contributed to the low numbers of women in local government in Zambia." Morris Mbolela, Secretary General, Local Government Association of Zambia - LGAZ

FPTP and quota

Until this year, only Lesotho had experimented with a quota in a FPTP system. This occurred there during local government elections in 2006 and one third of Lesotho's seats were reserved for women. A rotation meant a different set of constituencies was to be reserved for women in each of three elections. However, the quota was controversial, resulting in an amendment that ushered in electoral changes based on the Tanzania model.

Mauritius adopts a legislated quota at local level



In 2011, following intense lobbying by the Southern African Gender Protocol Alliance in Mauritius led by GL, Media Watch Organisation (MWO) and Women in Networking (WIN) Mauritius amended its Local Government Law ahead of elections scheduled for July 2012.

The Act requires that political parties field a minimum of one-third of candidates of either sex for the general municipal and village council elections. Articles 12 - 13 of the Southern African



Mauritian Prime Minister Navin Ramgoolam supported the country's gender neutral quota. *Photo: Gender Links*

Development (SADC) Community Gender Protocol aim to achieve equal representation and participation by women and men in all areas of decision-making including the use of affirmative action measures as provided for in Article Five.

The legislation not only advances Articles 12-13 of the SADC Protocol - which calls on Member States to ensure 50% women's representation in decision-making positions by 2015 - it also ensures other benefits for the region.

It is a creative model that may help clear the way for Mauritius to sign the SADC Protocol. Until now Mauritian lawmakers had rejected the regional document because the country's constitution does not allow for affirmative action in the form of legislated quotas.

Mauritius had reservations about signing the Protocol because its Constitution did not allow for affirmative action or positive discrimination. The Constitution has since been amended for the country to adopt the local quota. This opens the door to the signing of the Protocol. The changes in Mauritius are being used to step up pressure in Botswana, the other country that has not yet signed the Protocol. The Botswana Alliance Network, which is led by the Botswana Council of NGOs (BOCONGO) gender sector has drawn up a strategy for getting the SADC Gender Protocol signed.

Mauritius has positioned itself as a model of democracy in the SADC region. But a true democracy cannot exist when 51.8% of its population, its women, are not adequately represented in political decision-making processes, both at national and local levels. Women currently account for only 6.4% of representatives at the local government level and 18.8% at parliamentary level; a blemish for a country that is otherwise showing progress against other gender indicators.

Soon after the Local Government Amendment Bill was approved, the Prime Minister announced the creation of further major electoral reforms before the general elections in 2015. He noted this would radically change the electoral system. This is proof that the long struggle to break barriers to women's participation in politics is starting to yield results.

With enabling legislation now in place, the challenge is to get at least 30% women candidates. This will involve encouraging women to join politics and helping them overcome those barriers that prevent them from taking part in the political sphere.

The Mauritius GL office has embarked on training in rual and urban Mauritius. These include workshops on media literacy and leadership skills for women in politics. The training aims to provide women political aspirants with the tools and skills to engage with the media. Training helps women prepare for radio and television interviews and also provides them with campaigning skills such as developing political manifestoes. Some women have financial and family constraints so it has been important to schedule training in the evening.

In March 2012, during his keynote address at the GL Mauritian Local Government Gender Justice Summit, Local Government Minister Herve Aime Aime said: "The Republic of Mauritius has a lot to be proud of as a nation. It consistently does well in international surveys in various fields, usually coming out top in Africa. It is one of the world's oldest democracies, having an elected Parliament for over 100 years and a local government of one form or another for over 250 years. Yet a domain in which Mauritius has always fared poorly is the representation of women in politics, notwithstanding that education and employment opportunities are equitably available to both sexes."

Though no similar provision yet exists at the national level, the forthcoming local government elections will likely see a three-fold increase in women candidates in urban areas, and more than a five-fold increase in rural areas. The total number of women candidates will increase from less than 500 nationally to more than 2000.

However, the new legislation only guarantees candidate numbers - which women win seats will be up to the voters. Mauritius also needs to sign the SADC Gender Protocol. This will go a long way toward demonstrating commitment to gender equality by 2015.

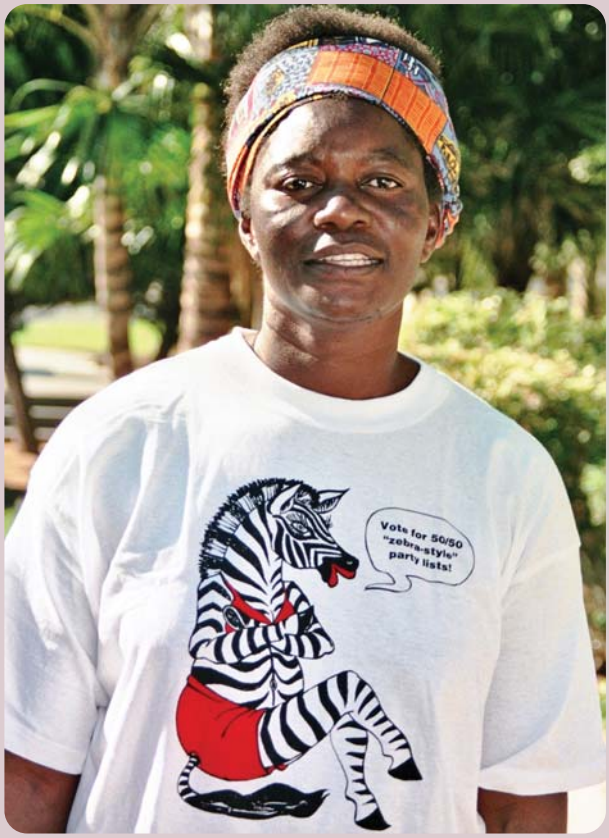


Loga Virahsawmy, Director of the Mauritius and Francophone Office, shows Minister of Local Government Louis Herve Aime the Mauritius Gender, Media and Elections report.
Photo: Gender Links

Voluntary and legislated quotas in the PR system

South Africa and Namibia both have PR systems at national level. Namibia has a PR system and legislated 30% quota at local level, while South Africa has a mixed system at local level. In South Africa, the ruling African National Congress (ANC) became the first party in Southern Africa to adopt a 50/50 quota at national and local level for elections in 2009 and 2011 respectively. In Namibia, the ruling South West Africa Peoples Organisation (SWAPO) has a 50/50 quota for women at local level, but not national level. The danger of inconsistent party quotas, and of only one party (albeit the ruling party) having a quota is cause for concern among gender activists in both South Africa and Namibia. The April 2011 local elections in South Africa helped to spark action when the representation of women dropped from 40% to 38% as a result of the ANC's decreased support in the election. Calls for submissions on the Constititution in Namibia have similarly propelled action in this country. Activists in both countries are calling for constitutional or legislated quotas as the only way to guarantee that the gender parity target is met.

South Africa and Namibia debate legislated quotas and draft 50/50 layperson bills



A Namibian woman calls for 50/50 legislated quotas while sporting a zebra list campaign t-shirt. *Photo: Liz Frank*

Prompted by recent electoral declines in women's political representation, activists in Namibia and South Africa have revitalised draft layperson 50/50 bills as a possible way to get more women elected.

South Africa's May 2011 elections saw the proportion of women in local government drop from 40% to 38%. In Namibia, the decline following the 2009 national elections was even worse, from 30.9% to 23%.

This spurred a national debate about 50/50 legislated quotas at national and regional-level elections. In contrast, Namibia has adopted affirmative action legislation at the local authority level, which has ensured more than 40% representation of women in local councils since 1998. These figures show that without affirmative action legislation, reaching parity at the national and regional levels by 2015 will be impossible. The next elections are scheduled for 2014.

South Africa currently holds local elections under a mixed system and employs a PR system at the national level. The ruling ANC party has applied a voluntary quota. Those gains made in increasing women's representation in political decision-making positions in the country have largely been achieved because of political will on the part of the ANC.

The Commission for Gender Equality (CGE) and the National Democratic Institute (NDI) strategised about how to push forward the campaign for 50/50 quotas in South African electoral laws during a roundtable discussion on International Women's Day on 8 March 2012.

The campaign has recently received renewed interest and the Independent Electoral Commission's Chair, Pansy Tlakula has spoken out about the need for a legislated quota system to achieve parity in women's representation in the country. The Ministry of Women, Children and Persons with Disability also addressed the issue in green paper discussions which led to the draft of a Women's Empowerment and Gender Equality Bill. In a televised interview on 4 March 2012, the Deputy Minister said the Bill will be tabled by March 2013.

Meanwhile in Namibia, NANGOF Trust, the Namibia focal point of the Southern Africa Gender Protocol Alliance, with support from the regional Alliance Secretariat and the regional governance cluster, took advantage of public consultations on electoral reforms to submit demands for a 50/50 legislated quota there.

The Alliance delivered the formal submission to Sacky Shangala, chairperson of Namibia's Law Reform and

Development Commission, at a consultative meeting on 14 March 2012. This is part of a submission that will eventually be presented to the Minister of Justice.

The campaign builds on work begun in 2002. The team provided Shangala with a copy of the research paper on 50/50 options for Namibia that was commissioned by Sister Namibia and produced by the Legal Assistance Centre under the banner of the Namibian Women's Manifesto Network in 2002.



The Commission on Gender Equality's Janine Hicks has helped take the lead on the campaign for a 50/50 legislated quota in South Africa.
Photo: www.cge.org.za

Shangala welcomed the submission and supporting documents and asked the women's organisations to commission a lawyer to review the draft 50/50 bill in the current context of impending electoral law reform.

Namibia and South Africa are among the 13 SADC countries which have signed, and nine that have ratified, the SADC Gender Protocol, a binding instrument that calls on States to put in place measures to increase women's representation in decision-making positions in all SADC countries by 2015. A key target is achieving gender parity in all areas of decision making by 2015.

While South Africa has a relatively strong showing of women in political decision-making positions, it cannot continue to rely solely on the voluntary efforts of the ANC - 50/50 legislation is necessary to continue to advance women's equality throughout society.

Amendments to the Electoral Act 73 of 1998
3.1 The following subsection is inserted as Section 27(1)(A) in the Electoral Act 73 of 1998, as amended:

"(1) (A) the lists referred to in subsection (1) shall be comprised as follows:
(a) The numbers of men and women on each party list may not differ by more than one;
(b) The names of the men and women on each party list shall alternate, so that each group of two candidates as they appear on the list contains one man and one woman."

The Women's Legal Centre (WLC) in South Africa tabled compelling legal research indicating that the principle of equality and positive discrimination is firmly established in the country's constitution. In addition, it noted that the Promotion of Equality and Prevention of Unfair Discrimination Act imposes a positive obligation on the state to enact equality legislation - and on political parties to develop equity plans - and provides for affirmative action measures in this regard.

It further noted that international instruments such as the Convention on the Elimination of All forms of Discrimination Against Women, the Beijing Platform for Action, and the 2008 SADC Gender and Development Protocol underscore a state duty to implement measures to promote women's representation, remove barriers, set targets and apply legis-lative and other measures to attain parity in decision-making positions.

The WLC tabled suggestions that would be necessary to enact a constitutionally sound quota system. These include specific amend-ments to the Electoral Act, Municipal Electoral Act and Municipal Structures Act. It also proposed provisions and sanctions for non-compliance.

In addition, the group emphasised extending focus beyond numerical targets, noting the importance of creating an enabling environment for women to advance within the political realm. This includes the need for measures to ensure women's access to campaign funding and coaching, child care facilities and maternity benefits. It also requires political parties to squarely address sexual harassment within political parties, and the issue of women's representation in senior party leadership positions.

Following the International Women's Day meeting, the CGE and partners agreed to take forward the development and tabling of legislative proposals for a quota system in meetings with key stakeholders such as the Department for Women, Children and People with Disabilities and the IEC. These stakeholders will engage with political parties and convene public forums to raise awareness about, and build support for, such legislation.

In addition, the CGE was tasked with urgently lobbying the South African government to deposit its instruments of ratification for the SADC Protocol.

Namibia has suggested the following in its layperson's 50/50 bill:

- ***National Council:*** The two provisions require that regional councils, which have male and female members, must send one male and one female to the National Council. The draft retains the basic election procedures that exist at present. However, the draft requires separate voting for the male representative and the female representative.

- ***Local Authorities:*** The draft provides for gender-balanced "zebra lists" which alternate women and men candidates on electoral lists. In the case of local authority councils with uneven numbers of members, the numbers of men and women on the list can differ by one (for example five candidates made up of three

women and two men). The draft requires that women's and men's names alternate on each party list so that each group of two contains one candidate of each sex. Parties would be free to choose whether to put a man or a woman at the top of the list. The provision would apply to residents' associations as well as political parties.

- ***National Assembly Elections:*** This provision provides for "zebra lists" of candidates for the National Assembly. The current law requires that parties submit lists containing at least 24 but not more than 72 names. Thus, parties could submit lists of odd or even numbers of names. In the case of lists with uneven numbers of candidates, the numbers of men and women on the list can differ by one. Parties would be free to choose whether to put a man or a woman at the top of the list.
- ***Regional Council Elections:*** This requires any political party which contests more than one constituency in a region to include equal numbers of men and women amongst its candidates for that region. If the party fields an uneven number of candidates in that region, the numbers of men and women may differ by one.

While affirmative action measures have helped Namibia boast a strong showing of women representatives at the local level, special measures should also be applied to the regional and national level. South Africa can only guarantee its high level of women's representation in political decision-making if it adopts a legislated quota so that women's representation is not left to the whims of the leaders of political parties.

Legislated quotas and mixed systems



Tanzania has a unique hybrid at the national level which is aimed at navigating the problem of quotas in a FPTP system. All seats are contested on a FPTP system. Women and men are equally entitled to participate in these elections, although in reality men are the majority of candidates and winners. However, in addition to the FPTP seats, 30% seats are distributed to parties on a PR basis for women only. This system does not directly infringe anyone's constitutional rights and is therefore less open to contestation. Learning from the Tanzania experience, Lesotho last year adapted the reserved quota in its FPTP local electoral system to the mixed system used in Tanzania. This offers key lessons for other countries in the region, most of which have a FPTP system.

Lesotho quota system yields results at local government level



The proportion of women elected in Lesotho's October 2011 local government elections decreased from 58% (2005 elections) to 49%.[10] However, the result is considered by many a more representative reflection of the aspirations of voters after amendments to the country's quota system were implemented for the vote. Further, Lesotho remains in the lead as far as women's representation in SADC local government.

Lesotho's bold local level experiment with quotas in a FPTP electoral system offers many lessons for the region in the countdown to 2015.

In 2005, Lesotho adopted a system whereby 30% of all constituencies were reserved for women - in other words, only women could contest in these constituencies. Women and men could both compete on a winner-takes-all basis in the remaining 70% of seats. The Electoral Act made provision for this system to rotate to different constituencies for at least three elections, at which time it would be evaluated and assessed.

Along with their guaranteed 30%, women also won 28% in the openly contested constituencies. This resulted in 58% women's representation - at the time it was the only SADC country in which women held a majority of decision-making positions at any level of government.



Rethabile Pholo, Lesotho Independent Electoral Commission Chief Technical Officer and GL Board Member, helped implement Lesotho's amended Local Government Act. *Photo: Trevor Davies*

[10] Mapetla, M. 2012. "Gender Parity in Local Government Representation". Lesotho 2012 local government elections.

But this success came at a cost. Litjotjela farmer Tsepo Molefe challenged the legislated 30% quota for women on the grounds that it infringed his constitutional rights. The Court ruled in favour of the electoral law as "justifiable discrimination." Unhappy with this decision, political parties lobbied the Independent Electoral Commission (IEC) to investigate and initiate a law more favourable to all. Political parties argued that they needed to be free to field candidates in any constituency.

The IEC then embarked on a fact-finding trip to Tanzania. The group included members of political parties and the Ministry of Local Government and Chieftaincy (MLGC).

Borrowing from the Tanzania model, Lesotho amended its electoral legislation ahead of the 2011 elections. The new system did away with reserved seats. However, it introduced 30% seats reserved for women above and beyond the original constituencies. These were distributed between parties using proportional representation.

In order to ensure the new system delivered gender parity, civil society organisations, including Women in Law Southern Africa and Gender Links, worked with the Ministry of Gender, Youth, Sports and Recreation on a 50/50 campaign. The campaign sought to equip women politicians with knowledge and skills on gender, issues of governance, electoral laws and how to run political campaigns. GL's Centres of Excellence training for gender in local government includes developing and implementing a campaign. GL worked with women politicians in ten COE councils to develop their campaigns.

Mathato Mabitle from Mokhotlong, Sanqebethu Community Council, initially had no interest in politics but decided to throw her hat in the ring in 2011.

"In early 2011, I attended a SADC Gender Protocol village workshop organised by Gender Links at Mateanong Community Council. It was my first encounter with GL. The workshop was very important, as it was my first time to even know that Lesotho was part of SADC countries and more importantly had signed the SADC Gender Protocol. We were also encouraged to publicise it in our communities. This is how I became involved with the GL Women in Politics workshops held at Mateanong Council to help me prepare for local government elections as an independent candidate. Unfortunately, I did not win but I am continuing with my work of supporting HIV and AIDS groups. I have also been talking about gender issues at those support group meetings and in other public gatherings. I am inspired to continue with the work I do in the community because of my role models."

While Mabitle did not win, other 50/50 campaign participants did go on to win a seat. Table 2.9 provides a breakdown of the 2011 local government election results.

Table 2.9 Lesotho 2011 local government election results

Political party	Total number of Councillors				FPTP results by sex				Women reserved seats	
	Women	Men	All Councillors	% women	Women	Men	Total	% women	Women	%
Ruling LCD	411	280	691	60	221	280	501	44	190	64
ABC	98	84	182	54	22	84	106	21	76	26
BNP	21	13	34	62	2	13	15	13	19	6
NIP	4	2	6	50	0	2	2	0	2	1
LPC	4	3	7	57	1	3	4	3	3	1
LWP	0	2	2	0	0	2	2	0	0	0
BAC	0	1	1	0	0	1	1	0	0	0
Other parties	14	13	27	52	6	13	19	32	8	3
Independents	30	143	173	-	30	143	173	17	-	-
Elected Chiefs	45	108	153	29	-	-	-	-	-	-
Total	627	649	1276		282	541	823		298	
%	49	51		49	34	66		34	100	100

Source: Compiled from the IEC Database, 2011 and MLGC information. Compiled by Matseliso Mapetla, University of Lesotho.

Table 2.9 shows election results obtained from IEC and MLGC databases.[11] A total of 1276 Councillors won seats in the October 2011 vote. This includes men and women elected through the FPTP seats, special reserved seats for women and elected chiefs. Of the total number of councillors, women make up 49%.

[10] At the time of writing this report final sex disaggregated results per district and council were not readily available from the IEC. This report makes use of a compilation done by Matseliso Mapetla, senior lecturer in the Department of Political and Administrative Studies at the National University of Lesotho.

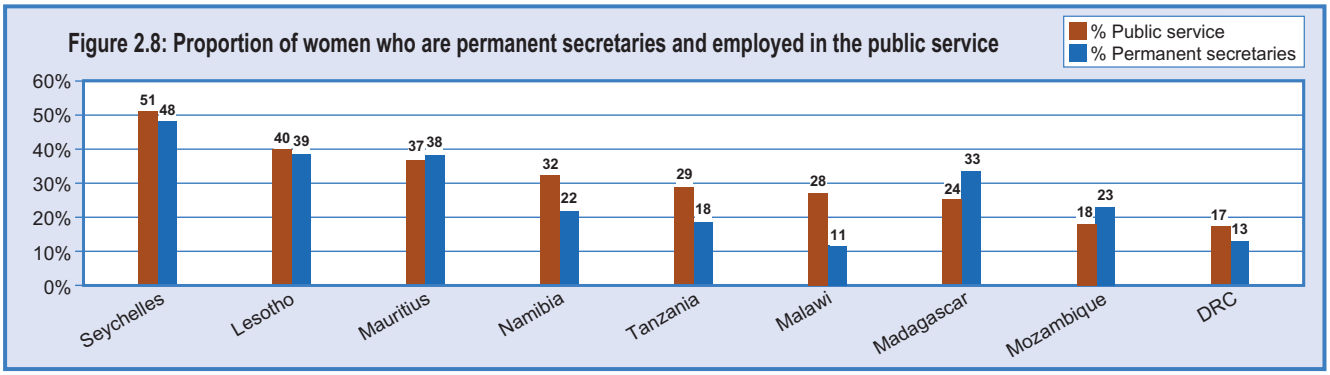
Women won 282 out of 823 FPTP seats (34%). These women successfully contested elections in the "winner take all" system. This is a significant achievement and an increase from 28% in 2005. The highest proportion of women who won seats in the openly contested elections (221 or 44.1%) come from the Lesotho Congress of Democracy (LCD) party. Three parties did not elect any women.

Thirty women, 17.3%, were independent. Of the 298 reserved seats distributed on a PR basis, the LCD won the majority of these, 190 (63.7%), with the All Basotho Convention (ABC) winning 76 (25.5%) seats. The two parties account for approximately 90% of the reserved seats.



Malebohang Ramaqele and Qakethe Makoete, newly elected councillors from Ramapepe, share notes at a July 2012 workshop.
Photo: Ntolo Lekau

The public service



Source: Gender Links 2012.

There is scant data on public service and wide variations continue: As reflected in Figure 2.8, there is scant data to represent the entire region and wide variations with regard to women's representation in the public service. Seychelles has achieved parity and Lesotho, Mauritius and Namibia have surpassed 30%. However, women constitute less than one fifth of public servants in Mozambique while DRC is ranked the lowest among countries for which data was available.

Participation in decision-making

The Protocol provides for State parties to adopt specific legislative measures and other strategies to enable women to have equal opportunities with men to participate in electoral processes including the administration of elections and voting.

It also provides for equal participation by women and men in policies, strategies and programmes for building the capacity of women and men in decision-making through leadership and gender sensitivity training and mentorship; support structures for women in decision-making; structures to enhance gender mainstreaming and changing decision-making attitudes and norms. The Protocol specifies that men be included in these activities.

Election management

Women are missing from election management bodies in most SADC Countries: Most SADC electoral management bodies do not consider gender equality an important factor when appointing managers in spite of the fact that more women are registered as voters.

Electoral processes

Women outnumber men as voters: While voter registration data is available it is often not disaggregated by sex. In the three countries where such data could be obtained (Botswana, South Africa and Tanzania), women constituted the majority of those registered to vote. This shows that women are keen to participate in public life.

Regional: Alliance elections observer concerned about gender blindness during the Lesotho election



Emma Kaliya participated in the election observer mission to Lesotho.
Photo: Trevor Davies

The Southern Africa Gender Protocol Alliance played a key role in the Lesotho election observer mission. Alliance member Emma Kaliya headed the civil society observer mission under the SADC Council of NGOs. Kaliya is part of the Alliance think tank. She also represents the Malawi Alliance focal network in her role as the Chair of the NGO Gender Coordinating Network.

Kaliya lamented that gender did not seem to feature high on the election agenda. "The thing that was very clear from the point of the observer mission was the whole issue of overshadowing of women representation because of their uncertainty over which party would form the next government," said Kaliya. "Getting more women in parliament was not considered as a priority in the constituencies even during general discussions."

This is disappointing from a country that has showed consistency in electing close to 50% women councillors at the local government level. It may also further frustrate chances for SADC to meet its 50/50 target by 2015.

Despite this criticism, Lesotho's new local government act provides affirmative action measures to increase women's representation. This helped the country get close to parity following the 2012 local government election during which 49.1% women were elected to local government.

Kaliya had also been part of the pre-election assessment mission to Lesotho in March 2012. This was shortly after the prime minister had left the then ruling Lesotho Congress for Democracy party to form the Democratic Congress. The Democratic Congress became the ruling party after receiving a majority in the election based on proportional representation seats.

This set the tone for the rest of the election period and the power shift created uncertainty. Kaliya says this likely helped push the issue of women's representation onto the backburner.

Leadership

Women are still missing from top decision-making positions: An important test of women's participation in public life is the extent to which they not only participate in structures of governance but in the leadership of these entities. The earlier section detailed how women are still underrepresented in cabinet. Table 2.10 shows that all but one of the SADC ruling parties are led by men. Only one opposition party, South Africa's, is led by a woman.

Table 2.10: Women and men in party leadership

Country	Ruling party		Main opposition	
	M	F	M	F
Angola	1		1	
Botswana	1		1	
DRC	1		1	
Lesotho	1		1	
Madagascar	1		1	
Malawi		1	1	
Mauritius	1		1	
Mozambique	1		1	
Namibia	1		1	
Seychelles	1		1	
South Africa	1			1
Tanzania	1		1	
Zambia	1		1	
Zimbabwe	1		1	

Capacity building

The various regional and international commitments to increasing women's equal and effective participation in decision-making place a strong emphasis on capacity building. Addressing the specific needs of women decision-makers is not something most decision-making institutions had considered before the clamour for greater representation by women in these structures. It is one of the several changes women have had to struggle to bring about.

Generic training: There have been several different approaches to improving the skills of politicians in general and women politicians in particular. Most political parties, parliaments and councils seem to offer some basic orientation on what it means to be a politician and how to function as a legislator/councillor. Sometimes this is done with the help of international organisations like the Inter-Parliamentary Union (IPU), Commonwealth Parliamentary Forum (CPF), International Union of Local Authorities (IULA) or regional organisations like the SADC Parliamentary Forum. The difficulty with all generic "one size fits all" training is that it does not always address the particular needs of women, especially where they are the minority. This has led to the design of several empowerment programmes focusing on women.

Women specific training at national level: Capacity building programmes focusing specifically on women decision-makers may exist at national or regional level.

Training specific to women at regional level: The SADC Gender Unit has developed a gender tool kit for SADC decision makers that comprises basic concepts, tools and exercises on mainstreaming gender into legislation. This has been used for educating trainers as well as women MPs from throughout the region. Evaluation reports from training workshops overwhelmingly state that these "additional empowerment" initiatives play an important role in developing linkages between women MPs across the region. They also help sensitse women about gender issues.

Drawbacks include:

- Lack of follow-though mechanisms to provide ongoing support or evaluate impact;
- Absence of national level strategies to ensure that those trained as trainers apply their skills;
- The subject matter so far only covers gender skills and not some of the immediate practical skills that decision-makers need, such as communication training (including the using the internet, debating, working with the mainstream media, etc.); and
- Although the focus on women MPs is understandable, the disadvantage (especially where there are small numbers of women MPs) is that they then return to male-dominated institutions where there is little sympathy for their ideas.



Women politicians in Mauritius strategise in a January 2011 workshop to prepare them for future elections. *Photo: Mary Josee Coopan*

Gender mainstreaming training at regional level: In an effort to bring men on board, the SADC Parliamentary Forum's gender unit has facilitated a number of gender mainstreaming workshops for chairs of portfolio committees, whcih are mostly male-dominated.

Mentorship: Mentorship helps overcome many of the shortcomings identified in other forms of capacity building. Because it is one-on-one and hands-on, it is usually more effective than other training. Perhaps most important, such training is ongoing.

On-the-job training: Although several evaluations show the benefits of sustained, on-the-job training for women in decision-making and adult learning generally, training for women in politics still tends to be ad hoc, off site, and not applied. The GL Centres of Excellence for Gender in Local Government project (currently in 151 councils in ten countries) aims to bring together policy, research and skills in an applied learning setting, with a strong emphasis on Monitoring and Evaluation.

Making a difference?

Ringing up the Changes, Gender in Southern African Politics (GL, 2004) found that *numbers do make a difference* for a host of reasons, including:

- The sheer presence of women in decision-making is a powerful tool for challenging societal stereotypes and creating role models;
- When there are a few women who are in influential positions trying to make a difference but without a "critical mass" of women to draw on, they find it difficult to effect these changes; and
- In countries that have higher proportions of women in decision-making, obstacles to participation are more likely to begin to be turned to advantages.

The tangible differences include:

- The marked difference between the style, procedures, norms and discourse in institutions of decision-making in the countries that have a high representation of women compared to those that do not;
- The link between the presence of a substantial proportion of women in decision-making and the extent to which men have engaged with the issue of gender equality and become agents of change;
- The fact that although all the case study countries have undertaken significant gender justice reforms the breadth and depth of such reforms are greater in countries that have achieved higher levels of women in parliament, and especially in those countries with a history of political struggle and progressive constitutions;
- The championing role that women in top decision-making positions have played in ensuring that gender is taken into account in policies and laws in mainstream portfolios like mining and agriculture;
- The support that women decision-makers have given to innovative approaches like the gender budgeting initiatives that have captured the imagination of the region and provide a potentially powerful tool for gender mainstreaming through tracking resource allocations; and
- The links made by women MPs between women constituents and parliament, as well as ensuring greater accessibility and responsiveness of service delivery.

South Africa's Draft Women's Empowerment and Gender Equality Bill provides an example of what women in politics can do to achieve substantive gender equality.

Costing



Zambia: The Electoral Commission of Zambia (ECZ) conducted general capacity building, voter education and elections related legislative processes. Of the ZMK 2.8 billion (US$57 million) received in 2010, the ECZ spent 42% on voter education. However, this did not include a gender element and ECZ lost an opportunity to educate the Zambian electorate on the importance of ensuring women's equal representation in politics. The ECZ could have joined forces with civil society and mounted a campaign to encourage voters to support women candidates.

Lesotho: Interviews revealed that gender-related monies are used to pay for capacity building and MP travel costs for attending conferences and workshops. The UN Lesotho One Budgetary Framework and UN Lesotho One Fund supports a programme on "Good governance and Gender Equality." Actual costing is unavailable for many of Lesotho's donor-funded gender initiatives.



Mauritius: ***Financing local government:*** Mauritius passed a new gender responsive Local Government Act in 2011. However, there has been no specific amount designated for gender programmes. Some municipalities or district councils have organised seminars on gender issues, domestic violence or women rights, using their specific welfare budget.



South Africa: Draft Women's Empowerment and Gender Equality Bill addresses women's representation and participation from politics to the workplace



If adopted, South Africa's all-encompassing Draft Women's Empowerment and Gender Equality Bill will be a vehicle to achieve substantive equality. It addresses women's representation and participation from the political sphere to the workplace. The bill, led by the Minister of Women, Children and People with Disability Lulu Xingwana, is an example of women in politics making a difference.

The draft legislation has been approved by cabinet and is currently undergoing public consultations. The draft sets targets and milestones to be achieved by 2015 in line with the SADC Protocol on Gender and Development.

Its main objectives are to give effect to the letter and spirit of the Constitution, in particular the values of human dignity, the advancement of human rights and freedoms, non-racialism and non-sexism, by providing for women's empowerment to achieve gender equality and gender mainstreaming in the public sector, private sector and civil society.

The bill details legislation that will be affected, ranging from political to societal, education and workplace laws. Most notable, Chapter 3 Section 9 stipulates that:
"All entities to whom this Act applies, must, within their ambit of responsibilities achieve at least 50% representation and meaningful participation of women in decision-making structures by 2015, by developing plans on -
(a) setting of targets for such representation and participation;
(b) building women's capacity to participate; and
(c) developing support mechanisms for women within one year of the date of commencement of this Act."

This in line with Articles 5, 12 and 13 of the SADC Gender Protocol on affirmative action and the target of 50/50 women representation by 2015. It is the first national legal framework in the SADC region that goes beyond political representation to govern the public and private sectors.

On empowerment, Section 8 provides for the following measures to be undertaken by all entities to eliminate discrimination by putting forward a number of strategies. These include:

- Changing the conditions and circumstances which hinder achievement of sustainable, substantive gender equality;
- Mainstreaming gender in all strategies, policies, programmes, plans, budgets, training and activities;
- Ensuring reasonable accommodation of the needs and interests of women;
- Putting the necessary measures in place to recognise and support the reproductive, productive, family and community roles of women in various sectors of life; and
- Enforcing gender equality legislation, policies and strategies within their mandate.

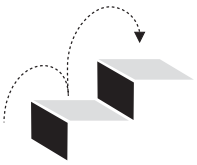
The bill stipulates enforcement, offences and penalties measures for non-compliance. The Minister of Women, Children and Persons with Disability may use any and all dispute resolution mechanisms, including parliamentary procedures and court processes, to address gender discrimination; and non-compliance with, contravention, or breach of any provision of the act.

Adverse effects are deemed practices of male or female dominance over women, which have, or are likely to have, an adverse effect on the wellbeing and equal enjoyment of their rights. Anyone who conducts such practices is guilty of an offence and on conviction is liable to a fine or to imprisonment. There is yet to be a proposal for the period of imprisonment.

If enacted, the Draft GE bill will go a long way to ensure that women are able to realise their full potential in both their public and private lives in line with the SADC Gender Protocol. South Africa would need to move fast to ensure it is enacted in time to realise the 2015 deadline. There are only two years remaining to achieve the targets.



South African textile workers show solidarity. *Photo: Trevor Davies*



Next steps

While the SADC region has seen some progress on increasing women's representation in the political sphere, more remains to be done. Some key points raised in this chapter include:

- ***Reinvigorating the 50/50 campaign:*** Following the re-launch of the 50/50 campaign in August 2011, robust work is needed to maintain gains made in getting more women into political decision-making positions

- ***Holding governments accountable:*** Governments made a commitment to achieving a minimum 30% representation of women in all areas of decision-making by 2005. They went on to raise the bar to 50% yet there has been backsliding in countries such as Botswana and Namibia at the very moment when substantial gains must be made. The barometer shows that with a few exceptions, this commitment has not and will not be met. While heads of state made some attempts to deliver on their promises through cabinet appointments, they often even missed these opportunities. Most important, countries with the FPTP system made little or no effort to review their electoral system which is least likely to see women's participation increased. Similarly, lawmakers in these countries have not learned from high performers such as Lesotho about what special measures might be adopted to increase women's participation.

- ***Women's access to political decision-making requires special measures:*** If there is one unequivocal lesson from the region it is that special measures must be implemented if countries are to reach the 50/50 target. There is no easy recipe for ensuring women's access to political decision-making, but the ingredients are well known. They include electoral systems, quotas, gender-aware parties, and democratic environments. Overwhelming evidence points to the need to implement Proportional Representation (PR) systems, and especially the closed-list PR system applied in Angola, Mozambique, Namibia and South Africa. The case of Lesotho shows that quotas can also be implemented in a FPTP system and FPTP systems can be adapted to be more conducive, as seen in Lesotho with its adoption of the Tanzania model.

- ***Quotas are a necessary and beneficial short-term measure:*** All SADC countries which have come close to, or are likely to achieve, the 30% target, have done so through voluntary party quotas (in Mozambique and South Africa) or legislated quotas (in local elections in Namibia) or constitutional quotas (in national elections in Tanzania). Quotas are not a panacea but they are the best short-term method for ensuring that progress is made. When accompanied by supportive strategies, quotas have delivered rapid and tangible benefits.

- ***New approaches to empowerment should be encouraged:*** In many cases needs assessments have not preceded training for women in politics. Such training needs to be holistic in its approach. In addition to gender analysis skills, it should include an understanding of the nature and exercise of power, confidence and assertiveness skills, leadership training and communication skills, including debating, use of the internet and social media, accessing the mainstream media and integrating gender issues into political campaigns. While there is a place for empowerment strategies that specifically target women decision-makers, it is also important to design strategies that include the "new" men in politics.

- ***Research, monitoring and evaluation are key:*** Research, advocacy and lobbying have been critical to achievements made to date. Structures and mechanisms should be found for strengthening collaboration between civil society and women in decision-making.

- ***Making decision-making hospitable to women:*** Despite the positive rhetoric towards women's increased participation in decision-making, there are many major barriers yet to overcome. These are deeply rooted in custom, culture, religion and tradition. The structural barriers explain why there is little correlation between women's level of education and their political participation. Personal empowerment does not translate into political empowerment for women because society is not ready to accept women in these roles. Such change can only come about through concerted effort beginning with strong political will and leadership, accompanied by deliberate strategies and special measures.



South African councillors and officials from Capricorn District Municipality take a commitment pledge at a May 2012 candle lighting ceremony promoting gender equality. *Photo: Ntombi Mbadlanyana*

- ***The media is a key partner:*** Gender, elections and media training shows that the media has a key role to play in changing mindsets and promoting women candidates. These partnerships should be built and extended in all countries yet to have elections before the 2015 SADC Protocol deadline, particularly with eleven national and ten local elections still to take place by 2015.

- ***Broadening the definition of decision-making:*** So far this sector has largely focused on politial decision-making. The SADC Gender Protocol refers to all areas of decision-making. Certain sectors that have escaped scrutiny need tocome under the spotlight. These include the media, private sector, the judiciary, civil society, the defence and police force.



"Sarah" *Anushka Virahsawmy*

CHAPTER 3

Education and training

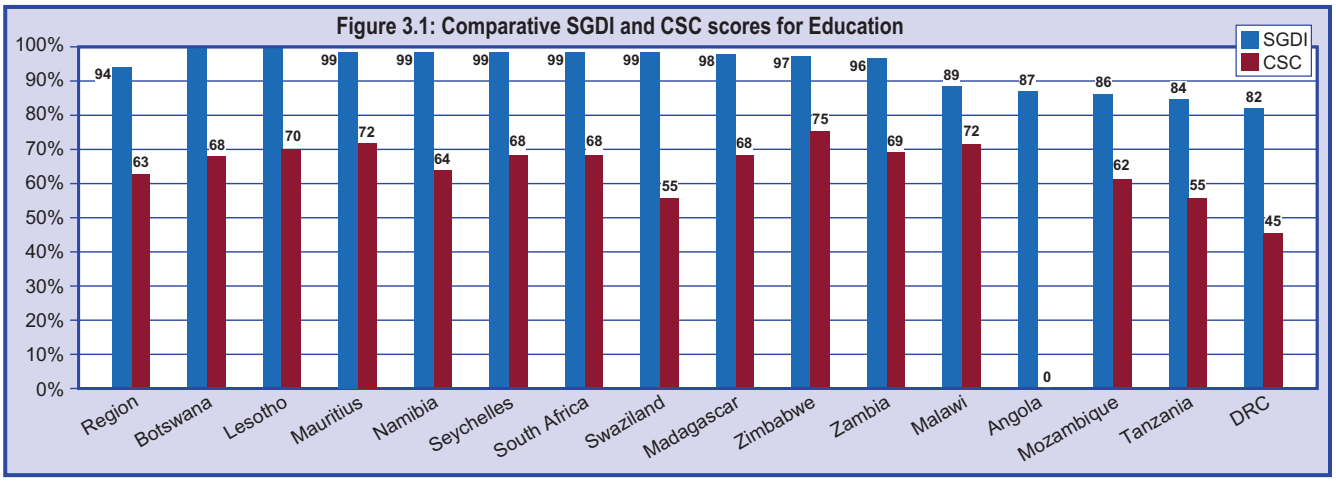
Article 14



Mpumi Msibi, Pretty Skihonde, Nhlanhla Mbulawa and KaylaXhethu, young women enrolled in a Johannesburg school. *Photo: Mona Hakimi*

KEY POINTS

- The regional average Southern Africa Gender and Development Index (SGDI) score for education is 94% compared to the average Citizen Score Card (CSC) score of 68%. The SGDI is up from 93% and CSC from 55% in 2011.
- Education is generally a success story for gender equality in the region. However, the difference between the empirical score and citizen perception score underlines many qualitative challenges such as gender biases in curriculum and GBV in schools.
- Mauritius achieved the highest CSC score at 85%. DRC achieved the lowest CSC score at 45%.
- With the exception of Lesotho and Seychelles, women in Southern Africa have lower literacy levels than men.
- Lesotho is the only country in the region having more girls than boys in schools in primary school.
- Seven countries in the region: Mauritius, Seychelles, South Africa, Botswana, Zambia and Swaziland have higher proportions of women than men at tertiary level.
- In all but two instances (primary education in Malawi and secondary education in Mozambique, where girls and boys are virtually at par) girls are outperforming boys at schools in the SADC region.
- Gender stereotypes still abound in decision-making in SADC, in curriculum, teaching materials and in the choice of subjects.
- Gender violence in schools remains a major challenge.
- While gender equality objectives increasingly feature in budget statements, these references are sporadic and selective. There is little correlation between these and the assessment of gaps that need to be addressed, for example the gaps at tertiary level.



Source: Gender Links 2012 compiled using sources in Table 3.1.

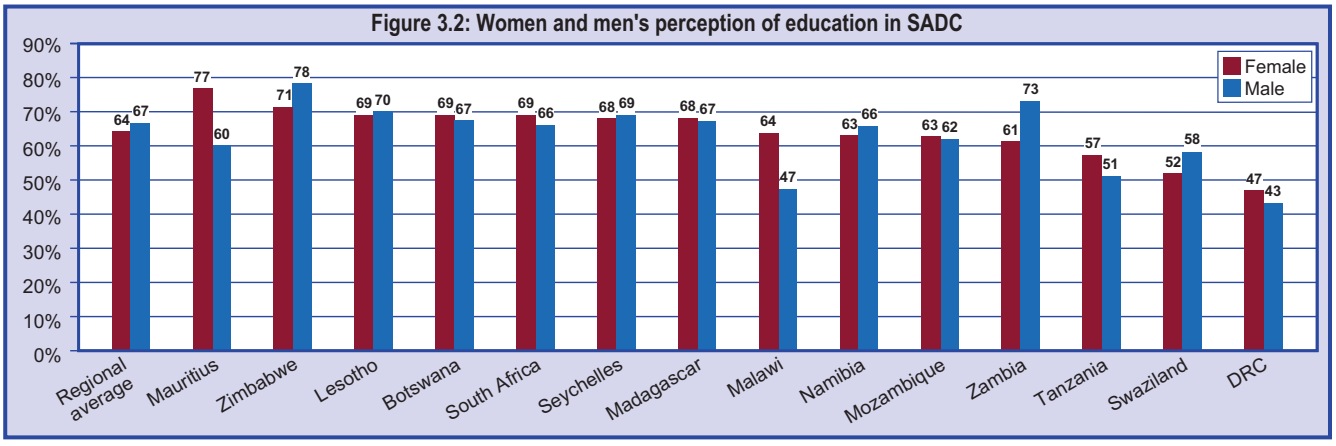
The regional average SGDI score for education is 94% compared to the regional Citizen Score of 63%. The SGDI is up from 93%, and CSC from 55%, in 2011. These scores show that education is definitely one of the rapidly improving areas in SADC, but the differences underscore several qualitative areas that still require attention.

The SGDI measures enrolment at primary, secondary and tertiary education levels. It does not cover aspects such as gender biases in curriculum; the engendered dimension of subject and career choices, school drop out rates as well as gender violence in schools. This explains the 31% gap between the SGDI and CSC regional scores. The SGDI does not capture the social challenges hiding behind the relatively progressive-looking numbers.

The gap between SGDI and CSC is even more stark at country level. For example, the conservative mountain kingdom of Swaziland is rated among the second highest countries according to the SGDI at 99%, yet among the three lowest-ranked CSC countries at 55%. At 75%, Zimbabwe achieved the highest citizen score, but this is much lower than its SGDI of 97%.

With gender parity at all levels (and more girls than boys at primary level in Lesotho) Botswana and Lesotho achieved 100% SGDI scores. Five countries: Mauritius, Namibia, South Africa, Seychelles and Swaziland missed the full score by only one percentage point at 99%. Even the lower ranked countries are not too far away from top scores with only five countries achieving less than 90% and the lowest ranked being the DRC at 82%.

CSC country scores range from 75% in Zimbabwe to 45% in the DRC. The DRC, a post-conflict country riddled with many challenges related to access to education and gender violence, scores lowest both in terms of the SGDI and CSC. Overall, the sector is performing well because, except for DRC, the other countries in the region score above 50% even in the CSC ranking.



Source: Gender Links 2012 compiled using sources in Table 3.1.

Figure 3.2 shows that women and men's perceptions of education are similar as measured by the CSC. However, in Mauritius and Malawi, women are more positive than men, and in Zambia men are more positive than women.

Background

Gender parity in education is a human right, a foundation for equal opportunity and a source of economic growth, employment creation and productivity. Countries that tolerate high levels of gender inequality pay a high price for undermining the human potential of girls and women, diminishing their creativity and narrowing their horizons. Although there has been progress towards gender parity, poorer countries will not achieve the target without radical shifts of policy and priorities in education planning[1].

Education is a key priority for most SADC Member States. MDG 2 aims to achieve universal primary education. Indicator 3.1 of MDG 3 (gender equality) is the ratio of girls to boys in primary, secondary, and tertiary education.

Although relatively brief, Article 14 on Gender Equality in Education is a cornerstone provision in the SADC Gender Protocol, covering equal access to all levels of education, challenging gender stereotypes in education and ensuring that institutions of learning are free from gender violence.

Like most of the articles in the SADC Gender Protocol, education and training provisions closely interlink with other goals and targets. Assessing the region's progress towards commitments to enhance access to quality education for males and females, and remove gender stereotyping in curriculum, career choices, professions and budgetary allocations is a telling indicator of the likelihood of other 2015 targets.

Education also links closely to such provisions as gender parity in decision-making. Education is an important part of aspiring to government offices and other such decision-making bodies. In both formal employment and other occupational settings, education offers the chance to make more of the resources available, whether that is within salaried employment, starting a business, increasing the productivity of land, selling excess produce, or managing the household budget.

With only two and half years to go before the 2015 deadline for realising the 28 targets of the SADC Gender Protocol and the MDGs, achieving gender parity in education is one of the goals that most SADC countries will likely meet. Most countries have already achieved gender parity in primary and secondary levels with Lesotho having surpassed the 50% mark in terms of girls' enrolment at primary level. Attention needs to shift to ensure retention and improve quality of education as you move to higher levels of education and ensuring adequate resources to maintain gains made in the sector thus far. For girls, staying in school is not just about good grades. Early marriage and family responsibilities can take girls out of school early, especially because of the burden of care exacted by HIV and AIDS. Some families still do not see the value in educating girls. Poor infrastructure, such as lack of water and sanitation facilities, exacerbates the situation. Sexual harassment, by both peers and teachers, can make girl learners unsafe. All of this can undermine girls' education.

A child's first social and cultural influences come from their parents, teachers, peers and others. This is the beginning of the process of learning the languages, norms, gestures, beliefs, and culture of the world in which one is born, as well as the roles one is expected to play in life. Challenging gender stereotypes along this path, in accordance with the Protocol, can translate into a greater range of options for girls and boys.

Across the region, gender violence is rampant in learning institutions. Simply put, schools are not safe. Most of the violence involves rape or abuse of girls by male teachers or peers. Intimidation, hitting, coercion into sex acts, emotional and verbal abuse are also prevalent. There are policies in place in most SADC countries, but these lack enforcement. There is a growing awareness among educators, government ministries, NGOs and civil society organisations about the need to make learning environments safe.

A new section in this chapter attempts to track SADC governments' expenditure on education through a gender lens. The results show that when you put your money where your mouth is you are likely to achieve results.



Girls at school have to perform other household chores in Katete.
Photo: Cynthia Kalizinje

SADC countries generally allocate a substantial proportion of money to education. There are other good examples emerging of gender-responsive budgeting in education. For example, Zambia states clearly in its Medium Term Expenditure Framework that it aims to achieve gender parity in education. Malawi still has large gender gaps in education with female literacy at only 67%; enrolment of girls at primary school at 45% and at secondary and tertiary levels 39%. The 2011-2012 budget has as its first objective: to "ensure

[1] Education for all Global Monitoring Report 2011.

gender issues are mainstreamed in education activities and strategies." The Malawi government allocated 20% of its national budget to education in 2010/ 2011.

This chapter traces the gender successes and gaps in education from literacy through to primary, secondary and tertiary education. It covers enrolment; subject choices; safety in schools and several other gender dimensions to education. As mentioned above, new aspect is tracking government expenditure with a gender lens to gauge if the levels of human and financial resources that are being channelled to the sector will propel the countries to meet the key provisions on education of the SADC Gender Protocol. The chapter features several case studies of the SADC Gender Protocol@work.

Table 3.1: Access and enrolment in the education sector

	Angola		Botswana		DRC		Lesotho		Madagascar		Malawi		Mauritius		Mozambique		Namibia		Seychelles		South Africa		Swaziland		Tanzania		Zambia		Zimbabwe	
%	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
Literacy			84	84	57	77	95	83	62	67	67	81	85	91	41	70	88	89	92	91	87	91	86	88	67	79	61	72	89	95
Enrolment																														
Primary school	46	54	50	50	46	54	51	49	49	51	50	50	49	51	47	53	49	51	50	50	49	51	48	52	50	50	49	51	49	51
Secondary school	44	56	52	48	36	64	56	44	49	51	45	55	52	48	44	56	53	47	49	51	55	45	50	50	44	56	45	55	48	52
Tertiary level	40	60	53	47	26	74	44	56	49	51	39	61	61	39	38	62	59	41	57	43	53	47	51	49	32	68	52	47	n/a	n/a
Vocational and technical			39	61	61	39	52	48	38	62	35	65	24	76	31	69	69	31					54	46	45	55			37	63

Source: Angola: http://www.unicef.org/infobycountry/angola_statistics.html 22/07/09 (access and enrolment only); Botswana: CSO 2003 / 2006 (access and enrolment), CSO 2006 (university faculties); DRC: Annual statistics of primary, secondary, professional and informal education for the school years 2006-2007 and 2007 to 2008; Lesotho: Ministry of Education Statistics Bulletin 2006. National University of Lesotho Student Records for 2008/2009 academic year. The Human Development Report 2007/2008 gives adult literacy of 90.3% for females, and 73.7% for males (access and enrolment), Ministry of Education, 2009 (university faculties); Madagascar: Ministry of National Education, Annuaires statistiques 2006-2007, 2007-2008 (access and enrolment), MEN Statistical Yearbook 2007-2008 (school administration); Malawi: Government of Malawi (2008) Education Management System, Department of Education Planning, Education Management Information System; Mauritius: CSO 2008; Mozambique: NA; Namibia: Ministry of Basic Education, Sports and Culture 2002 /Ministry Education 2008 (access and enrolment), Education stats 2008 (school administration); South Africa: Education Statistics in SA 2007 (access and enrolment), NA (school administration); Seychelles: Ministry of Education, 2009; 2010 & NSB, 2010. Swaziland: CSO/EMIS 2007 (access and enrolment), Teaching Service Commission 2009 (school administration); Tanzania: Wizara Ya Fedha na Uchumi, Hali ya Uchumi waTaifa katika mwaka 2008, (219-222) Year June 2009 and Ministry of Education and Vocational Training, Basic Education Statistics in Tanzania (BEST)2004-2008, National Data, June 2008; Zambia: Year Education Statistical Bulletin - 2008, ZDHS 2007. Zimbabwe: EMIS Report Year 2006 and Census report 2002 (Statistics only available in terms of percentages) (access and enrolment), EMIS Year 2006 (school administration) and OSSREA(2000): http://www.ossrea.net/index.php?option=com_content&view=article&id=350. All figures cross checked with UN.

Enrolment and retention



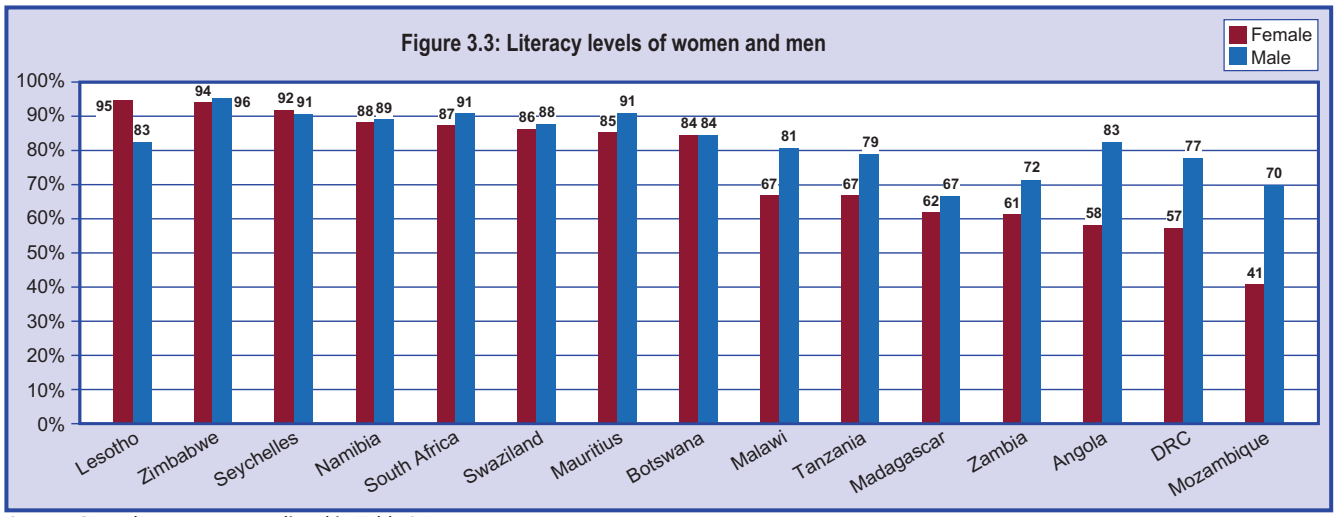
The Protocol calls upon State Parties to enact laws that promote equal access to, and retention in primary, secondary, tertiary, vocational and non-formal education

The Gender Protocol highlights factors that promote enrolment and retention of girls and boys in school. It also recognises that formal education is not the only type of training that can benefit girls and women, vocational and non-formal approaches have their place in preparing women and girls for economic opportunities.

Factors related to school presence can be categorised into internal and external factors. The internal factors include cost of school requirements, poor teaching, poor learning environment, overcrowded classes, gender-insensitive schools and curriculum, insecurity at and out of school, insensitivity to children with special needs, harassment/corporal punishment, and lack of appropriate sanitation facilities.

The external factors include early marriages and pregnancy, initiation rites requiring girls to be out of school for extended periods, child labour, security concerns, stigma (special needs and ultra-poor children), cultural practices and beliefs that attach low value to education, and poverty. At different levels of schooling, and in various countries, all of these factors affect enrolment and retention in various ways.

Literacy



Source: GL and country sources listed in Table 3.1.

Lower literacy levels for women in all SADC countries except Lesotho and Seychelles: Figure 3.3 shows that with the exception of Lesotho and Seychelles, women in Southern Africa have lower literacy levels than men. Compared to last year, Lesotho has surpassed Seychelles, with literacy levels of 95% women (up from 83% last year) and 83% men (up from 80% last year). As in the case last year, Zimbabwe comes second, with men at 96% and women at 94%.

There have been some improvements in countries with low literacy levels according to latest data: For example, compared to last year, Mozambique's literacy level has gone up from 33% to 41% for women and 57% to 70% for men. Literacy levels in DRC have gone up from 54% to 57% for women, and 77% to 81% for men.

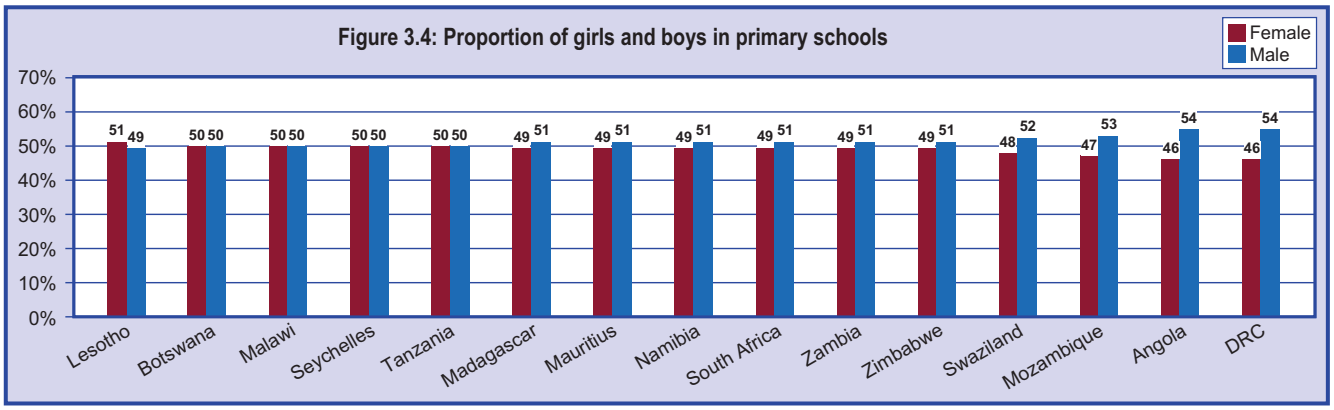
But seven countries still register serious gender gaps: Mozambique, DRC, Angola, Zambia, Tanzania, Malawi, and Madagascar all have significant gender literacy gaps. In Madagascar, for example illiteracy is almost six times higher in rural areas than in urban areas. These are largest in the case of Mozambique (29%) and DRC (24%). This is a disappointing end to the UNESCO-led United Nations Literacy Decade under the slogan of "Literacy as Freedom." Launched at the UN Headquarters in 2003, the campaign aimed to increase literacy levels and to empower all people everywhere. In declaring the Decade, the international community recognised that the promotion of literacy is in the interest of all, as part of efforts towards peace, respect and exchange in a globalised world[2].



Learning is a life long journey. Women in Bubi,Zimbabwe holding a focus group discussion on gender issues in their community. *Photo: Susan Tolmay*

[2] Education for all Global Monitoring Report 2011.

Primary school



Source: GL and country sources listed in Table 3.1.

Gender parity in primary schools in most but not all countries: As reported last year, primary education continues to be Southern Africa (and Africa's) greatest success story. In most SADC countries, there are now roughly equal numbers of boys and girls at primary schools. Mozambique, Angola and DRC still register the widest gaps, with girls still comprising 47% and 46% of primary school-goers in classrooms respectively. In all three countries, there is a close correlation between these gaps and post-conflict conditions. In the DRC sexual violence is a weapon-of-war that is contributing to school dropouts especially for girls. Many of them end up either pregnant, contract HIV and AIDS or suffer from fistula.

More girls than boys in schools in Lesotho: Lesotho continues to be the only country in the region with more girls than boys in primary schools. At least four countries - Botswana, Malawi, Seychelles and Tanzania - have reached gender parity. Madagascar, Mauritius, Namibia, South Africa, Zambia and Zimbabwe are only one percentage point away from parity. In Lesotho and Namibia, young boys miss school because they are off herding cattle. A study on domestic and child workers in Namibia drew attention to the need to give herd boys the same opportunity and levels of education as girl children.

Free for all, but not all for free

Namibia, Swaziland, Malawi, Tanzania and Zambia have laws and policies that make primary education free and compulsory.

Having good policies on paper is not an end to itself as in most cases there is no proper monitoring and evaluation on the effectiveness of the policies. For example, in some of the countries where education is compulsory and free students still have to buy uniforms and pay for administration costs This can lead to dropouts.

In ***Zimbabwe***, education is not necessarily free for all and is not compulsory. Basic education is only free to those who benefit from the Basic Education Assistance Module (BEAM). The programme aims to prevent poor households from withdrawing from school, by providing a basic education package that includes levies, school and examination fees. The social safety net covers all primary and secondary schools and special schools for children with special needs[3].

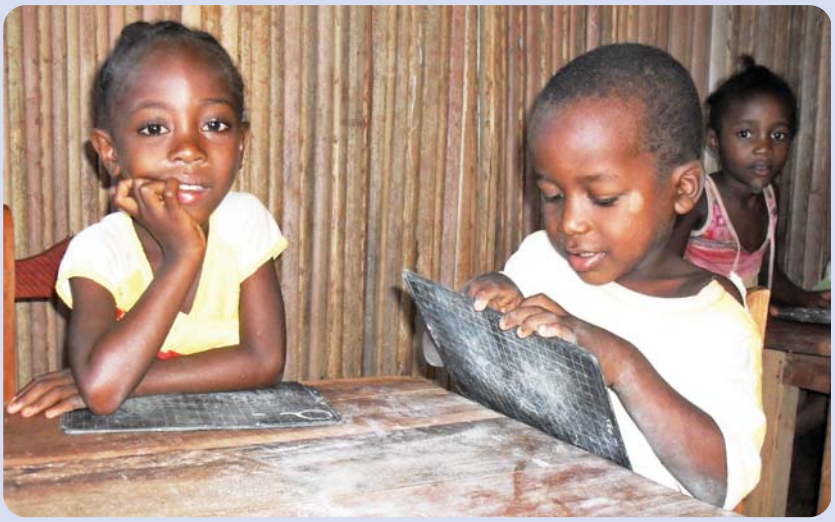
Zimbabwe's current Constitution does not recognise the right to education. This has been one of the demands of women lobbying for the new Constitution to include socio-economic and access rights. However, Section 4 of the Education Act states that "every child in Zimbabwe shall have the right to school education" and gender was included as a basis for non-exclusion in the 2004 amendment.[4]

Officially, education is free and compulsory in Madagascar; however, since early 2011, government has not been allocating funds to schools. The burden of paying for education in Madagascar has shifted to the poor following the freezing of donor funds after the 2009 coup. Donors funded about 70% of basic education costs before Andry Rajoelina seized power

[3] A situation analysis on the Status of Women and Children's Rights in Zimbabwe, 2005 - 2010. A Call for reducing disparities and improving equity, Government of Zimbabwe and UNICEF.
[4] A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

from Marc Ravalomanana with the backing of the military.

Across the region, despite "free" education, many learners still miss out because families cannot afford school uniforms and supplies, or simply need another income earner or carer. For example in ***Zambia***, there is limited infrastructure especially in rural areas, which stops some children, especially girls from accessing the free education. In countries like South Africa, private education surpasses the resources of the state "free" education, and this means more privileged learners have better opportunities.



Elementary schools like Antanamitarana in Madagascar have been starved of funds since the 2009 coup. *Photo: Zotonantenaina Razanadratefa*

While the region should celebrate the achievement of near gender parity in primary education, there is still need for caution. Where there is a choice because of limited resources, girls are inevitably the first to be withdrawn. Given the current worldwide economic situation and increasing calls from some corners for such things as user fees to help finance government activities, the tide can quickly change.

Not all children are in school: The other major concern regarding primary education is that an estimated 30% of primary aged children are not in school. Figures may also underestimate the actual number of children who, though enrolled, do not attend school regularly. The 2011 Global Monitoring Report on Education for all estimated that 68 million children (aged 6-11) do not attend school and that approximately one third of these out- of- school children are disabled. The other two thirds are children from poor families who live in poor households and whose mothers have no education. The two regions with the highest rate of out of schoolchildren are Sub-Saharan Africa and the Arab states.

Lesotho recorded the highest number out of school children, and Madagascar the least: With 20% out-of-school children, Lesotho has the highest proportion and Madagascar (1%) the lowest. Tanzania (less than 5%) and Seychelles, Mauritius, Zambia, Malawi, Mozambique, Namibia, Botswana, South Africa and Swaziland (less than 15%) followed. Recent research in South Africa showed that up to 22% of disabled children are not attending school.[5]

Disparities between enrolment in rural and urban areas: According to a study carried out by UNESCO in Madagascar in 2011, the primary level presents high dropout rates between 16% and 22% in rural areas against 4% to 7% in urban areas. The introduction of school meals has emerged as a preferred solution to the problem of school dropout. The head of a public elementary school located on the outskirts of the capital city said that the establishment of a school canteen has reduced by two-thirds the dropout rate in school. This has also increased the success rate of the Certificate of Primary Study Elementary (CPCE) studies from 30.7% in 2009 to 94% in 2010, falling to 77% in 2011.

Post conflict countries face particular challenges: Enrolment in post conflict countries like Angola and the DRC is still low. Challenges faced by Angolan schoolchildren include crowded classes and poor learning conditions. Many schools have no access to water and sanitation, meaning that girls are often forced to drop out after the onset of menstruation. Less than 60 per cent of primary school-aged boys and girls attend primary school, and many children repeat classes - leading to more overcrowding.[6]

The United Nations Secretary General Ban Ki Moon has decried the continued use of rape and other sexual violence as a war tactic in DRC. Young girls are usually the easy targets for such atrocities. Many incur physical and psychological scars including stigmatisation. Fear of becoming the next targets of sexual violence is also keeping a many girls from school, as they feel safer around their families.

[5] Statistics South Africa, Community survey 2007.
[6] Source: UNICEF (2010), 'In Angola, child-friendly schools bring new life to primary education' - http://www.unicef.org/infobycountry/angola_53656.html

Zimbabwe: Families finding it hard to keep children, especially girls in school



Still smiling: School girls in Chimanimani, Zimbabwe.
Photo: Colleen Lowe Morna

Zimbabwe's 2008 economic crisis has exacted a heavy toll on the quality of education in this nation renowned for the educational achievements of its older citizens. Poorer families are unable to keep children in school. Gender disparities in education begin to emerge at the level of secondary education and beyond.

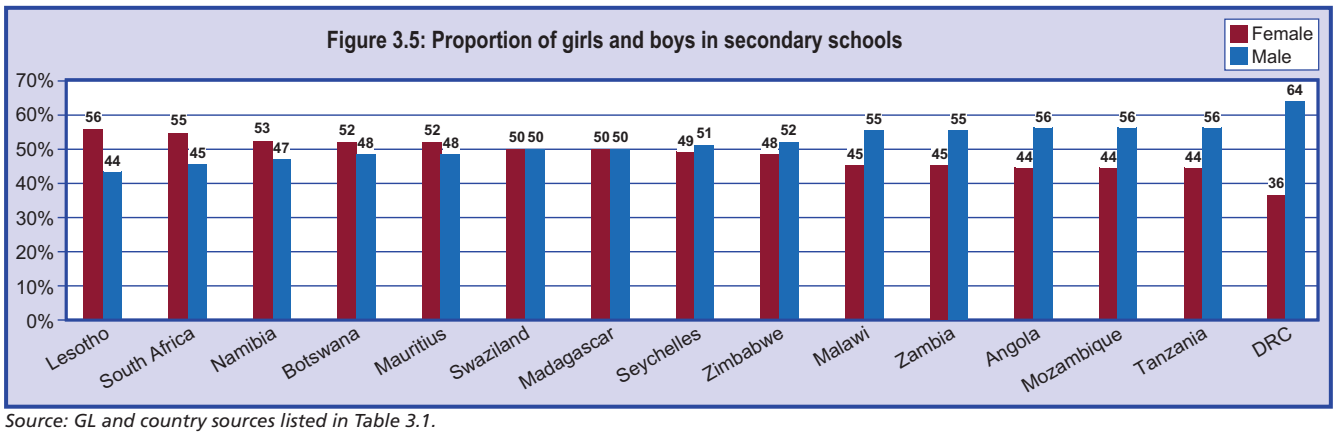
There are growing number of girls and boys in Zimbabwe who do not receive any form of education. Estimates indicate that between 10% and 15% of children have never attended primary school. Currently, only 47% of children who complete primary schooling enrol in secondary schools.[7]

The economic decline and the fall in educational standards have adversely affected student dropout rates and learning achievements: 30% of children do not complete primary education and only half of those eligible go on to secondary education. More than 190,000 secondary age children are out of school each year. This raises concerns regarding longer-term social instability due to unemployment and disenfranchised youth.[8]

Females and pupils in the rural areas are more likely to drop out of school due to poverty and lack of finance, poor or limited nutrition, the need to keep children at home to do household chores and informal employment, distances between school and home. Many children are orphans.[9] Girls within this secondary age group who do not complete their education are vulnerable to early marriages, sexual exploitation, and violence through trafficking and sex slavery. Without skills, they are unable to escape poverty. All of these factors also increase their vulnerability to HIV infection.

Once children drop out of school, there is little room within the system for them to re-engage or continue their education through some form of "second chance" education. The education system in 2010 excluded an estimated one million secondary school age youth.[10] Cost-recovery measures in the sector, as well as religious and cultural practices that favour boys rather than girls continuing their education contribute to girls falling behind male pupils in acquiring the educational levels needed to access leadership positions in society and higher levels of employment.

Secondary school



Source: GL and country sources listed in Table 3.1.

[7] Ministry of Education, Sports, Arts and Culture 2010 Draft Strategic Plan cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.
[8] Ministry of Education, Sports, Arts and Culture, Education at a Glance: 2009 cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.
[9] BEAM Rapid Assessment 2010 cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.
[10] A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

The gender gap at secondary level is narrowing: SADC countries differ from their counterparts in the rest of Africa in that the gender gap at secondary school level is rapidly narrowing. Indeed, Lesotho has a considerably higher proportion of girls than boys in secondary school (56% girls) because of boys herding cattle (see discussion on primary school education). South Africa, Namibia, Botswana and Mauritius have slightly more girls than boys, which is consistent with demographics. Swaziland has an equal number of girls and boys in secondary school.

But in some countries, there is still a worrying gender gap in favour of boys. Girls constitute only 36% of secondary school learners in the DRC and 44% in Tanzania, Mozambique, and Angola. In Malawi, girls constitute 45% of those enrolled in secondary school. Of concern is that from year to year these figures have remained the same: there has been little improvement.



Girls are still in the minority in Malawi secondary schools. *Photo: Frank Windeck*

Free education at secondary level is rare: A contributing factor is that at secondary level free and compulsory education is rarer than at primary level. Secondary level education is free in DRC and Seychelles, and not so in Lesotho, Malawi, Mozambique, Swaziland, or Zimbabwe. It is not compulsory in any SADC country. In many countries, there are insufficient secondary school places for both boys and girls, and both sexes drop out at alarming rates.

A gender perspective provides insight as to why this is so: For boys, pressure to earn an income; for girls, family responsibilities and social stereotypes that undervalue girls' education contribute to high drop out rates. Many young women are encouraged, or forced, to marry early, or if not, care for their parents and siblings. This is especially so in the era of HIV and AIDS.

High rates of teenage pregnancy in the region also drive high drop out rates for girls. Roughly, one-third of all young women become pregnant by the age of sixteen and the burden of care usually falls to on the girl. Recent studies carried out in Tanzania show that an average of 3,600 school girls drop out of school annually due to pregnancies. In the last five years 18,000 girls dropped out of school due to pregnancy.[11]



In **Swaziland**, education rule Section 10 (5) reads: "In the event of a pupil falling pregnant with a child, the head may forthwith suspend such pupil from attending the school and forthwith report such suspension to the Director, who may take steps in regards thereto as he thinks fit." But policy reforms in many countries now seek to make it possible for learners who become pregnant to stay in school.



Botswana: A Pregnancy Policy aims to reintegrate young girls who become pregnant back into the education system. Organisations such as the Young Women's Christian Association provide services to teen mothers.



Namibia: Girls drop out of school mostly due to pregnancies. In October 2009, cabinet approved the policy on prevention and management of learner pregnancy. It allows the learner to stay in school until four weeks before birth provided she is healthy. She can return to school upon giving birth provided there is a care plan for mother and baby.



Zimbabwe: Introduced in October 1997, the policy grants leave to girls who fall pregnant; provides for their re-enrolment after delivery; and grants the same leave for the duration of the pregnancy to school boys who are responsible for the pregnancy.[12] Counselling is given to the affected school children and their parents by the authorities. But the government admits that the policy has not prevented girls from deciding not to return to school.[13] Any pregnant student is allowed to attend school, including after delivery.

[11] The Guardian March 5,2012.
[12] Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women 2009.
[13] Girls may transfer to other schools because of stigma or they fail to go back to school due to the demands of motherhood. Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women 2009.

Madagascar: FAWE's Centre of Excellence model for keeping girls in school



A Forum for African Women Educationalists - Madagascar Chapter (FAWE)'s Centre of Excellence initiative is a school where gender is integrated into the academic curricula, social and physical education programmes. The Forum enrolled Lycée Imerintsiatosika School in Madagascar as a Centre for Excellence for Gender in Education.

The integration of gender in schools is part of FAWE's 2008-2012 strategic plan. This programme means that FAWE has a number of interventions meant to find solutions to gender- related constraints at school and in the community at large.

The setting up of FAWE Centres for Excellence is an example of the practical application of Article 14 of the SADC Protocol on Gender and Development on Education and Training on promoting gender equality in education. The project is in line with Millennium Development Goal (MDG) number 2 on achieving universal primary education and MDG3 on promoting gender equality and empowerment of women.

Research has shown that there are many challenges and risks related to education and training of young girls in Madagascar that have informed FAWE's strategic plan:

- A high rate of school leavers among girls due to (i) getting pregnant especially for those who live alone, (ii) they live too far away from their schools and (iii) because of insecurity.
- Predominance of patriarchal values and attitudes at school and in the community.
- Gender is not integrated in the general teaching-learning process.
- Promoting gender equality not a core value in the educational environment resulting in that boys and male teachers do not respect or recognise girls' and womens' rights because they have not been taught to do so.
- Girls have been brought up to accept the situation and be passive to any injustice they might feel is taking place. They cannot challenge the status quo.
- The community at large neither believes in nor supports gender equality.
- Teachers are not trained in gender education and this increases inequality at school.

Some of the initiatives that have been taken through this project to mobilise communities around the school include: sensitising and holding training workshops for parents through the 'Eloles de Parents' (a parents' school). The project also targets parents whose children do not attend the targeted schools - or do not attend school at all.

The initiative also targets girls who come from poor families and who do well at school and obtain an average of 65%. The assistance includes donation of school equipment, school uniform, sanitary pads and remedial courses in Science, Maths and Information Technology (IT). Young girls are empowered by the setting up of clubs to give them voice in order for them to be heard.

There are tangible results beginning to emerge from this project. No one dropped out of school in 2011. Absenteeism of girls reduced with more girls taking part in regional sports tournaments and in games such as football and basketball.

Girls are showing greater self-confidence and can express themselves better. In this particular school, there are now separate toilets for girls, boys and teachers. A higher number of women have joined the management of the schools. For instance, there is a headmistress for the school year 2011-2012.

Many groups have benefited from the programme including students, teachers, non- teaching staff as well as the head of the school, parents, the surrounding community and village at large.



The Centres of Excellence created by FAWE will ensure that all children are kept in school. Young girls from Anjinjaomby fetching water.

Photo: Zotonantenaina Razanadratefa

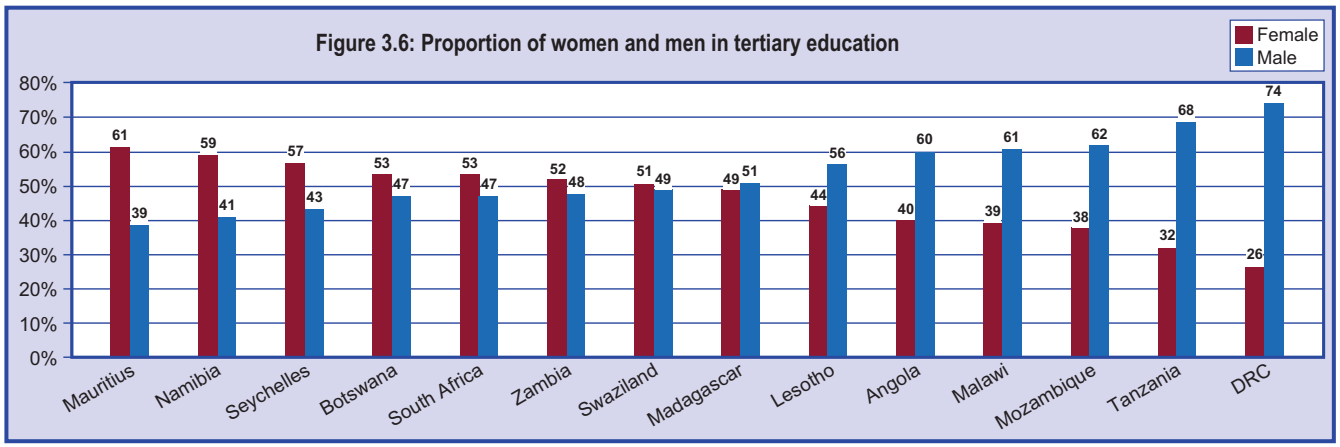
Participation of all stakeholders in this programme will ensure that it is sustainable. A committee of representatives of the school (teachers, parents, students, non-academic staff) as well as local elected representatives, local representatives of the ministry of education, members of the civil society including FAWE Madagascar, has been set up to elaborate a work plan, the realisation of the projects as well as the monitoring of the activities.

Moving forward there are plans to conduct gender training for teachers; advocacy at the ministry of education and other sponsors to improve the infrastructure of the schools (teaching classes, the canteen, the library, the sickbay, furniture for the classes and install internet access among others.

FAWE would like to replicate what has been achieved at Lycée Rabemananjara in Toamasina in Lycée Ambohitrimanjaka, CEG Ambohimanambola and at EPP La Vigerie à Diégo. The Ministry of Education has acknowledged that the setting up of Centres for Excellence is essential to universal access to education and in particular, it is a good strategy to improve girls' retention in school.

There is scope to extend the project to other SADC countries where FAWE country chapters already exist.

Tertiary level



Source: GL and country sources listed in Table 3.1.

Higher proportions of women at tertiary education in seven SADC countries: As was the case last year, tertiary institutions have more women enrolled than men in seven countries in the region: Mauritius, Namibia, Seychelles, South Africa, Botswana, Zambia and Swaziland.

But large gender gaps in others: However, there are still large gender gaps in DRC where women constitute 26% of the total; Tanzania 32% of the total; Mozambique (38%); Malawi (39%) and Angola (40%). This is a serious concern as university education is the likely path to leadership positions, whether in business, governance, media or any other sector.

Zimbabwe: Affirmative action to increase female enrolment at tertiary level



Zimbabwe employs special measures to increase female enrolment in tertiary institutions, teacher-training colleges, polytechnics and vocational colleges. The government's target for women in tertiary education is 50% by 2015. Female enrolment at Teacher Training Colleges has reached 50%. However, it is still at a little over 30% in technical and vocational institutions of higher learning.[14]

[14] Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

Quality of education

The Protocol not only refers to enrolment and retention, but also specifically refers to ***quality*** education. The Southern and Eastern African Consortium for Monitoring Educational Quality (SACMEQ) assessment recently highlighted acute deficits in learning achievement in low-income countries. SACMEQ is an international non-profit developmental organisation of 15 Ministries of Education in Southern and Eastern Africa. The network works together to share experiences and expertise in developing the capacities of education planners to apply scientific methods to monitor and evaluate the conditions of schooling and the quality of education, with technical assistance from UNESCO International Institute for Educational Planning (IIEP).

A 2010 survey conducted by SACMEQ revealed that over a third of Grade Six students in Malawi and Zambia cannot read with fluency. The same survey also highlighted how poorly equipped classrooms and students without textbooks and writing materials cannot learn effectively. In Malawi, average primary school class sizes range from 36 to 120 pupils per teacher.

Culture and tradition dictate that girls do more home chores than boys. The care work that society expects from girls, which has increased with HIV and AIDS, means girls spend less time on studies, therefore affecting their performance and attendance. Girls often become not only caregivers, but breadwinners for child headed homes, especially where both parents have died from AIDS related illnesses. This can translate into lower pass rates and girls not benefiting as much as they otherwise would from education.

Quality of education depends on increasing the numbers of teachers and improving their training and deployment within education systems. Teacher's qualifications are an important factor in ensuring quality in education. Many developing countries have high proportions of untrained or poorly trained teachers, often at secondary level. They may lack some of the basic competencies required, particularly in mathematics and sciences (UNESCO 2010).

Currently there are over 2.8 million primary school teachers in Africa. An additional one million teachers need to join the teaching force for the continent to achieve the "education for all" goal by 2015.

Current education systems have little adequate means of addressing girls' special needs to remove obstacles to education, or the social pressure put on boys. Yet there are many potential strategies for addressing these imbalances. For the most part, this involves applying a gender perspective, in an attempt to understand how gender affects the region's education progress.



Home work: A young girl from Zanzibar taking care of her sibling.
Photo: Colleen Lowe Morna

Student's funding mechanisms

Lack of resources keeps many potential students out of tertiary education. Recognising this, institutions, governments, and civil society organisations have created funding mechanisms to assist learners. To what extent are these equally open to male and female students? Moreover, do they attempt to redress some of the imbalances?

Like quotas in politics, affirmative action in financial assistance for higher education is a debated topic. Some argue that students should win support based on merit, not gender. Others argue that setting targets and quotas will ensure that women enter into the tertiary system, which will in turn mean a greater pool of likely candidates when it comes to leadership positions in

the world of work. This argument also proposes that sometimes the multiple roles of girls, especially at secondary level, combined with biased education systems, means that girls may underperform, a situation that can be corrected with the proper support.

Most countries do not offer special conditions for girls, although they are disadvantaged: Angola, DRC, Lesotho, Mozambique, Namibia, Seychelles, Swaziland Tanzania and Zimbabwe offer equal opportunities for the economically disadvantaged based on performance. Zambia has a bursary scheme for orphans and vulnerable children at secondary level. The grant for girls is 60% compared to 40% for boys. At university level the government covers 75% of the cost for both men and women.

Performance

Table 3.2: Pass rates in primary and secondary schools in selected SADC countries

	Primary		Secondary	
	% boys/men	% girls/women	% boys/men	% girls/women
Botswana[15]	63	76	69	80
Madagascar	59	62	80	79
Malawi	74	71	N/A	N/A
Mauritius	63	74	73	82
Mozambique	94	94	87	86
Seychelles	82	95	84	95
Swaziland	88	87	32	34

Source: GL with information from country reports 2012.

Girls are performing better than boys at primary and secondary school: Table 3.2 gives the percentage pass rates at both these levels in seven Southern African countries. The figures in red reflect cases in which girls are outperforming boys. The table shows that in all but two instances, (primary education in Malawi and secondary education in Mozambique) girls are out performing boys at schools in the SADC region.

The table shows that efforts to bring about gender parity in education are not only paying off numerically, but also with regard to performance. In most developing countries, boys outperform girls. The opposite is true in developed countries where, relieved of domestic responsibilities, girls do as well as and often better than boys. The fact that girls are outperforming boys in the SADC region challenges the myth that girls are not capable and that it is not worth investing in their education.

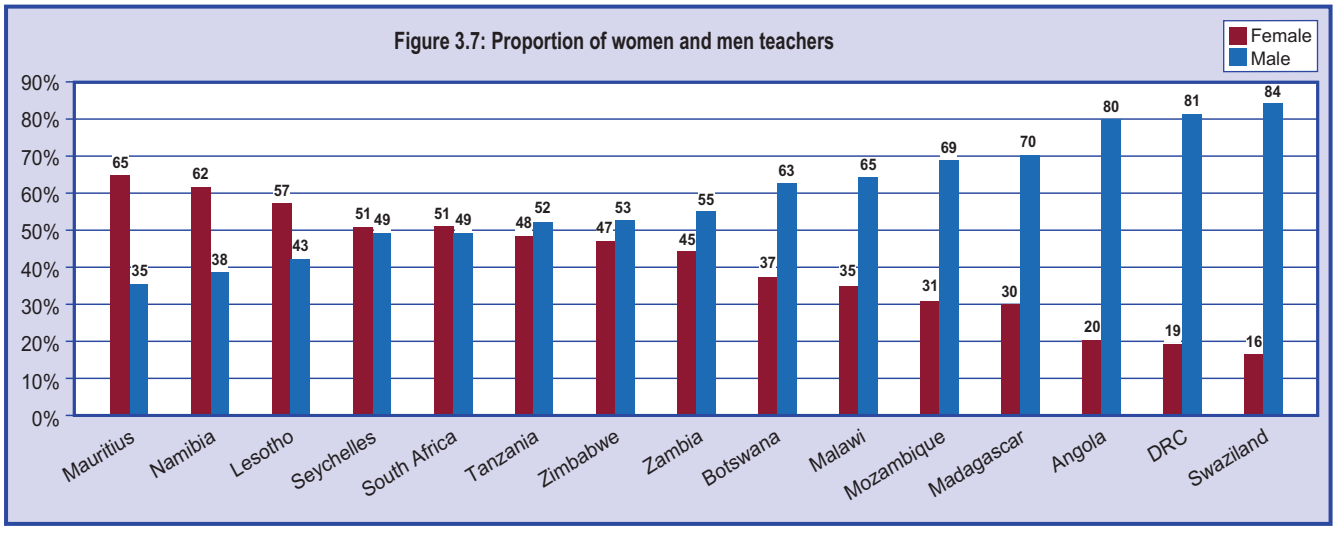


Zimbabwe: The pass rate for students at Grade 7 level dropped from over 70% in 2007 to less than 40% in 2009.[16] Less than one in five students pass their Ordinary Level examinations.[17] Poor infrastructure in schools, the textbook to student ratio (estimated at 1:10); the content of the existing curriculum and its structure account for these statistics. Reform of the curriculum is identified in the 2010-2015 Strategic Plan of the Ministry of Education, Sports, Arts and Culture. The Education Transition Fund (ETF)[18] plans a massive distribution of textbooks and learning materials in minority languages and Braille.

[15] Grade A to C.
[16] A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.
[17] A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.
[18] A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

Challenging stereotypes

The Protocol requires that by 2015 state parties adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender-based violence.



There are big variations in the proportion of women and men in the teaching profession: Figure 3.7 shows many variations in the proportion of women and men teachers in the various countries. Mauritius, Namibia and Lesotho all have substantially more women than men in the teaching service. In Seychelles, South Africa, Tanzania and Zambia the proportion of women and men is close to parity. There are substantially more men than women in the teaching services of Botswana, Malawi, Madagascar, Angola and the DRC (19% women compared to 81% men). Gender parity in the teaching service is however no guarantee of gender equality.



Mauritius: Female teachers comprise 65% and male teachers 35% of the total. Yet men comprise 56% of principals.



Seychelles: There are more female (51%) than male (49%) teachers. But women constitute 37% of principals and 40% of vocational school governing bodies. This reflects the absence of women in decision-making positions in schools.



Tanzania is close to achieving gender balance in the teaching service, with men now only four percentage points more than women. Yet female principals only constitute 6% of the total. Tanzania has the second lowest number of females in tertiary education (32%), followed only by DRC (26%).



Botswana: Statistics from the Central Statistics Organisation (CSO) of Botswana indicate that three quarters of primary school teachers (75.4%) are females and 95.3 are trained teachers. The majority, 59% have a diploma and 11 % a Bachelor's of Education degree. The improvement in the qualification of teachers should contribute to the improvement of the quality of education at primary schools.



Malawi: To increase female intake to Teacher Training College, the Government has collaborated with the Forum for African Women in Malawi (FAWEMA), and Open University of Scotland, on a project to ensure the availability of female teachers in rural areas. Female school leavers, with a weak high school certificate, enrol on attachments in rural primary schools, where they assist teachers in lower classes. Besides doing the attachments, these women undertake studies to improve their grades. The project provides for their learning materials as well as an allowance. After improving their grades, these women enrol in Teacher Training Colleges on scholarship. The project,

which is in its pilot phase, is targeting four districts, Mwanza, Ntchisi, Dedza and Chikwawa, that are strongly associated with high drop outs for girls. FAWEMA has also introduced Mother Groups (groups of mothers in the communities) to encourage the girl child to remain in school. The groups also assist the girls with concerns related to do gender based violence.

Seychelles: Scoring a goal for women in soccer



A ball of energy, the thirty seven year old Elsie Ernesta, has already scored a number of "firsts" for her country and is determined to change the face of football in Seychelles. Inspired by the wide road outside her house to "kick a ball around" while still at school, Ernesta's story shows why it is so important to challenge gender stereotypes in schools.

The SADC Protocol on Gender and Development requires that by 2015 state parties address gender stereotypes in education. Challenging gender stereotypes broadens the horizon for girls and women, ushering them into sectors and professions that are traditionally non-female sectors.

Ernesta is the first female football coach in Seychelles, as well as the first female coach to train a First Division Men's Team after acquiring a FIFA recognised "License B" football coaching qualification. The licence qualifies her to coach first division teams. In 2008, Ernesta clinched the national award for the best coach.

Elsie Ernesta's passion for football dates back to her early childhood on La Digue Island. At school, she participated in athletics and volleyball. But the 'big wide road' in front of her house continuously tempted her to kick a ball around and develop a lifelong passion for football. Raised with her two brothers by an aunt after her mother emigrated overseas, Ernesta grew up wanting to be a physical education teacher.

Ernesta faced many hurdles in her quest to become a Physical Education teacher. With no courses in sports on offer when she completed her schooling, Ernesta took a one year course in Tourism at the Hotel School. But she ended up working as clerk for a construction company for nine years. During that time she continued to play football for local women's teams such as Foresters and Rovers where she went on to win the best player and top scorer awards in 1998.

In 2000, Ernesta finally managed to pursue a BA course in Physical Education in Cuba. She took the opportunity to pursue her passion in football, representing her university as a member of the woman's football team at the inter-university games. She won the best scorer award.

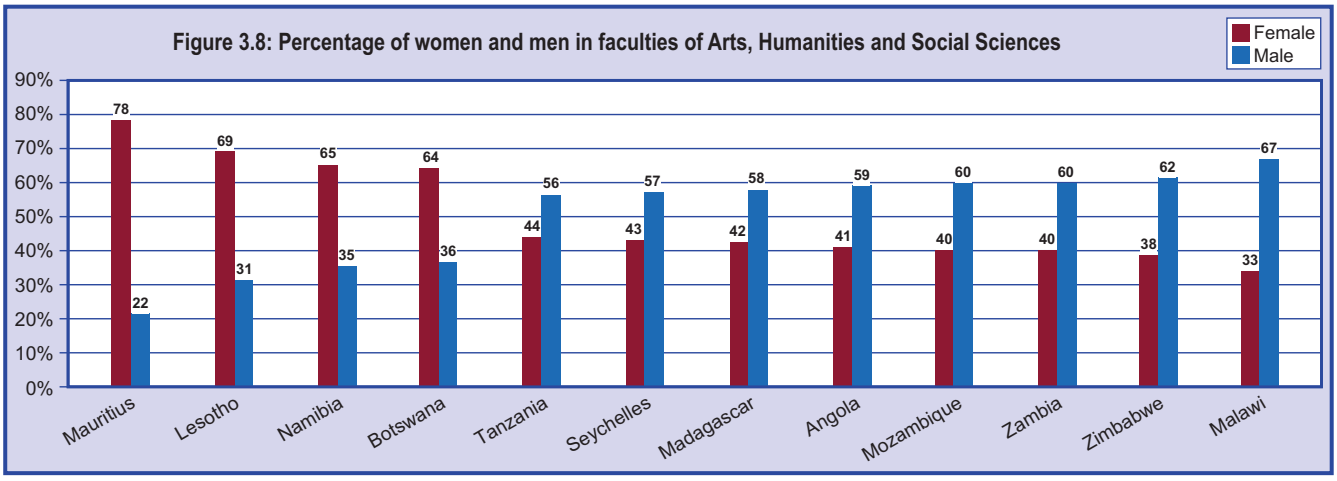
Ernesta's passion for football and her training in Cuba has widened her horizons and opened career doors for her as woman in a non-female sector and sport. In addition, Seychelles Football Federation has put in place policies, programmes and a project to actively support the development of women's football team. Elsie Ernesta has emerged as a great role model and a worthy ambassador for Seychelles women's football.



Elsie Ernesta, first Seychellois woman to coach a men's football team.
Source: Seychelles - Nation.Sc online, March 2012

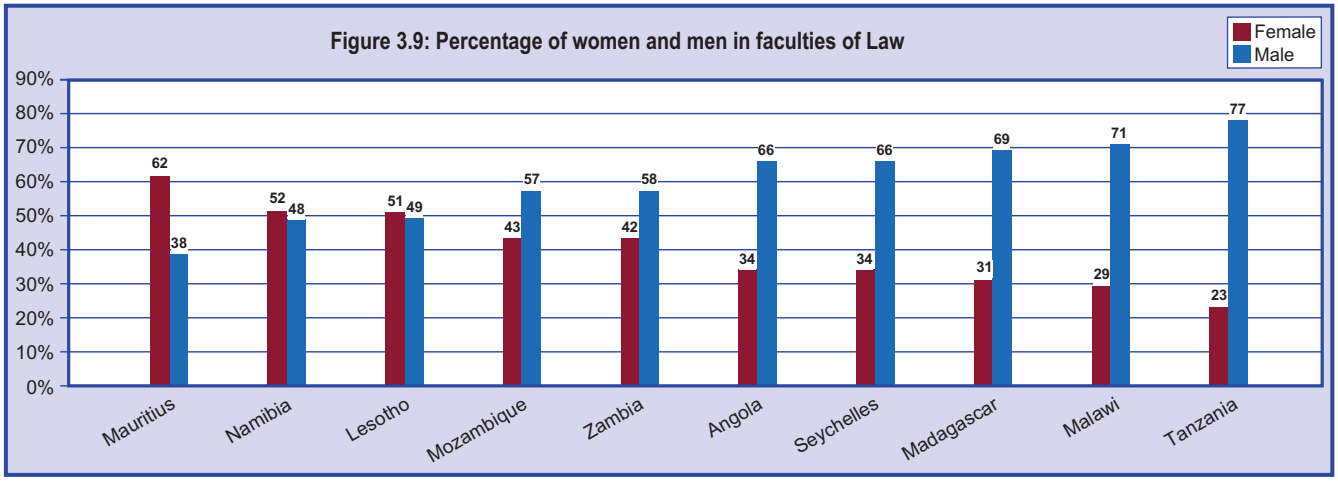
Gender biases in subjects at tertiary level

Women feature strongest in the Arts, Humanities and Health Sciences, where nursing is incorporated: They are less often present within disciplines of Science or Law the world over. Gender stereotypes of this nature are certainly not new. In the region, the statistics are generally analogous. As children, boys and girls learn that certain subjects are off limits to them. Consequently, as they grow up and pursue higher education and careers, these stereotypes continue. This also influences, if they are teachers, what subjects they may have the authority to speak on. The cycle continues when they, as role models, are living out the very same labels that were presented to them as children.



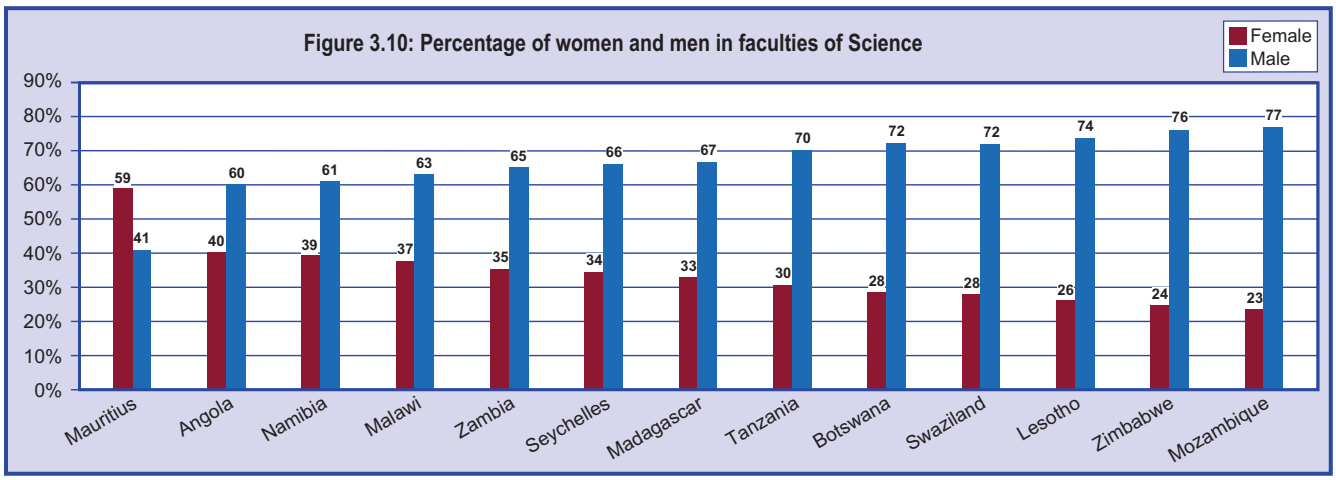
Source: Gender Links. See Table 3.2 for list of sources.

Women dominate in the arts, but not in all countries: In countries for which data could be obtained, and as reflected in Figure 3.8, women predominate in the arts, humanities and social sciences in most countries, but this is not universally the case. As demonstrated in the graph, men predominate in these faculties in Angola, Tanzania, Madagascar, Mozambique, Zambia and Zimbabwe.



Source: Gender Links. See Table 3.2 for list of sources.

Law is largely male dominated, but there are notable exceptions: In the majority of countries for which data could be obtained, law is largely male dominated, but Figure 3.9 shows there are interesting exceptions, such as Mauritius, Namibia and Lesotho, where there is almost gender parity between female and male enrolment in the Law faculty.



Source: Gender Links. See Table 3.2 for list of sources.

Women are under-represented in the sciences, except for one country: Figure 3.10 reflects the strong domination of men in the sciences, except in Mauritius, where women constitute 59% of those enrolled in the sciences.

Nature or nurture?

Some argue that these gender divisions in education reflect the "natural" paths that women and men opt to follow. However, it is important to understand the social context. Even in early grades, girls start to believe that the subjects like maths and science are not for them, but for boys only. As they travel through their school career, such bias follows them, until they decide which professional course to pursue and studies to follow. As a result, they are socialised into choosing courses that they perceive as having a "feminine" identification.

While this gender stereotyping applies to both boys and girls, the affect is more detrimental to girls. The roles that girls are socialised into tend to be the lower end of the scale, usually lesser paid and with fewer available options.

Interesting links have been made between academic performance and gender stereotyping in a study conducted in 2009 entitled "Gender Socialisation in the Home: Its Impact on Boys' Achievement in Primary and Secondary Schools" funded by the African Development Bank in collaboration with the Ministry of Health and Social Development in Seychelles.



Challenging stereotypes: Kiaraa and Qu'Chelle Ernesta (left and right) and Dennis Sedgwick (middle) from Seychelles show an interest in information techno-logies. *Photo: Colleen Lowe Morna*

The study found that although boys considerably enjoyed more physical freedom than girls, they were expected to conform to more rigid gender stereotyping which adversely affect their academic and social development, which was strongly linked to homophobic fears. Whilst girls were freer to cross the gender divides (except where career choice was concerned), they were more protected by parents and had less leisure time compared to boys, creating a more favourable condition for learning and academic success. Mothers were found to be the main disciplinarians, reinforcing these gender stereotypes, whilst many fathers felt marginalised from the family and support services. Links were made between better academic performance and families, which uphold egalitarian views, families where the biological father was present and involvement of parents in the child's learning.

In Mauritius at lower secondary level, boys and girls study the same subjects. At upper secondary level, they choose from more or less the same options in the science, economics and humanities streams. The offer of such options largely responds to demands made by students themselves. The exception is the technical stream. Design and Technology is offered in boys' schools whereas girls' schools propose Food Studies and Design and Textiles. However, in some mixed schools, for example, the Mahatma Gandhi Secondary School and other private schools, offer same choice of subjects to both boys and girls, there is a noted tendency towards stereotypes, with only very few boys opting for Food Studies and only very few girls opting for Design and Technology.

Further data reveals that in Madagascar men are 70% of the senior professors and researchers (Professeurs titulaires and Directeurs de recherche). In the Schools of Arts and Humanities and of Medicine, women are beginning to emerge as a majority at lower levels. In the Arts and Humanities, they are 57% of associate professors and researchers, and in the Medical School, women are 55% of senior lecturers, and 50% of assistant lecturers and researchers. It seems that women are currently making up for the previous situation of male/female inequality in education. However, they still seem to be inclined to choose the subjects that are considered "feminine," according to stereotypes.

Education policy

In some countries, it is only recently that official policies have changed to try to take into account gender diversity:



Botswana: The main policy that guides the sector is the Revised National Gender Policy on Education (1994). It acknowledges gender gaps and challenges in the education system. It further recognises special education needs and the unique circumstances and concerns of out-of-school youth. However, the policy does not highlight the different vulnerabilities of boy and girl children who are out of school. The Ministry of Education also has an Equal Opportunities Policy, which aims at ensuring the promotion of equality of opportunity for all learners and students. It states that no individual shall be discriminated against based on race, religion, social status, sex, marital status and location.



Lesotho: Article 3 of the Ministry's policy aims to develop an integrated system of education that provides equal opportunities to all irrespective of sex, religion, geographical location, special needs, political or other factors. The goals on vocational education and training in Article 10 are more gender sensitive. The government commits to the development of a functional gender sensitive, affordable and efficient VET system of sufficient capacity according to the needs of the economy, the society and the individual.



Malawi: All discriminatory policies related to choice of subjects that existed have since been removed, and programmes initiated to improve and increase the number of girls taking science related subjects.



Mauritius: The New National Curriculum Framework at the primary level in Mauritius aims to challenge gender stereotypes. Boys and girls study the same subjects. The ministry has removed all gender stereotypes from instructional materials to create a more enabling environment for self-esteem and personal development of both sexes. In the field of sports, activities traditionally reserved for boys are now open to girls through infrastructural facilities. More and more girls are training in traditionally "male" disciplines.



Mozambique: The education policy recognises that there are significant differences in the participation of girls and boys in primary school. To promote

equality, the policy advocates a gender sensitive environment through:

- Identification and definition of organisational modalities of the educational process and changes in the training of teachers;
- Developing a district school map to identify the optimum location for educational institutions;
- Sensitising society to reduce the domestic work load of girls;
- Promoting alternative systems of girls' education; and
- Agreements with NGO, churches, and other partners for their involvement in execution of educational programmes for girls.

Tanzania's education policy is not as progressive. It does not address the subject of gender stereotypes. However, there are efforts to encourage girls to pursue science. For example, the former Ministry of Higher Education initiated an award programme for girls who perform well in the sciences.

Table 3.3: Women and men in university faculties

Faculty	Angola		Botswana		DRC		Lesotho		Madagascar		Malawi		Mauritius		Mozambique		Namibia		Seychelles		South Africa*		Swaziland		Tanzania		Zambia		Zimbabwe	
%	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
Year	1997		2006		2007		2008/12		2006/7		2009		2009		2007		2007						2009/12		2008		2008		2002	
Arts & Humanities Social Sciences	41	59	64	36			84	16	42	58	33	67	78	22	40	60	65	35	43	57			45	55	44	56	40	60	38	62
Science	40	60	28	72			25	75	33	67	37	63	59	41	23	77	39	61	34	66			28	72	30	70	35	65	24	76
Economic Sciences (& Law for Seychelles)	40	60	59	41			54	46	31	69							55	45	33	67			50	50	30	70			29	71
Law	34	66					54	46	31	69	29	71	62	38	43	57	52	48							23	77	42	58	43	57
Medicine/Health Services			55	45			58	42		69			59	41	49	51	77	23	34	66			56	44	33	64	33	67	33	67

*South Africa has a very large higher education sector. While gender disaggregated data is available per institution, there is no composite data. This it still being compiled for the country barometer.

Source: Angola, Mozambique: UN Data. Botswana: CSO 2006. DRC: Annual statistics of Higher Education 2006, 2007. Madagascar: Statistical Yearbook MENRS, 2006-2007. Malawi: Academic and Administrative Staff List; Chancellor College 2009. Mauritius: University of Mauritius 2009. Namibia: University of Namibia 2007. Seychelles: Ministry of Education 2009. South Africa: Education Statistics 2007. Swaziland: Report of Vice Chancellor 2007-2008 P116. Tanzania: Wizara Ya Fedha na Uchumi, Hali ya Uchumi waTaifa katika mwaka 2008, Year June 2009. Zimbabwe: Women and Men in Zimbabwe, Year 2002. Zambia: Year Education Statistical Bulletin 2008.

Gender strongly reflected in the Zambia Education Act



The Zambia Education Act 2011 mainstreams gender in line with Article 14 of the SADC Gender Protocol. This provides for equal access to quality education and training for women and men as well as their retention at all levels of education. It further provides for challenging stereotypes in education and eradicating GBV in educational institutions. Examples include:

Article 31: Gender balance and equity in educational institutions and educational systems:

(1) The Minister shall promote equity in access to education, participation in, and successful completion of education at all levels, irrespective of gender, social class or disability.

(2) Without prejudice to the generality of sub-section (1), an Education Board or board of management shall develop and implement plans for the promotion of equal opportunities of access to, and participation in, the various levels of school education for which the education board or board of management is responsible.

(3) An Education Board or board of management shall ensure that both the curriculum and the associated teaching materials at an educational institution are gender sensitive.

(4) Gender issues and the development of gender sensitive teaching methodologies shall be integral to the pre-service and in-service training of teachers.

Example of gender stereotypes in educational materials, Zambia

The following is an excerpt of a Grade One English school book.

"This is Jelita, Jelita is a girl. She is cooking nshima. Look at Mulenga, Mulenga is a boy. He is kicking the ball".

Protocol @ work

(5) The Minister shall endeavour to provide equal education opportunities for both male and female learners.

Article 32: Provision for protection against gender-based violence:

(1) An Education Board or board of management shall develop procedures for preventing the gender based violence of employees, teachers and learners at educational institutions.
(2) An education board or board of management shall establish mechanisms of dealing with cases of gender-based violence.

The Act reinforces the National Policy on Education of 1996, which has specific provisions aimed at eliminating factors that hinder access, progression and accomplishment of girls in schools and colleges. Female and male students are to be treated as equal beneficiaries and participants at all levels of education.

Part IV 18 (1) of the policy provides that:
Subject to the constitution and any other written law, a learner who is a child, shall not contract any form of marriage.
(2) A person shall not:
(a) Marry or marry off a learner who is a child; or
(b) prevent or stop a learner who is a child from attending school for the purpose of marrying off the learner who is a child.
(c) a person who contravenes this section commits an offence and is liable, upon conviction, to imprisonment for a period of not less than fifteen years and may be liable to imprisonment for life.

Section 19 says that an educational institution shall not discriminate against a learner in any manner. Section 22(1) provides that the Minister shall ensure equal access to quality education to all learners, including poor and vulnerable children. While section (5) ensures that education board and the board of management of an educational institution shall adopt a policy of positive and affirmative action in relation to poor and vulnerable children.



Young women in Chibombo, Zambia, benefit from the government's policy on gender parity and sensitivity in education.
Photo: Colleen Lowe Morna

Limitations include the lack of specific reference to gender parity in decision making in all areas and at all levels within the sector. The act is also silent on the role of teachers, employees and administrators in bringing about the desired changes.

Curriculum, gender and education studies

Research and surveys can inform policies, programmes, and strategies. To achieve the Protocol commitment of removing gender stereotypes in education, there first needs to be an understanding of where those stereotypes are. Just as important as the gender make-up of the teaching staff is the gender content and approaches to curriculum. Countries exhibit various degrees of progress when it comes to assessing their curriculum, which is at the heart of ensuring a gender-friendly education system.

Seychelles has conducted several studies on gender in the education sector used to inform policymaking. The Directors and Heads of Units in Education took a course in Gender Planning and Management organised by the Ministry of Administration and Manpower in December 1996 resulting in the integration of gender into planning processes.

Lesotho, Malawi, Madagascar, Namibia and South Africa have made progress on mainstreaming gender in the curriculum and addressing gender stereotypes.

In ***Mauritius*** the implementation of the Programme Based Budget is geared towards developing gender sensitive indicators to monitor gender gaps in learning achievement and developing appropriate strategies for gender differentiated pedagogy. Pending the finalisation of the National Curriculum Framework for secondary schools and the development of instructional materials, ensuring gender sensitivity in the production pupils' textbooks and teachers' resource books for upper primary will be a key priority. In ***Swaziland*** when developing new textbooks on the curriculum, a panel of experts assists with the audit of the new book. Gender sensitivity is one of the indicators that the panel must check for, as well as topical issues of abuse, disability and life skills.

Gender violence in schools

The Protocol specifically mentions addressing gender violence as part of implementing gender sensitive policies in education with good reason. Gender violence is a huge issue within the SADC region. The reasons for this are many, and the extent to which it is recognised and addressed by government agencies varies.

The forms of violence vary, but generally revolve around rape or sexual abuse. The problem stems from gender inequalities between women and men, which then transfer onto girls and boys. Some other forms of abuse involve hitting, intimidation, verbal abuse and coercion to have sexual relationships with teachers. Bullying of girls by boys is a common phenomenon in schools and sexual abuse of girl children by teachers and other civil servants is extensive. Psychological abuse is another large problem, which unlike physical or sexual violence receives little attention. The violence touches everyone, including female teachers, workers, girl children and boy children. The following are some specific findings from the research:

GBV in schools is a major problem in most countries: Thirteen out of the fifteen countries report large-scale problems with gender based violence and sexual abuse in education facilities. Nations that have bypassed this trend are the Seychelles and Mauritius. In some cases, lack of adequate fencing around schools is cited as a leading cause of violence. For the rest, it is a far more complex problem, needing more than physical barriers to uproot.

About half of the SADC countries have conducted studies on gender violence in schools that could help the education sector understand and address the issue. The situation in different countries is as follows:



In **DRC:** A study on gender dimensions of formal and informal education showed that gender is not integrated into local associations and that reform must concentrate on coming up with a national policy that targets men and women.



Children say no to violence at Take Back the Night march in Johannesburg.
Photo: Colleen Lowe Morna

Madagascar: Violence in schools is a deterring factor for going to school, and fosters relations of domination of boys over girls (UNICEF/MENRS/FOCUS 2008).





Malawi: Safe School Programme (SSP) has assessed the prevalence of school-based gender violence and piloted intervention programmes in selected schools across the country. The study revealed *inter alia* that there is insufficient curricula and training related to prevention of gender violence; lack of institutional response; and lack of awareness, prevention and reporting by community members and parents; and lack of support services for survivors.



Children march in support of women and girls in Mauritius.
Photo: Marie Jose Marylin Coopan

Mauritius: A study carried out on discipline problems in schools related to both sexes addressed the problem of violence in schools and did not relate solely to gender based violence. Some factors contributing to discipline problems included:



- Lack of communication among family members or a lack of parental control over their children.
- Peer influence.
- Socio-economic factors.
- An absence of a guiding policy from the concerned Ministry.
- The psychological development of adolescents.
- A lack of awareness of existing laws.



Mozambique: A report revealed that sexual abuse is among the social challenge affecting Mozambican society. This is the main cause of HIV and AIDS infections among girls. It reveals that 6.6% of the girls interviewed reported forced sexual relations. According to this report, the prevalence of forced intercourse among girls in secondary schools is 8.7% and 7.3% in primary schools.



South Africa: The Human Rights Watch report "Scared at School" highlighted girls' vulnerability to rape from teachers and classmates as well as in dating relationships. The report criticised schools for perpetuating the insidious cycle of domestic violence. In 2006, the Centre for the Study of Violence and Reconciliation conducted a study with adolescent girls between the ages 13-17 that suggested that efforts to address violence against adolescent girls in South Africa are not a priority. Findings from 17 focus group discussions with adolescent girls at nine Gauteng schools suggest minimal to no intervention efforts at schools or in communities.



Swaziland: In 2003, the Ministry of Education conducted a study revealing high levels of sexual abuse not reported because other teachers feared upsetting relationships and friendships within the staff room. The study found high levels of unreported physical abuse with visible wounds that violate privacy.







Botswana, Lesotho and Seychelles acknowledge violence in schools but have not conducted studies.

Teachers key culprits in Zimbabwe



The 2010-2011 Zimbabwe Demographic Health Survey found that 16% of unmarried women who have experienced physical violence since the age of 15 blame teachers. Some 1.5% of those who experienced sexual violence below the age of 15 cited also teachers as the perpetrators.

In a 2011 report, Plan International and Child Helpline International, documented the types and incidence of violence and abuse children face in schools in four countries - Egypt, Paraguay, Sweden and Zimbabwe- through the reports made by children themselves to child helplines. Childline Zimbabwe, which started operations in Zimbabwe some 25 years ago, reached 75% of the country. In the study, Zimbabwe recorded the oldest average age for victims of abuse and violence in schools (just over 14 years of age on average) and the majority of those were female.[19]

The Victim Friendly System in Zimbabwe is closely linked to the ministry responsible for primary and secondary education. As noted in the Access to Justice section in the Constitutional and Legal Rights section of this report, $US 70,000 is provided for the Victim Friendly Institutions in the 2012 budget of the Ministry of Education, Sports, Arts and Culture to work with the Victim Friendly Courts to reintegrate sexually abused children back into society.

A circular from the ministry states that victims should report sexual abuse to the police and the District Social Welfare Office.[20] Section 8 of the Labour Act [Chapter 28:01] and the First Schedule of the Public Service Regulations, Statutory Instruments No. 1 of 2000[21] protects girl children from sexual harassment in schools.

Ultimately, the State is obliged to guarantee and enforce the law for the protection of the rights of women and girls and to strengthen mechanisms to ensure that women and girls have access to justice when their rights are violated.

Many schools in Southern African are fertile breeding grounds for potentially damaging gender practices that remain with pupils into adult life. Girls learn to accept the battery and assault, while boys, by contrast receive tacit permission to continue with the violent behaviour, because their violence is not condemned or interrupted. Across the region, institutions of learning are far from safe.

Children are at risk while at school, after school with teachers, in school dormitories or on their way to and from school. Within the confines of the school grounds, classmates or teachers may abuse them. In some settings where fences or walls are not in place, they are at risk from outside trespassers. Children are also often victims of rape or assault on their way in or out of school.

There is often a disconnect between the views of officials on the subject, and the situation experienced by children, families and teachers. Botswana is a nation that aspires to be "compassionate, just and caring" and "moral and tolerant" as declared in Vision 2016, yet has wide-scale physical abuse of children by teachers. In Lesotho, where educational officials have claimed that learning institutions are generally safe, research suggests that sexual violence

[19] Using child helplines to protect children from school violence, Plan International and Child Helpline International, March 2011.
[20] Secretary's Circular No 5, 2000. Prevention and Management of Cases of Child Physical, Emotional and Sexual Abuse: Procedural Guidelines for Schools cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.
[21] A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

is not only taking place, but is a serious challenge that needs to be addressed. Often, even if officials acknowledge that gender violence is occurring, there is a lack of data.

There are problems of enforcement in all the SADC countries: All SADC counties have some form of protections for learners. Only two, Lesotho and Swaziland, do not have any specific provisions to eliminate gender violence in schools. However, the problem usually lies with enforcement.



Madagascar: The development of the tourism industry has emerged as a major challenge. Some girls have been lured into prostitution hence leave school while other pursue low income informal economic activities particularly in the Export Processing Zones.

Costing and budgetary allocations in the education sector



Article 33 of the SADC Gender Protocol on Financial provisions calls of State Parties to: "Ensure gender sensitive budgets and planning, including designating the necessary resources towards initiatives aimed at empowering women and girls. They are called upon to mobilise and allocate the necessary human, technical, financial resources for the successful implementation of this Protocol."

With the global financial crisis, it has become more difficult to maintain the gains made in the education sector. Earlier sections highlighted the deficiency in quantity and quality of teachers and infrastructure, particularly in rural areas. The Education for All campaign created by the Global Campaign for Education (1GOAL) urges member states in developing countries to devote 20% of their national budgets to education. While many SADC countries are beginning to make specific references to gender in their budget allocations, some areas remain gender blind such as curriculum development. Few budgets mention key areas such as ending gender violence in schools.



Zambia: Education accounts for 20% of the Zambia budget. The new Education Act compels Government to facilitate the provision of more community schools, especially for girls, enforce a 50/50 enrolment policy at basic and high school, and introduce bursary for Orphans and Vulnerable Children that is 60:40 in favour of girls. At the primary school level, there is no separate amount earmarked for the retention of the girl child. There is, however, a programme section on equity: ZMK 435,456.6 billion or US$ 91,674,947 in 2011. Ministry of Education bursary support largely targets the University level and is not gender disaggregated. Curriculum Development and Educational Materials had a total budget of ZMK 35,664 billion (US$ 7,445,402) in 2011. Education materials for basic schools cost ZMK 14,725 billion (US$ 3,073,912.1808) in 2011. The budget estimates are not gender disaggregated, but the new Education Act (2011) places an obligation on the Education Boards or Board of Management to ensure gender responsive curriculum and teaching materials at educational institutions.



Zambia is devoting 20% of its budget to education.
Photo: Colleen Lowe Morna



Zimbabwe: The country's Medium-Term Plan (MTP) 2010-2015 calls for gender mainstreaming in all sectors of the economy and its specific objectives for the education sector include achieving gender parity at secondary and tertiary levels by 2015; and, the introduction of free and compulsory primary education for children, especially the girl-child up to secondary level.[22]

[22] ZWRCN Gender Analysis of the 2012 National Budget.

Budget allocations to the education sector began to decline after 2005, but this is now on an upward trend. In the 2012 national budget of US$ 4 billion, $US 707,325,000 or 17% went to the Ministry of Education, Sports, Arts and Culture (responsible for primary and secondary education). The Ministry of Higher and Tertiary Education[23] received $US 296,171,000 (7.4%). Together the two education ministries account for 25% of the total national budget. However, a large chunk of the budget allocation over the years has gone to paying teacher salaries, leaving little funds for investment in capital costs such as physical facilities, textbooks, learning materials, furniture and equipment.

The analysis of Zimbabwe's 2012 national budget by Zimbabwe Women's Resource Centre and Network (ZWRCN) indicates that the Ministry of Higher and Tertiary Education allocated US$70,000 for gender mainstreaming. The Ministry of Education, Sports, Arts and Culture allocated $US70,000 to Victim Friendly Institutions in the 2012 budget to work with the Victim Friendly Courts to re-integrate sexually abused children back into society. Although these amounts represent a small proportion of the respective budgets they are significant in that they are among the few gender specific references in any of the budgets reviewed for this study.



Malawi: Education has increased from 12.5% to 18.6 % of the total national budget over the last two years: 1.4% short of the 20% *Education for All* benchmark. The 2011-2012 budget sought among others to: "Ensure gender issues are mainstreamed in education activities." Strategies mentioned include: Build girls hostels; roll out "Mother Groups" in all schools; increase training, recruit and retain female teachers, especially in rural areas; develop a comprehensive strategy for improving gender equality in education; retention of girls in Standard 6-8 and the transition rate of girls into secondary school. Primary education received 61% of the budget surpassing the 50% *Education For All* benchmark.



Seychelles: Budgetary allocations for this sector in 2011 amounted to SCR129 million (US$10.5 million), a 10% increase on the 2010 allocation covering consumables (stationery, textbooks, and uniforms); improvements of teaching/learning environment in the schools and the implementation of the on-going educational reforms. As Seychelles has achieved gender parity in education with 50.3% and 50.7% girls enrolment at primary and secondary levels respectively, girls benefited equally from these allocations.

[23] Zimbabwe 2012 National Budget document.



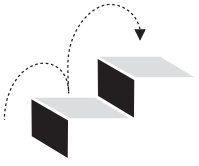
Mauritius: Mauritius has invested heavily in the education sector. The 2010 education budget came to Rs 9,858,946,000 (approximately US$ 365,146,148), with about one third - Rs 3,174,592,000 (approximately US$ 117,577,481) - dedicated to Primary Education. According to law, both girls and boys must stay in school up to the age of 16. In Mauritius, girls perform better than boys: for example, girls had a success rate of 82% compared to 73% for boys in high school exams in 2010.

There are a variety of Loan Schemes and Scholarships for students given by the Government of Mauritius, Banks, Family Trusts, private sector and overseas organisations. These generally lack gender specific targets and indicators. The Literacy and Numeracy Strategy for continuing improvement in literacy also lacks gender specific targets.

The budget makes no specific allocations for gender sensitivity in curriculums. No specific amount has been allocated gender violence in schools. However, the minister stated in the Budget Speech: "My Ministry is addressing the issue of indiscipline and violence holistically in partnership with key institutions namely the Police force, the Child Development Unit, la Brigade pour la Protection des Mineurs, Probation Services, the Ministry of Youth & Sports with the support of all stakeholders including the parental and school community." Educators are organising and encouraging participation of students in extra-curricular activities that feature on the school timetable. These include healthy lifestyle, civic education, sex education, promotion of arts and culture and sustainable development.



Madagascar: The World Food Programme (WFP) is coordinating donor funding to fight against malnutrition in schools. The dropout rate is higher in schools located in areas subject to drought in the deep Southern region of Madagascar due to children being unable to concentrate because of malnutrition. This could also reduce the high rate of absenteeism during lean periods. This assistance will benefit more than 200,000 students in 1,138 primary schools in five Districts in the South and Southeast.



Next steps

Although the gender gap is closing, any gap in the education sector has a far-reaching impact on gender equality. With only two and half years to go, Member States have made considerable steps in achieving parity in school enrolment at primary and secondary schools. There are however still challenges with regard to tertiary education; gender biases in curriculum and gender violence in schools.

Literacy

Along with indicating a need to increase literacy drives for both men and women, the findings show the need for targeted approaches to adult basic education in order to bridge the gender gap. Such literacy initiatives would need to take into account the responsibilities that women and girls often continue to shoulder in the home, especially related to approaches to learning, scheduling of classes and relevance of teaching material. This calls for:

- Increased awareness raising campaigns, specifically targeting rural women and girls;
- Equal access of girls in institutions of learning, and additional resources such as books; and
- Reformatting existing texts and curriculum to diminish gender stereotypes.

Primary education

Targeted policy measures required include:

- Reviewing policies on school fees and, where feasible, making education free and compulsory (Tanzania, for example, has reverted to a policy of free and compulsory education);
- Ensuring all learners have access to learner support materials and that these costs do not prejudice access to education by boys and girls;
- Special funds and scholarships, with specific gender targets appropriate to the particular country, to assist learners from disadvantaged backgrounds;
- Monitoring enrolment and retention to ensure gender balance;
- Engaging with parents on the benefits of educating boys and girls; and
- Fostering an improved classroom environment.

Secondary education

- *Sex education in schools:* Although schools are now introducing sex education in some countries, this is confined to the classroom, without involving parents. Some teachers believe they are being asked to assume parental responsibilities. The issue is controversial, especially in conservative communities. It needs far more integration into the whole school development approach.
- *Reproductive health facilities for boys and girls:* Adequate reproductive health facilities do not accompany sex education in urban, let alone rural areas.
- *Blaming girls:* The issue of teenage pregnancies in schools is discriminatory. Young girls usually bear the entire consequences, without the boys who father the children called on to take responsibility or share the burden. While it may not be practical or economically desirable for both young parents to drop out of school, the school has a responsibility to a) take a stand against the stigmatisation of girls who fall pregnant b) emphasize the responsibility of young men who father children c) provide psychological and practical support to the young parents.
- *Girls who fall pregnant while at school resuming their studies:* Although theoretically in most SADC countries girls who become pregnant at school are free to continue and/or return to school, in practice they are stigmatised or expelled, and seldom complete their education. Schools have a responsibility to ensure that the girls who become pregnant while at school receive the practical and psychological support they need to return to school and complete their studies.

Tertiary education

Narrowing the gender gap requires some concerted strategies, including:

- Targets and time-frames for achieving gender parity in vocational and higher education;
- Supporting measures, such as affirmative point systems, scholarships and special funds for girls;
- Gender sensitive career guidance; and
- Special incentives for girls to enter non-traditional areas of training including partnerships with the private sector and parastatals.

Gender violence in schools

There is a need to launch a massive campaign against sexual, physical and emotional abuse in schools. This should comprise a holistic approach with implementation of prevention, reporting and response activities to school violence and development of community action plans. Governments need to establish clearer links between education policy and the national legal and regulatory frameworks. More awareness is required especially of the parents and guardians not to compromise at home, and to follow up with these tracking processes.

More in-depth studies should be undertaken on the subject at all levels of the educational system, so as to learn about the forms it may take, how it varies from one level of education to another, its causes, perpetrators, victims, etc. The results obtained will be used as a starting point to identify and decide on the measures to be taken in future efforts.

Gender responsive budgeting

While gender equality objectives increasingly feature in budget statements, these references are sporadic and selective. There is little correlation between these and the assessment of gaps that need to be addressed, for example the gaps at tertiary level. Zimbabwe is the only country whose budget made specific reference to gender violence in schools, but the allocation is tiny relative to the need. There is need to:

- Align education policies to the targets of the SADC gender protocol.
- Use the country barometers to establish baselines.
- Develop actions based on what needs to be done to achieve the targets.
- Assess what resources already exist, and how these can be made gender responsive.
- What additional sources would be required, and how these may be raised.



"Ntkozo" *Anushka Virahsawmy*

CHAPTER 4

Productive resources and employment, economic empowerment

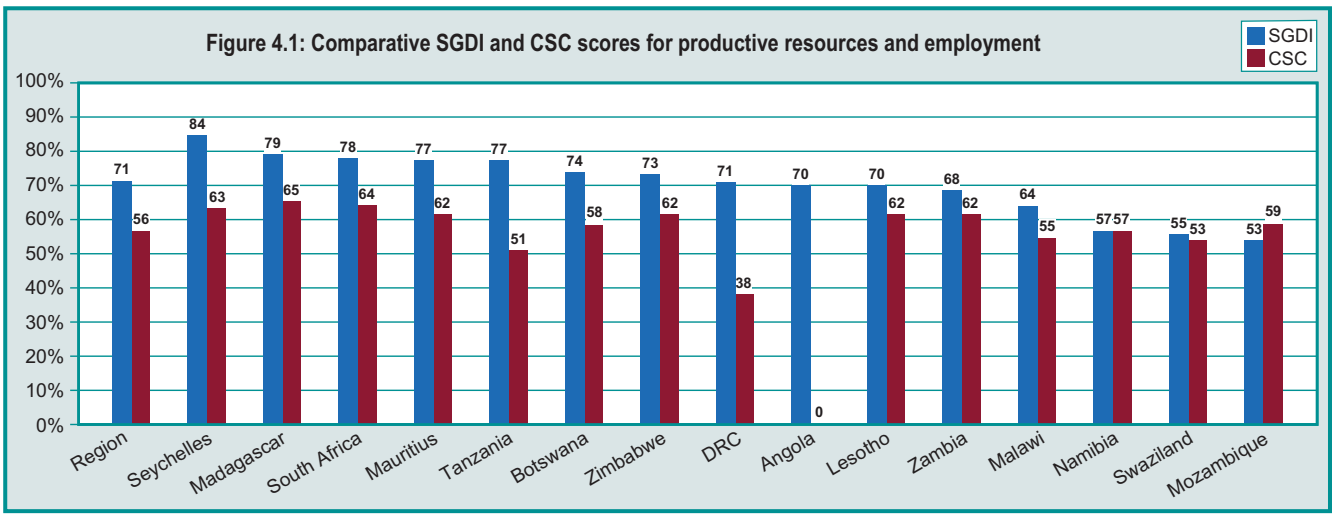
Articles 15-19



Women selling spare parts in a shop in Windhoek, Namibia. *Photo: Gender Links*

KEY POINTS

- The SGDI score at 71% is 15 percentage points above the CSC score at 56%.
- The proportion of women in economic decision making rose by 7 percentage points from 18% in 2009 to 25% in 2012 and a mere 1% from 2011.
- There are qualitative gains. Six women deputy finance ministers make up 40% of this group across the region. The only three female central bank governors are from Botswana, Lesotho and South Africa.
- Baseline data obtained this year on the proportional representation of women in key environmental affairs and sustainable development ministries show that women account for only 21%.
- Particularly noteworthy is that, overall, the region has reached parity as 50% of environment ministers being women, followed closely at 33% are deputy ministers, also reaching the initial target of the 1997 SADC Declaration on Gender and Development.
- Assessments in Seychelles and Namibia of gender action plans aligned to the SADC Gender Protocol demonstrate the effect of capacity building on gender budgeting.
- Trade policies remain gender blind. Only a few procurement policies make specific reference to women.
- Women still struggle for to access credit, although most SADC countries now have programmes of one kind or the other to help women gain access to credit. Figures on land ownership remain patchy, but range from 11% to 46% (in Botswana). A gender analysis of agriculture projects in Botswana shows that women constitute the majority of beneficiaries.
- All SADC countries have maternity leave, but only 40% have paternity leave.



Source: Gender Links 2012.

The gap between the SGDI (71%) and the CSC of 56% (a gap of 15 percentage points) is among the highest in these two scores. This reflects the deficiencies in the SGDI score that covers female share of economic decision-making; female to male labour force participation; female to male unemployment rate; female share of non-agricultural paid labour and length of maternity leave. Due to lack of data, the SGDI does not measure women's access to land; to finance and to productive resources - all critical for this sector. That accounts for the much lower CSC scores.

Seychelles is the highest-ranked country on the SGDI for productive resources, employment and economic empowerment. However, Seychellois score their governments much lower using the CSC (63%). The Namibia SGDI score is at parity with the CSC score at 57% while Tanzania and DRC have large gaps, up to 33 percentage points for DRC between the SGDI score and the CSC.

In Tanzania, and the DRC, citizens gave the lowest ratings for their respective governments at 51% and 38% respectively. Both countries appear to perform well with regard to the SGDI and score above 70%. Only Swaziland has the closest SGDI score (55%) to citizen score (53%).

Indicators that make up the SGDI measure for economic empowerment are: numbers of men and women in economic decision making, labour force participation of men and women, unemployment rates of men and women, women in non-agricultural paid labour, duration of maternity leave in weeks and maternity leave benefits as a percentage of wages.

While countries have scored relatively well on the SGDI, with the exception of Tanzania and DRC, citizens appear to be giving their governments reasonable assessments but are at the same time far from generous with scores. Given that Southern Africans live with food insecurity, the effects of global financial crisis, rising unemployment and inflation, climate change and other economic difficulties in the region, the citizen scores could be interpreted as citizens' confidence in their governments to deliver certain economic goods.

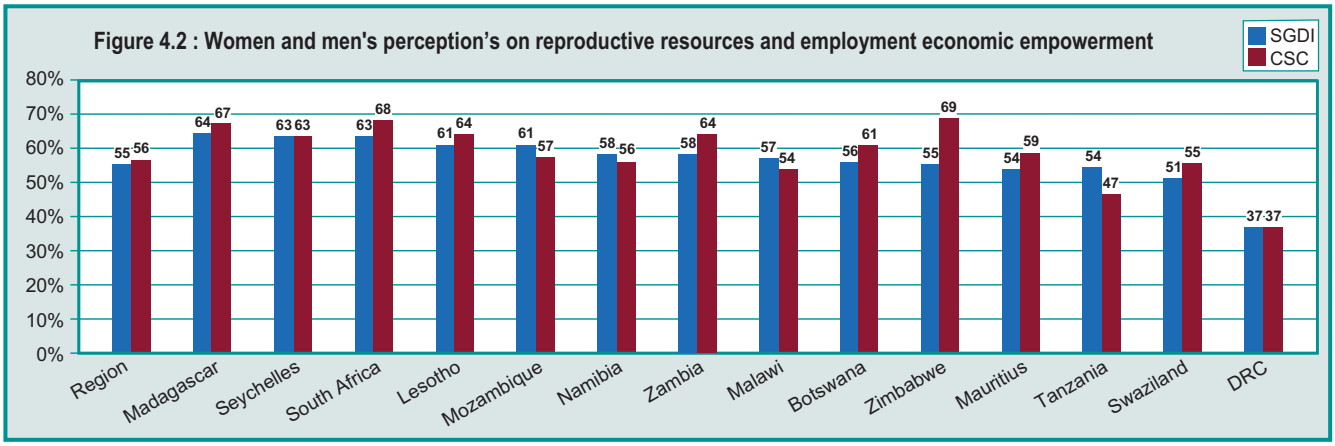
On the other, hand several economists point out that Africa continues to enjoy growth, even while economies abroad are slowing down. The comparison of the SGDI and CSC remind us that to maintain the gains in economic justice - and especially where gender is concerned - SADC states must respond to those areas where they fall short. This chapter measuring the progress of SADC countries against the economic targets in the SADC Gender Protocol provides us with information required to see where the gaps are.

Figure 4.2 alongside shows that the regional CSC score for women and men is almost at parity at 55% and 56% respectively. DRC is the only country rated both by women and men below 50%.Men from at least eight countries (Madagascar, South Africa, Lesotho, Zambia, Botswana, Zimbabwe, Mauritius and Swaziland) gave a generous score as compared to their female compatriots. Mozambique, Namibia, Malawi and Tanzania have a higher score for women compared to men while the score is at parity for Seychelles and the DRC.

Background

SADC is an economic regional grouping. It is therefore no surprise that some of the most far- reaching provisions of the protocol relate to productive resources and employment.

Despite widespread acknowledgement of the links between economic development and gender equality, and the number of international and regional commitments that governments in SADC have made towards equality, many challenges persist. Few countries consider gender dimensions in economic policies,



Source: Gender Links 2012.

budgets, trade, work and business, and few policy and decision makers understand the extent to which gender inequalities harm development.

The world is going through a period of double crises - that is, a financial crisis and an ecological crisis and SADC has not been spared their effects. More so, women, the backbone of agriculture and food production, emerge as the group most exposed to the worst of the crisis and their effects.

African women comprise about 70% of sub-Saharan agricultural workers and simultaneously account for almost 80% of the actors in the food processing chain[1]. That means women are an integral part of economic production and their specific needs must be catered for in planning and in responses to economic crises.

The global financial crisis has converged in crises in food security/production and fuel (energy) crises. In the midst of the 3Fs crisis (food, fuel and finance) it has become evident that the Millennium Development Goals (MDGs) and the SADC Gender Protocol targets will not be attained. In fact, global momentum has already sped ahead to a post-2015 development agenda.

This poses an opportunity for SADC member states to reformulate their discourse to influence a post-MDG agenda in a way that translates regional priorities into reality. The 2015 development agenda also draws attention to the post-Beijing era and a possible conversation on the gains that have been made and where the gender movement goes. Again, the SADC protocol offers an excellent framework on which to base these gender conversations without having to develop them from scratch.

Each year that the state's progress is measured against the SADC Gender Protocol targets, it is evident that conventional macroeconomic policies will not yield the desired results. These targets must be used to respond to the questions thrown at us by the economic crisis. A worsening financial crisis means fewer jobs and a decrease in traditional sources of employment for women.

As predicted in last year's 2011 SADC Gender Protocol Barometer, austerity measures employed in Europe have decreased spending with immediate effects on production, aid and other measures that affect growth in economies linked to SADC economies. There is a decline in foreign direct investment and a cutback in aid as the economies of donor countries shrink and government revenues are focused on domestic issues. These cuts will have significant effects on women and other vulnerable groups.

Conventional macroeconomic policies and perspectives are gender blind, failing to recognise that:

- Women's potential contribution to economic development is systematically discouraged, adversely affecting the economic health of the region;
- Women's contribution to the economy is systematically underestimated;
- There is an informal and hidden economy made up mostly of women;
- There is an unpaid care economy in which women do most of the work of maintaining the labour force and keeping the social fabric in good order, maintaining social cohesion, civic responsibility and good neighbourliness; and
- Non-market processes contribute to the "healthy functioning" of the economy.

In spite of all the challenges women in Southern Africa and beyond form one of the fastest-growing markets with the greatest purchasing power. The composition of organisations and institutions involved in supplying, designing, and marketing goods and services should

[1] The Initiative to Empower women in Agriculture. 20th GIMAC Pre-Summit Consultative Meeting on Gender Mainstreaming in the African Union, July 2012.

reflect this market. Women invest upwards of 90% of their earnings in their families' health and education, and in that of their communities. This level of investment constitutes a multiplier effect on the economy. Yet women continue to be side-lined in gaining access to opportunities for economic empowerment and continue to exist largely on the periphery of economic decision making[2].

Regardless of the low level of women's engagement in decision-making, women participate in formal and informal economies. The bulk of women's economic endeavour in Southern Africa is in small business and in informal trade. Women are cross-border traders, work in agriculture and are market traders. As women work in these sectors, they gather information, develop innovative ideas for problem solving and also diversify their products and market base. This all forms part of a crucial knowledge foundation that must somehow be captured. One of the challenges to women's economic empowerment - and that of other marginalised groups - is limited economic literacy. This has kept women out of the formal economy. In addition, statistics on women's economic empowerment are not available. National economic indicators are available, but they are not gender disaggregated.

Greater effort is required to assist women in understanding basic macro-economic principles. Women must be empowered to understand how taxation and customs regimes affect their cross-border trade, and the extent to which trade regimes such as the much-touted Economic Partnership Agreements (EPAs) undermine their interests in the real economy.



Women in unconventional sectors of employment. Municipal council workers in Swaziland. *Photo: Trevor Davies*

Of utmost importance is gathering women- and gender-specific information to generate broad-based women-focused economic knowledge.

There is limited information on the number of women economists in the region according to areas of expertise. While information on the women's labour-force participation is available, much work is required to establish a real measure of women's income. Estimates exist, but do not provide the relevant information such as how much taxes are derived from women alone. Information collection is important because it will allow accurate measurement of change and, most importantly, of progress towards the SADC Gender Protocol targets.

Available information used in this report, however, shows that statistics have not changed significantly; anecdotal evidence suggests that women in Southern Africa have not been able to escape job losses and other effects of the global financial crisis.

The lack of recognition of women's work leads to lack of public investment in the areas where women are concentrated, such as employment in the informal sector, rural subsistence production, domestic reproductive work or the care economy and voluntary community work. Gender insensitive policy choices marginalise women, reinforce poverty and result in the failure to exploit this powerful human resource. Economic empowerment for women is not just about spending power. Economic empowerment means more opportunities. It can mean keeping children in school, getting health care, and even the option to leave unhealthy or violent relationships.

In SADC, ensuring women's access to productive resources, employment and economic empowerment requires specific and focused attention to reviewing current economic approaches, and allocating budgetary resources for education, training, skills and entrepreneurial development of women. These are necessary to improve the lives of aspirant business women and to promote the overall economic empowerment of women. For this to occur in a measurable and sustainable manner, a strategic rethinking of frameworks of fiscal policy, public finance, debt sustainability, trade reform and access to credit and land is critical.

The SADC Gender Unit is gradually prying open this previously male-dominated preserve. Ministers responsible for gender/women's affairs approved the SADC Advocacy Strategy on Informal Cross Border Trade in June 2011.

Increasingly, fiscal, monetary and empowerment policies are no longer the sole preserve of SADC policy makers, but are becoming interlinked with multilateral trading systems, global finance and global macroeconomic arrangements. The SADC Protocol on Gender and Development finds itself in this contested policy space.

[2] Melan Verveer, (2011). *AGOA should empower Women SMEs*. Southern Africa Trade Hub. Available at: [http://satradehub.org/in-the-news/sath-content/newsroom/in-the-news/trade-trade-agreements/agoa-should-empower-women-smes].

Women have been marginalised in this sphere through a multitude of legal and societal laws and restrictions. A serious upheaval of the system needs to happen from the top to the bottom of the economic sphere; from economic decision and policy makers, to village leaders, to women farmers.



Women often do not own the land, but form a greater proportion of a non-paid agricultural labour force. *Photo: Laurentia Golley*

Unequal access and control over productive resources and social services, such as health and education, and skewed distribution of remunerated and unremunerated work, inadequate support for women's productive activities and entrepreneurship are some of the major causes of the number of women living in poverty. Women often struggle to gain access to property and resources, especially where customary law limit their rights and liberties. Gender budgeting initiatives have yet to fully take root in the region, as well as time studies. Without these, little will change for women's livelihood. Certainly, the region has made notable strides, but there is still a long way to go to meet the desired targets.

The protocol contains a number of important articles relevant to economic justice and empowerment. It provides that state parties shall, by 2015:

- Ensure equal participation by women and men in policy formulation and implementation of economic policies;
- Ensure gender-responsive budgeting at the micro and macro levels including tracking; monitoring and evaluation;
- Conduct time-use studies and adopt policy measures to ease the burden of the multiple roles played by women;
- Adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors;
- Review national trade and entrepreneurship policies to make them gender responsive;
- Introduce affirmative-action measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes;
- Review all policies and laws that determine access to, control of, and benefit from, productive resources by women; and
- Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.
- It also provides for equal pay for equal work; eradication of occupational segregation; and for maternity and paternity benefits.

Women and men in economic decision-making



The Protocol provides that state parties shall, by 2015, ensure equal participation by women and men in policy formulation and implementation of economic policies.

Politics and the economy are closely intertwined. Governments determine economic policies and practices, and economics give power to those in leadership positions. There are quantitative arguments for gender balance in representation in decision making. Women have a right to representation. But there are also qualitative arguments for balance.

Although women are not all the same, there are certain issues that they feel more strongly about than men, because of their life experiences. It is governments that plan for development, and allocate the needed resources to make these plans happen. Economic justice starts with ensuring that these resources and strategies adequately serve these needs.



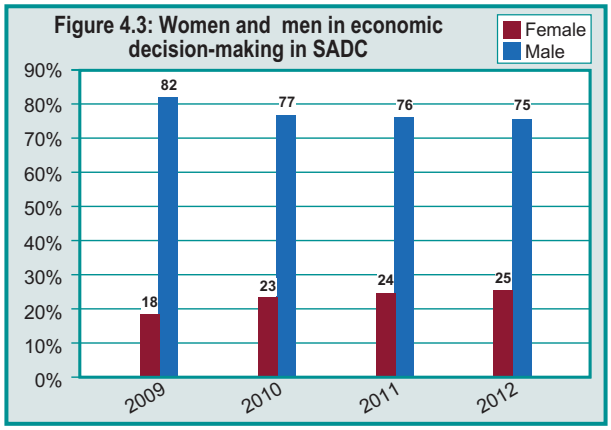
Photo: Thandokuhle Dlamini

Business woman, Sylvia Mthetwa - Royal Board of Trustees member. Swaziland, 2010.

Table 4.1: Women and men in economic decision-making

	Angola		Botswana		DRC		Lesotho		Madagascar		Malawi		Mauritius		Mozambique		Namibia		Seychelles		South Africa		Swaziland		Tanzania		Zambia		Zimbabwe		Total F	Total M	% F	% M
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M				
	2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012					
Minister of Finance		1		1		1		1		1		1		1		1	1			1		1		1		1		1		1	1	14	7%	93%
Deputy Minister of Finance	1	2	1			1			1			1		1		1		1				1			2			1			6	9	40%	60%
Permanent Secretary/DG				1		1		1	1	8		2	1			1	1			1		1	1			1				1	4	18	18%	82%
Minister of Economic Planning	1					1										1				1		1		1						1	1	6	14%	86%
Deputy Minister of Economic Planning		1													1						1									1	2	2	50%	50%
Permanent Secretary/DG						1										1				1		1		1						1	0	6	0%	10%
Minister of Trade and Industry		1	1			1		1		1		1		1		1		1		1		1	1			1		1		1	2	13	13%	87%
Deputy Minister of Trade and Industry		2		1		1		1		1						1		1			2					1		1		1	2	11	15%	85%
Permanent secretary/ DG	1	1	1		1			1		2		1		1	1			1		1		1		1					1		5	10	33%	67%
Governor of the Central or Reserve bank		1	1			1	1			1		1		1		1		1		1	1			1		1		1		1	3	12	20%	80%
Deputy Govenor of the Reserve Bank	1	1		1			1	1			2	1				1		1	1			3	1		1	1	1	1	1	2	9	13	41%	59%
Other key persons in decision-making	1	2	1[3]	4[4]	1		3[5]	3[6]		4	1[7]		2[8]	1[9]			2[10]	9[11]	4[12]	3[13]	2[14]	11[15]		2[16]	1[17]	6[18]		4	4[19]	7[20]	22	56	28%	72%
TOTAL	5	12	5	8	3	7	5	10	2	18	3	8	3	6	2	9	4	15	5	10	6	21	3	7	4	12	1	10	6	17	57	170	25%	75%
PERCENTAGE	29	71	38	62	30	70	33	67	10	90	27	73	33	67	18	82	21	79	33	67	22	78	30	70	25	75	9	91	26	74				

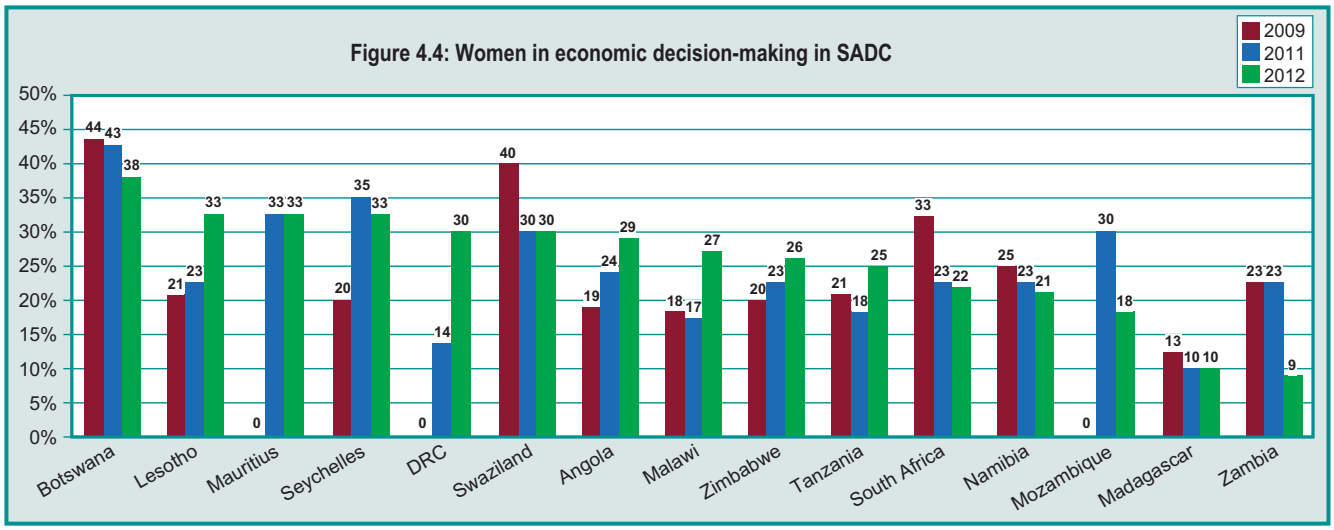
[3] CEO - National Development Bank.
[4] Minister of Labour and Home Affairs; Permanent Secretary of Labour and Home Affairs; CEO - Citizen Empowerment Development Agency; CEO - Local Enterprise Authority.
[5] Minister - Ministry Labour and Employment; Director General - Labour and Employment; Cabinet Advisor - Economy.
[6] Minister - Development Planning, Minister - Mining; Head of Privatisation Unit.
[7] President of Malawi, Joyce Banda.
[8] Permanent Secretary - Ministry of Business, Enterprise, Cooperative and Consumer Protection; Head - Association of Bankers.
[9] Minister of Social Integration and Economic Empowerment.
[10] Permanent Secretary - Ministry of Lands and Resettlement; Permanent Secretary - Office of the Prime Minister.
[11] Minister - Mines and Energy; Deputy Minister - Mines and Energy; Permanent Secretary - Mines and Energy; Minister - Lands and Resettlement; Deputy Minister - Lands and Resettlement; Prime Minister; Deputy Prime Minister; Deputy Permanent Secretary - Ministry of Finance; Director General - National Planning Commission.
[12] CEO - Seychelles Investment Bureau; CEO - Seychelles Revenue Commission; CEO - National Tender Board; CEO - Social Welfare Agency.
[13] CEO - Seychelles International Business Authority; CEO - Fair Trading Commission; CEO - Seychelles Pension Fund.
[14] Minister - Mineral Resources; Director General - Energy.
[15] Minister - National Planning Commission; Minister - Public Enterprises; Deputy Minister - Public Enterprises; Deputy Minister - Mineral Resources; Director General - Mineral Resources; Minister - Energy; Minister - Labour; Director General - Labour; Deputy Minister - Public Enterprises; Director General - Treasury; Commissioner - South African Revenue Services (SARS).
[16] CEO - Swaziland Revenue Authority; CEO - Swaziland Investment Promotion Authority.
[17] Minister - Labour and Employment
[18] Minister - East African Cooperation; Deputy Minister - East African Cooperation; Minister - Energy and Minerals; Deputy Minister - Energy and Minerals; Deputy Minister - Labour and Employment; Executive Secretary - Planning Commission.
[19] Minister - Small to Medium Enterprises; Minister - Regional Integration and International Cooperation; Permanent Secretary - Small to Medium Enterprises; Minister - Labour and Social Welfare.
[20] Permanent Secretary - Small to Medium Enterprises; Permanent Secretary - Labour and Social Welfare; Minister - Mines and Mining Development; Deputy Minister - Mines and Mining Development; Minister - Agriculture; Permanent Secretary - Agriculture; Permanent Secretary - Mines and Mining Development.



Source: Gender Links 2012. See sources under Table 4.1.

Since last year, steady but slow increase in women's participation in economic decision making continues[21]: Figure 4.3 shows that since the Gender Protocol Barometer began tracking this indicator in 2009, women's participation in economic decision-making (ministers and deputy ministers, permanent secretaries in finance, economic planning, trade and reserve bank governors) the proportion has risen 7 percentage points (from 18% to 25%).

While the increase over the past 12 months has been a modest percentage point, there is slow progress towards achieving 50% of women's representation in this sector. More efforts must be rapidly made to reach parity by 2015. Recognising women's current and prospective roles in economic decision-making, or the degree of its absence, are the first step in creating real and sustainable change.



Source: Gender Links 2012 with information from Table 4.1.

As in last year, Botswana tops the list with the highest proportion of women in economic decision making: Figure 4.4 shows that Botswana has the highest proportion of women in economic decision-making positions in the public sector at 38% from last year's 43%, a significant five-percentage point drop.

Several countries have registered significant gains since 2011: The ***DRC*** records the highest increase (by 16 percentage points) over the four year period - from 0% in 2009, 14% in 2011 and now 30% in 2012. ***Lesotho*** follows closely behind with a 10% point increase from 23% in 2011 to 33% in 2012. ***Malawi*** follows suit and records a 10 point increment from 17% in 2011 to 27% in 2012. ***Tanzania, Angola*** and ***Zimbabwe*** record single-digit increments moving seven, five and three points 7%, 5% and 3% respectively.

Six countries have slid backwards: In spite of being the best performer, ***Botswana***'s numbers fell five percentage points, from 43% in 2011 to 38% in 2012. As in political decision making, ***Zambia*** recorded a drastic decrease of 14 percentage points, from 23% in 2011 to a mere 9% in 2012. ***Mozambique***'s numbers declined 12 percentage points, from 30% in 2011 to only 18% in 2012. ***Namibia*** by two percentage points (from 23% to 21%) and South Africa by one percentage point (from 23% to 22%).

[21] Economic decision makers are defined as: minister and deputy minister of finance; permanent secretary/DG; minister and deputy minister of economic planning; permanent secretary/ DG; Minister and deputy minister of Trade and Industry; Permanent Secretary/DG; Governor and deputy governor of the reserve bank and other key persons.

A significant gain since 2009 is that several women in the region now hold top decision-making posts: Several women occupy senior economic decision-making posts. Joyce Banda is the Malawian president and ***Namibia*** has the only woman finance minister in SADC and ***South Africa*** the only woman mineral resources minister. There are six women deputy finance ministers, making up 40% of this group. The only three female central-bank governors are from ***Botswana, Lesotho*** and ***South Africa***.



In **Lesotho** the former deputy governor of the Reserve Bank (2011) was appointed as the Governor after the May 2012 general election. The economic adviser to the cabinet, the deputy governor of the Reserve Bank, the labour and employment minister are all women.



Lipolelo Ramoholi, a Maseru-based taxi owner from Lesotho.
Photo: Ntolo Lekau

Women's overall involvement in economic decision-making in Lesotho is on the increase, up from 23% to 30%. This demonstrates progress towards achieving women's economic empowerment as stipulated by the SADC protocol. Such a shift gives encouragement and momentum to government and NGO efforts to ensure law reform that will make this possible[22].



Botswana and **Swaziland** also show greater numbers of women in decision making - 38% and 30% respectively. Significantly, the two countries have women ministers of trade and industry.





Malawi has aligned the National Gender Policy with MDG 3 to advance women's participation in economic decision making. The 10% increase in representation in this sector illustrates the commitment and gains made to translate the policy into practice in order to move towards achieving MDG and SADC targets.

Women are still scarce in the private and parastatal sector: Available data shows that the top level of management in the private sector is male dominated across the region. While some countries have made legal and policy provisions in this regard, implementation remains a challenge. The following are some examples:



Women in **Tanzania** remain grossly underrepresented in private-sector and parastatal leadership. The Tanzanian constitution, however, provides a foundation upon which efforts towards increasing these numbers can be built[23].



In **Malawi**, while there is some notable progress in women's leadership in the private sector, there is still room for improvement. Media reports reflect the gradual increase of women leading banks and various other companies as chief executive officers, supervisors, etc.



In **Swaziland** there is one woman CEO heading the Federation of Swaziland Employers. In 2010, the country could boast of the first female managing director of a bank - Nedbank Swaziland.



In the case of **Botswana**, significant progress has been made in the participation of women in senior management and decision-making positions in the public and private sector. In 2009, women held 45% of senior management positions. The private sector has also witnessed significant increases in the number of women in senior positions. These are particularly in key financial institutions, in development and financial banks and insurance companies. In 2010, a number of women were appointed as chief executives, for instance, at the Botswana Development Corporation, the National Development Bank and the Botswana Insurance Company. The changes since the 2010 barometer are negligible.



In **South Africa** women account for only 3.6% of CEO positions, 5.5% chairperson positions. 17.1% of directors in the private sector are women and 21.4% are managers. The Business Women's Association of South Africa (BWASA) annual Census highlights that in spite the marginal increase in the proportion of women in executive management positions, the numbers are still too low at directorship level. There is need for a far-reaching societal shift to achieve more balance between men and women in leadership roles in the public and private sectors.

[22] Gender Links, Lesotho Country Barometer, 2010.
[23] Permanent Mission of the United Republic of Tanzania to the United Nations, (2011). *Statement by Hon. Ummy Ally Mwalimu, Deputy Minister for Community Development, Gender and Children, Tanzania.* 5th Session of the Commission on the Status of Women: "Access and participation of women and girls in education, training, science and technology for the promotion of women's equal access to full employment and decent work." Available at [http://www.un.org/womenwatch/daw/csw/55sess.htm#statements].

South Africa: Business women benchmark progress



Little has changed in projections of the progress of business women according to Kunyalala Maphisa, the president of the Business Women's Association of South Africa (BWASA). In 2010, the association projected a 50% increase on the representation of women at executive manager level by 2050.



Source: BWASA

According to the 2011 report, progress has slowed at board level and achieving parity in 2031 will not be possible. Instead, trends indicate that could be possible by in 2039.

The foreword by Maphisa makes reference to the SADC Gender Protocol targets as a benchmark. She comments: "A radical mindshift. That is what we need in South Africa is to shift gear from the slow, incremental changes in the numbers of women at executive levels to a dramatic increase in the way we perceive, promote and protect women in corporate South Africa. And it needs government, business and civil society to act as one to achieve at least 50% representation by 2015."

The report states that while women make up 43.9% of the workforce, they constitute only 21.4% of all executive managers and only 17.1% of all directors in South Africa.

Less than 10% of South Africa CEOs and chairpersons (9.7%) are women. Can we continue to believe that we can change this without incentives? Where success has been measured, it has come in the wake of legislated shifts. Already, Europe is implementing quotas to ensure greater compliance.

Earlier this year, British Prime Minister David Cameroon warned businesses in the UK that they needed urgently to increase women's representation at executive level or face the possibility of quotas. It's time South Africa adopted a similar approach. We have seen from BEE legislation that for any transformation to happen, regulation is necessary. The BWA is only one of many organisations which should hold corporate South Africa to account. Each year, this census allows us to measure progress. Yet, increasingly, rather than confront their shortcomings, companies are opting to avoid scrutiny.

This unacceptably slow progress will persist unless the South African government lives up to its commitments made in the SADC Gender Protocol. These commitments include putting in place affirmative action measures to ensure 50% decision-making representation in the public and private sectors by 2015.

The report states that while women make up 43.9% of the workforce, they constitute only 21.4% of all executive managers and only 17.1% of all directors in South Africa. Fewer than 10% of South Africa CEOs and chairpersons (9.7%) are women.

It cannot be business as usual. If we are to change the landscape of business in South Africa - and truly draw on all of South Africa human resources - then we need to change the way we think and conduct our business.

The BWASA census, launched in 2004, is the foremost annual research into the status of women in corporate South Africa. Premised on the notion that "what gets measured gets done", the BWASA census provides a continuing, comprehensive analysis of women in leadership and measures South Africa's performance towards gender equality and equity in the economy. It tracks implementation and compliance.

Companies listed on the JSE and their subsidiaries control, together with state owned enterprises, (SOEs) at least 90% of the South African economy. The census represents an actual head count of women in leadership positions: executive managers, directors, CEOs and chairpersons in all companies listed on the JSE, their subsidiaries and SOEs.

South Africa signed the SADC Protocol on Gender and Development in 2008 and ratified it in 2011. Since signing, BWASA has pursued the SADC Gender Protocol targets to benchmark and advance transformation of the economic sphere and economic decision-making and ensure increased participation and influence of women.

The SADC Gender Protocol also provides for the empowerment of women to enable them to play a positive role in bringing about social justice in South Africa and improving the lives of the most disadvantaged and dispossessed in society.

Article 5 provides for affirmative action measures be achieved through constitutional and legislative provisions. South Africa has drafted a Women's Empowerment and Gender Equality Bill, which will greatly enhance the private sector.

The protocol which calls for state parties to ensure that all legislative and other measures are accompanied by public awareness campaigns which demonstrate the vital link between the equal representation and participation of women and men in decision making positions, democracy, good governance and citizen participation.

The BWASA census has played a significant role in creating awareness of the state of women leadership in the institutions, state owned and public, driving the South African economy.

Eight years on, BWASA, a network of individual and organisational members, has refined the census and has defined a programme that tackles two fundamental pillars for which the organisation stands:

- To provide a platform for promoting advocacy improving the participation of women in the economy;
- To provide a service to members that enables them to leverage off development support that better enables them to participate effectively in economic transformation.

The process involves:

- The BWA Women in Leadership Census Commission - which entails the production of the Census Report;
- BWA Women in Leadership Census Launch. The launch of the Census Report to the public through a media event to ensure the issue remains on the government's agenda, the business agenda and in the public domain;
- BWA Women in Leadership Census Dialogues. This entails conversations with various stakeholders including the JSE, companies, the Commission for Gender Equality, government departments and other organisations;
- BWA Women in Leadership Executive Development. This entails various training courses for women and the development of databases of qualified women from which companies can draw from for leadership positions; and
- The development of legal opinions for discussion of affirmative action measures to ensure 50/50 representation.

The census has grown in stature and support. The census publication is now an annual entry on the South African business community's calendars with companies actively participating in the process.

Companies are approached to verify the results to ensure the accuracy of the results. The verification rate has increased with each year which is an indication that companies are willing participants in the process. The census presents the worst performing and the best performing companies each year.

Some of the ways in which the census have been used include:

- During the 2011 women's month celebrations in Polokwane, President Jacob Zuma quoted extensively from the Census giving the report as an authoritative document for measuring women's participation in the economy.
- In 2011 the Minister for Women, Children and People Living with Disabilities Lulu Xingwana presented the census findings in her address to Parliament and advocated for more gender equality in the economy based on the findings;
- The Commission for Gender Equality held hearings during 2010 for companies and government departments to present reports, strategies and plans for gender mainstreaming within their respective entities. The Commission utilised the findings of the census to call companies considered as "worst performing" by the census to present plans to improve their status;
- A study by Corporate Women Leaders International, a US based organisation that advocates for gender diversity in the global economy and supported by the IFC, included in its 2010 annual report the findings of the census and ranked South Africa amongst the leading countries that promote gender diversity;
- The Gender Equality Project, a Swiss foundation project in partnership with the World Economic Forum, launched an initiative at the World Economic Forum in Davos during January 2011 to develop a comprehensive assessment methodology that will enable global companies to measure success at achieving gender equality. They will use the BWA Census for Information on South African companies; and
- The census continues to attract wide media coverage annually and provokes many discussions on the participation of women in the economy.
- As part of the African Business Women's Network (ABWN), BWASA has shared the software with partners in Nigeria. The principles of the census can be transferred to many different contexts.

The power of the census is that it is a tool to hold the private sector accountable. The SADC Gender Protocol should be used to hold all sectors of society accountable.

There is some progress in developing policies and initiatives to promote women's economic empowerment and participation:



Zimbabwe's government has adopted the Gender and Economic Policy Management Initiative (GEPMI) - Africa to mainstream gender into macro-economic and finance policy development and implementation, economic planning, and economic policy analysis so that policies deliver equally to low-income women and men. This global initiative is currently in Africa, Asia and the Pacific regions. The National Indigenisation and Economic Empowerment Charter, which sets out the principles and framework for achieving indigenisation and economic empowerment, includes provisions for "equal opportunity for all, including gender sensitive owner-

ship and participation in the economy by indigenous Zimbabweans."[24]



In **Malawi**, many of the existing policies encapsulate gender concerns and to a considerable extent prioritise women's empowerment. The trade and industry policy regards women as legal entities and provides for their meaningful participation in this sector. In addition, the Small and Medium Enterprise Policy allows and encourages women to undertake businesses and provides for tax exemptions for some categories of women in cross-border trade. The Business Licensing Act-Chapter 18.08 and the Weights and Measures Act Chapter 48.04 do not carry specific gender clauses, but do not discriminate against women as far as economic undertakings are concerned.



Seychelles put in place important macro-economic reforms in 2008. Since then a number of women have been, and continue to be, nominated to high level posts in the economic and social domains. More women are now represented as directors of boards in the private sector and parastatals as well as being CEOs for major corporate entities. Some of the notable industries where women lead are: energy, airlines, trade, banking, seaports and airports.



In **Lesotho**, women are more visible in the middle-management positions. It is still a rarity to find them as CEOs. Gains made through the appointment of the first woman CEO in the banking sector in 2009 were eroded when she vacated the post in 2010.



Namibia: A survey of 31 parastatals that responded to the Ministry of Gender Equality and Child Welfare (2006) showed that women occupy 27% of management positions in these public entities. Only two parastatals, the Roads Authority and NAMFISA have equal representation of 50% of their management as women, followed by the Electricity Control Board with 40%, while the Electoral Commission and the Namibia Tourism Board have more women in the senior management, with 60% each.



Mainstream economic policies are mostly gender blind: Most mainstream economic policy documents in the region are gender blind. The 2007 National Population Policy Review in **Botswana** showed that almost 50% of households are headed by women, and that most poor households are headed by women[25].

There are no gender responsive policies in place for women to gain access to credit, land, capital, technology, and other business services. The economic opportunities and challenges that affect women's businesses need to be mainstreamed as part of macro-economic policies, but there are examples of the protocol being used to review key economic blueprints.

South Africa: Vision 2030 - Women's voices in economic policy-making



South Africa has demonstrated a commitment to women's economic empowerment and ability to mainstream gender issues and women's voices into policy planning. Through the National Plan Vision for 2030, South Africa clearly incorporates gender issues in policy planning.

South Africa continues to have the highest levels of inequality; its development path has not sufficiently broadened opportunities for black South African women and the youth.

According to the vision document, to eliminate poverty and reduce inequality, there is a need to seriously engage the effect of gender on people's life chances and opportunities. The factors that determine chances for women are generally worse than for men and they are also affected by race, geographic location, age and class. The vision document treats gender as an integrated issue that runs through the plan.

The South African Constitution provides for substantive equality between women and men. South Africa is a signatory to a wide range of international and regional commitments to achieve this, including the SADC Protocol on Gender and Development that sets 28 targets to be achieved by 2015, such as:

- ✓ Ensure equal participation by women and men in policy formulation and implementation of economic policies;
- ✓ Conduct time-use studies and adopt policy measures to ease the burden of the multiple roles played by women;
- ✓ Adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors;
- ✓ Review national trade and entrepreneurship policies to make them gender responsive;

Protocol @ work

[24] Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012.
[25] Ministry of Labour and Home Affairs (2008).

- ✓ Introduce measures to ensure that women benefit equally from economic opportunities, including those created through public-procurement processes;
- ✓ Review all policies and laws that determine access to, control of, and benefit from, productive resources by women; and
- ✓ Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.

The SADC Protocol on Gender and Development has 28 measurable targets that should be achieved by 2015. The protocol includes the targets set by several international and continental instruments such as the Convention on the Eradication of all forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action (BPFA), the Millennium Development Goals (MDGs) and the African Union Charter on Human and Peoples' Rights.

South Africa's vision for 2030 reflects on the current context on gender dimensions in nine key areas of:

- The economic profile of South Africa
- Time use
- Trade and entrepreneurship
- Informal trade
- Procurement
- Property and resources
- Land ownership
- Employment
- Financial institutions



All the nine areas discriminate against women. In time use, women are involved in activities that take time, yet they are not economically sustaining. Women do care work that takes most of their time with no remuneration.

In South Africa, more than 70% of poor people live in rural areas. Nearly half are chronically poor, depend on land as a resource, though most women do not own the land they work.

Vision 2030 provides South Africa with an opportunity to put in place a road map to achieve gender justice. The road ahead must be based on clearly identified, short- medium- and long-term targets. The targets in turn must be based on baseline data.

By 2025, South Africa on gender issues it objects to have equality guaranteed in the Constitution and it must be must be evident in women's lived experiences. It is hoped that in South Africa all public spaces, services and support services are working efficiently by 2020. The vision also aims at ensuring that violence against people with disabilities is reduced by 50%, and by 2030 violence will be eradicated.

On the critical issue of governance, representation and participation Vision 2030 envisages that South Africa will maintain at least 50% in all levels of decision-making, women and men in decision-making positions will have access to continuing capacity building to increase their skills and ability to lead effectively.

In the area of education and training the vision sets incremental targets that will see a 25% of women in 2020 taking mathematics and science subjects and reaching 50% in 2030.

As South Africa projects into the new vision it has set for itself a gender responsive budgeting process in place, allowing for the allocation of resources based on gender responsive budgeting to address the needs of both women and men equally.

On access to productive resources, employment and economic empowerment, the vision for 2030 is that at least 50% of women should have access to trade and procurement opportunities. At least 50% of women should own land and have the resources to manage the land, while at least 50% of paid employees should be women.

Gender budgeting

The Protocol provides that State Parties shall ensure gender responsive budgeting at the micro and macro levels including tracking; monitoring and evaluation.

Budgets are a government's most important policy instrument, shaping social and economic development and reflecting priorities for action. They outline how much will be spent on health care, military or education, what taxes may be introduced, increased or decreased, strategies for increasing employment or access to

housing, and every other activity of the government. Although budgets may appear to be gender-neutral policy instruments, expenditures and revenue collection can have different effects on women and men. Innovative gender-responsive budget analysis happening in many countries provides an approach to explore and highlight how these resource collections and allocations may affect genders differently. It looks not only at funding levels for the various ministries, but also at spending priorities within ministries. That helps governments develop wise policies that contribute to the development of all citizens, ensure that adequate funds are available for programmes they are developing and acts as a marker for commitments to gender equality.

A gender-budget analysis, for example, might find that cuts in spending on agriculture fall most heavily on poor women farmers. Restoring the agriculture budget could increase household incomes, raise agricultural production and improve the quality of life for all villagers. By permitting better-targeted and more efficient use of government resources, advocates argue, gender budgeting benefits men and women alike. Since its introduction in Australia in the mid-1990s, gender budgeting has grown to become a well-recognised tool for strengthening accountability for gender equality and women's empowerment. It provides strategic entry points for bringing a gender-equality perspective to economic policy making, national planning, budgeting and programming.

Gender budgeting is still rare, but some governments are taking first steps: Although gender budgeting is still not wide-spread, several countries reported the start of such initiatives. Some examples of initiatives led by governments include:



Namibia *and* Seychelles *have made great strides in the past year:* As part of developing their respective national costed gender-action plans in 2011 and 2012 respectively, the two countries have made great strides in building capacity of government officials and civil society leaders in gender budgeting and costing implementation of the SADC Gender Protocol targets. The national action-plan development process ensured that identified actions were costed and existing budget lines from the national budget noted where there were opportunities to fund the action. Where money was not already available, the amount required was noted and potential sources identified. That could be either from the national treasury or from development partners.



By July 2012 five other countries had shown interest in the costing of implementation of the SADC Gender Protocol targets at national level.



Mauritius: At least four of the ministries, education and human resources, youth and sport, labour, industrial relations and employment have already developed their sector gender policy as part of the Gender Equality and Women's Empowerment Programme of MWRCDFW, supported by the United Nations Development Programme (UNDP).



Malawi has faced several challenges in trying to move the gender- responsive budgeting agenda forward. Activities undertaken at the outset of the initiative included capacity building, whereby the Ministry of Gender, Children and Community Development provided orientation for personnel at all levels of the public sector. Officials who were part of this capacity building include principal secretaries, directors of planning and budgeting officers, and gender focal point officers. Guidelines on gender-responsive budgeting were developed and disseminated. Seven officers from the ministry were appointed to seven key ministries to provide technical backstopping on gender budgeting. However, these initiatives are fragmented and have since waned in their value. Recent efforts to resuscitate gender-responsive budgeting are welcomed and capacity building for formulating these is greatly needed.



Mozambique's Ministry of Finance has set benchmarks in terms of which sectors can specify expenditure by gender in the budget of human resources and investment, but only the sectors of education, health and social work have made progress in mainstreaming gender in their budgets. Other ministries, such as labour and public works, have shown interest in mainstreaming gender budgeting in the programmes.

In other countries, civil society is leading gender budgeting: In some countries, gender budgeting is led by civil society as part of a demand for greater accountability. This enhances the watchdog role of gender advocacy groups. However, there is need for greater ownership of these processes by governments. Some examples include:



South African *NGOs have a robust track record of probing government budgets:* The Institute for Democratic Alternatives (Idasa), Community Agency for Social Enquiry (CASE) and several others have supported the Women's Budget Initiative co-ordinated by Debbie Budlender. The South African budget is one of the more detailed and transparent budgets in the region, making it easier to ask probing questions. But even this budget presents challenges.



Swaziland: Civil society, in particular the Gender Consortium, continues to conduct consultations within various networks on gender-responsive budgeting. The government's Programme of Action 2008 to 2013 remains gender neutral in terms of the relevant budgetary allocations. More efforts to ensure broad-based training and capacity building on gender responsive budgeting are required.



Botswana: In 2010, the Botswana Council of Non-Governmental Organisations' (Bocongo)) Gender Sector commissioned a consultancy to develop a gender-budget strategy. To date, no implementation plan has been developed to accompany this framework. This is an important area that needs urgent follow-up action to facilitate a gender-budget analysis of the NDP 10 plan together inclusive of budget allocations. It is important that adequate budgetary allocations are made to ensure the implementation of the SADC Gender Protocol, especially, in line ministries.



Lesotho: There are a few gender-budgeting initiatives in Lesotho despite the country having no official gender-responsive budgeting system at all levels of government. Where it exists, it has been mainstreamed into programming in a way that makes it difficult to easily track cost allocations of gender activities. The picture is, however, clearer regarding capital budgets where activities specifically targeting women/and/or gender are clearly marked. Programmes run by development partners clearly demarcate this, showing the need for additional skills training for personnel tasked with developing budgets. In October 2010, training and capacity building initiatives were implemented for senior government officials including line-ministry focal points.



Zambia: Some civil society organisations are involved in gender screening of the national budget to see how much is allocated to specific ministries on gender issues every year, how it is spent, who the beneficiaries are and whether the money makes an impact on gender issues. The findings are that in certain instances, money meant for gender activities is usually diverted to other issues considered to be more important or more pressing.



In **Zimbabwe**, a government core circular directs government ministries to use gender-responsive budgeting to develop their sector budgets each year in preparation for the country's national budget, it is still unclear from the national budget how gender-responsive budgeting is interpreted by the ministries. However, it is important to note that of the 38 vote appropriations in the 2012 National Budget - inclusive of votes for the president, the cabinet, the prime minister, the parliament and the Judicial Services Commission - six ministries include a line item under programmes for gender mainstreaming. It is not clear how these funds are used. Except for the national machinery, the amount allocated for gender mainstreaming is less than 1% of the respective ministries' 2012 budgets.

Partnerships between civil society and government work well: An ideal scenario is for governments and civil society to work together on gender-budget initiatives, as is happening in Zimbabwe.

Protocol @ work



Zimbabwe Gender Responsive Budgeting targets local government

Gender-responsive budgets are a key mechanism for tracking whether governments allocate national resources in line with the normative framework for gender equality, women's rights and women's empowerment.

Zimbabwe's Gender Budgeting and Women's Economic Empowerment programme began in 1999 and has been spearheaded by the ZWRCN.

This initiative began at the national level, leading to a core circular in 2007 calling on ministries to prepare gender-responsive budgets for their sector, and was expanded in 2008 to develop gender-responsive budgets at the level of local government. In 2011, Local Government Circular No 3 of 2011 also guided town clerks/secretaries and chief executive officers to prepare the councils' annual budgets in line with "gender budgeting and the Millennium Development Goals".[26]

ZWRCN's strategies for the sustainability of gender-responsive budgeting include:

- Capacity-building on gender-responsive budgets for men and women decision-makers at the level of directors and higher within ministries;
- Advocacy and lobbying training for women at the national and local levels to increase their participation in national economic and finance forums which lead to policy formulation;

[26] ZWRCN: Local Government Gender Budgeting Experience, unpublished document, ZWRCN, 2012.

- Providing technical expertise and capacity building for the Ministry of Women Affairs, Gender and Community Development to play its gender mainstreaming, tracking and monitoring role within government;
- Production of gender-responsive budgeting tools;
- Engagement with Parliament and the relevant parliamentary portfolio committees; ZWRCN signed a memorandum of understanding with Parliament in 2011;
- Strategic partnerships with national, local and community-based organisations to strengthen the advocacy for government's accountability to gender-responsive budgets.

Gender-responsive budgeting at local government level is applied at six pilot districts: Bulawayo, Gweru, Kadoma, Kwekwe, Masvingo and Mutoko. Since June 2012, 316 officials in local government - Ministry of Local Government senior management staff; local authority town clerks, heads of departments, middle managers, gender focal persons and finance staff - have been trained in gender-responsive budgeting at least three times since 2009.[27]

At the national level, the ZWRCN's gender-responsive budgeting programme provides a gender analysis of each national budget and there is a stronger shift in strategy towards policy analysis in two areas:[28]

- Women's unpaid care work: To provide an analysis of policies in the sectors of water, energy, health and education; and to increase the recognition of women's unpaid care work to reduce the time used by women on unpaid care work.
- Women's economic empowerment: To review policies that can positively affect women's economic empowerment by opening the doors for women to economic opportunities in tourism, mining, small to medium enterprises and youth and indigenisation policies.

Budget tracking and monitoring are areas that still need to be integrated into Zimbabwe's gender-responsive budgeting programme.

Multiple roles of women

The protocol provides that by 2025, state parties shall conduct time-use studies and adopt policy measures to ease the burden of the multiple roles played by women.

Very few time-use studies conducted: These establish the invisible work of women not recorded in national accounts. Not all countries have conducted time-use studies. Examples of countries that have done so are:



Malawi: The 2010 national Gender Development Index (GDI) published by the National Statistical Office and the Ministry of Gender, Children and Community Development showed that, women spent more time in domestic, care and volunteer activities compared with men. It also showed that there is a gap in the time spent in market activities as either paid employees or self-employed individuals. Here men recorded a higher number of hours spent than their female counterparts[29]. The 2005 NSO report also showed that among persons aged 15 or older, 90% of women undertook domestic tasks compared with 24% done by men. Women spent 7.7 hours each day on household chores compared with men, who spent as little as 1.2 hours per day doing the same activities. The figures exclude time spent on child care. The implication is that less time is spent on economic activities by women compared with men.



Informal sector at work in Malawi. Delifa Zulu sells her produce in Blantyre Market. *Photo: Trevor Davies*

[27] ZWRCN: Local Government Gender Budgeting Experience, unpublished document, ZWRCN, 2012.
[28] Information provided by the Gender, Economic and Public Finance Programme, ZWRCN, 2012.
[29] Government of Malawi, (2010). Gender and Development Index, 2010. Ministry of Gender, Children and Community Development and the National Statistical Office, p. 9. Available at: [http://www.nso.malawi.net/images/stories/data_on_line/economics/Gender/MALAWI%20GENDER%20AND%20DEVELOPMENT%20INDEX%20_April2010_Final.pdf].

These population averages conceal the even higher proportion of hours spent on domestic tasks by women who are in the 25 to 45-year age group. Women in this age group do most of the reproductive and productive work, with heavy responsibilities for child care, family care and for providing sustenance to their families. Although they are most in need to engage in economic activities, they have least time to do so.

Another study completed in 2010 as part of producing the GDI, confirmed findings of the 2005 studies that women spend more time in domestic care than men. That study included volunteer activities and found that men spend more time at the "market" (commercial activities). The GDI, however, is not sufficiently explicit in detailing the justifications for the greater number of hours that women spend on their triple roles. An outcome is that the National Gender Machinery and other stakeholders should dedicate more resources to time studies in a systematic way.



Namibia: The Labour Force Survey reports that 28% of women and 31.7% of men are employed, but are available for and would prefer to work more hours.[30] The 2006 inter-censual demographic survey provides the latest data on distance to water sources. This report does not disaggregate the data by sex, but the 2006-2007 Demographic and Health Survey states that, in households where water must be fetched, it is collected by females in 28.7% of households and by males in 11.6% of households.[31] The inter-censual survey shows that 43.5% of households have water on the premises; according to the 2006-2007 Demographic and Health Survey, drinking water is available on the premises in 81% of urban households and 32% of rural households.[32] The inter-censual survey found that in 36.7% of households, people travel 500m or less to collect water and in 4.6% of households people travel more than 1km to fetch water. Assessment by urban/rural locality shows that in more than 7% of rural households, people travel more than 1km to fetch water. This highlights that the results of time-use studies could provide good entry points for beginning to quantify and assign monetary value to work conducted by women.



In **South Africa**, the only national time use study was conducted in 2000 by the official Statistics South Africa. This survey was stand-alone and used an open-ended diary with half-hour time slots to collect information on time use.



Few, if any, policies ease women's multiple roles: In the **DRC**, the Fund for the Promotion of Women, set up by the Ministry of Gender, Family and Children does not yet have the means to implement its policy. In Malawi, the gender policy provides that one of its objectives is to promote the recognition and value of women's multiple roles and responsibilities, their contribution towards national development and as beneficiaries of the development process. While there are no specific policies in Tanzania, the government is making efforts that might lead to similar effects. The Ministry of Health is now encouraging men to take part in childcare. For the most part, however, the work of women remains unrecognised and unrewarded.

Care work is still largely unrecognised and unremunerated: Despite provisions for care work in the protocol, especially in reference to HIV and AIDS, this remains largely unrewarded and unremunerated. ZWCRN in Zimbabwe has been influential in working with the government to conduct analyses of various policies across sectors that will increase recognition of women's unpaid care work and provide information on women's time use.

Economic empowerment

The Protocol provides that state parties shall by 2015:

- *Adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors,;*
- *Review national trade and entrepreneurship policies to make them gender responsive; and*
- *Introduce affirmative action measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.*

[30] Ministry of Labour and Social Welfare. (2008). *Namibia labour force survey.* Windhoek: Ministry of Labour and Social Welfare. At page 65.
[31] Ministry of Health and Social Services. (2008). *Namibian Demographic and Health Survey 2006-07*. Windhoek, Namibia: Ministry of Health and Social Services. At page 17. Remaining percentages are for water collected by "other" people (report does not specify who this may be given that options for male/female children or females/males over the age of 15 are given), water on the premises or missing data. .
[32] Ibid at page 16.

Women remain marginalised in trade and entrepreneurship: Women have less access to education, credit, land, market information and technology compared with men, thus in entrepreneurship and trade, women remain marginalised. The removal of protectionist trade policies can have a negative effect on the participation of women in trade, as local female producers are challenged to compete with foreign products sold at lower rates. As women's access to markets is restricted and they are largely represented in the informal sector, this impedes women's economic participation.



Women making inroads in non-traditional areas of employment. Petrol attended in Chimanimani, Zimbabwe.
Photo: Colleen Lowe Morna

Governments are just beginning to be more proactive: Most SADC trade policies are gender blind: there is no mention of the differential impact of trade policies on women and men:



In **Mauritius**, both men and women benefit from all trade, entrepreneurial and economic policies of the country. The country has pursued a consistent policy to encourage the creation and promotion of small and medium enterprises (SMEs). A ministry has been established to co-ordinate and support SMEs and various agencies. Some of these include: the National Women Entrepreneur Council (NWEC); Small and Medium Development Authority (SMEDA); Mauritius Chamber of Commerce and Industry (MCCI); Mauritius Trading House; Agricultural Research and Extension Unit (AREU); and Development Bank of Mauritius (DBM). These agencies have all contributed to the promotion of entrepreneurship in Mauritius through provision of general advice and guidance to small entrepreneurs. The introduction of the SME Act is a positive signal of government's commitment to ensure successful implementation of an SME framework that empowers all Mauritians.



Through various initiatives, women in **Malawi** continue to benefit from entrepreneurship training. While women's participation in trade is not directly restricted, the environment in which trade is undertaken is not favourable. The levels of collateral and other capital necessary for their involvement in trade are prohibitive. Very few affirmative-action endeavours by institutions exist to allow women to advance in the entrepreneurship sector.

Namibia's trade policy practices are informed by the national Constitution, Vision 2030, the National Development Plan (NDP) 3 and membership to regional and multilateral organisations, chiefly WTO, SADC and SACU.

There is no written document specifically outlining trade policy for Namibia. Most of the documents and modus operandi do not explicitly drive women's empowerment.



In **Botswana** the government has provided a macro-economic policy environment conducive to private-sector contributions to the economy. However the policies are not gender responsive. For instance, the Citizen Entrepreneurial Development Agency (CEDA) and the Local Enterprise Authority (LEA) have no incentives to promote the participation of women; women's participation in these programmes is very low in comparison to men's[33].

Participation of women entrepreneurs in economic programmes is low and do not derive significant benefits from existing economic opportunities.

Putting Women First - Economic empowerment for women in Botswana

Putting Women First Trust (PWFT) is a platform set up by Botswana women for lobbying and advocating for the participation of women in the broader economic space. PWFT aims to assist women move from the fringes of the economy and fully and effectively participate in mainstream economic development.



Lobbying and advocacy efforts are designed to assist women move from the informal economy to participate effectively in the formal economy. A core aspect of PWFT's mission is to promote women entrepreneurs.

[33] Ministry of Finance and Development Planning, (2010). National Development Plan 10. Government of Botswana. Available at: [http://www.finance.gov.bw/templates/mfdp/file/File/NDP%2010%20final%2016th%20Dec%202009%20edit%20in%2019%20Jan%202010.pdf].

Evidence-based research on women and economic participation in the region indicate that more than 70% of the informal and cross-border trade, including small businesses, are owned and driven by women in the SADC region.

The founders of PWFT including Elsie Alexander, Loatile Seboniis and others, recognised that conditions in the region did not promote women entrepreneurs and that was a need to change and grant women opportunities and elevate them from the micro to the macro level of the economy.

According to Alexander, "women and youth participation in business, economic growth and diversification can contribute to the government's goal of poverty eradication".

The trust is inspired by Article 17, on economic empowerment of the SADC Protocol on Gender and Development, focusing on ensuring equal access, benefit and opportunities for women and men in trade and entrepreneurship.

Even though the country is yet to sign the Gender Protocol, the co-founders have been champions in lobbying for signing and ratification of the SADC Gender Protocol in their role as part of the Botswana women's movement.

PWFT has launched for the first time an insurance company specifically catering for women. Pink is a women's insurance product underwritten by Regent Insurance in partnership with Putting Women First Trust.

PWFH as an investment and service company is aimed at supporting wealth creation through the provision of business products tailored for the specific needs of women and girls.

PWFT's strategy is to empower women through business, technical, confidence, assertiveness training, information sharing and strategic networking and partnerships to increase their capacity to compete effectively in business.

The economic empowerment and independence of women is also a strategy to liberate women from the subordinate social, political, economic and legal status that has led to social problems, such as, gender-based violence, HIV and AIDS, thus providing an environment in which to achieve gender equality.



South Africa: South Africa has policies to increase women's access to credit to ensure that women are empowered economically. In addressing the needs of the poor for housing and shelter, the Rural Housing Loan Fund now provides loans through intermediaries to low-income households for incremental housing purposes. Through the Department of Social Development, there are a number of projects throughout the country to facilitate economic empowerment and sustainable development. Local government, the drivers of the local economic development, includes finding ways to help entrepreneurs diversify and grow their businesses in a way that simultaneously helps the local municipality address its economic needs.



Women remain on the periphery of the economic sector. Kapiri Mposhi , a trader, prepares for a day at the market in Zambia.
Photo: Colleen Lowe Morna



Zambia: The Trade and Industrial draft policy recognises that women are marginalised in the workplace and in enterprise. The policy proposes continuous education and training to promote gender equality and to ensure an understanding of international best practice. The policy identifies the challenges to increase representation of women at all levels, from the boardroom to the shop floor and to promote women entrepreneurs. One of the objectives of the policy is to promote gender equality in the productive sectors of the economy. The policy prescription on gender is that the government will encourage skills development and entrepreneurship in women and encourage the teaching of vocational, technological and applied skills at the country's tertiary institutions, including for women.



Zimbabwe's Ministry of Small and Medium Enterprises (SMEs) and Co-operative Development, headed by a female minister, is tasked with policy formulation and development of the SME sector. About some $40,000 is provided for in the ministry's 2012 budget for a study on SMEs. The study's methodology should be strongly informed by a gender analysis of the sector to help the Small Enterprises Development Corporation (Sedco) strengthen its assistance to women and marginalised communities.

In 2011, the Women Alliance of Business Associations in Zimbabwe (WABAZ), supported by the Zimbabwe

National Chamber of Commerce (ZNCC), undertook one of the most recent, up-to-date assessments of women's locations and needs. The survey sample consisted of 137 women entrepreneurs in 10 districts. The table alongside demonstrates the types of businesses occupied by Zimbabwean women entrepreneurs.

The survey came up with several findings:

- There is little research and data on women in business in Zimbabwe;
- Most women entrepreneurs are in urban areas;
- Women entrepreneurs operate mainly in the informal sector;
- The number of employees in women-owned businesses ranges from one to four; 1-4
- Women enter into business for "survival" or as a means to supplement income;
- Women enter businesses that require little capitalisation; and
- Cultural, financial and legal barriers, and gender discrimination by banks and other lending institutions, continue to hinder women's participation in the formal sector.

Table 4.2: Women Entrepreneurs in Zimbabwe - ZNCC 2011 Survey: Types of Businesses[34]

Type of Business	% Women
Trading	26.3
Retail	19.7
Manufacturing	11.7
Other (beauty, driving, catering)	9.6
Farming	6.6
Information, communications and technology	5.1
Textiles	5.1
Education	3.6
Services (insurance, banking, travel, beauty salon)	3.6
Tourism	2.9
Handicrafts	1.5
Training	1.5
Construction	0.7
Consultancy	0.7
Microfinance	0.7
Mining	0.7

Source: Women Entrepreneurs in Zimbabwe - WABAZ/ZNCC (2012).

Mauritius: 3,000 women trained in entrepreneurship in three months



Mauritius has trained 3,000 women in a wide variety of business projects. Training includes sectors such as computer technology and tourism and lasts for a period of three months. The trained women submitted proposals requesting funding for 200 projects. The funding request was for Rs200m rupees *(R55m)*. The government approved the proposal.

The National Women Entrepreneurs Council (NWEC) hosted an opening ceremony for the workshop on women entrepreneurs. During the workshop, participants were to be trained in heading small-scale enterprises and entering different markets. Emphasis was placed on developing the skills to generate revenue that would contribute to the economic empowerment of women.

Recognition of the need to empower women and to create spaces within which they can thrive economically is evident at government level. In his keynote address, The Agro-Industry and Food Security Minister Satish Faugoo highlighted the fact that several economic and social spaces were now accessible to women. He said that these spaces should not only belong to men but also to women. The minister said women's innovative ideas should be built on.

The minister encouraged the use of various facilities for women's empowerment, such as subsidies for cattle breeding and access to bank loans at low interest rates. Access to these would prevent the loss of women's knowledge and expertise.

Women were encouraged to take advantage of the opportunity. Faugoo gave details on several projects plans that are subsided by the government, for example, Rs30,000 *(R10,000)* for one cow with a loan facility of Rs.5m *(R1,430,000)* a low interest of 5%. Rs3bn *(R850,000,000)* has been earmarked for small businesses, but only Rs.750m million *(R200m)* has been distributed.

Informal trade

Estimates are that the size of the informal economy as a percentage of gross national income (GNI) ranges from less than 30% in South Africa, the continent's largest economy, to almost 60% in Tanzania and Zimbabwe. The average in sub-Saharan Africa is 42.3%. According to the International Labour Organisation, the sector amounts to 72% of employment in sub-Saharan Africa. Statistics suggest that 93% of new jobs

[34] Of the 137 women who responded, the table indicates the business sectors where they were located. Cited in Women Entrepreneurs in Zimbabwe, An analysis of the Enabling Environment and Potential for Women's Empowerment, by Dr Charity Manyeruke, Women Alliance of Business Associations in Zimbabwe and Zimbabwe National Chamber of Commerce, 2011.

created in Africa during the 1990s were in the informal sector, reflecting the effect of globalisation, economic reforms and competitive pressures on the labour market in recent years[35]. Unfortunately, despite the sheer breadth of the informal economy, the most informal sector workers remain poor, unprotected by labour laws, uncovered by social security schemes, and underserved by formal education systems. They have little job security or savings, and even a brief illness or injury can mean they have no financial means to survive. To see women benefit from their involvement in the informal economy and have their efforts transform their livelihoods, there is a need for the SADC region to turn its attention to meaningful capital formation for women.

Despite the fact that informal trade is a huge sector in its own right, there is little disaggregated data to tell how many women and men are in the trade. In many nations, this informal sector is where most economic growth occurs. To reach SADC targets for all citizens to gain from economic opportunities, more creative approaches to the informal sector must be taken.



Results of the 2001 Informal Economy Survey in **Namibia** show that 57% of the Namibian households represented in the survey are dependent solely on income from informal enterprises.



In **Mozambique**, the government recognises the importance of the informal economy, in its Action Plan for Poverty Reduction 2011-2014 notes that most poor people in urban areas are heavily dependent on informal economic activity.

The informal sector

- Refers to labour activities that fall outside the formal economy.
- Activities are mostly unregulated by government.
- Consists of a range of informal enterprises and informal jobs.
- May include self-employment in informal enterprises, for example workers in small unregistered or unincorporated businesses.
- Sometimes characterised by waged employment in informal jobs, e.g. workers without worker benefits or social protection.
- Informal employees work in formal or informal firms, households or with no fixed employer.
- Informal employees are also casual or day labourers, domestic workers, unregistered or undeclared workers, and some temporary or part-time workers.



Basket weaving is one of the most common income generating activities in rural areas. *Photo: Trevor Davies*

Women are the most affected, and access to formal employment is extremely limited for them. The National Institute of Statistics conducted the first national survey of the informal sector in 2004 (INFOR 2004). This study showed that there were 7,659,200 informal workers in the country and out of those 4,480,400 or 58.5% were women.



Botswana: The CSO Informal Sector Survey of 2007 estimates that there are 40,421 informal sector businesses. 67.6% of the informal businesses are run by women, compared with 32.4% run by men. Most of the businesses can be found in wholesale and retail trade (40.5%), followed by real estate (20.3%) and manufacturing (12.2%). Interestingly, female ownership dominated in nearly all categories, except in construction and health and social services. The survey found that as most informal businesses are likely to be run by persons with little or without any education, the level of education contributes to the choice of operating in the informal sector.



Malawi's Industry Policy (1998) has comprehensive provisions that, on paper, protect and provide an environment for entrepreneurs to flourish. It states that government shall *(a) Take remedial measures such as countervailing duties and anti-dumping measures and safeguards to protect domestic manufacturers and traders; (b) Ensure decentralisation of registration of business names under the Business Names Registration Act; and (c) Ensure flexibility in the period of validity of business licenses*. However, the policy does not have specific policy interventions for women in the informal sector. Women are largely engaged in informal trade as many lack the means with which to progress through entrepreneurship to higher levels of trade. On the other hand the Microfinance Policy and Action Plan 2002 promotes non-discriminatory conditions for loans.

[35] Verick, (2006).



According to the **Swaziland** Integrated Labour Force Survey (2007-2008), women outnumber men in the informal sector at a ratio of 2:1. The report also notes that women tend to dominate in the lower-skilled employment areas while men dominate the technical areas. For example, in elementary occupations, women outnumbered men by a ratio close to 3:1 (72%:28%) and 38% of women in the informal sector are employed in this section compared with 24% males. Data shows that there are more women in the informal sector than men. Women constitute 63% of the informal sector while men constitute only 37%. Most of the enterprises in which women are engaged are home based or involve street vending. Most of these ventures are not recognised by local governments, or only a few vending points are permitted by municipalities, making most street vendors' activities illegal. That exposes them to harassment by local municipal law enforcers and state agents (police). The government of Swaziland acknowledges the lack of capacity and, even more importantly, the mandate to directly intervene in starting up and running businesses. The state does, however, recognise the imperative to create a conducive environment for these businesses outside the formal sectors.[36] According to the survey, it is crucial that further research on the informal economy be done before any intervention strategies are formulated. Therefore, a policy specific to the informal sector is yet to be developed.



Women breaking into the once male dominated construction industry in Swaziland. *Photo: Ncane Maziya*



South Africa: GTZ, the German development agency, has conducted extensive research on South Africa's informal sector and the effect vocational skills training has on the lives of those working in the so-called second economy. According to the organisation's findings, 3.5-million South Africans are informally employed, whereas about 9.6-million people work in the first economy. In South Africa, there are various training initiatives. The Joint Initiative on Priority Skills Acquisition (JIPSA) is one of them. Informal entrepreneurs who receive some form of training are more likely to see an increase in their profit, turnover and the size of their customer base, and take steps to formalise their businesses, such as opening a separate bank account or registering their companies.

Social networks have emerged as an important basis for facilitating trade: In South Africa, these networks revolve around friendships as well as kith and kin relations among women who spend much time travelling and working together. Networks are not confined to non-national women's groups, such as Zimbabweans, but also involve other foreign traders and South Africans. Research has shown that social networks are useful in improving the livelihoods of these women. Through networks, these women gain support in marketing products, they have access to preferred and reliable transport services and most importantly secure market niches.

Affirmative action and procurement

Women are excluded from government contracts: The provision for affirmative action in procurement is potentially one of the most far reaching of the protocol's provisions. Again, the research suggests that this is an area where a considerable amount of work has to be done before 2015. However, there are some promising building blocks.



In 2006, the Reserve Bank of **Zimbabwe** (RBZ) introduced a lending scheme to boost production in the SMEs sector. By 2007, 44% of the total amount allocated to the RBZ facility was granted to women.[37] The Ministry of Women Affairs, Gender and Community Development also created a Women's Fund to finance income-generating projects for women.

The allocation for this fund in the national machinery's 2012 budget vote is US$3m up from US$2m in the 2011 budget vote.[38] However, this fund has yet to become fully operational due to the non-disbursement of money (even the 2011 amount) for this fund from the finance ministry.[39]



Mauritius: The Public Procurement Act was passed in 2006. Article 22 of the Act highlights, "Community and end-user participation - where the participation of the procurement end-user or

[36] Swaziland Integrated Labour Force Survey (2007 - 2008).
[37] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.
[38] Zimbabwe 2012 National Budget Document.
[39] ZWRCN Gender Analysis of the 2012 National Budget, December 2011.

beneficiary community may result in enhancing the economy, quality or sustainability of the service to be procured, or the very objective of the project is to create employment and involvement of the beneficiary community, such end-user or community may participate in the delivery of services in accordance with such procedure as may be prescribed." This clause of the Procurement Act facilitates bids by women.



South Africa: South Africa has the Preferential Procurement Policy Framework Policy Act, No 5 of 2000. The act seeks to provide a framework for preferential treatment of women of all races, black people and persons with disabilities in procurement transactions as a means of addressing historical imbalances, to accelerate de facto equality. The act includes a preference point system that must be followed.



Madagascar: A new public procurement system was adopted in 2004 in Madagascar (Act 2004-009 on 26 July 2004) and has been implemented gradually since 2005 through the adoption of administrative and procedural regulations. The new system aims at "ensuring efficiency in public procurements and sound use of public funds" (Article 4, Act 2004-009 on 26 July 2004). In principle, the system applies to procurements by the government, public institutions, decentralised collectives and their public institutions, any public or private entity whose resources come from public funds, and any company in which the state is a majority shareholder. Public procurement is subject to a bidding process starting at certain thresholds.



Malawian women are entitled to public procurement opportunities as the country's Public Procurement law is not prejudiced against them. In spite of the cumbersome processes to gain access to the opportunities, women are participating, and many are making progress as a result. Notably, the construction sector has seen many women undertaking projects awarded by government. This is an encouraging sign and it is hoped that women's participation in this way will be promoted and adequately resourced.



In **Swaziland** there are no affirmative-action interventions to ensure that women benefit equally from economic opportunities. The Swaziland Constitution makes provisions for affirmative action, but the Procurement Bill does not carry specific gender provisions.



In **Namibia**, the Act covering procurement is silent on affirmative action measures. The Tender Board has 11 women and 26 men (20% and 80% respectively). Members are nominated and appointed from different ministries at the level of permanent secretary and directors. There are two members from civil society and from the private sector on the board. The act is under review.

Property and resources



The SADC Protocol provides that by 2015, state parties shall review all policies and laws that determine access to, control of, and benefit from, productive resources by women.

There are several factors hindering women from accessing credit and productive resources in the region including poverty, powerlessness in decision-making, limited access to land, capital credit or cash, fertiliser or manure, technological training, and non-farm labour markets, etc. Customary structures and institutionalised discrimination result in land being exchanged among men. Women's lack of access to productive resources not only perpetuates the feminisation of poverty, but also negatively affects regional development. Often, women are hindered from gaining to credit and productive resources across the region by laws that require that couples are married in community of property. In many cases, through policy or practice, this makes the husband the administrator of the joint estate. Therefore, it is only with the husband's approval that credit can be granted.

In cases where banks and other lending institutions are not required husbands' consent, women tend to lack the necessary collateral due to generally lower economic means coupled with malpractices around registration of assets. Furthermore, some assets such as livestock are dealt with under customary law which aligns property with a male head of households, even if he does not actually own the property, rendering access complicated

for women where they are the actual owners. It is only single women and those married out of community of property, i.e., in terms of an ante nuptial contract, who are almost on equal footing with men. Theoretically, they have access to credit and productive resources without husbands' overt or covert approval. However, even these women are at an inherent disadvantage, due to lower economic muscle.



Because of lack of access to credit women are often found in the informal sector operating at a lower scale . A woman from rural Swaziand weaving a basket . *Photo: Trevor Davies*



In **Zimbabwe** women cite gender discrimination by financial institutions as a barrier to gaining access to capital.

In the 2012 WABAZ/ZNCC study, 65.7% of the women surveyed said they "felt discriminated against by bank officials", and three out of 10 of the women who felt discriminated against, cited the lack of collateral as the main reason they could not obtain funds.[40] The 2010-2011 Zimbabwe Demographic Health Survey shows that women's ownership of assets often required for collateral is still very low. More than six out of 10 women do not own a house (63%) or land (64%). According to the ZDHS, only 9% of women wholly own a house and 9% wholly own land. And two percent of women own a house both alone and jointly, while two percent also own land both alone and jointly.[41]

Credit and productive resources

Specific initiatives are being taken: In some countries, relevant laws do exist, though women tend to lack knowledge of their existence. The same goes for programmes and financial allocations. Examples of country success are:



In **Malawi** progress is being made among microfinance institutions, but challenges persist with women's control of this resource once they have secured it. Interest rates at the more mainstream financial providers are relatively high and women borrowers are required to provide collateral, which means they often cannot afford materials. These limitations in access to credit apply to both men and women who have limited resources. The Malawi Poverty Vulnerability Assessment Report (2006) indicates that formal and informal credit institutions prefer to lend to households that are better endowed with land and income[42].



In **Seychelles**, despite gender-neutral loan criteria policies, women benefit proportionally less from these institutions than men. A case study of four lending institutions, CCA, Seychelles Credit Union, Development Bank of Seychelles and Nouvo Banque, conducted for the Seychelles CEDAW report found that fewer women gain access to loans and the loans in lesser amounts. Furthermore, women tended to borrow for investment in low-profit activities or for home improvement, whereas men borrowed to invest in strategic high-profit businesses or to finance luxury items.



The National Development Bank (NDB) in **Botswana** is one of the main parastatal banks to assist women to grow and expand their business ventures. In general, more men gain access to loans at the NDB than women, at 30% and 10% respectively. Further, 58% of the loans requested by men are for farming enterprises and 25% loans requested by women are for retail and manufacturing businesses. This indicates that women and men are still operating in the traditional business sectors determined by their gender roles. As indicated by the Botswana MDG' 2010 progress report, access to and control of productive resources are still male biased. This is an important economic empowerment sector and thus urgent affirmative action is required to enhance the economic participation of women.



Mozambique: There are programmes that exclusively target women (CMN, Kukula, Project Hope and Hunger Project) accounting for 9,035 clients who benefit from microfinance provision in Mozambique, according to a study conducted by the Mozambique Microfinance Facility.

[40] Women Entrepreneurs in Zimbabwe, An analysis of the Enabling Environment and Potential for Women's Empowerment, by Dr Charity Manyeruke, Women Alliance of Business Associations in Zimbabwe and Zimbabwe National Chamber of Commerce, 2011.
[41] Zimbabwe Demographic and Health Survey 2010-2011.
[42] Government of Malawi and World Bank, (2006). Malawi poverty vulnerability assessment, p.168.



In* Mauritius *two financial schemes are attracting a large number of applications from women entrepreneurs: The Booster loan Scheme invites a variety of women who have registered businesses and have a viable project to apply for loans. The women include entrepreneurs registered with NWEC; retrenched workers; entrepreneurs registered with the Small and Medium Enterprises Development Authority (SMEDA); National Empowerment Foundation (NEF); Agricultural Research Extension Unit (AREU); Mauritius Institute of Training and Development (MITD); National Computer Board (NCB); Tourism Authority; and any other micro/small entrepreneurs.

Quasi-equity Financing Scheme

SMEs involved in the manufacturing, agri-business, tourism, trade or service sectors and holding an acceptable business plan are eligible to apply. A special TV programme Le Boss in collaboration with Mauritius Broadcasting Corporation aims to boost entrepreneurial development and especially seeks to motivate women to take up viable businesses.

Land ownership

Land is the most important asset for households that depend on agriculture, yet customary practices across Southern Africa continue to restrict women's ability to own or operate land. Women hold between 10% and 20% of land in developing countries. Such land is generally of a lesser quality than men's. This deeply affects the economic progress of countries largely reliant on agriculture for income.

While data on land ownership is patchy, the figures ranged from 11% in Seychelles to 25% in both the DRC and Tanzania. In Lesotho, the Household Budget Survey of 2002/03 found that 27.5% of male-headed households owned fields (farm land) compared to a lower figure of 13.4% owned by female-headed households.



The 2010-2011 **Zimbabwe** Demographic Health Survey shows that 64% of women do not own land. This disparity exists despite measures such as a 20% quota for women under the Fast Track Land Reform Programme and Section 23(3) (a) of the constitution which provides for the equal treatment of women and men in the allocation or distribution of land, as well as other rights and interests under any land-reform programme.[43] During the Land Reform Programme, according to government, women constituted 17% of those to whom land was allocated in the A1 model (less than 10ha) and only 12% of those to whom it allocated in the larger A2 model.[44]

Cultural norms and customary practices continue to take precedence over the constitutional equality provision on land. Women in communal areas have secondary land-use rights through their husbands and in the small-scale commercial areas, farms are taken over by sons when the male head of the household dies.[45]



Malawi: The National Land Policy of 2002 promotes registration of individual and family title to customary land. It addresses land-tenure insecurity associated with matrilineal or patrilineal marriages. Household land is registered as family land in the names of all members of the nuclear family. In the event of a husband or wife's death, the spouse inherits the land.



South Africa: Although women in South Africa have been identified as a priority for land ownership through land reform since 1996, when the Land Reform Gender Policy Framework was released, words have not always been followed by action. The market-led approach of land reform in South Africa has traditionally ignored and/or denied the needs of women, favouring "black farmers" and "heads of household" (both predominately male groupings) as recipients of land redistributed through the South African Department of Land Affairs (DLA) land redistribution programme.

The following measures and frameworks at the Department of Land Affairs help to drive the government's agenda on equitable redistribution of land: the Land Restitution Programme, Settlement Implementation Business Process; Settlement Implementation Strategy; Land and Agrarian Reform Programme; and Women in Agriculture and Rural Development (WARD). The commitment to gender equality in the allocation of land is reflected in all policies, and acts of parliament make specific references to meeting the needs of women as beneficiaries, for example, through the Communal Land Rights Act, 2004 (Act 11 of 2004).

The White Paper on South African Land Policy provides measures that seek to grant women access to financial and support services. For instance the Home Loan and Mortgage Disclosure Act, 2000, extend credit to women and other historically disadvantaged groups. It encourages financial institutions to provide them with credit to acquire housing.

The commitment to gender equity in the allocation of land is reflected in all policies, and acts make specific references to meeting the needs of women as bene-

[43] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.
[44] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.
[45] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

ficiaries, for example, through the Communal Land Rights Act, 2004 (Act 11 of 2004).

The Land Reform Gender Policy aims to create an enabling environment for women to access, own, control, and use and manage land as well as gain access to credit for the productive use of land. Land reform in South Africa has focused mainly on racially skewed land ownership more than gender imbalances. However, the establishment of the Commission on Gender Equality, the land reform gender policy and implementation sub-directorate are important elements of the gender machinery in the country that are geared towards addressing the gender inequalities linked to land ownership. They have been instrumental in ensuring that gender issues are mainstreamed in all policy and strategic plans of the government. South Africa has set targets to increase the proportion of women who own land to 30% by 2015.

The 2004 Communal Land Rights Act was criticised because it placed too much responsibility for land administration with traditional councils. Since women are already marginalised and discriminated against under customary law, strengthening traditional leaders and customary law risks negative consequences for women, especially widows, divorcees and unmarried women. The act was amended to state that women are entitled to the same land rights and security of tenure as men.

During the period 1994 to December 2007, female-headed households constituted about 13.3% of beneficiaries of Land Redistribution and Tenure Reform Programmes. This varied considerably by province, from 8% in KwaZulu-Natal to 41% in the Western Cape.



According to **Seychellois** law, land can be owned by men and women; there are no gender-specific provisions in the country's land policy. Statistics show that farming is a male-dominated domain. Female tenants have, however, increased in number, from 11% to 16% since the 2009 barometer, demonstrating a five-percentage point growth. In addition, about half of the country's agricultural land is still available for distribution. The Agricultural Agency supports all farmers in getting access to financial or credit facilities and there are no gender preferences or implications. A notable development is that gender indicators have been integrated into the questionnaire for an agriculture census of August 2011. Its results should provide better statistics and shed light on the contribution of women in food provision and food security.

There is progress towards relevant policies being put in place:



In **Malawi** the Food Security Policy (2006) recognises the role of women in food production[46]. The policy provides for increased access to credit by women and men farmers and the promotion of equitable distribution of income, especially for women through the improvement of their knowledge of the market. Though such policies and land laws exist in Malawi, women generally have little to no knowledge of these instruments. According to baseline survey on women and land rights conducted by Action Aid and NiZA, in Dowa district 84% of women had no knowledge of land laws and policies. In Mzimba district, 72% of women farmers did not have this knowledge. The research also showed that 27% of women who claimed to know their land rights were only referring to traditional land laws and not to statutory ones.



A Basotho rural woman tilling her garden.
Photo: Informative Newspaper of Lesotho



Lesotho's communal land-tenure system entitles all households to land for shelter, farming and/or business activities in the urban areas. It recognises three types of land titles: leasehold, title deeds, and a "Form C".[47] However, land ownership remains a challenge for Basotho as there are households without land or those that occupy land without title. The challenge is even greater for rural women. As indicated in the 2006 Census Analytical Report, men constitute 70% and women 30% of land owners in Lesotho.[48] The Land Act 2010 provides for a leasehold system that streamlines land management and among other things, introduces a Land Authority responsible for allocation, management, fees and transfers. The act introduces universal lease documentation as the basis for land "ownership", which may be transferred and used as a commodity. It improves on the gender-blind customary and gender-neutral Land Act of 1979 and ensures

[46] Government of Malawi, (2006). Food Security Policy.
[47] A "Form C" which regulated and documented the granting of land by the chiefs to individuals. The 1979 Land Act abolished Form Cs and provided for their conversion to leasehold.
[48] Kingdom of Lesotho 2006 Lesotho Population and Housing Characteristics. Analytical Report, Vol. IIIB Socio-Economics Characteristics. 2009.

congruency with the Legal Capacity of Married Persons Act of 2006.

The act has gender provisions for joint titling that guarantees equal security of tenure to women and men. It grants joint ownership of land to spouses married in community of property regardless of their number, whether monogamously and/or polygamous married persons ensuring that every woman's name appears or is implied in the registration. The act also provides for representation of women in land allocation structures. This is considered a breakthrough for women in Lesotho and empowers women to control and own property in their own right. It gives them direct access to economic benefits and enhances their household status and decision-making powers.

The most significant changes since enactment are the continuing systematic regulation of land in urban areas and the improvement of rural land allocation processes.[49] This process, which is gender sensitive as per Section 10 of the Land Act 2010 (entitling women to joint ownership of land), has resulted in data collection for adjudication of individual families' land rights. It is yielding positive results in helping women reclaim their land ownership.

Despite these great strides, there are some challenges regarding implementation of the Land Act as it relates to joint ownership. It was not automatic for some couples to suddenly have joint land ownership. Interviews with an officer involved in implementation indicated that some women refused joint regulation and wanted to register in their own names because they felt it was eroding rights to land they have inherited. Also the process seemingly disadvantages women who have been in long-term cohabiting relationships/informal marriages. These women cannot be registered for joint ownership or titling without a proof of marriage, though they regard their partners as their husbands and they have a stake in his property. Much work needs to be done to ensure women's property rights are fully realised.

Women's plots are generally smaller: Where women hold land, their plots are generally smaller than those held by men. This limited access to natural resources is caused by legal and socio-cultural factors. Legal obstacles relate to family and succession law and to natural-resource law.

Customary practices undermine ownership: The main dilemma in creating laws and government ministries to facilitate greater gender parity in land ownership is that land allocation does not reside with a single entity. Often there are conflicting authorities in the form of traditional tribunals and legal structures, and these sit in stark opposition to each other. Even in countries that claim to have ownership laws that are "gender neutral", women are subject to customary laws prevent them from acquiring land.

But governments are making legislative provisions for women's land ownership: There are, however, various examples of provisions that are being made for women's ownership of land.



Tanzania: Women's constitutional right to own land is asserted in the Law of Marriage Act and the Land Acts. Part II Section 3(2) of the Land Act states "the right of every woman to acquire, hold, use and deal with land shall, to the same extent and subject to the same restrictions, be treated as the right of any man." The act states that occupancy cannot be surrendered to defeat the rights of a spouse.

The Village Land Act invalidates customary laws that discriminate against women, and recognises a wife's rights to land at the death of a spouse or in the event of divorce. It provides that "any rule of customary law or any such decision in respect of land held under customary tenure shall be void and inoperative and shall not be given effect to by any authority, to the extent to which it denies women, children or persons with a disability lawful access to ownership, occupation or use of any such land". The act also provides for allocation to women of a certain number of places on the Village Adjudication Committees and Village Land Councils, which have decision-making responsibilities concerning occupancy rights and land disputes. By law, both spouses must be registered and mortgages can only be issued with the consent of the spouse or spouses, who are entitled to a copy of the mortgage agreement.



Mozambique: The Land Act 19/97 states in its Article 10 that men, women as well as local communities have the right to the use of land. In Mozambique land cannot be sold, the ownership of land is exclusive to the State.

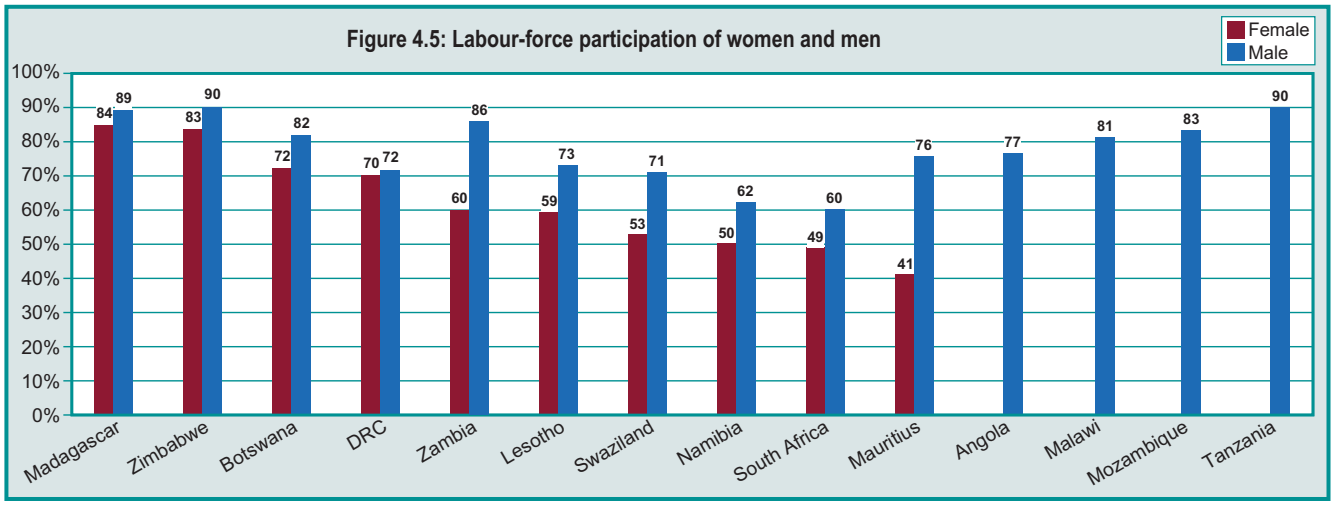


Zimbabwe: The Traditional Leaders Act, as read with the Communal Lands Act, gives traditional leaders the right to allocate communal land, and to consider customary law in the allocation of land. As a result, few women have been able to own communal land in their own right.

[49] This process is part of a USD 20.5 million land administration reform activity was included under the private sector development project. The activity includes: (a) policy and legal reform; (b) *Smallholder Agricultural Development Programme Resettlement Policy Framework* systematic regularization of land in urban areas and improvement of rural land allocation processes; (c) modernization and improvement of land administration services; and (d) public outreach and awareness activities.

Employment

The Protocol provides that by 2015, state parties shall review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy. It also provides for equal pay for equal work; eradication of occupational segregation; maternity and paternity benefits.



Source: Gender Links (2012).

Global levels of women's labour-force participation have increased steadily over the years, but in sub-Saharan Africa there has been little change in the past year: Labour-force participation refers to the number of people employed within an economy, and those who are unemployed, but are looking for work. People of working-age are considered to be between the ages of 16 and 64. Students, homemakers and retired people under the age of 64 are not counted as part of the labour force.

In Southern Africa, labour-force participation for women continues to lag behind that of men. The biggest gap is recorded in ***Mauritius*** where women's labour-force participation is 41% compared with 76% for men. The highest female labour-force participation is in ***Madagascar*** (84%) and ***Botswana*** (72%).

In 2012, B***otswana*** and the ***DRC*** are progressing well, with 72% and 70% respectively participating in the economy. ***Swaziland*** (53%), ***Namibia*** (50%), ***South Africa*** (49%) ***Mauritius*** (41%) and ***Zimbabwe*** 37% are lagging behind with less than half of women in the labour force. ***Zambia*** (60%) and ***Lesotho*** (59%) are beyond the halfway mark, but require greater effort.



Source: Gender Links (2012).

More women than men are unemployed in Southern Africa: Figure 4.6 shows that Namibia (58%) and Zimbabwe (57%) have the highest rates of female unemployment in the SADC region. DRC and South Africa have relatively high levels at 36% and 28% respectively. Botswana and Lesotho, while somewhat lower, also come in quite high at 20% and 23% respectively. Mauritius has 13% of women in the country unemployed compared to men at 5%. Zambia is the only SADC country where women's unemployment rate (11%) is lower than men's (14%). Malawi has 10% women unemployment and Tanzania (6%), Madagascar (5%) and Seychelles (5%) all have women's unemployment fairly well managed with the rates in the single digits.



The **Mauritius**, the Labour Force, Employment and Unemployment Report for 2011 published by Statistics Mauritius highlighted that between 2010 and 2011, 1,500 women have been employed compared with 900 men. The report also finds that more women than men are unemployed, yet 42% of women who are unemployed are holders of a School Certificate or higher

Table 4.3: Conditions of

Country	Maternity leave	Paternity leave
Angola[54]	**Yes.** 3 months paid[55]	**No.**
Botswana[56]	**Yes.** 12 weeks, 6 before, 6 after. During maternity leave a maternity allowance of not less than 25% of the employee's basic pay or 50 for each day of absence.	**No.**
DRC	**Yes.** Labour code.	**Yes.** Labour code.
Lesotho[57]	**Yes.** 2 weeks after 1 year employment in public sector. 6 weeks private sector. Public Service Regulations 1969 grant 90 days paid maternity leave to permanently employed female public servants.	**No.** There is a proposal for a Paternity Leave Bill to grant fathers a month's leave.
Madagascar	**Yes.** 6 weeks before, 6 weeks after for private sector. 2 months in the public sector.	**Yes.** The Labour Act grants 3 days of paternity leave for the private sector. 15 days for the public sector.
Malawi	**Yes.** Every 3 years, 8 weeks paid leave. In the event of illness arising out of pregnancy, affecting the employee or her child, the employer shall grant the employee additional leave as the employer may deem fit.	**No.**
Mauritius[58]	**Yes**[59]. After one year of employment, 12 weeks, The Employment Rights Act (ERA) 2008.	**Yes.** A male worker shall be entitled to 5 continuous working days.
Mozambique[60]	**Yes.** 60 days, after which she can take up to an hour a day for breast feeding, for one year unless otherwise prescribed by a clinician.	**Yes.** This consists of a two days consecutive or alternate leave during the thirty day from the date of birth of the child, every two years.
Namibia[61]	**Yes.** After one year, 3 months of unpaid maternity leave, 4 before, 8 after. The Social Security Commission will pay 80% of her normal pay for the maternity leave period.	**No.**
Seychelles[62]	**Yes.** 12 weeks paid leave , 4 before, 8 after. A female worker is not allowed to return to work before her paid leave is over.	**No.**
South Africa	**Yes.** 4 months. 4 weeks before, 6 after. The Act also entitles a woman undergoing miscarriage in the third trimester period of pregnancy, or bearing a still born child to maternity leave.	**Yes.** 3 days
Swaziland	**Yes.** 12 weeks.	
Tanzania	**Yes.** 84 days paid maternity leave.	**Yes.** At least 3 days
Zambia	**Yes.** *Employment and Industrial Relation Act:* After 2 years of employment a woman is entitled to 90 days. However, there is a campaign to increase the number of days to about 180 days to encourage breastfeeding.	**No legal provision.** However, some organisations allow a man to be on leave for a few days after the birth of a child. This is normally provided for in a collective agreement.
Zimbabwe	**Yes.** S18 of the Labour Act provides for maternity leave of 98days and s39 of the Public Service Regulations SI1/2000 provides for 90 days maternity leave.	**No.**

[50] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.
[51] Zimbabwe Demographic and Health Survey 2010-2011.
[52] In the age group 15-49, more men (61%) or 15-54 (61.7%) were employed or had worked the year prior to the survey (8%). Zimbabwe Demographic and Health Survey 2010-2011.
[53] Zimbabwe Demographic and Health Survey 2010-2011.
[54] 2009.
[55] However, there is no data on how many women benefit or know about this provision.
[56] 2009.

qualification. The number of those unemployed in 2011 were 46,100 - 18,800 men and 27 300 women, despite women being more qualified than men. Of the unemployed, 12.5% are women compared with men at 5.2%.



Zimbabwe's Labour Act [Chapter 28:01] and the Public Service Regulation prohibit discrimination on the basis of gender at all stages of employment - recruitment, selection, working conditions, training and promotion.[50] The findings of the Zimbabwe 2010-2011 Demographic and Health Survey (ZDHS) shows in the 12 months before the survey, 37% of women were employed, 57% were unemployed and 6% were not employed, but had worked in the 12 months before the ZDHS.[51] Seven out of 10 men were employed or had worked in the year before the ZDHS.[52] There also is a correlation between women's education levels and location - urban or rural residence - and their employment status. A higher percentage of urban women (44%) than rural women (33%) are employed; and, women with more than a secondary education were twice as likely as those with less education to be employed.[53]

employment

Retirement age and benefits for women and men	Sexual harassment
No. Women at 55, men at 60. In civil service, women can retire after 30 years and men after 35 years of service	**No.** While not illegal, some cases can be prosecuted under assault or defamation statutes.
Yes. Same for women and men.	**Some.** It is recognised in the Public Service Act covering the public sector, but very few ministries are making mention of this in their respective policies. Some institutions have incorporated sexual harassment policies.
Yes. Social Security Law.	**Yes.** Labour code and the Sexual Violence Law.
Yes. Most employment sectors including the public sector are gender neutral on these issues.	**Yes.**
Yes, public service. No, private sector. 60 years for both sexes in public service. 55 for women and 60 for men in private sector.	**Yes.** In general, the Labour Act guarantees respect for human dignity in all labour relations. Article 23 forbids sexual harassment.
Yes. Anti-discrimination Act.	**No.** Not specific.
No. *First Schedule of the Employment Rights Act* up to the age of 65 years. A female officer recognising five years service may retire on ground of marriage irrespective of age.	**Yes.** Sexual Harassment is provided in Part IV of the Discrimination Act 2002.
No. 65 for men and 60 for women.	**NA**
Yes. Not specific, but for both male and female 55 early retirement, 60 full retirement.	**Yes.** A clause in the Labour Act, while difficult to define, condones sexual harassment.
Yes. 63 years and a monthly pension of Seychelles Rupees 2 100.	**Yes.**
No. 65 for men and 60 for women.[63]	**Yes.** The South African law prohibits sexual and other forms of harassment under the Employment Equity Act 1998 and the Equity Act. A code of Good Practice on Sexual Harassment amended in 2005 has been issued.
	No.
Yes. The Employment and Labour Relations Act of 2004 states: Every employer shall ensure that he promotes an equal opportunity in employment and strives to eliminate discrimination.	**Yes.** The Employment and Labour Relations Act of 2004 states: Harassment of an employee shall be a form of discrimination and shall be prohibited
Yes. Both men and women retire at the age of 55.	**No.** Some organisations have in-house policies on sexual harassment. However, such cases if reported would be dealt with under the Penal code.
No. The age of retirement in the private sector is provided for in the Collective Bargaining Agreements for each sector in the private sector. In the Public Sector the retirement is 6O years in terms of s17 of the Public Service Regulations.	**Yes.** S8 of the Labour Act provides for the prohibition of sexual harassment as an unfair labour practice.

[57] Source: Labour Code 1992, Public Service Regulations 1969, Labour Code Wages (Amendment) Order 2007and Interviews 2009.
[58] 2008.
[59] For a miscarriage 2 weeks leave on full pay. A still-born child shall be entitled to a maximum of 12 weeks leave. A worker who is nursing is entitled every day at a time convenient to her at least two breaks of half-hour or one break of one hour for a period of 6 months.
[60] 2009.
[61] Labour Act/Reviewed 2007/8 (2007).
[62] Source: Employment Act, 1991 revised 1995.
[63] A case was brought by one gentleman who argued that the differentiation in terms of retirement age was discriminatory towards men.

Conditions of employment

All SADC countries provide for maternity leave, but only six provide paternity leave: All SADC countries provide a type of maternity leave. The most common is for a period of 12 weeks, four weeks before and six weeks after birth. Some countries, such as Mauritius, make accommodations for a still-born child, or, as in Zambia, to encourage breastfeeding. The DRC, Madagascar and Tanzania have accommodated all of the provisions in the table, with varying forms of maternity and paternity leave, equal retirement age, and a sexual harassment clause. Only six of the 15 countries provide for paternity leave. Ten of the 15 countries have equal retirement age benefits, with the others usually different by an average of five years between women and men, mostly with women at 60 and men 65 years of age. Nine of the 15 countries have measures in place to address sexual harassment in the workplace.

The Basic Conditions of Employment Act (BCEA) in ***South Africa*** is intended to protect employees during and after pregnancy. The act does not require that maternity leave be paid leave - this is paid at the discretion of the employer. However, in the event that employers do not provide payment, employees are entitled to Unemployment Benefits (UIF), provided they have made contributions to the fund. In 2010 the BCEA was amended to accommodate foreign nationals working in the country on valid work-authorisation documents.[64]

Although there are laws in place to guarantee maternity leave and benefits for women in the work place, there are several factors often at play that make it difficult for women to retain employment during or after pregnancy. Low wages, failure by employees to abide by the laws and the difficulty to gain access to government funds result in women either losing their jobs or risking their health to keep them.[65]



In **Swaziland**, employment conditions fall very short of being gender responsive. The provisions for maternity leave are for only two weeks on full pay out of the 12 weeks leave that a woman is entitled to. As a result, employers are not obliged to give women employees more than the stipulated two weeks' pay. Women are then put under enormous financial constraints, forcing them to cut short maternity leave to secure resources for their families. This falls short of the protocol provisions that *State parties should provide protection and benefits for women during maternity leave*.



Tanzanian journalist, Neema Mbuya.
Photo: Trevor Davies

The protocol also requires state parties to enact legislation defining and prohibiting sexual harassment in all spheres and to provide deterrent sanctions for perpetrators of sexual harassment. The Employment Act is silent on this crucial issue and the negative effects on women who may be subjected to different kinds of sexual harassment in the work place. Sexual harassment prevents women from effectively executing their duties.



In **Zimbabwe**, the government plans to introduce a maternity benefit scheme to obviate the payment of salaries by employers while a woman is on maternity leave. This action is one way to address the legal challenge that a woman cannot benefit from paid maternity leave twice within two years, and that women are only permitted three maternity leave periods on full benefits with the same employer.[66]

Women across SADC earn lower wages than men and are employed in industries considered less hard.

Malawi's minimum wage is at Malawian kwacha178.25 (about $1.17). This is significant when considering how people in the most vulnerable groups, especially women, struggle to earn a living.



[64] Gobind, J. 2012. "Mitigation of maternity leave pay" in Bosch, A. (ed). The SABPP Women's Report 2012.
[65] Ibid.
[66] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

Women are largely employed in the informal sector. Factory work is still dominated by women; women often face abuse such as sexual harassment. According to the Population Census of 2008, out of the working-age population, 50.2% were men and 49.8% were women. It is therefore noted that more men were either employed or unemployed as compared to the number of females, who were also either employed or unemployed.

The 2008 Population and Housing Census shows that men dominate certain industries, with little room for women to enter. Industries such as manufacturing, construction, electricity and water have more men employees. More women have been recorded in agriculture and fishing. Wholesale and retailing employ more men than women while industries such as hospitality and food services employ more women.

The Constitution of Malawi (No. 24 of 1994) is specific in mandating gender equality (section 13) and prohibiting discrimination (section 23). Section 24 elaborates the rights of women. However, the means of enforcement of these rights are not specified other than in the general provisions of section 46 of the Employment Act, referring to the Ombudsman and the Human Rights Commission.



In **Lesotho**, more women than men are employed in manufacturing and textile, services, hotels and restaurants, retail, education, private household activities, real estate and renting. Men dominate in subsistence agriculture, industry, mining and quarrying, public administration, parastatals, the private sector, electrical industry, construction, and transport storage and communications. These classifications suggest that men dominate in sectors associated with political, economic and physical power, and women associated with social-power categories.

In April 2011, the Ministry of Public Service improved basic conditions of employment for public officers and paid specific attention to the practical needs of women to improve their participation in the service. Pursuant to the Public Service Act 2005 (S.14), Legal Notice No. 32 of Basic Conditions of Employment for Public Officers of 2011 introduces new conditions that give effect to the right to fair labour practices in the public service. The changes relate to working hours, shift work, time off, maternity leave entitlements and nursing periods. Maternity leave and nursing time have been revised to 90 days from 60 days, and two hours a day until the baby is six months old. In addition, public-service personnel are permitted five days of compassionate leave in the event of a bereavement of a close relative including a spouse, parent-in-law and own child. This is a demonstration of gender-responsive planning on the part of the ministry and a major achievement for women in Lesotho, given the expectations to fulfil cultural roles.



Seychelles: Neither the Constitution nor the Employment Act makes reference to paternity leave or the role of working fathers. However, Order 102 of the Public Service Order (2011) makes provisions for sick leave for an employee with a sick child aged younger than 12 requiring care. The wording of Order 102 is gender neutral and does not discriminate against fathers. The Employment Act protects all employees from any form of harassment in general and the Public Officers' Ethics Act (2008) makes explicit reference to sexual harassment. However, neither act provides a clear definition of sexual harassment. The CEDAW state party report (2011) argues that some of the cases of sexual harassment/discrimination may be hidden under the guise of unfair/unjustified termination of employment. It is also assumed that many cases go unreported because of ignorance of laws and policies, fear of reprisal and the reluctance of victims as well as witnesses to come forward. More research is needed in this area to better understand the situation and make recommendations for concrete action.



Botswana: Formal employment has been increasing over the years as the government has invested in industries that create employment opportunities an environment conducive to private-sector investment.

Table 4.4: Women and men in employment in Botswana

Institution	Male	Female	Total	% Women
Central Government	49 929	49 080	99 009	50
Local Government	21 420	38 903	60 323	64
Private and Parastatal	106 288	77 811	184 099	42

Source: Central Statistics Office 2010.

Table 4.4 shows the an equal proportion of women to men employed in central government, and at 64% employed in local government and 42% in the private/parastatal sector. However, women are in lower paying sectors such as hotels and restaurants, wholesale and retail, manufacturing, education and health occupations. The Amendment of Quarries and Mines Act allows women to work in mines. There is also the Amendment of Employment Act 2010 to enhance working conditions for women. Botswana has signed a Decent Work Programme with ILO to ensure equal access to work, equal pay and social protection for women and men.[67]

[67] Commission on the Status of Women: Statement by the Permanent Secretary to the Ministry of Labour and Home Affairs of the Republic of Botswana, (2011). CSW, New York.

Absence of paternity leave
In Lesotho, without paternity leave, women continue to be burdened with having to balance employment and domestic responsibilities. If proposals for granting of paternity leave go through this will be a major breakthrough for gender equality.

Skills development policies and programmes: Throughout the region there are various skills-development policies and programmes to increase women's access to employment.



DRC: The DRC has a policy and a programme for skills development in the public and private sectors. The government plans to create skills development programmes across various sectors such as education, development and economics. In the private sector, employers initiate such programmes for their staff. In the public sector, these programmes do not consider gender, though they do in the private sector. It is within these structures that the specific needs of women can be monitored. In the private sector, employers are organising services to facilitate women's access to credit and there is entrepreneurial training for specific groups of women and exchanges of experience from partners of the same field.



Lesotho: Lesotho does not have a skills-development policy. However, skills development is dealt with in programmes of various organisations. For example, the MOET provides for this under technical and vocational education. The MGYSR has established a skills development programme to develop entrepreneurial skills among young people. Unfortunately, gender disaggregated data on beneficiaries of skills development programmes is not readily available. Women are said to be benefiting as participants, as well as being empowered to break into traditionally male areas of employment and are widening their space for employment opportunities.



Mozambique: The National Institute of Professional Training carry out skills development programmes. This institution is under the Ministry of Labour, and most of these programmes apply to small industry and services. Gender disaggregated data is not available.



Mauritius: The National Women Entrepreneur Council (NWEC), a parastatal body working under the aegis of the Ministry of Gender Equality, Child Development and Family Welfare, is the main organisation that provides support and assistance to potential and existing women entrepreneurs in Mauritius. The NWEC acts as a driver and facilitator in empowering women entrepreneurs and aims to be a reference for promoting entrepreneurship inculcating the right business culture for women in Mauritius. Skills development programmes in 2010 covered marketing, quality management, human resource management, finance and information and communications technology, among others. In 2011, the project intended to publish a directory of women entrepreneurs, publish a guide and sector brief and undertake a survey on women entrepreneurs.



Malawi: Technical and vocational development is regulated under the Technical, Entrepreneurial and Vocational Education and Training Authority (TEVETA) which is a regulatory body established in July 1999 by an Act of Parliament with the mandate to create an integrated TEVET System in Malawi that is demand-driven, competency based, modular, comprehensive, accessible and flexible and consolidated enough to service both rural and urban Malawian population. TEVET has a number of programmes including apprenticeship schemes, private-sector training programmes, skills development initiatives, small-enterprise development and on the job training. The TEVETA programme has gender targets, for example, the development of specific gender sensitisation materials for TEVET staff at all levels, gender-aware career guidance and the targeted recruitment of women. Despite these efforts, the number of women being trained in vocational skills is lower than the 30% policy for women's participation advocated by the TEVET.

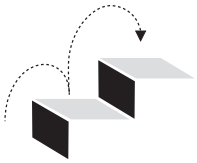


Seychelles: The Ministry of Employment and Social Affairs Skills Development Programme registered 340 participants in 2010, mostly women. The Department of Employment also has the Skills Acquisition Programme (SAP) which caters for participants of all ages and education levels across a range of activities. Unlike Skills Development Programme, SAP does not offer training sessions at the beginning. Participants are immediately placed within an organisation in the field of their choice. So far, most participants have been women.

The macro-economic reform programme of 2008 forced the public sector to downsize the workforce. A total of 1,487 workers, mostly women, exited the public sector in October 2008 through the Voluntary Departure Scheme (VDS). The re-training of former public service employees was then managed by the National Human Resources Development Council (NHRDC), while placements after retraining were carried out by the Employment Department. As at December 2010, 1,111 VDS participants out of the 1,487 had secured employment.



Madagascar: Capacity building is an essential component of several national policies and programmes. The National Programme for Employment Support (Programme National de Soutien à l'Emploi, PNSE) specifies the strengthening of the skills of women. Key sectors targeted include agriculture, free zones, SMEs and crafts. Projects have been initiated and implemented for this purpose especially for unemployed women and girls who dropped out of school to help them integrate in the workplace. Gender disaggregated economic data remains a major challenge.



Next steps

The persistent global financial crisis is deepening with drastic negative changes occurring in the richer economies of the world. Austerity measures and bail-outs in places like Greece, Italy, other European economies, and the United States' potential debt default, have a significant effect on Southern African economies. Gender analysts' predictions of severe job losses with unprecedented effects on women and their levels of poverty have already come to pass in SADC countries, such as South Africa and Botswana. While laudable progress has been made towards economic empowerment for women, trends such as the financial crisis and climate change require more deliberate action to ensure the 2015 Protocol targets are reached. There is a still a long way to go before parity in economic decision making is reached. While several women in the region occupy strategic and influential decision-making positions, more are needed to bring in new ideas, diversity and innovation into the workplace.

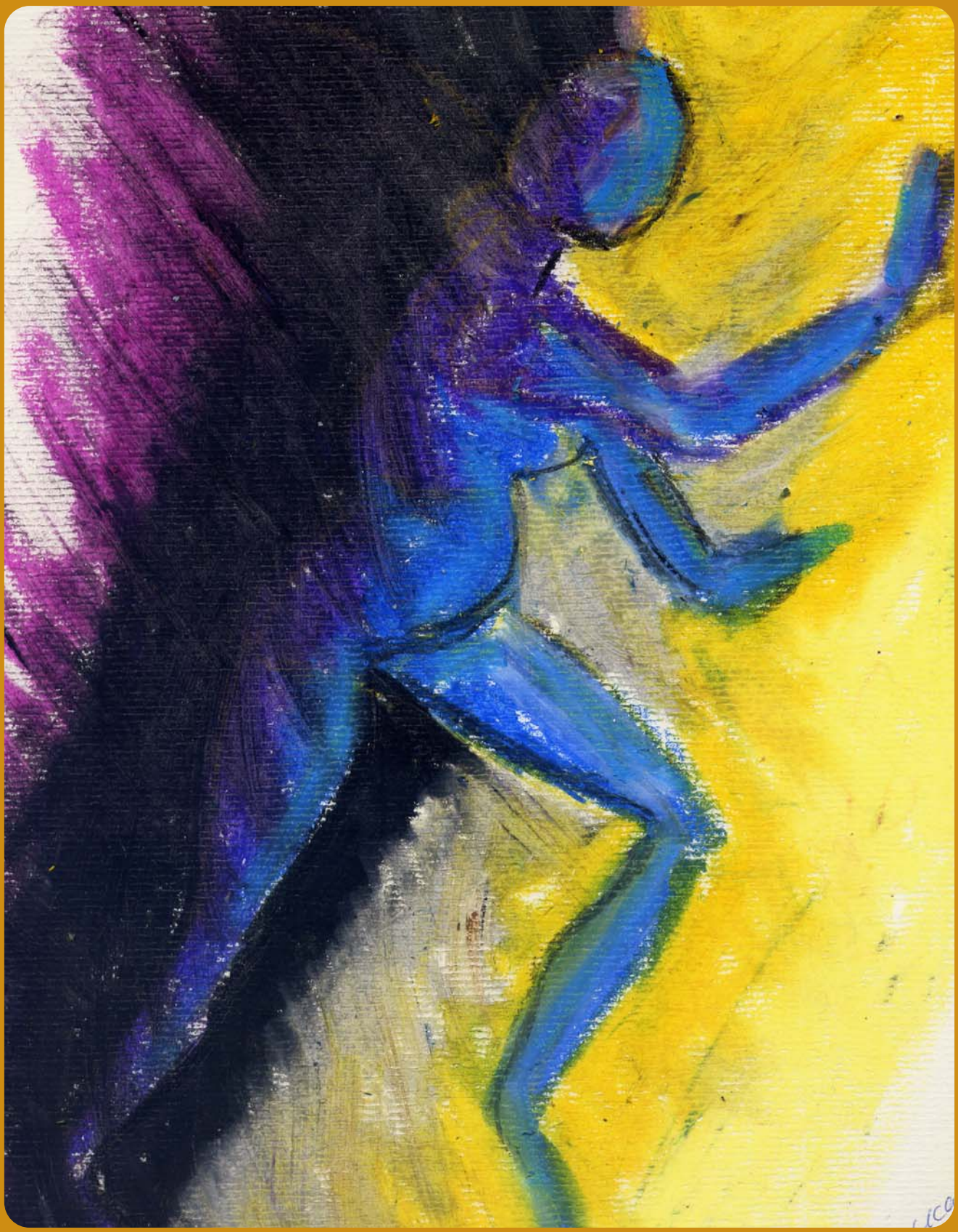
In Africa, women share the greatest burden of poverty through entrenched and endemic gender inequalities perpetrated through the economic exploitation of resources and power. Due to the current opportunities brought about by the proliferation of building and construction projects, and the generation of subsequent spin-off industries throughout Africa, popular movements in the sector have a pivotal role to prioritise women's involvement and participation in decision-making. The following are some strategies for change.

At national level

- Encourage states to adopt gender-responsive budgeting techniques as part of their costing, budgeting and resource allocation systems.
- Conduct and document results of analyses of growth in the informal sector. Most countries demonstrate growth of this sector accompanied by substantial earnings. These trends must be observed to garner support for this sector in which many women operate.
- Governments should encourage traditional leaders to ensure that women have access to land. Traditional leaders should be encouraged as partners towards women's empowerment.
- Ensuring that all SADC countries ratify and sign the convention on socio-economic rights, as well as making more visible the African Charter which has strong clauses on women's economic equality.
- Demand that social reproduction be given priority in policies and budget allocation. This could be done by targeting social issues like water or HIV/AIDS as a target for the national budget to increase these budgets and disaggregate their distribution to benefit women. This could be done in all SADC countries since a number of them announce budgets at about the same time. Women's hearings about the national budget could also be held.
- Link the issues to human development targets in the MDG's.

At regional level

- Develop a commonly adaptable economic-literacy manual.
- To pressure all SADC countries to sign and ratify the convention on socio-economic rights and place the African Charter in greater prominence, as it has a number of progressive clauses on women and the economy.
- SADC Secretariat to assist member states to collect economic gender-disaggregated data for compilation into a regional data base.
- SADC Secretariat to gather examples of best practice where women have been engaged to tackle problems facing them in their communities, thereby helping themselves and taking responsibility for their economic empowerment. These are to be compiled in each country for lesson-sharing among member states.
- Use the protocol to introduce issues related to gender and climate change, undertake dialogues with women in various communities to discuss how they see themselves responding to the challenges of climate change.
- Develop monitoring and evaluation tools to measure the success of policies and programmes aimed women's economic empowerment.
- Develop a regional response paper to the effects of the financial crisis on women in SADC.
- Make links between women's economic empowerment and statutory and legal instruments; ensure implementation of progressive laws.
- Tackle the issue of climate change head on, including through an addendum to the SADC Gender Protocol, on gender and climate change.



"Zarina"

Anushka Virahsawmy

CHAPTER 5

Gender Based Violence

Articles 20-25

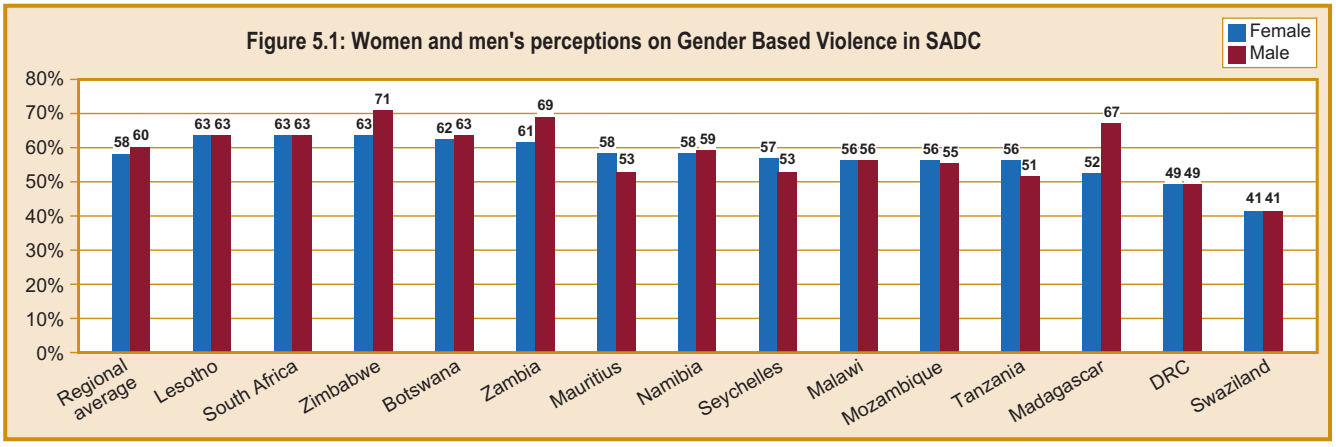


Saying a prayer for those who had died through gender based violence during the Take Back the Night march in Alexandra township, South Africa, during the 16 Days 2011.
Photo: Trevor Davies

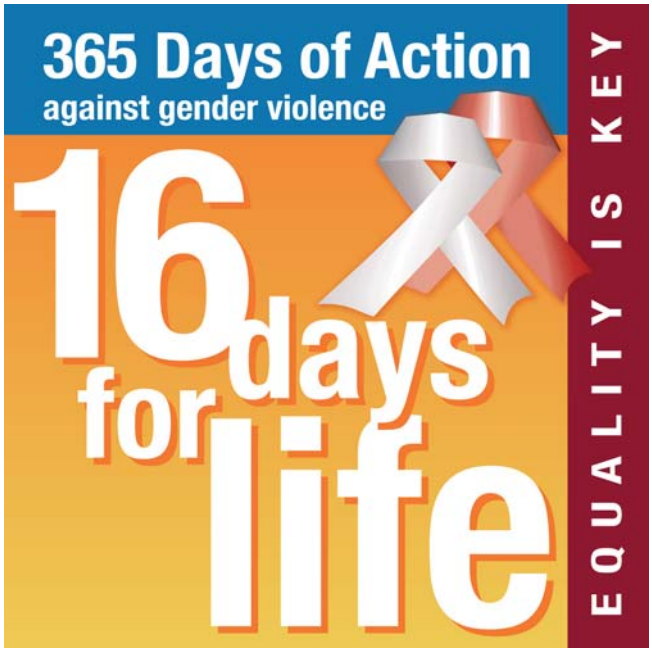
KEY POINTS

- The GBV Indicators Research conducted in South Africa (four provinces), Mauritius and Botswana has established that at least one in four women (Mauritius) and up to two in three women (Botswana) have experienced GBV at some time in their life. Men corroborate these findings, sometimes even more strongly than what women report experiencing.
- Despite GBV being the most flagrant violation of human rights in the region, political leaders in the three countries refer to GBV sporadically in their speeches (6% to 15% of the time).
- Only three SADC member states have Domestic Violence legislation.
- Seven countries do not have sexual offences or anti human trafficking laws. Only South Africa has a specific law on sexual harassment.
- South Africa is still the only country that included the provision of post exposure prophylaxis (PEP) in its Sexual Offences Act.
- NGOs provide most of the shelters for survivors of GBV.
- A high proportion of women and men in the three countries covered by the GBV Indicators research do not know anything about GBV campaigns.
- Eleven countries in the region have integrated National Action Plans to address GBV. In the other four countries these are in draft form.
- NAPS need to be strengthened through baseline data, targeted actions and costing. So far only limited budget allocations have been made to addressing GBV.

Gender Based Violence (GBV) is one of the most common yet unacknowledged and serious human rights violations in the Southern African Development Community (SADC) region[1]. Reliable and comprehensive quantitative data on GBV is difficult to obtain. Police statistics are highly contested because of under reporting of GBV and inadequate data collection tools. For this reason, there is no SADC Gender and Development Index (SGDI) score for GBV. The only measure in this sector is citizen perceptions, as measured through the Citizen Score Card (CSC).



Overall, women and men in SADC give their governments a score of 58%. Women score their governments at 58%; men at 60%. The overall score of 58% is marginally higher than last year's 55%. It is clear that citizens in the sample do not believe their countries are addressing GBV optimally.



After the regional score, Figure 5.1 is in descending order according to women's perceptions. This shows women in Lesotho, South Africa and Zimbabwe scoring their governments highest (63%).

In the DRC and Swaziland, both women and men scored their governments' performance at lower than 50%. The DRC is a post-conflict country that is still dealing with the impact of its violent past. The country does not have domestic violence legislation. This is a priority. Swaziland passed the Domestic Violence law in 2012. It will be interesting to see if citizen's perceptions change over the next year.

In Zimbabwe, Zambia and Madagascar, men in the sample scored their country's performance in addressing GBV higher than women. In Madagascar, men scored their governments 15 percentage points higher than women did. In all three countries, men appear to be somewhat removed or in disbelief of reality.

Women in Mauritius, the Seychelles, Mozambique and Tanzania scored their countries performance on GBV higher than the men in the sample. Mauritius has a strong tradition of implementing its legislation and the National Action Plan. Tanzania does not have domestic or sexual violence legislation but Gender Based Violence Policy and Management Guidelines. The policy seems to be delivering in the absence of legislation. New laws and policies clearly provide some grounds for optimism.

[1] SADC Gender Protocol Alliance Barometer, 2010.

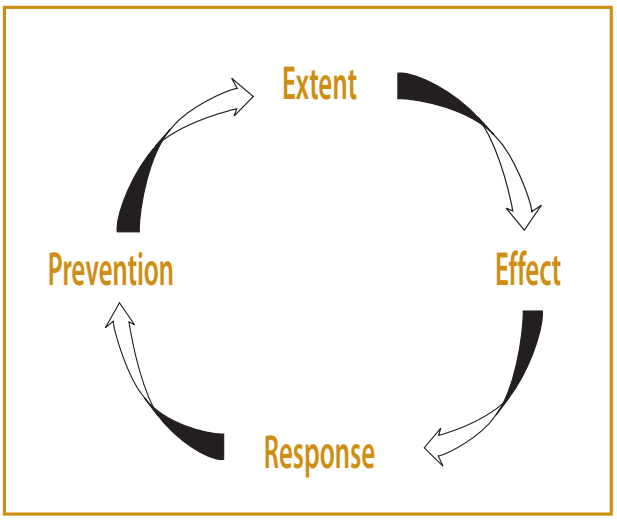
But the gap between paper provisions and the reality on the ground accounts for the generally low scoring in this sector.

Context: Emerging evidence of the high levels of GBV

A key development since the last Barometer is the rolling out of the GBV indicators research in three countries - Mauritius, Botswana and South Africa (in four provinces - Gauteng, Kwa Zulu Natal, Western Cape and Limpopo). While the study is yet to be up-scaled to the rest of the region, the data obtained so far gives the first real evidence on the extent, response, support, and prevention of GBV.

Inspired by the SADC Protocol on Gender and Development, which aims to halve current levels of GBV by 2015, the project seeks to establish the exact levels of GBV, in order to measure progress. The research, originated by Gender Links, and conducted in partnership with government and NGO partners in each country, has provided evidence for the strengthening of National Action Plans (NAPS) to End Gender Violence in the three countries. Going forward the plan is to conduct the research at local level in collaboration with the 150 Centre's of Excellence (COE's) for gender and local government, and to aggregate these results into a national survey. This approach, being piloted in 2012 in Zimbabwe, will make it possible for the indicators research to be applied at local, provincial and national level.

Methodology



The research uses inter-related tools to answer key questions relating to extent, effect, response, support, and prevention. These tools are a prevalence and attitudes household survey; analysis of administrative data gathered from the criminal justice system (police, courts), health services, and government-run shelter; qualitative research of men's experiences of intimate partner violence as well as first-hand accounts of women's and men's experiences, or *"I" Stories*; media monitoring and political content analysis.

Statistics from service providers also often cover physical and sexual assault but do not disaggregate GBV into other forms such as femicide, marital rape, emotional and economic violence. The first-hand personal accounts also called *"I" Stories*, give a human face to all aspects of the research.

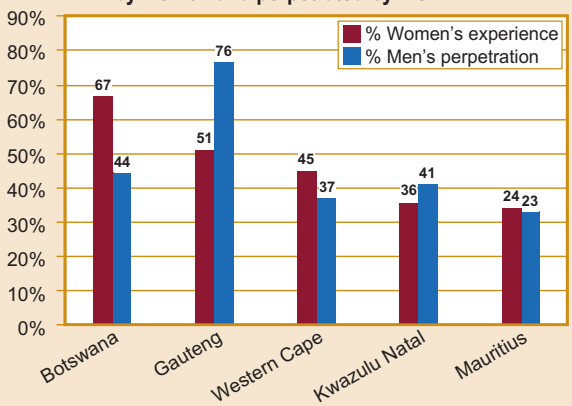
The flagship tool is the household prevalence and attitude survey, justified on the basis that statistics obtained from administrative data fall short as survivors do not report most incidents to police or service providers. So far this has been administered to 6366 respondents: 3277 women and 3089 men (see Table 5.1).

Table 5.1: GBV indicators study respondents

SITE	FEMALE	MALE	TOTAL
Botswana	639	590	1229
Mauritius	511	487	998
Gauteng province (SA)	679	678	1357
Kwazulu Natal province (SA)	698	593	1291
Western Cape province (SA)	750	741	1491
Total	**3277**	**3089**	**6366**

Key findings

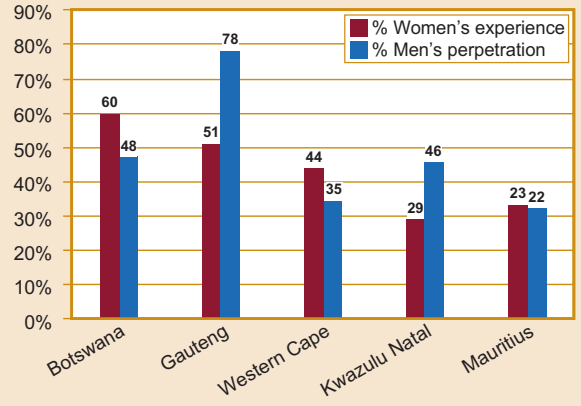
Figure 5.2: Lifetime prevalence of GBV experienced by women and perpetrated by men



High levels of GBV prevalent in all three countries but low levels reporting of GBV to the police in all sites: The studies (see figure 5.2) found that 67% of women in Botswana; 51% of women in Gauteng; 45% of women in Western Cape; 36% of women in Kwazulu Natal and 24% of women in Mauritius have

experienced GBV. A higher proportion of men in Gauteng (76%) and Kwazulu Natal (41%) admitted to perpetrating violence against women in their lifetime. A lower proportion of men, compared to the proportion of women reporting GBV said they perpetrated GBV in Botswana (44%); Western Cape (35%); and Mauritius (23%).

Figure 5.3: Lifetime experience and perpetration of intimate partner violence



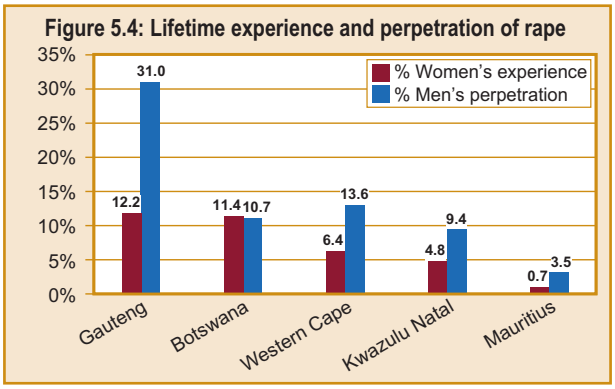
The most predominant form of GBV experienced by women and perpetrated by men occurs in the three countries occurs within intimate partnerships. Sixty percent of women in Botswana, 51% of women in Gauteng, 44% of women in Western Cape, 29% of women in Kwazulu Natal and 23% of women in Mauritius reported experiencing intimate partner violence (IPV) in their lifetime (see figure 5.3).

Men more likely to admit to rape than women are to report experiencing rape: Twelve percent of women in Gauteng; 11% of women in Botswana; 6% of women in Western Cape; 5% of women in Kwazulu Natal and 0.7% of women in Mauritius reported experiencing rape in their lifetime. The proportion of men reporting rape perpetration in the three countries is significantly higher than the proportion of women reporting experience (see figure 5.4).This suggests that even in am anonymous survey, the extent of rape might be under-reported.



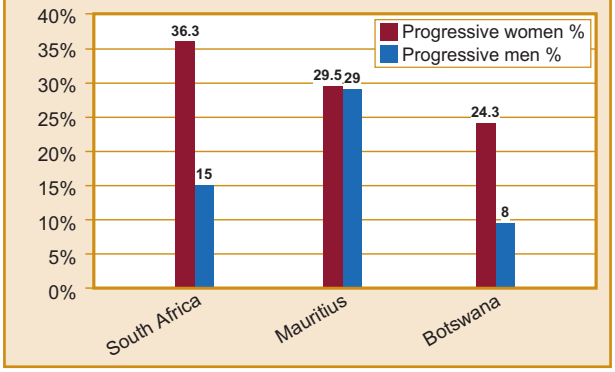
A cultural group perform a sketch on Gender based violence in Swaziland. *Photo: Thandokuhle Dlamini*

Figure 5.4: Lifetime experience and perpetration of rape



Patriarchal norms of wife ownership, sexual entitlement following marriage, and the legitimacy of violence as a means of controlling wives drives GBV in all three countries. In all three countries, both men and women expressed a high level of general support for "equal treatment". However these attitudes did not extend to the domestic domain. GL grouped the attitude responses into progressive and conservative. In all three countries, women had more progressive views than men. South African women led the way (36%) followed by Mauritius (30%) and Botswana (24%). Mauritian men are most progressive (29%) followed by South Africa (15%) and lastly Botswana (8%). The gaps between the attitudes of women and men, especially pronounced in South Africa and Botswana (which also have the highest levels of GBV in the three studies) explain the extent of GBV in these countries. However the prevalence of progressive attitudes among some men indicates that messages about equality are starting to get through to men.

Figure 5.5: Women's and men's personal gender attitudes



GBV places women at increased risk of sexually transmitted infections (STIs), HIV and poor mental health effects: Sixty seven percent of physically abused women in Mauritius, 25% of physically abused women in Gauteng; 27% of physically abused women in Western Cape and 18 % of physically abused women in Botswana sustained injuries. Thirty five percent of women who were raped in Gauteng, 44% of women who were raped in Botswana and 67% of women who were raped in Mauritius were clinically diagnosed of STIs. Twenty six percent of women in Botswana and 11% of women in Gauteng who were abused by their intimate partners also tested positive for HIV. Fifteen percent of women in Botswana and five percent of women in Gauteng who reported being raped also tested positive for HIV.

HIV and GBV

The *2009 UNAIDS Aids Epidemic Update* states that women who have experienced violence are up to three times more likely to be infected with HIV than those who have not. Country statistics compiled by the United Nations show that younger women in Africa are more likely to experience physical or sexual violence than older women, generally from an intimate partner. Violence increases the risk of HIV infection in women as a result of physiological and psychological reasons. Women fearing violence are less able to protect themselves from infection. They do not have the power to negotiate for safe sex or to refuse unwanted sex, they do not get tested for HIV, and they fail to seek treatment after infection.[2]



Candle light vigil making the link between HIV and AIDS during the Mauritius 2011 Sixteen Days campaign.
Photo: Davinah Sholay

Gender violence re-mains a fundamental threat to the attainment of gender equality in the region. In the lead up to 2015 one of the main priorities for SADC member states will be to allocate resources to step up and fast track the implementation of GBV strategies, legis-lation and policies. The second key priority is to establish baselines for the prevalence of GBV in all SADC countries by 2013 to allow for sufficient time to have some effect by 2015.

The SADC Gender Protocol requires that by 2015 member states:

- Enact and enforce legislation prohibiting all forms of gender based violence;
- Ensure that laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault;
- Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence;
- Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims with the aim of reintegrating them into society,
- Enact legislative provisions and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres;
- Provide deterrent sanctions for perpetrators of sexual harassment.

Table 5.2 provides an overview of how SADC members are performing against these targets. Detailed discussions on each target follows.

[2] UNAIDS, AIDS Epidemic Update (Geneva: UNAIDS, 2009); and Population Reference Bureau, The World's Women and Girls 2011 Data Sheet (Washington, DC: Population Reference Bureau, 2011).

TABLE 5.2: Key baseline indicators on GBV against

Targets	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi
LEGISLATION						
Laws on domestic violence	Domestic violence Act- July 2011.	Domestic Violence Act 2008.	No	Domestic Violence Bill in progress.	Yes	Yes, Prevention of Domestic Violence Act.
Laws on sexual assault	No	Penal code addresses Defilement, Incest, Rape.	Yes	Yes, Sexual Offences Act 2003.	Yes	Penal code, no specific stand alone act/law.
Comprehensive treatment, including PEP	No	Only PEP policy not law.	Yes	Yes, compulsory testing of HIV of alleged rapists.	Yes	Yes
Specific legislative provisions to prevent human trafficking	No	No specific.	Yes	Human Traffic-king Act of 2011.	Yes	Law commission in the process of developing the bill, work in progress.
Sexual harassment	No	Legislation recommen-ded as part of Employ-ment Act, Public Service Act 2000.	Yes	Sexual offence Act.	Yes	The Malawi Constitution (sect. 24 (2) (a). Few private sector organi-sations have made their own policies.
SERVICES						
Accessible, affordable and specialised legal services, including legal aid, to survivors of GBV	Yes	None; NGOs provide this. Legal Aid Pilot Project under the Attorney General's Chambers.	Yes, done with support of UN agencies.	Ministry of Justice legal aid service stretched; NGOs step in.	No	Through Legal Aid Dept. with limited funds and human resource. Few NGOs also try to provide this.
Specialised facilities including places of shelter and safety	Yes	Minimal state support; mostly NGOs. Two shelters and family courts.	Yes, but very limited because of funds.	Yes, a lot of state support.	No	Minimal state support; Victim Support Units under Malawi Police Service provide this but need much support. Few NGOs provide this as well.

Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
Protection from Domestic Violence Act.	Yes	Combating of Domestic Violence Act (No. 4 2003).	Yes (Family Violence Act).	Yes	Sexual Offences and Domestic Violence Act.	Gender Based Violence Policy and Management Guidelines.	The Anti-Gender-Based Violence Act 2011.	Domestic Violence Act.
Sex Discrimination Act.	Yes	Yes, Combating Rape Act 1999.	No	Sexual Offences Act.	Yes	Gender Based Violence Policy and Management Guidelines.	The Anti-Gender Based Violence Act 2011.	No
Only in policy.	No	Only in policy.	Only for health care workers.	In Sexual Offences Act.	No, Health technical working group which looks at the provision of PEP in all health facilities.	Gender Based Violence Policy and Management Guidelines.	The National guidelines for the multi-disciplinary Management of survivors of Gender Based Violence in Zambia - 2011. Penal code.	No
Yes, Combating of Trafficking in Persons Act of 2009.	Yes	No specific.	No laws or discussion.	Human Trafficking Bill has been developed.	Yes, People Trafficking and People Smuggling (Prohibition) Act, 2009 Human Trafficking Task Force and Human Trafficking Unit.	Yes, Anti-Trafficking in Persons Act of 2008.	Yes - Anti-Human Trafficking Act of 2008. Implementation plan in place and to be reviewed.	No specific, but mentioned in Sexual Offences Act.
Labour act; Sex Discrimination Act.	Brief mention in labour law; never tested.	Labour Act, partly addressed in the Domestic Violence Act and Rape Act.	Ministry of Education policy; Ombudsperson; subject is taboo.	Protection from Harrassment Act, 2011.	Crimes Act of 1889- "inappropriate sexual behaviour"; outdated! New progressive proposed provision in the sexual offences and domestic violence bill.	Penal Code and Sexual Offences Act.	The Anti-Gender Based Violence Act, 2011. Penal code.	Labour Relations Amendment Act, under "unfair labour practice."
Yes, 6 Family support bureaux's are in operation at the Ministry of Gender. Psychological counselling and legal advice are provided to survivors of GBV.	Limited government support but services from Association of Women Lawyers.	Yes, and Legal Resources Centre.	Yes	Yes, through the Legal Aid Board, plus NGO support, and Thuthuzela - but not affordable to run.	No, only NGOs Council of Churches, SWAGAA, WLSA.	Ministry of Home Affairs is in the process of establishing Gender and Childrens desks- guidelines are being developed.	The National guidelines for the Multi-disciplinary Management of Survivors of Gender Based Violence in Zambia - 2011.	Ministry of Justice Legal Aid, Musasa Project and WLSA.
One shelter is run by the National Children's Council operating under the aegis of the Ministry. Two shelters are run by an NGO and a Trust aid are partly funded by the Ministry.	NGOs main provider of services but face resource constraints.	Mainly NGOs; stretched.	Very few government or NGO facilities; house people with various social problems.	Yes but mainly NGOs that depend on foreign funding.	No places of safety. One government half way house and two independently. Privately owned shelters.	No places of safety - only police stations.	The National guidelines for the Multi-disciplinary Management of Survivors of Gender Based Violence in Zambia - 2011.	No state support.

Targets	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi
CO-ORDINATION , MONITORING AND EVALUATION						
Integrated approaches: National Action Plans	National Action Plan Against Domestic Violence.	Draft National Action Plan to End Gender Based Violence.	Yes, NAP is available.	Yes	Draft National Action Plan to end GBV.	**Yes**
By 2015 construct a composite index for measuring gender based violence	No	Yes	Yes, involved at African level to provide indicator.	No	No	No
By 2015 provide baseline data on gender based violence	No	GBV indicators study concluded.	Yes, studies conducted with the support of UN agencies are available.	No.	No	No

Legal

The Protocol requires that State parties shall by 2015, enact and enforce legislation prohibiting all forms of gender based violence. Linked to this is the obligation that all laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual offences which shall include: emergency contraception, ready access to post exposure prophylaxis at all health facilities to reduce the risk of contracting HIV and preventing the onset of sexually transmitted infections.

Table 5.3: Domestic and Sexual Violence Laws: 2009 to 2012

GBV LEGISLATION	2009 (BASELINE)	2010	2011	2012	NO LAW 31 JULY 2012
LAWS ON DOMESTIC VIOLENCE	**Nine** (Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zimbabwe)	No progress.	**Eleven** (Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zimbabwe, Angola, Zambia)	**Twelve** (Angola, Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe Swaziland)	**Three** (DRC, Lesotho and Tanzania)
LAWS ON SEXUAL ASSAULT	**Seven** (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland)	No progress.	No progress.	**Nine** (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland, Mauritius, Zambia)	**Seven** (Angola, Botswana, Malawi, Seychelles, Tanzania, Zimbabwe)
COMPREHENSIVE TREATMENT, INCLUDING PEP	**One** (South Africa)[3]	No progress.	No progress.	No progress.	**Fourteen** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Zambia, Zimbabwe)

Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
National Action Plan to combat Domestic Violence adopted by cabinet in 2007.	Yes	Yes, National Action Plan to End Gender Violence.	Yes, but strategy only focuses on Domestic Violence.	365 Day National Action Plan to End Gender Violence adopted.	365 Day National Action Plan to End Gender Violence in place launched, draft.	National Plan of Action to End Gender Violence in Place since 2001.	National Action Plan to End Gender Violence in place.	National Gender Based Violence Strategy and Action Plan in place.
Yes	No	No	No	Yes	No	No	Not for GBV specifically but National Gender Monitoring and Evaluation Plan (2011- 2015), baseline data.	National GBV Information System now in place.
Yes, GBV Indicators study concluded.	No	No	No	Baselines established for three provinces and one in process.	No, developed a national surveillance system on child abuse which is housed in the social welfare dept. Housed in the deputy prime ministers office.	No	Not for GBV specifically but National Gender Monitoring and Evaluation Plan (2011- 2015).	GBV Indicators about to commence.

Table 5.3 provides a progress report on the domestic violence and sexual assault legislation enacted in the SADC region over the last three years. The table starts with the baseline established in the 2009 Barometer, followed by progress in the three years since. Countries highlighted denote a change compared to the previous year.

The table shows that 12 out 15 countries now have Domestic Violence Legislation in place, up from nine in 2009. Lobbying and advocacy must be stepped up in the DRC, Lesotho and Tanzania to pass domestic violence legislation.



Lesotho has had a Domestic Violence Bill since 2000; this needs to become law. Tanzania has a Gender Based Violence and Policy and Management Guidelines that should be gazetted into law. The greatest concern in the region is the DRC. Currently there is no specific legislation on domestic violence. As a post conflict country where gender violence was used as a weapon of war the DRC urgently needs specific legislation on domestic violence.



Swaziland: The new Sexual Offences and Domestic Violence Act in Swaziland extends the definition of rape to include young men and boys and clearly defines incest. One of the most important components of the Act is the introduction of a register for sexual offenders, which would make it possible for parents to verify the records of people who looked after their children, at home and at school.[4]



Angola: President of Angola José Eduardo dos Santos signed off the Domestic Violence Act in July 2011. An interesting development in the new Act is that it provides for third party reporting of domestic. The case study that follows highlights the key provisions in the Act.

[3] In the 2009 Baseline Barometer GL reported that the provision of PEP was included in the Mozambique HIV and AIDS Act of 2008, the Act does not provide for the provision of PEP, this was corrected in subsequent editions.
[4] http://www.unicef.org/swaziland/media_9866.html

Angola: Domestic Violence Act allows for third party reporting[5]



Domestically abused women who are financially dependent on their abusers can now report the crime with the assurance that they will be able to get financial and medical support from the state, thanks to the country's new law on domestic violence. Women's campaigners have welcomed the introduction of the new law, which was signed into the statute books on the 8 July 2011. The Act criminalises domestic violence and offers protection to victims and their families.

The law guarantees support to victims, through safe houses, medical treatment and financial and legal help. In addition, violence has been designated as a "public crime", which means anyone can report it to the police, not just the victim.

"Giving other people the right to report domestic violence also helps because victims may be ashamed of their situations and may not want to speak up about what is happening to them," said Suzana Mendes, editor of the Luanda-based private weekly newspaper Angolense and a leading member of the Angolan Forum of Women Journalists, which lobbied extensively for the new law.

The legislation, ten years in the making, articulates new definitions of domestic violence, which include withholding food from a child, failing to adequately support a pregnant woman and sexually abusing a minor or elderly person in your care. Traditional marriages with girls under the age of 14 are outlawed and there are new laws around family finances, giving women more rights to inheritance and family money.

Sizaltina Cutaia, from the Angolan office of the Open Society Initiative for Southern Africa, welcomed the legislation. "As a country in general we do not have very good records in terms of law enforcement and there too many examples to show that," she said. "I think that the adoption of the law is a great starting point but there needs to be resources allocated to provide training to police officers (both male and female) as well as to educate the population, particularly women and girls, about the content of the law and the processes that one needs follow in order to report violence."

There are no concrete statistics for levels of domestic violence in Angola, partly because until now there has been no legal definition, and any incidents that are reported have been recorded as normal assaults.

Mendes agrees with Cutaia that it is only the beginning. "Now we have the law," she said. "But it is only the first step. We need the media and civil society to make a big campaign to tell people about it and explain to people about their rights. It's important this happens countrywide and that any publicity material is translated into all languages, not just Portuguese, to make sure we reach all communities, not just those people in the urban centres, but the people in rural villages too."



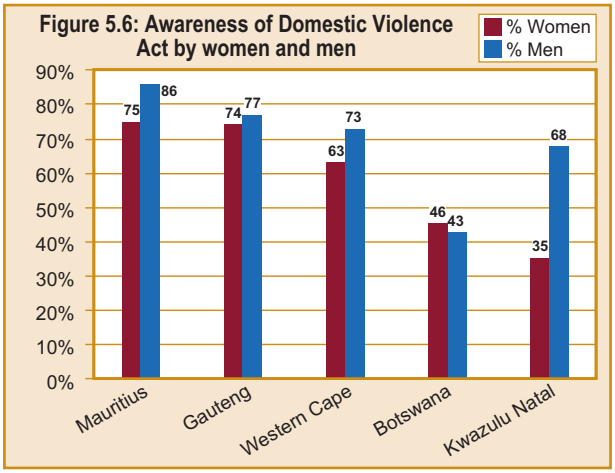
Domestic abuse is now illegal in Angola. *Photo: Courtesy of Louise Redvers/IPS*

Angola's Minister for Women and Family Promotion, Genoveva Lino, who led the fight to criminalise domestic violence for a number of years, described the new legislation as a "victory for all Angolans" that would build stronger and more stable family units."

The Angolan Domestic Violence Act is the first in the region that allows for third party reporting of domestic violence. It promotes a culture of a collective community responsibility for preventing and dealing with domestic violence. It will be interesting to track how the legislation is implemented and how it can be replicated by other SADC member states.

[5] http://www.ipsnews.net/2011/07/angola-law-on-domestic-violence-a-step-forward-for-womenrsquos-rights/

There are varying degrees of awareness of Domestic Violence Acts: In the GBV Indicators research, three quarters (75%) of women in Mauritius, 74% of women in Gauteng, 63% of women in Western Cape, 46% of women in Botswana and 35% of women in Kwazulu Natal knew about the Domestic Violence Acts in their countries. These findings show a high level of legal education among Mauritians followed by South African and lastly Batswana citizens. The prevalence of GBV is high in all five sites but at its highest in Botswana. It is of great concern that less than 50% of the women and men in the sample knew about the Domestic Violence Act. There is need to step up legal literacy in Botswana and KwaZulu Natal.



Men are more aware of Domestic Violence legislation than women: Figure 5.6 shows that according to the GBV Indicators research, men in five out of six sites knew more about the Domestic Violence legislation in their countries than women. Botswana is the only exception. The results reflect men's greater access to information in the SADC region.

In Namibia legal literacy is taking place throughout the country to ensure that women are aware of the laws that already exist. They are also made aware of the help line that exists for response and psychosocial help if and when needed.

In Mozambique the legislation is translated into local languages and simplified so that women and men can understand what is in the legislation and how they can use it. SADC member states could replicate these strategies.

Only nine SADC countries have passed Sexual Violence laws to date: Mauritius and Zambia passed sexual assault laws in the past year. Angola, the Seychelles, Tanzania and Zimbabwe, do not have specific laws on sexual assault. In Botswana and Malawi sexual offences are dealt under the Penal code. Enacting sexual offences legislation should be a top priority in these countries is an urgent priority for those countries

Gaps in sexual offences legislation on marital rape is putting women at risk. Tanzania, Botswana, Zambia, and Malawi have not criminalised marital rape. In the sexual offences legislation of Namibia, Lesotho, Swaziland, and South Africa, rape within marriage is illegal. In Zimbabwe marital rape is prohibited however, no prosecution may be instituted against any husband for raping or indecently assaulting his wife without the authorisation of the Attorney General. In Tanzania, rape within a marriage is only illegal if the couple is separated.

Human rights law has long established that the private domain is not exempt from public norms. The UN Declaration on the Elimination of Violence against Women, for example, calls on states to 'exercise due diligence to investigate and punish acts of violence against women, whether committed by the State or by private actors.' The African Women's Rights Protocol reiterates this.[6] SADC member states and civil society organisations such as the SADC Gender Protocol Alliance needs to lobby for a standardised approach to addressing marital rape.



Campaigning for gender justice: Mauritius passed a sexual assault laws last year.
Photo: Mary Coopan

[6] http://www.un.org/womenwatch/daw/egm/vaw_legislation_2008/expertpapers/EGMGPLVAW%20 Paper%20(Karen%20Stefiszyn).pdf

Media creates awareness of marital rape and GBV
By Arthur Okwemba

Synovate[7] research conducted during the 2010 Tanzanian elections found that media gave minimal coverage to rural women who were complaining of being coerced by their husbands, sometimes under threat and violence, to vote for particular parties or candidates. The media did not see this as a serious issue. Women's voices were not sought on this or other election issues.

I had a similar experience in Kenya. Several months ago I wrote a piece on marital rape in Kenya. Two editors working with a respected Kenyan newspaper refused to publish it.

"There is nothing like marital rape, what are you trying to tell people," one editor told me. His reaction surprised me because my story was not based on hearsay or uncorroborated assertions, but rather on the findings of the respected 2008-2009 Kenya Demographic and Health Survey.

The study had revealed disturbing figures showing that at least 14% of married women said their current husband or partner had forced them to have sex in the past year, while another 37% had been subjected to sexual violence at some point in their relationship.

Consumers of media should be wondering why editors and journalists are not interested in these stories of gender-based violence.

Objectivity, significance and impact are no longer values guiding decisions on what to publish. This is why many gender-based violence stories fail to see the light of the day.



Arthur Okwemba training the media in Tanzania to integrate gender into their reporting. *Photo: Sikhonzile Ndlovu*

When male reporters and editors feel GBV stories touch on, or call into question, their personal behaviours and opinions, they become hostile to these stories.

This may be one of the reasons why the 2010 GL Gender and Media Progress Study found that stories about gender-based violence are rarely covered by media, accounting for just 4% of all stories in Southern Africa, despite countless other studies which note it is a widespread problem.

When articles about domestic violence and rape do appear in the news, they are more often about the rape or abuse of elderly women and children. When rare stories are produced about young or middle-aged women being raped, journalists usually shift their reporting, suggesting that somehow the women "asked for it". Questions arise. What was she wearing? Was she drunk? Where did it happen? Should she have been there? What time of night was it?

Similarly, when a woman is killed or battered by her husband, the story is framed as a love triangle gone wrong. Rarely do reporters dig deeper to investigate causes or patterns of violence, linking them to poverty levels, lack of human rights protections (or knowledge of them), or legal systems that take forever to hear and pass verdict on cases of gender-based violence.

Rarely do media report on the massive cost of gender-based violence in terms of treatment of injuries and sexually-transmitted disease, not to mention missed work hours. What about the invisible but extensive cost to our society when this cycle of violence is passed down from absent abusive fathers to their children. Why don't journalists write about this? In the mindset of many in the media, gender-based violence is not an issue worthy of paper and ink.

We need to demand action from our media. Action that will transform our newsrooms and ensure gender-based violence is treated as the serious human rights abuse it is. Journalists and editors need to take their personal feelings out of the equation and open their eyes to the truth, finally seeing this issue as an epidemic that will not go away until the media is responsible enough to report on it.

Okwemba is the Tanzania facilitator for the GL Centres of Excellence for Gender in the Media project to mainstream gender in the Media.

[7] A market research company based in South Africa. http://www.synovate.co.za/Synovate_African_Network/africa_network_main.htm

South Africa is the only country that has specific provisions for Post Exposure Prophylaxis (PEP) in the law: Survivors of sexual assault require comprehensive health services that address the physical and mental health consequences of the assault. The types of services required include pregnancy testing, emergency contraception, abortion services, treatment for sexually transmitted infections, prophylaxis, treatment for injuries and psychosocial counselling.



South Africa is the first country in the region to move from policy to law as regards the provision of PEP at state expense to survivors of sexual violence. The Sexual Offences Act is a good practice. However, the provision is isolated from a comprehensive package of treatment and care and is subject to limitations.

The Act provides that, *only a victim who (a) lays a charge with the South African Police Service in respect of an alleged sexual offence; or (b) reports an incident in respect of an alleged sexual offence in the prescribed manner at a designated health establishment…within 72 hours after the alleged sexual offence took place, may receive the services…*

Limitations on the right to access PEP are unconstitutional and may compromise women's health. Many survivors of sexual offences choose not to lay charges or report the incident for a variety of reasons, including fear of further harm for example, or in the case of the perpetrator being an intimate partner, financial dependence. Many will be unable to access 'designated health establishments' within the prescribed timeframe, particularly in rural areas. The legislation should make the provision of PEP unconditional.[8]

Tracking legislation is critical



Councillor Vinlia Fortuin from the Mossel Bay Municipality in the Western Cape protesting against GBV. *Photo: Gender Links*

A recent example in South Africa illustrated the importance of tracking the effective implementation of legislation. The Sexual Offences Act came under scrutiny in May 2012 after the Western Cape High Court upheld the judgement of a lower court that a man who forcibly fondled a woman could not be sentenced because 29 offences in the Sexual Offences Act did not have any proscribed sentences.

The 29 offences included sexual assault, consensual sexual acts with children, sexual exploitation, and grooming of children, and sexual offences against mentally disabled people. The Western Cape High Court decision created a dangerous precedent which would open the door for appeals for previous convictions of similar offences. Parliament amended the Sexual Offences Act on the 5 June to give courts the discretion to impose sentences for the 29 offences. The challenge, however, is that the law cannot be applied retrospectively.

Spotlight on collection of police data: Table 5.4 overleaf is a comparison of GBV data collection methods drawn from the GBV Indicators Research in Botswana, Mauritius and South Africa.

The table shows that

- BPS has made the most progress in categorising GBV data into physical, sexual, economic and emotional GBV. BPS has an added category - spiritual violence.
- BPS also aggregates data in a manner that enables determination of femicide. SAPs and MPS have no specific category for femicide. BPS captures the relationship between GBV survivor and perpetrator when cases are reported.
- Using BPS data it is possible to separate intimate from non-intimate partner rape. SAPS and MPS do not account for the relationship between survivor and perpetrator. BPS data however falls short in that it does not account for marital rape based on the country's constitution which does not recognise marital rape.

[8] http://www.un.org/womenwatch/daw/egm/vaw_legislation_2008/expertpapers/EGMGPLVAW%20Paper%20(Karen%20Stefiszyn).pdf

- Although MPS has a category "rape" under sexual offences the lack of the relationship information makes it impossible to decipher between marital or intimate partner and non-partner rape.
- Although SAPS has a rape category under domestic violence, one cannot separate marital or intimate partner and non-partner rape because of the absence of relationship information between victim and perpetrator. This shows there is room for improvement in data collection and management by police.

Table 5.4: Comparative analysis of BPS and SAPS data classification system

General GBV data concern	Botswana Police Service (BPS)	South Africa Police Services (SAPS)	Mauritius Police Services (MPS)	Comments
Police statistics often do not capture the many forms of GBV, especially the less obvious emotional and psychological forms.	BPS data is categorised into physical, sexual, economic and emotional GBV. BPS has an added category - spiritual violence.	SAPS recently introduced a category for domestic violence. But this needs to be accompanied by information on relationship to make sense of the data.	Mauritius police Service collects data on sexual offences but provides no information on relationship between survivor and perpetrator.	SAPS promised to add relationship to the checkbox following the Gauteng GBV indicator study. BPS categorisation into physical, sexual, economic and emotional categories is a progressive move. GL will make a recommendation for the Mauritian police to introduce a domestic violence category and include the relationship tick box.
Most police services have no specific category for femicide (the murder of a woman by her intimate partner). Gender disaggregated data on murder does not give conclusive information on femicide; researchers have to do docket analysis to determine if the murder of women is indeed femicide.	BPS includes murder as a GBV crime. Because BPS also has relationship categories it is possible to ascertain if an intimate partner murdered a woman; therefore whether this constitutes femicide.	SAPS have no category for femicide, although SAPS promised to introduce this category after the launching of the Gauteng GBV indicators study.	Mauritian police have no category for femicide.	SAPS has gender disaggregated data on murders and agrees it would be easy enough to include femicide. GL will recommend that Mauritian police create a separate category for domestic related murders and include a relationship tick box.
Police data often excludes marital rape.	No category for marital rape.	SAPs have a category for rape of wife by own husband and attempted rape by own husband.This helps to ascertain marital rape from the domestic violence data.	Mauritian police has a category "rape" under sexual offences. However it is impossible to decipher between partner or non-partner rape.	BPS does not register rape in marriage because marital rape is not recognised as a crime. GL will make a recommendation for the Mauritian police to introduce a domestic violence category and include the relationship tick box for the domestic violence and the sexual offences categories.
Police data often does not disaggregate intimate from non-intimate partner rape	BPS registers rape by intimate partners outside the marriage context for example an ex-partner, a dating partner and cohabiting partner. In this way it is possible to ascertain rape by non-partners as opposed to partners.	No category for sexual violence by partners outside the marriage		Although SAPS has a rape category under domestic violence, this cannot be disaggregated into partner and non-partner rape because of the absence of relationship information between victim and perpetrator.

Source: Gender Links, BPS, SAPS, Mauritian Police.

Human trafficking

By 2015 states are also expected to: enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to survivors, with the aim of re-integrating them into society; put in place mechanisms by which all relevant law enforcement authorities and institutions may eradicate national, regional and international human trafficking networks; put in place harmonised data collection mechanisms to improve data collection and reporting on the types and modes of trafficking to ensure effective programming and monitoring; establish bilateral and multilateral agreements to run joint actions against human trafficking among countries of origin, transit and destination countries; and ensure capacity building, awareness raising and sensitisation campaigns on human trafficking are put in place for law enforcement officials all parties.

Table 5.5: Progress on Human Trafficking laws: 2009 to 2012

GBV LEGISLATION	2009 (BASELINE)	2010	2011	2012	NO LAW 31 JULY 2012
HUMAN TRAFFICKING	**Three** (Madagascar, Mozambique, Zambia)	**Six** (Madagascar, Mozambique, Zambia, **Mauritius, Swaziland, Tanzania**)	**Seven** (Madagascar, Mauritius, Mozambique, Swaziland, Tanzania, **Lesotho**)	**Eight** (Lesotho, Madagascar,Mauritius, Mozambique, Swaziland, Tanzania, **DRC**)	**Seven** (Angola, Botswana, Malawi, Namibia, Seychelles, South Africa, Zimbabwe)

Eight Southern African countries now have laws on trafficking (see Table 5.5). Thirteen Southern African countries have signed the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children commonly known as the Palermo Protocol. Angola and Zimbabwe have not signed. Signing the Palermo Protocol must be on these countries' agendas in the next year.

TABLE 5.6: Status of Human Trafficking in Southern Africa[9]

NATURE	GOVERNMENT RESPONSE
Angola is a source and destination country for men, women, and children subjected to sex trafficking and forced labour. Angolan women and children more often become victims of sex trafficking within Angola rather than in other countries; there are reports of underage girls, as young as 13, in prostitution in the provinces of Luanda, Benguela, and Huila.	The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so.
Botswana is a source, and destination country for women and children subjected to forced labour and sex trafficking. Some parents in poor rural communities send their children to work for wealthier families as domestic servants in cities or as herders at remote cattle posts, where some become victims of forced labour. Batswana women and girls are exploited in prostitution within the country, including in bars and by truck drivers along major highways.	The Government of Botswana launched the first anti-trafficking awareness campaign, in partnership with UNICEF, and working with UNODC to train officials and formulate anti-trafficking legislation. The government has not finalised draft comprehensive anti-trafficking legislation, and has failed to prosecute and convict trafficking offenders, but made social services available to potential trafficking victims.
The ***Democratic Republic of the Congo (DRC)*** is a source and destination country for men, women, and children subjected to forced labour and sex trafficking. The majority of this trafficking is internal, and while much of it is perpetrated by armed groups and rogue elements of government forces outside government control in the country's unstable eastern provinces, incidents of trafficking occur throughout all 11 provinces.	The Government of the Democratic Republic of the Congo demonstrated increased willingness to engage with the international community on certain types of human trafficking occurring within the country. Elements of the national army increasingly perpetrated severe human trafficking abuses during the year, including forcibly recruiting children and using local populations to perform forced labour.
Lesotho is a source and transit country for women and children subjected to conditions of forced labour and sex trafficking, and for men in conditions of forced labour. Within Lesotho, women and children are subjected to domestic servitude and children, to a lesser extent, to commercial sexual exploitation. Basotho women and children are exploited in South Africa in domestic servitude and some girls brought to South Africa for forced marriages in remote villages. Long-distance truck drivers offer to transport women and girls looking for legitimate employment. *En route*, the drivers rape some of these women and girls, before forcing them into prostitution in South Africa.	The government enacted comprehensive anti-trafficking legislation that prohibits and punishes all forms of trafficking and requires protection measures for victims of trafficking. It also convicted and punished at least one trafficking offender. The government's anti-trafficking efforts, however, continue to lack inter-ministerial coordination, as well as a mechanism to ensure formal identification and protection of victims.

NATURE	GOVERNMENT RESPONSE
Madagascar is a source country for women and children subjected to forced labour and sex trafficking. Reports indicate that sex and labour trafficking have increased, particularly due to a lack of economic development and a decline in the rule of law during the current political crisis, which began in March 2009. An estimated 7,000 Malagasy women are currently employed as domestic workers in Lebanon, with a smaller number in Kuwait.	Lack of awareness on the coverage and application of the anti-trafficking law, and the continued arrest and punishment of potential underage children in prostitution by local law enforcement, contributes to the weak state of anti-trafficking law enforcement efforts in Madagascar. Efforts to repatriate victims from Lebanon, though necessary, have often been poorly managed and reveal a minimal and wholly reactive approach to addressing the problem.
Malawi is primarily a source country for men, women, and children subjected to forced labour and sex trafficking. Most Malawian trafficking victims are exploited within the country, though Malawian victims of sex and labour trafficking have also been identified in South Africa, Zambia, Mozambique, Tanzania, and parts of Europe.	The government maintained its efforts to ensure forced labour victims' access to protective services and it prosecuted and convicted labour trafficking offenders; however, adults in forced prostitution or forced labour and children exploited in domestic service and prostitution still did not receive adequate attention and the government prosecuted no such offences during the reporting period.
Mauritius is a source country for children and, to a much lesser extent, men and women subjected to sex trafficking within the country. Secondary school-age girls and, to a lesser extent, younger girls from all areas of the country, including from Rodrigues Island, are induced into prostitution, often by their peers, family members, or by businessmen offering other forms of employment. Young girls are sometimes sold by a family member into prostitution or forced into the sex trade in exchange for food and shelter.	The Government of Mauritius fully complies with the minimum standards for the elimination of trafficking. Mauritius sustained its strong efforts to identify, investigate, and prosecute incidences of trafficking during the reporting period. The Mauritius Police Force offered anti-trafficking training programs for police officers and continued its awareness campaign in schools and villages.
Mozambique is a source, transit, and, to a lesser extent, destination country for men, women, and children subjected to forced labour and sex trafficking. The use of forced child labourers is common in agriculture, including on tobacco farms, and in commercial activities in rural areas of the country, often with the complicity of family members. Women and girls from rural areas, lured to cities in Mozambique or South Africa with promises of employment or education, are exploited in forced domestic service and the sex trade.	The government prosecuted and convicted trafficking offenders for the first time under its 2008 anti-trafficking law. The government reported the arrests of 21 suspected trafficking offenders and 32 others on kidnapping and possible trafficking charges. The government increased prevention efforts, placing billboards in high-visibility locations, distributing 8,000 posters, and training local officials about legal remedies provided under the anti-trafficking law in the provinces of Sofala and Nampula.
Namibia is a country of origin, transit, and destination for women, children, and possibly men subjected to forced labour and sex trafficking. Victims are lured by traffickers to urban centers and commercial farms with promises of legitimate work for adequate wages, but instead are forced to work long hours and carry out hazardous tasks; victims may also be beaten or raped by traffickers or third parties.	During the year, the government investigated cases of child and adult labour trafficking, and rescued child victims of labour trafficking. It prosecuted nine suspected traffickers though it did not convict any suspected traffickers. The government also opened two shelters and a one-stop shop for victim services and began renovating three other similar facilities, which will provide care for victims of gender-based violence, as well as trafficking, and raised public awareness via media campaigns and regional visits by a parliamentary delegation.
Seychelles is a source and possibly destination country for Seychellois children and foreign women and girls subjected to sex trafficking. In January 2011, a local NGO released a qualitative report on the perception of prostitution in Seychelles. Though the findings were anecdotal, respondents agreed that child prostitution exists - particularly on Mahe, the main island - and appears to be increasing.	The government acknowledged that child prostitution was a problem in the country and took initial steps to better understand and raise awareness of the phenomenon. It also established district task forces comprised of government and civil society stakeholders to prevent and respond to, in part, child prostitution; drafted amendments to strengthen existing penal code provisions on child prostitution; and produced proposals for the creation of organizations and processes to combat child prostitution.
South Africa is a source, transit, and destination country for men, women, and children subjected to forced labour and sex trafficking. Children are trafficked mainly within the country, from poor rural areas to urban centers such as Johannesburg, Cape Town, Durban, and Bloemfontein. Girls are subjected to sex trafficking and domestic servitude; boys are forced to work in street vending, food service, begging, criminal activities, and agriculture. The tradition of *ukuthwala*, the forced marriage of girls as young as 12 to adult men, is still practiced in some remote villages in the Eastern Cape and Western Cape. Women and girls from Thailand, Cambodia, the Congo, India, Russia, Ukraine, China, Taiwan, Mozambique, and Zimbabwe are recruited for legitimate work in South Africa then subjected to prostitution, domestic servitude, and forced labour in the service sector.	The government increased efforts to address human trafficking, led by the National Prosecuting Authority (NPA), through the conviction and prosecution of an increased number of offenders and the formation of new task forces. The government's promised comprehensive anti-trafficking bill - first drafted in 2003 - remained under review, however, and was not passed or enacted. Although the number of new trafficking investigations and prosecutions under other legal provisions increased, few of these resulted in convictions and many cases remained pending from previous reporting periods. All those convicted received suspended sentences or fines, which are inadequate penalties to deter the commission of trafficking crimes.
Swaziland is a source, destination, and transit country for women and children subjected to sex trafficking, domestic servitude, and forced labour in agriculture. Swazi girls, particularly orphans, are subjected to sex trafficking and domestic servitude in the cities of Mbabane and Manzini, as well as in South Africa and Mozambique.	Over the last year, the government displayed steady progress in its investigation and prosecution of suspected trafficking offenses, formation and training of trafficking-specific emergency response teams, and effective utilization of the Anti-Human Trafficking Task Force to coordinate interagency efforts.

NATURE	GOVERNMENT RESPONSE
Tanzania is a source, transit, and destination country for men, women, and children who are subjected to forced labour and sex trafficking. The incidence of internal trafficking is higher than that of transnational trafficking, and is usually facilitated by family members', friends', and intermediaries' offers of assistance with education or finding lucrative employment in urban areas. The use of young girls for forced domestic service continues to be Tanzania's largest human trafficking problem.	The Government of Tanzania convicted three trafficking offenders during the reporting period. The government made limited progress towards implementation of its Anti-Trafficking in Persons Act, in part due to poor inter-ministerial coordination and lack of understanding of what constitutes human trafficking; most government officials remain unfamiliar with the Act's provisions or their responsibility to address trafficking under it.
Zambia is a source, transit, and destination country for men, women, and children subjected to forced labour and sex trafficking. Most trafficking occurred within the country's borders and involved women and children from rural areas exploited in cities in domestic servitude or other types of forced labour in the agricultural, textile, and construction sectors. Zambian trafficking victims have also been identified in South Africa, the Democratic Republic of the Congo, and Namibia.	The government increased law enforcement efforts by convicting one trafficking offender under its 2008 anti-trafficking law and investigating and prosecuting three additional suspected trafficking cases. Government-provided protection for victims remained weak; though the government continued to provide services to victims through partnerships with international organizations and NGOs, the continued lack of shelters significantly hindered appropriate victim care, as victims were, at times, detained in jails alongside trafficking offenders.
Zimbabwe is a source, transit, and destination country for men, women, and children subjected to forced labour and sex trafficking. Women and girls from Zimbabwean towns bordering South Africa and Zambia are subjected to sex trafficking in brothels that cater to long-distance truck drivers.	During the year, draft anti-trafficking legislation was finalised and introduced to the Council of Ministers for debate; at the time of this report, the draft legislation had not yet reached Parliament for consideration.

Southern Africa: Counter-trafficking measures trail commitments[10]

At any given time, an estimated 130,000 people in sub-Saharan Africa are engaged in forced labour as a result of trafficking. It is a fraction of the global figure, which the International Labour Organisation (ILO) puts at 2.5 million, but this highly lucrative and concealed crime is on the rise in Africa and traffickers usually operate with impunity.

Southern Africa has many of the conditions traffickers capitalise on: endemic poverty and unem-ployment that create a demand for better opportunities, and high rates of regular and irregular migration that mask the move-ments of traffickers and their victims.



An NGO worker with two children suspected of being trafficked into South Africa from Zimbabwe.
Photo: Guy Oliver/IRIN

The region has no shortage of protocols, frameworks and action plans for dealing with human trafficking, but the net result of all these agreements has been no more than a handful of prosecutions.

The key international framework for combating this crime is the 2000 UN protocol to prevent, suppress and punish trafficking in persons, also known as the Palermo Protocol. Its lengthy definition of human trafficking includes "the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception… for the purpose of exploitation." Twelve of the SADC's 15 member states have ratified the protocol, which committed them to enact legislation to make human trafficking a criminal offence.

This means developing national action plans that involve social workers, medical profes-sionals, public prosecutors and the police; estab-lishing a central anti-trafficking unit; allocating resources to assisting victims; and signing bi-lateral and multilateral agreements with the countries victims originate from and pass through.

SADC countries adopted a 10-year strategic plan of action to combat trafficking in persons in 2009 that incorporates many of these measures. There is also a Protocol on Gender and Develop-ment with a deadline of 2015 to put in place measures to eradicate trafficking. Maunganidze says this is "probably very idealistic", and cites the difficulty of identifying and addressing some of the root causes of trafficking, as well as the limited resources and political will so far devoted to responses.

Most trafficking in southern Africa is for the purpose of sexual exploitation, but trafficking for forced labour is growing and is even more hidden, according to the International Organisation for Migration (IOM).

Criminal syndicates are usually engaged in these activities, and many people still lack a clear under-standing of what trafficking is, adding to the difficulty of detection and prosecution. "Organised crime can't be prosecuted in the same fashion as other crimes," said Kruger. "You have to connect the dots, you need proactive intelligence and international cooperation."

Source: IRIN

[9] http://www.unodc.org/documents/human-trafficking/Migrant-Smuggling/Smuggling_of_Migrants_A_Global_Review.pdf
[10] http://www.irinnews.org/printreport.aspx?reportid=94445

Sexual harassment

The Protocol calls upon State Parties to ensure that by 2015 they enact legislative provisions adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent.

Table 5.7: Progress on Sexual harassment laws: 2009 to 2012

GBV LEGISLATION	2009 (BASELINE)	2010	2011	2012	NO SPECIFIC LAW 31 JULY 2012
SEXUAL HARASSMENT	**Two** (DRC, Madagascar)	No progress.	No progress.	**Three** (DRC, Madagascar, South Africa)	**Twelve** (Angola, Botswana, Lesotho, Malawi, Mauritius, Madagascar, Mozambique, Namibia, Seychelles, Tanzania, Zambia Zimbabwe)

Three countries now have legislation on sexual harassment (Table 5.7). In the last year South Africa passed specific legislation to address sexual harassment. Angola does not have any legislation or provisions in other laws on sexual harassment. In the other countries sexual harassment is addressed through labour law, penal codes or GBV legislation and policy.

Protocol @ work

South Africa champions law on sexual harassment

The South African Protection from Harassment Act 2011 is the first specific legislation to address sexual harassment in the SADC region. The essence of the Act is to provide a quick, easy and affordable civil remedy in the form of a protection order for incidences of stalking. It expands on the harm caused to include not only physical harm but also mental, psychological and economic harm.

The legislation arose out of a South African Law Reform Commission investigation into the legal framework governing stalking and domestic violence. The commission recommended that the law on stalking had to be tightened up. A key component of the act is that it seeks to cover all forms of stalking, not just that involving people engaged in a relationship.

A protection order can now be issued instructing the harasser to cease harassment. If the harasser contravenes this order, he or she will be guilty of an offence. The act sets out how a complainant is to apply for a protection order and the procedure to be followed in granting one. The legislation also provides for the issuing of an interim protection order without the knowledge of the respondent, given certain conditions.

A warrant of arrest will also be issued for the harasser when an interim or final protection order is granted. This warrant will only be enforced if the respondent does not comply with a condition of the order. A victim of cyber stalking can apply to a court for an interim protection order even when the identity of the alleged stalker is unknown.

The law will also empower the police to investigate a stalker in order to identify the perpetrator even before a victim launches an application for a protection order.[11]



Discussing sexual harassment with Aurora High School learners in South Africa. *Photo: Nomthandazo Manakaza*

[11] http://www.sabinetlaw.co.za/justice-and-constitution/articles/justice-publishes-protection-harassment-regulations-comment

The Act provides an example that may be used to develop similar legislation in other countries. One of the key challenges was whether sexual harassment would constitute a criminal or civil offence. The South African government has classified it as a civil offence. The challenge that any government is what constitutes evidence in a sexual harassment case if it was as a crime. SADC member states should engage with this discussion as part of a process to develop specific legislation on sexual harassment.

In the next year it will be important to track the success of the law. In the DRC sexual harassment has been illegal for several years. Women are reluctant to bring cases to court because of the difficulty in proving sexual harassment.

Support services



The Protocol calls upon states to put in place mechanisms for the social and psychological rehabilitation of perpetrators of gender based violence and establish special counselling services, legal and police units to provide dedicated and sensitive services to survivors of gender based violence. The draft Protocol says shall: provide accessible information on services available to survivors of gender based violence; ensure accessible, effective and responsive police, prosecutorial, health, social welfare and other services to redress cases of gender based violence; provide accessible, affordable and specialised legal services, including legal aid, to survivors of gender based violence; provide specialised facilities, including support mechanisms for survivors of gender based violence; provide effective rehabilitation and re-integration programmes for perpetrators of gender based violence.

Table 5.8: Progress on the provisions of GBV services between 2009 and 2012

GBV SERVICES	2009 (BASELINE)	2010	2011	2012	NO LAW 31 JULY 2012
ACCESSIBLE, AFFORDABLE AND SPECIALISED SERVICES, INCLUDING LEGAL AID, TO SURVIVORS OF GBV	**Nine** (Angola, Lesotho, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe)	No progress.	**Eleven** (Angola, Lesotho, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe, DRC, Malawi)	No progress.	**Three** (Botswana, Madagascar and Swaziland)
SPECIALISED FACILITIES INCLUDING PLACES OF SHELTER AND SAFETY	**Two** (Mauritius, South Africa)	No progress.	**Four** (Mauritius, South Africa, DRC, Lesotho)	**Five** (DRC, Lesotho, South Africa, Zimbabwe, Malawi)	**Ten** (Angola, Botswana, Madagascar, Mozambique, Namibia, Seychelles, Swaziland, Tanzania, Zambia, Zimbabwe)

Eleven SADC countries now have accessible, affordable and specialised services including legal aid for survivors of GBV, up from nine in 2009. Four countries - Botswana, Madgascar, Swaziland and Angola still have no such services.

The number of countries with shelters has progressed from two to six, but nine countries have no shelters. Currently the provision of shelters by SADC member states is limited or non-existent. NGOs are the main service providers of shelters. NGOs sometimes receive limited funding from the state. Largely, they depend on foreign donors. Donor funding is precarious due to the global economic recession. SADC member states need to develop a comprehensive strategy on support services for survivors of violence. Angola opened two shelters in 2012, one in the Uige province and the other in the Kabinda province.

Support mechanisms for the children of GBV survivors is cause for concern. In addition to the support services for the actual survivor, there is need to improve children's services. Sometimes male children above 14 cannot stay in a shelter and is separated from the survivor. This for the survivor causes further trauma to the child. Shelters provide psychosocial support to the survivor but not always for the accompanying children. These considerations need to be integrated into a package of care for survivors and their dependents.

Most survivors do not use available services. The GBV Indicators Study in South Africa, Mauritius, and Botswana showed that while services are available in the three countries, GBV survivors seldom use them. This is reflected in the lower extent of reporting of GBV to service providers such as health, counselling services, and shelters. The failure to use services is often a result of limited awareness of available services. For example, only 46% percent of women in Mauritius, 45% of women in Gauteng and 25% of women in Botswana knew about the GBV helplines. A lower proportion of these women had actually used the helplines. Governments should prioritise further research into why women do not use services.

Shelter services are disproportionate to the need. While the Domestic violence Acts of the three countries make provisions for places of safety, Botswana and Mauritius governments have to allocate more resources for new and existing facilities. Botswana has only two shelters that are run by civil society. Mauritius has three shelters of which the government only funds one. Although the Gauteng provincial government are funding 21 registered shelters managed by civil society, the shelters only service 13% of the potential (reported) needs. Governments need to allocate more financial, infrastructural and human resources for provision of shelters and secondary housing.

Lack of clear referral systems for GBV survivors: Research in all three countries showed a lack of co-ordination and functional referral system for GBV survivors. The result is that survivors fail to benefit from the full spectrum of services. The Women's Affairs Department in Botswana has made strides in developing a GBV referral system. South Africa and Mauritius are yet to set up systems for tracking survivors between the different services.

However South Africa has one stop centres in the name of Thuthuzela Care Centres (TCCs) for sexual assault survivors. The TCCs function in a way that the survivor can get a spectrum of services under one roof.



Joyce Ramphaleng busy at the women's economic empowerment programme at the civil society run Kagisano Women's Shelter in Botswana. *Photo: Vincent Galatlhwe*

Prevention

The Protocol calls on States to take measures including legislation, where appropriate, to discourage traditional norms, including social, economic, cultural and political practices which legitimise and exacerbate the persistence and tolerance of gender violence with a view to eliminate them and in all sectors of society, introduce and support gender sensitisation and public awareness programmes aimed at changing behaviour and eradicating gender based violence.

Political leadership
The GBV Indicators research in South Africa, Mauritius and Botswana included a Political Discourse Analysis component analysing speeches made by politicians over a one-year period against a list of criteria, including the number of speeches that touch on GBV. Table 5.9 summarises the key results.

GBV barely features in political speeches, at 4.8% in Gauteng; 8.6% in Mauritius and 15% in Botswana. Of these references, less than one fifth in each case featured GBV as the main topic.

Table 5.9: References to GBV by decision-makers

CRITERIA	MAURITIUS	BOTSWANA	GAUTENG
Percentage of speeches by politicians which mention GBV.	8.6	15	4.8
Of GBV speeches made by politicians what proportion refers to GBV as main topic.	22	6	16.2

The research prompts high level responses: In Mauritius Prime Minister Navin Ramgoolam endorsed the preliminary findings of the report and will present

the Mauritius GBV Indicators report to cabinet to ensure that all ministers implement the recommendations. In Botswana, President Ian Khama has issued a cabinet directive for all ministries to step up efforts to address GBV. The Ministry of Defense, Justice and Security has teamed up with the Attorney General's Chambers to information campaign on the Domestic Violence Act, the Penal Code and GBV services.

Using ICTs to raise awareness on GBV

New information and media technologies provide opportunities for mass dissemination of information and messaging on GBV. The following case study unpacks some strategies used by NGOs to engage with the public.



Prime Minister Navin Ramgoolam (right) at the launch of the *"I" Stories* in Mauritius with Loga Virahsawmy (left).
Photo: Colleen Lowe Morna

Making IT work for gender justice in South Africa

A number of organisations working in the GBV sectors have created different ICT platforms to campaign for gender justice. The organisations have had to employ a number of creative ways of communicating with their core constituency and make use of the new media tools on offer. As the different case studies will show, the lack of financial resources has not stopped the organisations from employing creative strategies in its communication strategy. South Africa has a myriad of organisations working in the field of GBV. It ranges from lobbying to different grassroots organisations.

The SADC Gender Protocol calls on member states to mainstream gender in ICT laws; mount public education and awareness campaigns on GBV, and challenge gender stereotypes. ICT's are a mixed blessing. They have been used in ways the denigrate women, like cell phone videos of women being raped. On the other hand, cyber space is an open and largely free space that activists can claim to promote gender justice.

According to Womensnet, an organisation dedicated to assisting organisations developing ICT in their work, "the digital divide is bridging but with this comes new challenges and it seems the issue of violence against women is not reflected on our online spaces and technology is used as enablers."

According to the International Telecommunications Union, South Africa has almost full mobile coverage of all inhabited areas (92%). South Africa is one of the first countries in the world to outlaw discrimination based on sexual orientation, and the first in Africa to legalise same-sex marriage. However, a dark cloud looms over these many 'firsts' and that is the emergence and scourge of the so-called "corrective rape" phenomenon.

One of the first homophobic cases reported in the media was in 2006 with the murder of the 19 year old Zoliswa Nkonyana. She was stoned and beaten to death by a mob of men in Khayelitsha on the outskirts of Cape Town. This brutal murder led to renewed activism in the community and saw the emergence of the organisation called Free Gender.

The organisation does not have many resources and does not have a website either. However, this has not deterred Free Gender from mobilising hundreds of lesbians in the area and across Cape Town to join them at the court cases where perpetrators of "corrective rape" have appeared.

Free Gender uses *MXIT*, a quick, fast and inexpensive communication platform. Free Gender has used this to organise several public demonstrations at Khayelitsha court, drawing huge local and international media coverage and getting the attention of the Ministers of Police, Justice and Social Development.



Mobile phone airtime sales kiosk in Sharpeville, South Africa.
Photo: Trevor Davies

The Western Cape Network on Violence Against Women developed a special mobi-site accessible via a mobile phone. This mobi-site has content developed by the network on a varied of issues but is easily accessible via the mobile phone. Members can register via the mobi-site and access information on the network for their own usage and the site also offers a free 'call me back' service. The network wants to ensure that it is quick and efficient in communicating with its members and the size of the mobi-site ensures the network is able to do this and take into account affordability and also manage its content.

The Sex Workers Education & Advocacy Taskforce (SWEAT) work is focused on providing "safe sex educational work with adult sex workers". Given the organisations core members, it needed to ensure that ICT works for them and it creates it own public space on this issue. "Sexworkers are silent and voiceless, we have had to take up public space to get our message out', says Sweat Director, Sally Shackleton.

Sweat wanted to ensure that its members were able to access information via Internet, Facebook, Twitter, mobile phones and podcasts. However, in order to do this, Sweat also had to ensure that it developed appropriate policies for the information and that it was also integrated into the work of the organisation. "Our messages whether on the site of FB had to be in line with the positions of Sweat and messages had to be consistent with our aim and vision," Shackleton said.

Sixteen Days campaigns use a combination of face-to-face discussions, cyber chats, and SMS campaigns to encourage people to participate in GBV discussions. Face-to-face discussions often precede a cyber dialogue and participants of the chat sessions are notified about these through a daily SMS service reminding them of the cyber chat and informing them of the topic to be discussed.



Cyber dialogues at the Mazabuka Council during the 2011 Sixteen Days campaign. *Photo: Gender Links, Zambia*

In 2011 as part of the joint Gender and Climate Justice campaign face-to-face discussions and cyber dialogues started with a discussion on specific aspects of climate change that were often related to the GBV theme for the day. A total of 688 women and men participated in the dialogues across 13 SADC countries, conducted in the three official languages of SADC (English, French and Portuguese) as well as several indigenous languages such as Zulu, Sotho and Shona.

Three days of the campaign in 2011 focused specifically on gender and climate change: 29 November, "Gender and climate justice start with local government"; 8 December, "We have Faith: The role of the church in gender and climate justice"; and 9 December, "Peace begins at home: Gender and climate justice by 2015" To keep the momentum going GL began the cyber dialogues on other days with an update from COP17 and a discussion on the key issues raised in the e-newsletter.



Grandmothers taking a stand at a COP17 protest in Durban. *Photo: Saeanna Chingamuka*

Gender and climate justice - making the links: During the 2011 Sixteen Days Durban hosted the 17th Conference of the Parties (COP17) to the United Nations Framework Convention on Climate Change (UNFCCC). This raised issues of justice and human security, bringing gender and climate justice together. The momentum of the two campaigns gave muscle to the campaign for an Addendum to the SADC Protocol on Gender and Development on Gender and Climate change.

Prioritising local action on GBV: The 2011 Sixteen Days of Activism Campaign aimed to extend the campaign away from urban centres to reach communities in the often more remote areas of the region. GL supported local councils to undertake Sixteen Days Campaigns to include communities

within various localities to participate in campaigns. The approach relied upon local councils and communities to plan and facilitate the Sixteen Days campaigns whereas the normal approach is to undertake campaigns on behalf of the localities.

Media making every voice count: The 2010 Gender and Media Progress Study (GMPS) found that only 4% of media coverage in a month of monitoring touched on GBV. Women constituted only 27% of the sources. During the 2011 Sixteen Days of Activism, GL arranged for journalists from the Centres of Excellence on Gender and the Media to cover campaigns in 23 councils that form part of the COE's for gender in local government. The campaign brought the media and a global campaign to the community level. This is in line with the thinking that communities should lead campaigns to end GBV and indeed should be at forefront of campaigns that affect them directly.

Working with men and boys

Rehabilitation of perpetrators needs strengthening: Botswana, Mauritius, Namibia and Zimbabwe are the only SADC countries that have laws covering the social and psychological rehabilitation of perpetrators. This is also points to the need to engage with men and boys as partners in GBV prevention.

The men-for-change movement is growing: Shamim Meer presented a discussion paper entitled Gender Equality: Reflections on the place of men and men's organisations at an Open Society Initiative for Southern Africa (OSISA) open debate in November 2011 focusing on two men's organisations, Padare, a Zimbabwean-based men's organisation and Sonke Gender Justice, a South African-based organisation. The box that follows is an excerpt from Meer's paper.



Cyber dialogues at the Mazabuka Council during the 2011 Sixteen Days campaign. *Photo: Gender Links, Zambia*

Challenges for Padare and Sonke Gender Justice[12]
By Shamim Meer



Photo: Trevor Davies

Mbuyiselo Botha from Sonke Gender Justice, a strong advocate for the prevention of GBV.

A challenge for both Padare and Sonke is how to bring feminist political understandings of gender-based and sexual violence to their work with women and men in communities. Different approaches to sexual violence emanate from feminist approaches (which acknowledge power relations) and male-defined approaches (which focus on the individual). Feminist understandings of violence against women as a political issue lead to strategies to support to the survivor and to transform the institutions that produce women's subordination, and violence against women.

Men's organisations have tended, however, to adopt a more limited approach focused on the individual, without considering masculine privilege and broader systems of inequality. This depoliticised approach is cultivated by development institutions and states whose agendas do not easily admit the political, and needs to be resisted by feminists and pro-feminists.

A second challenge for both organisations is how to ensure that their understanding and practice does not relegate women to subordinates within community struggles. This is a danger since both organisations tend to give men a central role in struggles for gender equality, but (more importantly) because prevailing gender relations continue to cast women as subordinates within mixed-gender organisations.

Trade unions in South Africa, for example, even when women are the majority members, continue to be male-led, with the few men in attendance at meetings dominating discussion and with women's concerns remaining unaddressed. Likewise women's experience in community organisations in South Africa has been that, even when women are the majority, it is men who lead and men's interests that shape the agenda.

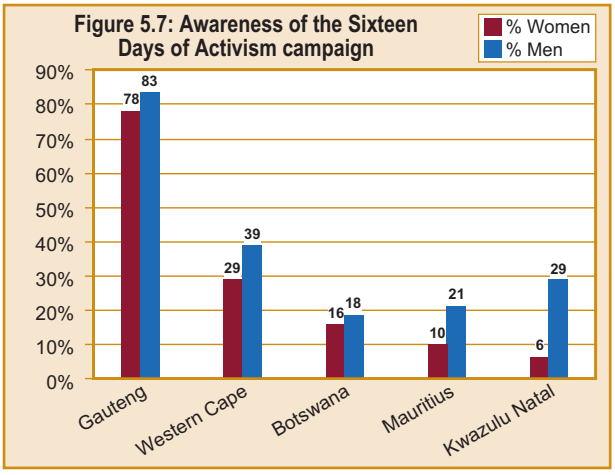
Women's interests have tended to be hidden behind male-defined notions of community. An ongoing challenge for Padare and Sonke as they work with both women and men will be how to ensure equality within their practice, so that women do not once more become the tea-makers.

[12] http://www.osisa.org/sites/default/files/sup_files/open_debate_2_reflections_on_the_place_of_men_and_mens_organisations_in_the_struggle_for_gender_equality.pdf

Both Padare and Sonke engage in advocacy at the national level, at times making links with community struggles, at times through legal challenges and the media. Unless such advocacy efforts are undertaken in partnership with women's organisations, there will the danger of men yet again taking control, this time of gender equality activism.

The old adage: prevention is better than cure is as relevant in the fight against GBV as in any other social or health-related ailment. GBV prevention programmes need to be holistic and build on evidence targeting those at risk (primary prevention) or those who have been survivors or offenders in order to reduce re-victimisation or re-offending (secondary prevention). SADC member states need to make prevention of GBV a priority.

Public awareness of GBV campaigns is still too low: A key question for all involved in prevention campaigns is whether these are making a difference. The GBV Indicators research in South Africa, Botswana, and Mauritius (see figure 5.7) found that less than half of the women and men in all the sites except Gauteng knew of the Sixteen Days of Activism Campaign. It is also interesting to note that in all countries, men knew more about these campaigns than women. This is especially true in Kwa Zulu Natal, where 29% men knew about the campaigns compared to 6% women. This shows that activists need to re-strategise about targeting campaigns and measuring impact.



Integrated approaches, monitoring and evaluation

The Protocol obliges Member States to adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of GBV, by half by 2015.

In March 2012 the SADC Gender Unit (SADC GU) held a meeting to develop a regional action plan for GBV and human trafficking. In preparation for the meeting the SADC GU conducted a situation analysis to guide the plan. Member states provided updates on their national action plans and other developments to address GBV. Following is a brief summary of each of the country updates. Table 5.10 provides an overview of the progress in each country on the NAPs. Table 5.11 summarises the progress made since the 2009 baseline.

Table 5.10 shows that:

- Eleven SADC countries have now adopted National Action Plans (NAPS) to end gender violence. Four countries - Angola, Botswana, Madagascar, Swaziland - have draft NAPS.
- Six countries have or are in the process of constructing a composite index for measuring GBV.
- Three countries - South Africa (four provinces), Botswana and Mauritius now have baseline data for measuring GBV. Zimbabwe is next in line to undertake the GBV indicators research.

Table 5.10: Progress on coordination, monitoring and evaluation: 2009 to 2012

COORDINATION, MONITORING AND EVALUATION	2009 (BASELINE)	2010	2011	2012	NO PROGRESS 31 JULY 2012
INTEGRATED APPROACHES: NATIONAL ACTION PLANS	**Seven** (DRC, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Tanzania)	**Eight** (DRC, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Mozambique)	**Ten** (DRC, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Lesotho, Malawi)	**Eleven** (DRC, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia)	**Four** (Angola, Botswana, Madagascar, Swaziland)
BY 2015 CONSTRUCT A COMPOSITE INDEX FOR MEASURING GBV	None.	None.	**Four** (Botswana, DRC, Mauritius, South Africa)	**Six** (Botswana, DRC, Mauritius, South Africa, Zambia, Zimbabwe)	**Nine** (Angola, Lesotho, Madagascar, Malawi, Mozambique, Namibia, Seychelles, Swaziland, Tanzania)
BY 2015 PROVIDE BASELINE DATA ON GBV	None.	None.	**One** (Gauteng province of South Africa)	**Three** (Botswana, DRC, Mauritius, three provinces of South Africa)	**Twelve** (Angola, Lesotho, DRC, Madagascar, Malawi, Mozambique, Namibia, Seychelles, Swaziland, Tanzania, Zambia, Zimbabwe)

TABLE 5.11: CURRENT STATUS OF NAPS IN SADC COUNTRIES

Country	What is the plan called?	What is the status of the plan?	Who manages the plan?	Has there been a budget allocated to the plan as yet?
Angola	National Action Plan Against Domestic Violence.	Adopted.	The Ministry of Famiy and Women's Affairs.	There is no budget. But money does come from government and some donors like UNFPA.
Botswana	365 Day National Action Plan.	The draft is to be reviewed by stakeholders in 2012, and then to be proposed for adoption.	The Women's Affairs Department in the Ministry of Labor and Home Affairs.	Not currently, to be discussed during the review.
DRC	National Strategy Action Plan on Fighting Against Gender Based violence.	Validated but not yet implemented.	Agency Against Gender Based Violence (AVIFEM), within the Gender Ministry.	No specific budget.
Lesotho	365 Day National Action Plan to End Gender Based Violence.	Adopted.	The Ministry of Gender and Youth, Sports and Recreation- Department of Gender.	Yes- very little for the pilot projects. None for the plan itself.
Madagascar	365 Days of Action to End Gender Based Violence.	The Plan is in draft form, but due to the change in government there has been no progress.		
Malawi	National Response to Combat GBV 2008-2013.	Adopted.	Ministry of Gender, Children and Community Development.	Yes, but due to devaluation of currency may not be realistic anymore.
Mauritius	Costed National Action Plan to End Gender-Based Violence.	Adopted.	Family Welfare and Protection Unit, Ministry of Gender.	Very limited budget from the government, ministry has requested stakeholders to contribute towards achievement of recommendations.
Mozambique	National Action Plan to Combat and Prevent VCM 2008-2012.	Adopted.	Ministry of Women and Social Affairs, National Council of Women's Development.	The plan has not been budgeted as yet.
Namibia	National plan of Action on Gender Based Violence.	Adopted.	The Ministry of Gender Equality and Child Welfare.	Yes, planned activites are done with a budget attached to them.
Seychelles	Costed National Plan for Gender Based Violence for the Republic of Seychelles.	Plan currently being aligned to the SADC Protocol with technical support from GL.	The Gender Secretariat within the Department of social Development.	No specific budget.

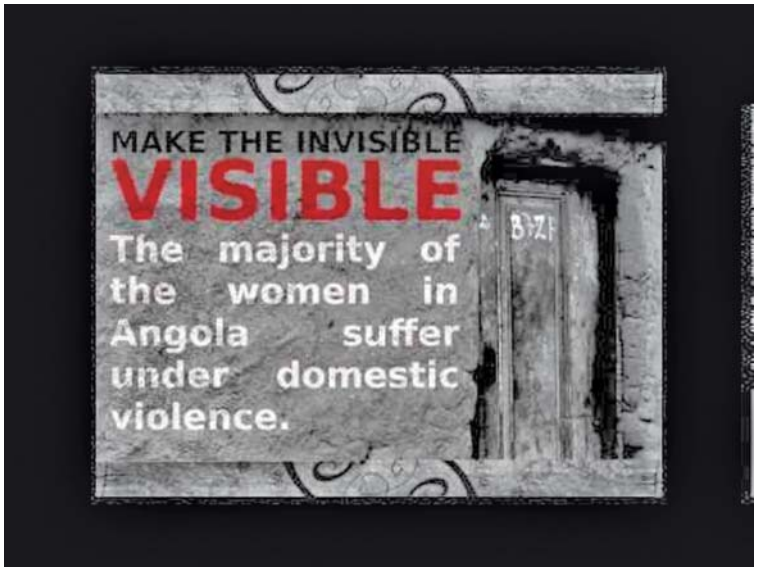
Country	What is the plan called?	What is the status of the plan?	Who manages the plan?	Has there been a budget allocated to the plan as yet?
South Africa	365 Days National Action Plan to End Violence.	Adopted.	Ministry of Gender, Children and people with Disabilities.	Yes, limited resources.
Swaziland	365 action plan against GBV.	In the process of trying to get it adopted.	DPM's Office- Gender and Family issues Unit.	No specific budget yet.
Tanzania	National Plan of Action for the Prevention and Eradication of Violence Against Women and Children 2011- 2015.	Adopted.	Department of Gender Development.	No budget from government as yet, UNDP, UN Women, UNICEF and UNFPA have provided support specifically for SGBV and violence against children.
Zambia	National Plan of Action on Gender Based Violence (NPA-GBV) 2010-2014).	Adopted.	Gender in Development Division, Office of the President, Cabinet Office.	
Zimbabwe	Gender Based Violence Strategy.	Not yet, but in the final editing process.	Ministry of Women Affairs Gender and Community Development- Gender Department.	No specific budget for the Plan.

Source: SADC Gender Unit and Gender Links, 2012

Angola



- The adoption of the Law on Domestic Violence in July of 2011 is celebrated as a major milestone. The law identifies violence as a public crime giving the victim or anyone associated or with knowledge of the crime the right to report such crimes to authorities.
- Through the new law survivors receive legal and financial support as well as access to places of safety and medical treatment. Before the enactment of the Law on Domestic Violence, the police approached the Ministry of Family and Social Services to ask for training on GBV matters.



The project Make Invisible promotes the new Domestic Violence law in Angola.
Photo: http://article.wn.com/

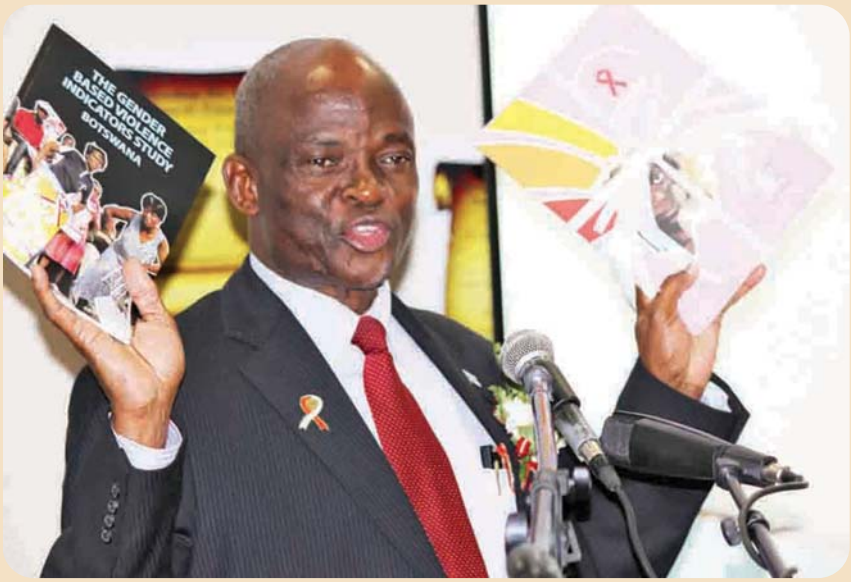
- One of the main issues highlighted by Angola is the need to address perpetrators.
- During Women's month, March 2012, Angola opened their second place of safety for women in the Kabinda Province. The first was opened in Uige Province in February 2012. The shelter is a government run shelter. The shelter includes a facility for children. Currently there is a proposal on the table to work with local telephone companies to establish a call center for the reporting of GBV. The hope is that this will be operational this year and will assist with reporting GBV.

Botswana



- Botswana will review the draft National Action Plan to Combat Gender Based Violence within the context of the findings of the Botswana GBV Indicators research. The Women's Affairs Department, Police, Department of Social Services, Botswana Council of Churches, Gender Links, Administration of Justice, Ministry of Education, Ministry of Health, Customary Courts and NGO's and Gender Committees are all involved in the implementation of the process. The establishment of Gender Committees which oversee campaigns and mobilise communities around issues pertaining to GBV at the district and community levels.
- The Women's Affairs Department, the Ministry of Local Government and Botswana Association from Local Government (BALA) will cascade the research to local level to establish GBV baselines at community level. This will inform localised strategy to address the high levels of GBV in Botswana.

From evidence to action: Botswana leads the way



Botswana Minister of Labour and Home Affairs Honourable Edwin Batshu. *Photo: Beata Kasale*

Launching the Botswana report on 29 March 2012, Minister of Labour and Home Affairs Honourable Edwin Batshu said: "The findings of this research are shocking (and indeed shocking!) Rather than be defensive and find ways of distancing our society from the depicted reality, it is wiser to pick the lessons and get to work. In many ways the results of this study are a wakeup call to everyone."

The Women's Affairs Department (WAD) and Gender Links conducted the ground breaking GBV Indicators Research in collaboration with the University of Botswana (UB), Women and Law in Southern Africa (WLSA) and Statistics Botswana.

The Ministry, with support from the UNDP and UNFPA, provided the oversight, staff and logistics for the research, while GL provided the methodology, data analysis, and technical assistance in the preparation of the report.

Most important, the collaboration resulted in a high level of ownership with the Botswana government grasping the nettle on GBV in the same way as it confronted HIV and AIDS head on a decade ago. The pandemic is now on the decline in this Southern African nation well known for its good governance, but still lagging behind on women's rights indicators.

The first comprehensive prevalence and attitude survey found that 67% of the women interviewed had experienced GBV at least once in their lifetime; 30% in the last year. Psychological and economic violence, which often do not feature in police statistics, constitute the highest forms of violence. These exact a high cost at individual and national level as they limit women's agency, exacerbate economic dependence, and affect women's potential contribution to development.

A unique feature of the research is the *"I" Stories* or first hand accounts giving women the platform to speak out as part of GL's "Healing through Writing" project. Responding to the research findings Minister Batshu said, "Clearly there is a crisis of confidence. These research findings are a wake up call for all to realise that the GBV challenge looms much larger than individual and isolated stand-alone efforts of conventional institutions with custodial responsibility for safety from GBV. It takes a community to root out GBV."

Launched on the eve of the Botswana Gender Justice and Local Government (GJLG) Summit in March 2012 the report generated wide media coverage. Minister of Local Government (MoLG) Peter Siele committed to "to play our role" as local government is "strategically placed to reach out to our communities in giving the message about the importance of combating GBV."

Mariah Tshosa, an administrator at the Botswana Association Local Authority (BALA) said when she read the research report: "The real life stories that made me want to read more. More of such stories need to be told to alert the nation on the rising cases of GBV."

The political discourse analysis in the report showed that only 6% of the speeches by politicians over the last year focused on GBV. With an average of two to three weekly reports of radio discussions on GBV, this scourge is now firmly on the political agenda. President Ian Khama has issued a cabinet directive for all ministries to step up efforts to address GBV. The Ministry of Defence, Justice and Security has teamed up with the Attorney General's Chambers to information campaign on the Domestic Violence Act, the Penal Code and GBV services. WAD has committed to use the extensive baseline data generated by the research to strengthen and adopt its draft 365 Day National Action Plan for Ending Gender Violence by the end of 2012.

During the regional Gender Justice and Local Government Summit in April 2012, a Botswana delegation led by WAD requested assistance in cascading the research to all ten districts of the country, to provide specific data for strengthening local 365 Day action plans to end GBV. If every community commits to ending gender violence, nations can overcome this gross human rights violation in the same way as positive results are starting

to emerge on HIV and AIDS. Botswana once more has the chance to lead the way.

Overall the findings will be used to hold governments accountable to address GBV and to allocate the required resources. The Botswana cabinet has decreed that political leaders and key decision makers must:

- Make public commitments to address GBV as a key priority.
- Allocate adequate budgets to the implementation of GBV strategies, policies and legislation.
- Support capacity building for GBV service providers.
- Ensure the establishment of centralised country GBV databases to allow for reporting on instruments such as the SADC protocol on Gender and Development, the Millennium Development Goals (MDGs) and Convention on the Eradication of Discrimination Against Women (CEDAW).


CELEBRATING GENDER JUSTICE

First National Gender Justice and Local Government Summit and Awards

DRC



- The DRC has high level of gender based violence particularly in the East, the violence has escalated over the years and is affecting women physically, emotionally and mentally.
- Currently the response mechanisms in DRC are scattered. Efforts to reduce the amount of GBV are neither coordinated nor do they focus on the same aspects - there is little synergy between the different stakeholders. There is also little political will on the matter of GBV. There is a general lack of data on the extent of GBV except for rape.

Lesotho



- Lesotho is one of only two countries to have costed their plan by March of 2011. Lesotho then embarked on a pilot project in three districts. The Child and Welfare Act was enacted in 2010, and the Human Trafficking Act in 2011. The Domestic Violence Bill and the Property and Inheritance law are also under review.
- Gender Based Violence Networks have been established in three districts in Lesotho, in 13 councils across the three districts. The Gender Based Violence Networks were trained in development issues with the help of UNFPA.
- Working with GBV networks, the project ensured the training of the judiciary and the police. The priority was placed on proper handling of GBV cases and treatment of survivors.
- In addition to the training of the police and the judiciary, training of counselors was completed. Councilors are seen to be the closest to the people in the community and play multiple roles in their communities, thus they were trained. Community leaders have been trained in measures they should take to end GBV in their communities.
- Lesotho has also started community libraries where information on GBV is disseminated. Police stations now have separate GBV report centers; Child and Gender Units, where cases are handled confidentially and separately from other cases.
- There has also been work done with herd boys and men in communities to encourage them to avoid GBV. Radio programs on GBV have also been used extensively through the country to ensure awareness of the problem.

Madagascar



- Due to political instability in Madagascar over the last 3 years, there has been little progress on the National Action Plan. Madagascar has moved from not having a national plan, to having a draft plan. The 365 Day National Action Plan against Violence Against Women is still under discussion. There is hope that this will be put on the agenda for 2012.

Mauritius



- Mauritius successfully implemented the National Action Plan to Combat Domestic Violence from 2008-2011. As of December 2011, Mauritius had implemented 92 % of the recommended actions. The remaining 8% of the Plan relate to its impact assessment or monitoring and evaluation with a view

to gauging strengths, weaknesses, and new opportunities. The Ministry of Gender Equality, Child Development and Family Welfare launched the new fully costed National Action Plan to End GBV for 2012-2015 (NAPEGBV) and the National Platform to End Gender Based Violence (NPEGBV) in 2011. The NPEGBV is expected to bring together and consolidate the efforts of all stakeholders involved in reducing GBV in a holistic, systematic, complementary manner through a multi sectoral approach.

- Mauritius has made substantial headway in achieving the targets set out in the National Action Plan to end Domestic Violence. Mauritius adopted a National Action Plan to end GBV in 2011.
- Mauritius has a National Platform to End Gender Based Violence (NPEGBV), which is comprised of representatives of all governmental departments or ministries as well as NGO's such as Mauritius Girl Guide Association, Women in Networking and Council of Religions.
- Mauritius has a National Domestic Violence Committee that was established in 2009 made up of senior government officials and staff of NGO's. The committee sees to it that all efforts are coordinated and all matters regarding domestic violence in policy are adequately represented.
- Six family support bureaus are operating to provide counseling to survivors of GBV. Area Domestic Violence Committees operate from the bureaus. These committees are responsible for attending to cases of GBV, and to ensure that action is taken timeously - including ensuring that treatment is given to survivors, and counseling for perpetrators.
- There are three shelters on the island. One is run by the government. There are plans to establish six more shelters by the end of 2012.
- Mauritius is one of the three countries that has undertaken the GBV indicators research. The draft research report has been shared with the Prime Minister and other stakeholders. There is a high level of political buy-in from the Prime Minister's office. All the relevant ministers are in the process of validating the report and discussing how they can implement the recommendations.



The Welfare Association marches for the Sixteen Days of Activism in Mauritius. *Photo: Gender Links*

Mozambique



- The national GBV policy has been in place in Mozambique since 2008 and ends in 2012. The policy will be evaluated in 2013 and a new policy put in place for the next four years.
- The key priorities lie in effecting and enacting all laws pertaining to GBV and trying to address GBV as a whole - including forms such as rape, human trafficking, and sexual abuse in schools.
- Harmful traditional and cultural practices continue to be one of the main challenges in Mozambique regarding GBV.
- Economic and emotional dependence of women on men ensures that women remain subordinate and unable to continue without their partners.
- A lack of education is believed to contribute to the high levels of GBV in the country, and the implementation of legislation remains relatively low.
- In a bid to coordinate efforts on GBV, there has been more synchronisation between government ministries and NGO's in the sector. There has been more awareness raised on the negative effects of GBV through this coordination and GBV is being mainstreamed through the different government ministries.

Namibia



- Indecent assault, attempted rape and femicide are amongst the highest forms of GBV in Namibia. There is a need to intensify research efforts in order to acquire correct data to inform prevention mechanisms and to enhance support services.
- Namibia has a National Committee on GBV which serves to be the advisory body to the Ministry on all matters of GBV. This is to be coupled with a task force (Permanent Task Force) which is to be launched later on in 2012.
- Traditional cultural and religious practices have negative physical and emotional effects on women. The withdrawal of charges by survivors of GBV and slow implementation of laws regarding GBV needs to be addressed. Programmes and policies are being put in place to address these issues.
- Community response groups have been established throughout the country. There are youth groups who have been trained on how to deal with GBV. Young people are taught to follow proper response channels to deal with GBV in their communities.
- A national GBV database is being developed and will facilitate the collection statistics to inform policy.

Seychelles



- Gender policies are housed in the Gender Secretariat under the Department of Social Development and its mandate is to mainstream gender issues into the different departments.

- There has been an increase in violent crimes in Seychelles in general, as well as in domestic violence. Seychelles has launched a national strategy on domestic violence (2008- 2012). There has also been the launch of a GBV working group to decide on strategy in alleviating GBV. The national gender policy is also in the process of being developed.
- The national action plan for 2010-2011 has been costed, but no budget allocated to it. The plan is in the process of being reviewed this year in the hope that implementation can be strengthened. There is a GBV working together manual which is in process at the moment. There was a two day workshop the revision of the GBV Action Plan.
- The challenges faced include legislative challenges, as domestic violence is not recognised as a criminal offence it is still a civil matter. There have been studies on GBV on the island, but to date, there have been no follow up studies.
- There is a focus on educating everyone in the communities on GBV. There is also a need to coordinate all the efforts, as they are scattered. Stakeholders need to be aware of efforts done by others so that work can be done efficiently to end GBV.

South Africa



- South Africa faces many challenges regarding GBV. Amongst others, South Africa has one of the highest populations in the SADC region as well as being seen as one of the most economically stable countries means there are higher numbers of people moving in and out of the country on a regular basis. Human trafficking has been highlighted as a challenge, as well as the increase in gender based violence in general.
- Three years since the official launch of the South African NAP, implementation, monitoring and evaluation remain weak. The South African Department of Women, Children and People with Disability (DWCPD) will launch the National GBV Council in 2012. The Council's terms of reference include reviewing and evaluating the implementation of the revised South African NAP.
- GBV is seen as socially tolerated in South Africa and according to CEDAW (2011) South Africa is has low prosecution rates and an entrenched system of harmful cultural practices such as *Ukuthwala* (abduction for the purpose of marriage) and the killing of people assumed to be witches.
- The Thuthuzela Care Centers (TCC's) provide services under one roof. The TCC is an initiative led by South Africa's National Prosecuting Authority (NPA), through their Sexual Offences and Community Affairs Unit (SOCA) and is in existence as part of strategy to prevent rape, respond to and support survivors of rape. They are country-wide and are based in areas where the highest prevalence of rape occurs, with an aim to reduce secondary victimisation and improve the rate at which perpetrators are convicted. This example is costly, but it puts the victim first, and being able to support the survivors of crimes such as these is one step towards rehabilitating victims, and making sure perpetrators are brought to justice. So far, the centers have proven to improve the process from the reporting through to the prosecution of sexual crimes. The centers have also proven to impact the psychological wellbeing of survivors positively as they are able to be report in a free manner and are treated from the offset of the crime. Not only are survivors treated, they are treated by trained professionals in a safe environment. There is an expressed need to find a cheaper alternative to this initiative to make sure that access is guaranteed for all women, not just the few in those communities. The example though should not be lost, as it is a very comprehensive one-stop shop for any survivor of GBV.
- South Africa is also in the process of launching a National Council for GBV, which involves representatives from Ministerial departments, the National Prosecuting Authority, traditional leaders and healers associations, Commission on Gender Equality, The Human Rights Commission, South African Police Services and NGO's who deal with Gender issues. This will be a multi-sectoral task team which will provide technical guidance in order to ensure that the commitments are met and South Africa is well on the way to eliminating GBV. The council will review the existing NAP and strategise on how to deliver on the plan.
- The GBV Indicators research will inform the review of South African 365 Days National Plan Action to End Gender Violence. The soon to be launched National Council on Gender Based Violence will lead this process.

South Africa establishes National Council on Gender Based Violence

South Africa is an example of how one SADC country is taking the challenges of implementation seriously. South Africa developed and adopted a 365 Day National Action Plan to End Gender Violence in March 2008. However, as a result of a change in leadership and various controversies over which agency to lead the plan, this largely remained on the shelf.

One of the key issues concerned the creation of a credible, inclusive structure for addressing GBV in such a large and diverse country. Activists advised government and inter-governmental agencies to draw lessons from the National Aids Council that is chaired by the Deputy President, and includes a broad cross section of stakeholders.

This Council has turned the animosity that existed between government and civil society into a powerful creative tension that is delivering results, with rates of HIV and AIDS infection finally beginning to decline, treatment, care and support extended. The Ministry for Women, Children and People with Disabilities created in 2009 undertook a comparative analysis of the NCA and has established the National Council Against GBV in order to provide strategic guidance and to monitor the implementation of all programmes dealing with the elimination of GBV in the country.

Described as a "forceful authoritative structure capable of adopting comprehensive measures in addressing all forms of violence against all women and girl children," the ministry says it wants this body to focus on "policy and strategic issues by coordinating all activities on this matter." The body aims to "ensure a comprehensive helping response to victims and survivors of GBV; formulate and implement strategies to prevent GBV with the aim of eliminating GBV by 2030."



Minister of Women Children and People with Disabilities Ms Lulu Xingwana and Gauteng Premier Nomvula Mokonyane at Government launch of the 2011 Sixteen Days campaign in Pretoria, South Africa. *Photo: Colleen Lowe Morna*

Swaziland



- Legislation is not adequate to fully address GBV and neither is financial support for programs and victims. The dual legal system bars many women from accessing formal legal assistance, as they do not feel they can. This is something that needs to be addressed urgently.
- Religious and traditional practices that maintain women in a disempowered position, again, these need to be addressed.
- Another concern is the lack of national coordination of a system to address the issue of Gender Based Violence. There are efforts all over the country, but there is no coordination on strategy, and the communication around these needs to be communicated effectively.
- Progress has been made in Swaziland over the last few years. In 2010, a Gender Policy was put in place and this was to ensure that women's issues were placed as a priority. To accompany this, in 2012 the siSwati version of this was launched. The idea behind it is that it will become more accessible to women in a language that most speak. This will enable to learn about their rights and where they stand in society.
- Currently, a process of developing national guidelines to address response mechanisms for SGBV is taking place.
- A national surveillance system has been developed, the use of which is currently underway.
- The establishment of a domestic violence and child protection unit within police stations is a milestone as these units ensure the protection of victims of GBV.
- Sexual offences units within magistrate courts have been established.
- Training of chiefs and council members in the implications of GBV is of importance to this measure. The training is focused in human rights and making sure that people know the law. The hope is to soon start training teachers and education officials so they are able to address the situations in schools.
- Implementation of plans is taking place through a consortium partnership with governmental departments - the consortium is specifically to address issues of Prevention of GBV.


Women discussing GBV at a community during the 2011 Sixteen days in Swaziland. *Photo: Ncane Maziya*

Tanzania



- With a National Plan of Action for the Prevention and Eradication of Violence against Women and Children 2001-2015 in place for 12 years, Tanzania envisions a society emancipated from violence against women and children in all forms. The Gender Development department manages the plan and works with UNDP, UN Women, UNICEF and UNFPA in focusing specifically on Sexual Gender Based Violence (SGBV).
- A multi-sectoral approach though different levels including law and policy is integral.

- Poverty eradication efforts are key. SGBV is based on power dynamics and women's economic empowerment is of key importance to change these power dynamics.
- Legally, the law should change, to make admissible any forms of evidence that survivors of SGBV produce - such as electronic recordings.
- The structural and systemic nature of the judiciary needs to be modified in order to make the judiciary more accessible to survivors. At the moment, issues of delays in processing cases, a lack of transparency and incidents of corruption render the judiciary inaccessible. The issue therefore is that the system needs to change regardless of how many staff within the judicial system are trained.
- There is a shift from lobbying for the ministry or government, to make changes in legislation. Rather there is a need to lobby one main member who will bear the torch and champion the issues in government. Constitutionally, provisions are present that enable MP's to suggest a Private Bill which can be discussed further.
- There is a need to thoroughly evaluate all plans that come into action, and make sure that they are indeed making an impact.
- The Ministry of Community Development, Gender and Children (MCDGC) has started a number of awareness campaigns, around violence against women. Notably and most recently the 'Don't kick her, kick a ball' initiative that involved the women's football team as well as civil society and government departments to raise awareness on GBV.
- Another government initiative to raise awareness was the 'Speak out, climb up' event. The Government of Tanzania in collaboration with UNiTE and the African Union organized an event that took place on the 5th to the 9th of March 2012. Climbers from 34 countries across Africa participated in climbing Mt. Kilimanjaro in order to raise awareness around GBV symbolically during a time when we celebrate Women's Day.
- The legal Sector Reform program is taking place in Tanzania at the moment and through the Ministry of Home Affairs is in the process of establishing Gender and Children's desks in 366 police stations in Tanzania. The process began in 2008 and is continuing. The hope is that in doing this, women and children who have become victims to abuse are able to report their cases in a safe environment. At the moment operational guidelines and procedures; and criminal investigation guidelines for children are being developed in order to establish the desks.

Zambia



- Zambia enacted the Anti-Gender Based Violence Act in 2011, which amongst other things establishes the procedure for filing a complaint. The committee is to consist of members from ministries responsible for social services, gender, children and youth, health and education; and representatives of the Attorney- General, the Human Rights Commission; the House of Chiefs; Law Association of Zambia, Zambia Police Force; NGO which focuses on GBV and two other persons. This list ensures that there is a multi-dimensional approach in addressing the issues of GBV in Zambia. A secretariat of the committee is to be appointed and based at the Ministry responsible for the committee as a stipulation of the Act.
- The Act includes a GBV fund managed by the Ministry of Finance, with budget approved by Parliament and private donors.
- Zambia has also put in place a National Gender Monitoring and Evaluation Plan (2011-2015). This serves as an overall strategy to monitor and evaluate the government's efforts regarding gender-based development- of which eradicating GBV is one. The plan sets out roles for all stakeholders involved and the process by which all the key inputs will be collected.
- Zambia is in the process of developing the Zambian Gender and Development Index which will address the gaps between the development of men and women, and the hope is that all issue pertaining to women, including GBV will be raised and therefore dealt with as soon as possible.



Participants from the Kabwe Town Council, Zambia, preparing for the Sixteen Days 2011. *Photo: Albert Ngosa*

Zimbabwe



- Zimbabwe is in the final editing stages of an NAP on GBV. The Ministry of Women Affairs, Gender and Community Development (MWAGCD) is the custodian of the plan.
- MWAGD in partnership with UNWOMEN, Gender Links and the Ministry of Local Government is embarking on the GBV Indicators Research, starting from the local level, and aggregating this into provincial and national data. This new approach is being piloted in Zimbabwe, with the aim of cascading it to the rest of the region.

- Zimbabwe is currently focusing on the prevention of GBV. Civil society is working with both men and women to ensure the protection of victims, research, advocacy and documentation and resource mobilisation area also high priorities.
- Zimbabwe is also prioritising the creation of consultative platforms between civil society and government departments in the acknowledgement that there has to be a multi-sectoral approach to the eradication of GBV.
- Adequate resources are of concern in Zimbabwe, the Gender department has a budget, but there is no budget for the plan that has not as yet been approved. In addition to this there has to be enough financial resource to allocated to the implementation of legislation.
- Women are economically less empowered, or economically disempowered. This makes access to legal aid and legal information difficult for women- accessing justice becomes a real cause of concern, and there is therefore a need to educate them as much as possible.
- In light of these challenges, the main successes reported by Zimbabwe.
- The enactment of the Domestic Violence Act has been very useful in addressing the issue of GBV. It focuses mainly on domestic violence as this is the most prevalent form of GBV in the country.
- The National GBV Information System has been established. This system comprises forms filled out by every stakeholder in Zimbabwe on a monthly basis. These are sent to the department of women monthly, for the generation of consolidated monthly reports.

SADC Regional Action Plan to address GBV and Human Trafficking

The regional action plan will cover prevention, response, support, communication, coordination and integrated approaches, and monitoring and evaluation.

Prevention

To address traditional norms and practices that exacerbate the persistence and tolerance of GBV as outlined in Article 21, the SADC GU will:

- Prioritise GBV on agenda for engagement with political leaders at all levels from the heads of states summit, ministers, permanent secretaries and other decision-makers.
- Promote research on cultural and religious practices in order to get evidence based identification and elimination of harmful practices and replace with rights based practices to be shared across the countries.
- Promote legislation that is preventative in nature including alignment of customary law and civil law to international treaties ratified.
- Provide technical support in capacity building for prevention for state actors. This will include develop-ment of gender education and training manuals for GBV service providers.
- Assist state parties to mobilise resources for GBV prevention initiatives.
- Promote the use of media and social networks as tools to raise public awareness of GBV.

Response

In line with this SADC GU will:

- Develop a regional plan, guidelines and protocols for GBV response and obtain buy in for institutionalisation at state party level.
- Ensure all policies and legal frameworks are in place at state party level to adequately respond to GBV. This will include:
  - Engaging state parties without the domestic violence, sexual harassment and human trafficking legislation to encourage them to put legislation into place.
  - Hold state parties accountable to reporting on the effective implementation of laws.
  - Provide technical support to state parties undergoing legal reforms to ensure effective implementation of laws. This will entail addressing the implementation gap through support for training, capacity building and development of guidelines of relevant stakeholders involved in the response.
- Create fora for state parties to share good practice in the effective implementation of laws and contribute to the development of standard models for administering justice and legal service provision for GBV.
- Provide guideline for standardised data collection methods.

Support services

In line with Article 23 on GBV support services the SADC GU will:

- Support the development of minimum standards and cost effective model/s for shelters or places of safety.
- Standardise guidelines for service provision which take into consideration different cultures, rural/urban settings, resources available in different member states. Member states should be able to adopt and domesticate guidelines to best suit their country.



- Advocate for allocation of funds for the establishment of shelters for both men and women victims by state parties.
- Support state parties in fundraising for the building of shelters and for on-going support for operation of shelters.
- Support shelter capacity building initiatives at country level.
- Advocate for all member states to institute a toll free helpline to support GBV survivors
- Develop and advocate for models of rehabilitation for perpetrators and children of survivors that can be implemented at country level.
- Develop and advocate for cost effective models of secondary housing and skills development for survivors that can be implemented at country level. This will include guidelines or proposed models on reintegration into the community.

In line with Article 24, the SADC GU will:
- Support the development of curricular and training of service providers such as the police, judiciary, health and social workers at country level.
- Support the development of GBV service provider data bases at country level.

Communication

The SADC GU will:
- Develop a regional GBV communication strategy. State parties will be required domesticate the regional GBV communication strategy and raise awareness through the media and dissemination of IEC materials.
- The communication strategy will include:
  - Targeted messages to promote zero tolerance on GBV.
  - Messages linked to other international campaigns for example UN the Africa UNiTE campaign.
- Establish a communications resource centre where state parties will access information.
- Provide technical support capacity building initiatives for the domestication of the communication strategy.
- Mobilise for state party funding by development partners and securing other resources required for state party communication strategies.

Coordination and integrated approaches

To ensure the adoption of integrated approaches including institutional cross sector structures, SADC GU's role will:
- Strengthen institutional capacities required for coordination and implementation of GBV at state party level.
- Develop effective models of multi-sectoral approaches to addressing GBV.
- Support the establishment of national GBV councils and multi-sectorial action plans to end GBV that are aligned to Articles 20-25 of the SADC Protocol.
- Advocate for budgetary allocations at national level for the implementation of GBV programs and action plans.
- Establish a high level regional taskforce to champion GBV initiative at SADC level.
- Facilitate and coordinate resource mobilization for the implementation of the strategy;
- Develop and maintain a data base of experts in the field of GBV to promote technical and peer support.

Monitoring and evaluation

In its co-ordinating role SADC GU will:
- Develop standardised tools and models for evaluating response, support and prevention of GBV which can be adopted by state parties.
- Support the development and adoption of suitable GBV indicators for monitoring progress in implementation by countries.
- Support countries in data collection and analysis of GBV indicators through capacity building.
- Set up regional standards and templates for reporting on GBV at country level.
- Develop a system of giving feedback and country specific recommendations on country submissions as well as provide a regional overview of all submissions.
- Develop a regional GBV database where country reports and information can easily be accesses. Other information will include documented good practice of addressing GBV by the different countries.



Keeping a watchful eye: Magdeline Madibela (left), head of the SADC Gender Unit at the International Women's Day fair in Gaborone, Botswana. *Photo: Vincent Galatlhwe*

Next steps

Implementation and development of comprehensive legislation: SADC member states must ensure that legislation is implemented and that citizens know about it and know how to use it. In the absence of specific all-encompassing legislation, sentencing in cases of GBV is inconsistent, sometimes resulting in lenient sentencing in cases of GBV. There is need for a for a set of guidelines on sentencing in GBV cases for the region.

Human trafficking requires multi -country and regional actions: Need to strengthen the ten-year Regional Strategic Plan of Action on Combating Trafficking in Persons comprehensive strategy to address human trafficking and abuse which will involve regional actors and policing across borders as well as increased border control.

The following actions are required to address human trafficking in the SADC region:

- Complete the drafting of and enact comprehensive legislation that criminalises all forms of trafficking in persons where appropriate.
- Provide sufficient protections for victims.
- Increase efforts to investigate and prosecute suspected traffickers.
- Expand existing public awareness campaigns to educate the general public vulnerable populations such as irregular migrants and women and children in prostitution including on the nature of human trafficking and recourse that is available.
- Maintain detailed records of anti-trafficking law enforcement efforts.
- Investigate and prosecute military and other law enforcement personnel - irrespective of their rank - accused of unlawfully conscripting child soldiers or using local populations to perform forced labour, including in the mining of minerals, and punish convicted offenders where appropriate.
- Provide care to victims of trafficking via government centers or in partnerships with international organisations or NGOs, and develop a formal mechanism to refer victims to such care.
- Build the capacity of the anti-trafficking units and victim support structures to investigate trafficking cases and provide short-term protection to victims.
- Train law enforcement officers in victim identification, particularly at border points.
- Develop a national action plan to coordinate government efforts, with resources allocated to its implementation.



Councillors of the Soalandy Local Council, Madagascar, and community members marching together to raise awareness on GBV. *Photo: Gender Links*

There needs to be a concerted effort to increase political will and buy in from governments to allocate more resources to addressing GBV: All countries noted a lack of financial and human resources to address GBV. Insufficient resources had a direct impact on the success of implementation of laws and policies as well as on the quality of the various structures necessary to address GBV.

Costing of the NAPs is an important first step to accessing budgets: Another area of concern raised was the lack of costing around GBV and on the NAPs. Seychelles and Lesotho are the only countries where the NAPs have been costed and serve as an example of good practice. The costing and budgeting of National Action Plans is necessary in order to increase consistent funding and to track progress.

Working with men as partners is integral to GBV prevention strategies: SADC member states, civil society organisations and men's groups need to work collaboratively to increased male participation in GBV prevention strategies.

Need for greater collaboration between the SADC Secretariat, governments and civil society organisations: The extent and effects of GBV is at pandemic levels in the SADC region. This requires commitment from all sectors in society to address GBV. It is important to work in a coordinated manner to avoid duplication of efforts and to contribute towards a cohesive national and regional strategy to address GBV.

Lobbying other SADC governments to adopt the indicators: All SADC Member States need comprehensive baseline data on GBV to strengthen their NAPS, and monitor progress.



A different kind of family

Anushka Virahsawmy

CHAPTER 6

Health

Article 26



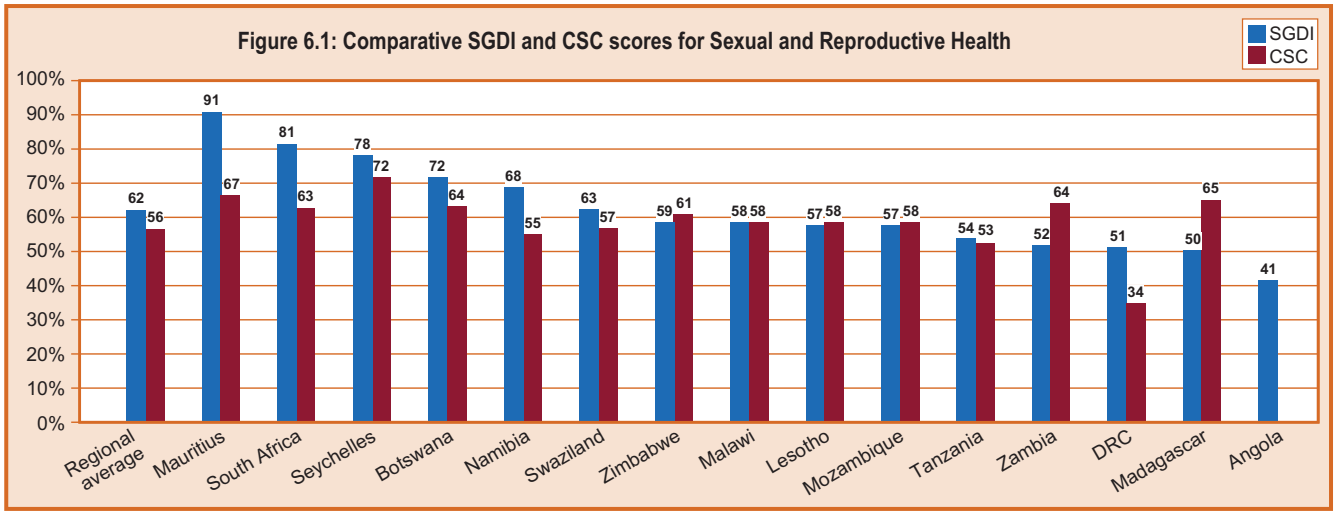
Lesotho gears up campaign for better health services as children are immunised at Leribe Clinic in Maseru, Lesotho. *Photo: Trevor Davies*

KEY POINTS

- The regional average Southern Africa Gender and Development Index (SGDI) score for health is 62%, the same as the Citizen Score Card (CSC) score. The SGDI is the same as last year. Maternal mortality declined but coverage of sanitation moved backwards in half the countries.
- Despite provisions for sexual and reproductive health and the fact that most countries have some policy framework to cater for this, contraceptive usage varies from 6% in Angola to 76% in Mauritius. However, indications are that modern contraceptive uptake is on the rise in most countries in the region.
- The most commonly used contraceptives in the region are via injection and the pill. Access to contraceptives for adolescents and young unmarried women is problematic due to the high legal age of consent for medical procedures, restrictive laws and negative attitudes by health personnel.
- The choice to terminate pregnancy is only legal and accessible in South Africa.
- Zambia is unique in that abortion is legally permitted but due to stigma, cultural attitudes, women's lack of decision-making power over reproduction and lack of knowledge about the availability of safe abortion, unsafe abortion is rife. Women are supposed to consult with, and then get approval from, three physicians before they can go to one of the few facilities that perform safe abortions.
- Mauritius has the region's lowest maternal mortality with only 28 deaths per 100 000, compared to 960 per 100 000 in Lesotho, which is higher than the sub-Saharan Africa average of 820 per 100 000.
- HIV is a major contributor to high maternal mortality rates. Estimates indicate that mortality and morbidity rates among HIV positive women are double those among HIV negative women.
- In seven of the 15 countries, less than 60% of births are attended by skilled personnel.
- Sanitation coverage ranges from 100% in urban and rural areas in Seychelles, to only 5% in Mozambique. While improvements in sanitation have been prioritised for inhabitants of Mozambique's rural areas, access for inhabitants of informal settlements has not improved.

The state of women's sexual and reproductive health is an important global health and development indicator. However, support for it is woefully inadequate in many Southern African countries.

Figure 6.1 shows that the regional SGDI score of 62% for the sexual and reproductive sector is 6% higher than the Citizen Score Card (CSC) at 56%. There has been no shift in the SGDI score since last year.



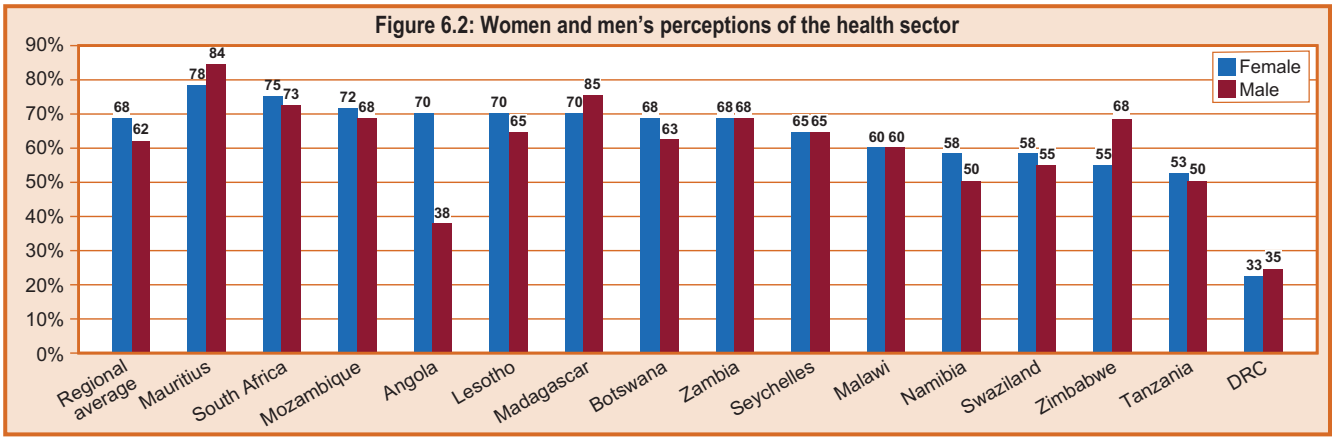
However, the overall citizen's rating of the sector, based on the CSC, has improved from 55% in 2011 to 62% this year, indicating a positive shift in the perceptions of citizens towards their respective countries' performance. Seychelles has the highest score CSC, at 72%, while DRC has a very low score, at 34%.

There are significant variations in the SGDI, which ranges from a low of 41% (Angola) to a high of 91% (Mauritius). The SGDI is based on the following indicators: women between the ages of 15-49 years reporting use of at least one form of modern contraceptive method, births attended by skilled personnel, and the maternal mortality rate (out of 100 000).

Countries performing well based on the empirical data of the SGDI are Mauritius (91%), South Africa (81%), Seychelles (78%) and Botswana (72%). These are all middle economies or states, as per World Bank classifications, and therefore have more advanced health service delivery systems which ensure reductions in maternal mortality, high rates of births attended by skilled personal and better sanitation services.

Citizens of some countries were more critical in scoring their country's performance, however. A good example is South Africa, which is number two on the SGDI scorecard (81%) but number six on the CSC scorecard (63%). Conversely, the CSC for Madagascar is 65% compared to the SGDI score of 50%.The same applies to Zimbabwe, Lesotho, Mozambique and Zambia, where the CSC score is higher than the SGDI score.

The DRC and Angola continue to be at the tail end of the country rankings in terms of both the SGDI and CSC (51% and 41%, and 34% and 0% respectively). This shows the impact that conflict and post-conflict situations pose on the lives of women and children. Lack of adequate infrastructure, long distances to travel, lack of adequate sanitation facilities, and physical violence including rape, all affect the reproductive health status of women.



According to the SGDI, Angola has yet to reach the 50% halfway mark while at least eight countries (Madagascar, DRC, Zambia, Tanzania, Mozambique, Lesotho, Malawi and Zimbabwe) are still sitting at between 50% and 59%. Assessing the overall SGDI and CSC scores, and with only two and half years to go, the region will likely not meet the targets of the SADC Gender Protocol on Sexual and Reproductive Health and related regional and international instruments like Millenium Development Goals (MDG) and the Maputo Plan of Action, with targets also set for 2015.

In the last year, an important development in measuring country progress was the introduction of sex-disaggregated assessments of citizens perceptions. The overall regional rating by both women and men is almost on par at 63% and 62% respectively, with women being more generous. However, looking at countries individually, there are also marked disparities, as in Angola where women rated the health sector at 70% compared to men at 40%, and Madagascar where men scored higher at 85% compared to women at 70%. This contributed to evening out the score for the region overall.

Background



A woman breastfeeding her baby at a village level workshop in Mauritius. *Photo: Loga Virahsawmy*

WHO has defined sexual health as: "a state of physical, emotional, mental, and social well-being related to sexuality. It is not merely the absence of disease, dysfunction or infirmity. Sexual health requires a positive and respectful approach to sexuality and sexual relationships, as well as the possibility of having pleasurable and safe sexual experiences, free of coercion, discrimination and violence. For sexual health to be attained and maintained the sexual rights of all persons must be respected, protected and fulfilled."[1]

Pregnancy-related complications are a leading cause of death of women in their childbearing years. Maternal mortality is the area of public health that has the greatest disparities between developed and developing nations. A woman in sub-Saharan Africa has a one in 16 chance of dying in pregnancy or childbirth, compared to a one in 4000 chance for a woman in a developed country - the largest difference between poor and rich countries of any health indicator.

The reason for these disparities is mostly linked to inadequate health facilities with insufficient or inadequately trained health professionals. This affects women's access to relevant services. Where services are available, several reasons contribute to reducing women's access including long distances to health facilities; negative attitudes about health personnel; lack of knowledge about available services; inability to make sexual and reproductive health choices; traditional beliefs and customs; and the high cost of some services.

Failure to ensure women's access to sexual and reproductive health services and information has broad implications for national and regional development. At least 20% of the burden of disease in children below the age of five is related to poor maternal health and nutrition. It is also related to the quality of care at delivery and during the newborn period. Each year, an estimated eight million babies die before or during delivery or in the first week of life due to pregnancy and delivery-related complications. Further, many children are left motherless each year: these children are ten times more likely to die within two years of their mothers' death[2].

The urgent need to adequately address women's sexual and reproductive health requirements and access is reflected in a number of global declarations and resolutions to which SADC members states are signatories. Foremost are Millennium Development Goals (MDG) 4 and 5: To reduce the child mortality rate by two thirds; and the maternal mortality ratio by three quarters between 1990 and 2015. Strongly linked to these is Goal 6: To halt or begin to reverse the spread of HIV and AIDS, malaria and other diseases. In order to achieve these goals, effective, low-cost interventions to address maternal mortality now exist and are being harnessed with government support and leadership in countries throughout the region.

The goal of these plans is for the African continent including government, civil society, the private sector and all development partners to achieve universal access to comprehensive sexual and reproductive health services in Africa by 2015.

In 2012 a high level consultation co-hosted by UNAIDS Executive Director Michel Sidibé, UN Women Executive

[1] World Health Organisation (2002). The world health report 2002 Reducing risks, promoting healthy life, World Health Organisation.
[2] UNICEF 2010.

Director Michelle Bachelet and UNFPA Executive Director Babatunde Osotimehin at the 55th Session of the Commission on the Status of Women expressed concern about the reported violations of the sexual and reproductive rights of women and girls living with HIV. Some are scolded when they seek health care during pregnancy which presents a barrier in terms of accessing prevention of mother-to-child HIV transmission and safe delivery services[3]. Such violations impact women's desire to have children, as well as their access to prevention, treatment, care and support.

SADC's specific women's health protocol targets for 2015 build on the MDG goals as well as the International Conference on Population and Development (ICPD), which followed the Beijing Conference. It calls on SADC countries to:

- Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care;
- Reduce the maternal mortality ratio by 75%;
- Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of men and women; and
- Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.

An assessment of the sector across the 15 SADC countries shows that there has not been much movement since the last year. However, there is evidence that stakeholders recognise the need for multi-sectoral approaches to address the health and sexual reproductive rights of women and men. Some countries like Zimbabwe (2012) and Seychelles (November 2011) are either adopting new policies or reviewing current policies to take into consideration emerging issues.

While this year there are signs of improvements in rates of maternal mortality compared to last year, there are worrying signs of regression in a number of countries like Malawi, Namibia, Botswana and Zimbabwe.

Also, the same concerns that undermine women's enjoyment of their sexual and reproductive rights remain. Discrimination on the basis of sex leads to many health hazards for women, including physical and sexual violence, sexually-transmitted infections, HIV and AIDS, female genital mutilation, malaria and vulnerability to other communicable diseases, unsafe pregnancy and lack of control over their physical integrity.

Table 6.1 presents some of the key statistics on these issues.

Table 6.1: Sexual and reproductive health

Indicator	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi	Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
% Contraceptive use among sexually active women	6	44	5	56	32	36	76	44	46	41	60	51	34	41	59
Country policy on termination of pregnancy	Illegal	Permitted in first 16 wks in case of rape, defilement, incest	Illegal	Illegal	Illegal	Illegal	Legal in certain circum-stances	Illegal	Illegal	Illegal	Legal	Illegal	Illegal except when necessary to preserve a woman's life	Legal only in limited circum-stances	Legal, but access is hampered by lengthy procedures and requirements before a woman can access an abortion
*Current maternal mortality rate (out of 100, 000)	593	163	549	970	498	675	28	550	449	132	176	736	449	630	960
% Births attended by skilled personnel	47	99	74	62	44	71	100	53	81	99	91	74	51	47	66
% Total coverage of sanitation facilities	57	60	23	29	11	56	91	17	33	100	77	55	24	49	44
% Urban coverage	79	60	42	82	18	51	100	53	66	100	86	64	31	55	63
% Rural coverage	16	30	25	39	10	62	100	19	18	100	44	46	34	51	37

*Sources: * Maternal mortality for 181 countries, 1980-2008: a systematic analysis of progress towards Millennium Development Goal 5, www.thelancet.com and WHO (2010), WHO (2012) data on % of births attended by skilled personnel, countries sorted by latest available data since 2000. WHO (2010) information on basic sanitation as at 2008. Published online April 12, 2010; Botswana: Statistics Office, 2007, Botswana, DHS (2008) and MDG 2010 country report. Madagascar Health Statistical Yearbook 2007. Malawi - DHS 2010. Mauritius - Ministry of Health 2007, Seychelles - Department of Health Survey 2009. Swaziland - Demographic Health Survey 2007. Tanzania Strategic Plan to reduce Maternal Mortality 2008; Zimbabwe (DHS 2010-2011).*

[3] The right of women and girls living with HIV to sexual and reproductive health takes centre stage at the CSW. http://www.eatg.org/eatg/Global-HIV-News/World-Policy/The-right-of-women-and-girls-living-with-HIV-to-sexual-and-reproductive-health-takes-centre-stage-at-the-CSW. Last accessed 26 July 2011.

Sexual and reproductive health

By 2015, countries should develop and implement policies and programmes addressing mental, sexual and reproductive health needs of women and men.

Context

The SADC context remains the same as last year: The same issues raised in last year's progress assessment continue to hamper progress in realising the SADC gender protocol targets to be achieved by 2015.

Women in Southern Africa and globally suffer from lack of control over their own sexuality[4]. As it is intimately related to economic independence, this right is most violated in places where women exchange sex for survival as a way of life. This is not about prostitution but rather a basic social and economic arrangement between the sexes which results from poverty affecting men and women on the one hand, and on the other, from male control over women's lives. Most men, however poor, can choose when, with whom and with what protection, if any, to have sex. Most women cannot exercise these same choices.

Women continue to suffer from poor reproductive and sexual health, leading to serious morbidity and mortality. All forms of coerced sex, from violent rape to cultural/economic obligations to have sex when it is not really wanted, increases risk of micro lesions and therefore of STI/HIV infection. In addition, women are subjected, often with no choice as to whether to participate or not, to a variety of harmful cultural practices, among them female genital mutilation, "dry" sex and forced early marriages before their bodies are mature enough for reproduction.

Stigma and discrimination in relation to HIV and AIDS (and all STIs) are much stronger against women: HIV positive women experience violence, abandonment, neglect (of health and material needs), destitution, ostracism from family and community. Furthermore, women are often blamed for spread of disease, always seen as the "vector", even though the majority are infected by their partner or husband.

HIV is the leading cause of death for women in the reproductive age 15-44: This is true in the SADC region and in many parts of the world.

Violence against women has serious consequences for physical and mental health: Abused women are more likely to suffer from depression, anxiety, psychosomatic symptoms, eating disorders, and sexual dysfunctions. Violence may affect the reproductive health of women through: the increase of sexual risk-taking among adolescents; the transmission of STIs; including HIV and AIDS; unplanned pregnancies; various gynaecological problems including chronic pelvic pain and painful intercourse. Consequences such as HIV and AIDS or unplanned pregnancies may in themselves act as risk factors for further aggression, forming a cycle of abuse. Effects of violence may also be fatal as a result of intentional homicide, severe injury or suicide.

Violence presents an undue burden on the health system: Studies from the United States, Zimbabwe and Nicaragua indicate that women who have been physically or sexually assaulted use health services more than women with no history of violence, thus increasing health care costs.

Broadening definitions: Where sexual and reproductive health had previously been treated as an issue within the domain of health care and service access, the definition of sexual and reproductive health adopted at the International Conference on Population and Development (ICPD) reads as follows:



Care givers march against GBV in Swaziland. *Photo: Thandokuhle Dlamini*

[4] This section borrows from an article, " Women's health at risk in Africa." Afrol News http://www.afrol.com/Categories/Women/backgr_health_at_risk.htm

"Reproductive health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity, in all matters relating to the reproductive system and to its function and processes.

Reproductive health therefore implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when and how often to do so. Implicit in this last condition are the rights of men and women to be informed and to have access to safe, effective, affordable and acceptable methods of family planning of their choice, as well as other methods of their choice for regulation of fertility which are not against the law, and the right to access appropriate health care services that will enable women to go safely through pregnancy and child-birth and provide couples with the best chance of having a healthy infant.

In line with the above definition of reproductive health, reproductive health care is defined as the constellation of methods, techniques and services that contribute to reproductive health and well-being by preventing and solving reproductive health problems.

It also includes sexual health, the purpose of which is the enhancement of life and personal relations, and not merely counselling and care related to reproductive and sexually transmitted disease."

Source: International Conference Population and Development report, para 7.2

The adoption of this definition marked the beginning of a new era: In 1995, at the Fourth World Conference on Women (FWCW) in Beijing, the international community agreed that human rights include the right of women to have control over their sexuality. Increasingly, the terms sexual and reproductive rights have been used in policies and programmes throughout the world. However, in Southern Africa some reservations have remained and the extent to which sexual and reproductive rights for women are discussed, understood and provided for in regional and national policies is limited .

But there are major challenges: Key challenges to attaining sexual and reproductive health are HIV and STIs, unintended pregnancy and abortion, infertility and cancer resulting from STIs and sexual dysfunction. Gender inequality and gender-based violence also impact significantly on the attainment of sexual and reproductive rights for women and girls.

Family planning



Sub-Saharan Africa has the highest total fertility rate in the world, but some countries in the region are undergoing dynamic and unprecedented fertility transitions[5]. Among these transitions is an improved acceptance of family planning, increased uptake of modern contraceptive methods and improved health services to help meet family planning needs in some countries in Southern Africa. Higher uptake of modern contraceptive use has been observed in Madagascar, Malawi, Mozambique and Tanzania, where there have been improvements in family planning services.



Mozambique: In 2008, The government approved the Family Planning Strategy which aims to massively increase the use of family planning services and contraception by the Mozambican population. The Maternal, Newborn and Child (2008) presidential campaign was launched, and the National Partnership for the Promotion of Maternal, Newborn and Child, to show commitment at the highest political level, between the Government and development partners towards maternal, newborn and child health.

In 1999, the Council of Ministers of Mozambique agreed on a plan of action aimed at influencing the worrying trends in mortality, fertility and migration, which in turn negatively impact the economy. The Plan of Action for the Population Policy was thus drawn up.

The Plan of Action for the Population Policy is gender sensitive and sets as one of its objectives the encouragement of men's involvement in reproductive health consultations. The goal is to increase male participation in programs by 50%.

Cultural challenges hamper young people's ability to access sexual and reproductive health services. This is particularly true when young women want access to contraceptives, screening and treatment of STIs. The attitude of service providers in most countries in the region is that unmarried women should not be sexually active, and therefore they should not need SRH services.

Laws governing age of consent for medical procedures inhibit young people's access to sexual and reproductive health services. Many countries

[5] (Sharan et al, 2009).

require that young people be a specific age before they can consent to a medical procedure such as an HIV test without parental notification and/or consent. While these laws are meant to protect young people, they sometimes have the opposite effect: that of barring young people from accessing vital SRH services. Given this scenario, it is important to increase youth-friendly SRH services in countries like Botswana. Botswana's age of consent for a medical procedure is 21, while the average age for sexual debut for young women is 17.5 years. In Zambia, the age of consent for a medical procedure is 18 while the age for sexual debut for girls is 17. So the need for such services cannot be over emphasised. In Seychelles, girls aged 15 years and older can consent to sexual intercourse without sharing this information with their parents. Providing contraceptives to a minor, however, is illegal, leaving health care providers in a quandary as to whether to provide contraceptives to sexually active minors.[6]



Breastfeeding time during a family planning session at a clinic in Mbare, Zimbabwe. *Photo: Trevor Davies*

Reproductive health policies exist in 13 countries, increased from 11 recorded last year: Mozambique has been added as it has a family planning strategy and population policy that also informs approach to SRH in the country. Seychelles has also been added to the list following the drafting of the 2011 Sexual Reproductive Health policy.

Family planning and/or reproductive health policies exist in Angola, Botswana, Madagascar, Swaziland and Zimbabwe, DRC, Lesotho, Malawi, Mauritius, South Africa and Zambia. Historically, until the late 20th century, policy focus was on fertility control aimed at controlling population numbers. Within the last ten years there has been a move in policy towards broader reproductive health policies which are based upon human rights and choices[7] and consider both men and women's reproductive needs.

According to the International Conference on Population and Development (ICPD), the reproductive health approach recognises women as subjects rather than objects; upholds their dignity; respects their free and informed choices; and responds in a comprehensive manner to the totality of their health needs. It also aims to promote men's understanding of their roles and responsibilities regarding reproductive health and aims to address the reproductive health issues of adolescents which were largely neglected under traditional family planning policies. Furthermore, it addresses the issues of HIV and AIDS and sexually transmitted infections as part of its discourse.[8]

It is clear SADC countries are gradually adopting this approach; Lesotho and Malawi adopted reproductive health policies in 2009. It can be argued that updating the existing family planning policies that are still in place in the SADC region to the rights-based reproductive health approach could assist the SADC countries in meeting the health provisions of the SADC Gender Barometer, being more gender aware and taking into account the wider reproductive issues the SADC region is facing.



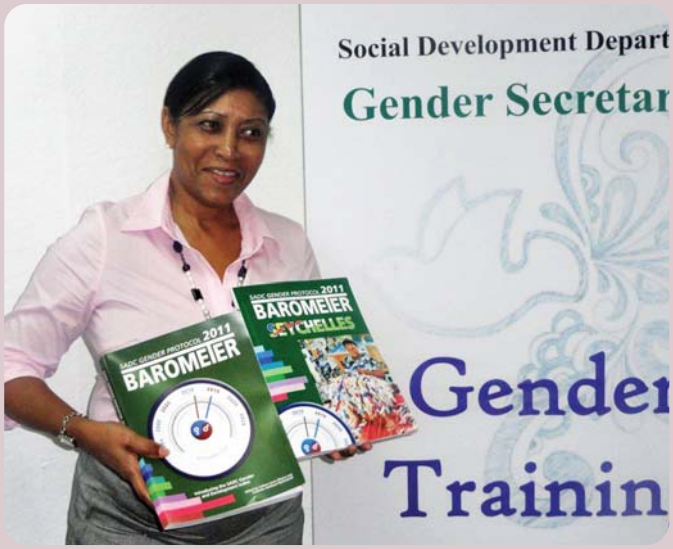
Seychelles Sexual Reproductive Health Policy is integral to the country's National Gender Policy that is aligned to SADC Gender Protocol. During the drafting of their first ever National Gender Policy, the Seychelles Gender Secretariat ensured that there was harmony between the objectives of the policy and the 2011 National Sexual and Reproductive Policy.

Table 6.1 shows that the country is doing well with 100% coverage of sanitation and 99% attendance to births by skilled personnel. The indicator on *Contraceptive use by sexually active women is what brings down the SGDI score to 78% - an area that needs to be improved*.

As from 1977, government abolished health fees and invested massively in infrastructure, decentralisation

[6] Government of Seychelles, 2010.
[7] Anderson, 2005.
[8] Anderson, 2005.

and training. Over the years, health policies have been reviewed to meet rising public expectations and increasing challenges brought about by modern lifestyles.



Linda Williams, Principal Secretary for the Ministry of Social Development during the Seychelles Gender Policy and Action Plan workshop, January 2012. *Photo: Loveness Jambaya Nyakujarah*

In this regard, women have full access to the whole range of health facilities provided by the state and no cultural barriers hinder enjoyment of health rights. Spousal consent is not needed for reproductive health services or sterilisation. Health indicators show that women are the major beneficiaries of health programmes and more receptive to education, prevention and advisory services. Health districts record more female attendance while men are seen to be lagging behind in accessing sexual and reproductive health services.

The National Gender Policy spells out all the targets to be achieved by 2015, in line with the SADC Protocol on Gender and Development. These are:

- Reduce the maternal mortality ratio by 75%.
- Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men.
- Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.

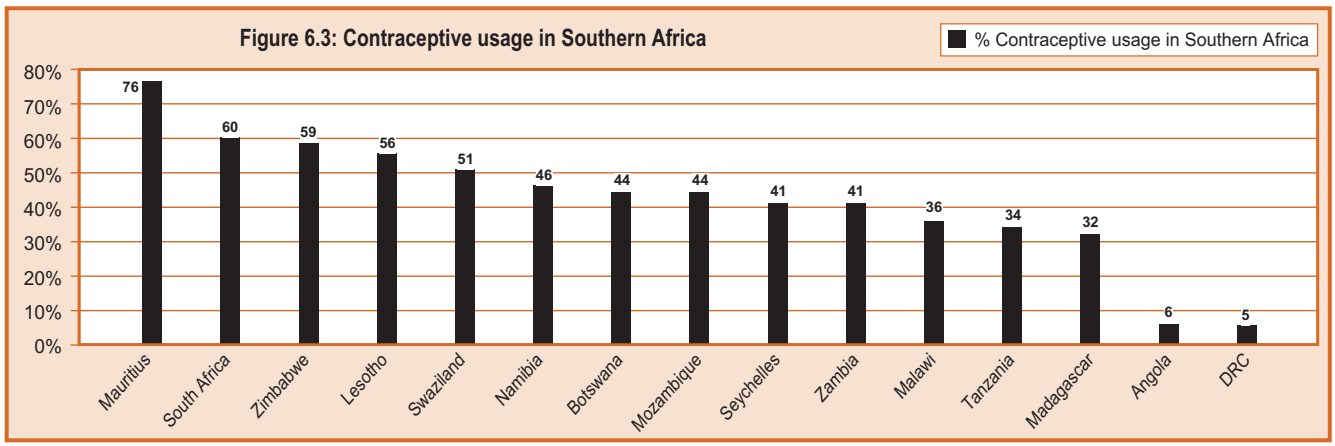
The National Sexual and Reproductive Health policy is guided by a number of principles, which highlight respect for human rights, choice in family planning matters and equity.

While the National Gender Policy and the SHR are still in draft form they provide a roadmap for realising the SADC Gender Protocol targets. Seychelles has gone a long way in ensuring that there is a higher uptake of modern contraception.

Table 6.2 analyses how these objectives and actions align to the National Gender Policy and the SADC Gender Protocol:

Table 6.2: How sexual reproductive health and National Gender Policy objectives relate to the SADC Gender Protocol

Seychelles' Sexual reproductive health policy and National Gender Policy objectives on health	Relevant provisions of the SADC Gender Protocol
Seychelles' Sexual reproductive health policy and National Gender Policy objectives on health The 2011 Sexual Reproductive Health policy objectives incorporated and enhanced in the National Gender Policy objectives on health. The SHR policy is also to be revised to include any additions specified in the National Gender Policy section on health.	Relevant provisions of the SADC Gender Protocol All SADC Gender Protocol targets to be achieved by 2015 on health specified in the National Gender Policy.
The preamble in the National Gender Policy section on health recognises government's efforts aimed at ensuring that all programmes consider gender differences and encourage positive attitudes regarding sexuality and gender roles for greater gender equity and equality.	State parties shall by 2015 adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.
Seychelles offers free antenatal and postnatal maternal care. This has considerably reduced maternal deaths, which are now a rare occurrence. For example in 2011 there were no maternal deaths recorded and the National Gender Policy and SHR have committed to: • Provide facilities for pregnancy testing. • Ensure safe motherhood and encourage male involvement where possible if there is a partner. • Ensure access to family planning and contraception options.	State parties shall ensure that by 2015 they provide "appropriate and affordable quality health care".
The National Gender Policy overall objective on health and SHR Policy: To ensure access to sexual and reproductive health information and services for women and men and encourage male involvement in sexual and reproductive health issues. The government also commits providing accessible youth and adolescent reproductive health care., and to provide targeted support programmes for the following vulnerable groups: Men, sex workers, men who have sex with men, people in prison, migrant workers, sailors and travellers, drugs and alcohol abusers.	State parties shall by 2015 develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men.



Source: See sources on Table 6.1.

Contraception use is still low but it is improving in some countries compared to last year: Mozambique recorded highest increase of 27 percentage points to 44%, up from 17% last year. Lesotho rose by 9 percentage points from 47% last year to 56% this year.

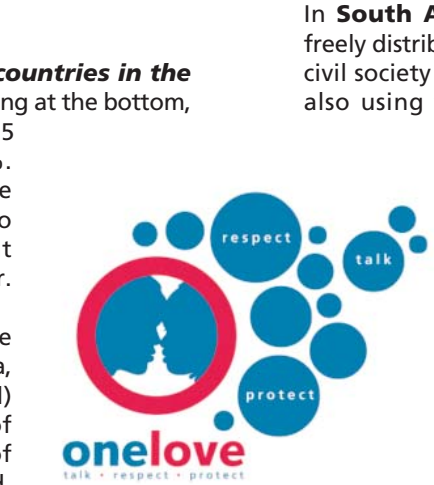
Worrying trends in at least four countries in the last year: DRC, a country already trailing at the bottom, had the most significant drop of 15 percentage points from 21% to 5%. Namibia experienced a 9 percentage point decline from 55% last year to 46% this year. The other two that declined are Malawi and Madagascar.

Figure 6.3 shows that only five of the SADC countries (Mauritius, South Africa, Zimbabwe, Lesotho and Swaziland) now have contraceptive use rates of more than 50%. Angola, with one of the highest birth rates in the world, stands at a regional second lowest rate of 6%.



It is interesting to note that while **Mauritius** enjoys the highest contraceptive prevalence in the region, it also has the highest number of women using the symto-thermal method of contraception which neither protects against HIV and AIDS nor is as effective as modern, hormone based methods.

In **Zimbabwe**, the contribution of the community-based distribution network as a source of contraceptives, which has been a key driver of the family planning programme over the last two decades, has declined to below 5%. The unmet need for family planning has, however, remained at 13%.





In **South Africa**, the health system freely distributes the male condom and civil society and the private sector are also using their own platforms and spaces to distribute and provide alternative access points to the male condoms distributed by the Department of Health. As a result, one seldom goes to a public place without seeing a male condom box or dispenser.



The gap between knowledge of contraceptive use and actual use is still too wide: According to the **Botswana** Family Health Survey of 2007, for example, 98% of all women and men between the ages 15-49 know at least one method of family planning. Among women, the most common method known is the male condom (97%) followed by the pill (87%). The data indicates that among men, the male condom is the most popular (95%) followed by the injection (73%). However, there is a significant difference between knowledge of family planning methods and use of the methods (53% and 47% for female and males respectively). It is important that relevant education based on participatory methods be strengthened to increase the use of modern methods, especially the male and female condom, to prevent early pregnancy and HIV infection.



Malawi: Community agents help out



The Government of Malawi is implementing a number of low-cost innovative strategies aimed at increasing family planning coverage. One of these is the Community-Based Distribution Models in which community-based distribution agents have been trained to address gaps in knowledge, access to, and utilisation of, the wide range of available family planning services at community level.

The intervention was piloted in 10 districts and was scheduled to be rolled out to the remaining 18 in 2010.

The engagement of community-based distribution agents is important in relieving severe human resource shortages. Further, the government recently formulated a policy that authorises health surveillance assistants to provide Depo-Provera at community level, increasing the number of women reached with family planning information and methods, and in particular with Depo-Provera. Between 2008 and 2009 Depo-Provera was the most preferred family planning method.[9]

With technical and financial support from Management Sciences for Health, 1400 Health Surveillance Assistants have been trained and now provide injectables at community level in eight of the 28 districts.[10]

Married women lack decision-making power: For married women, the issue of contraception is more problematic because married women in the SADC region are rarely the "decision makers" in their homes and are often not empowered to make decisions about their reproductive health, resulting in increased vulnerability to unwanted pregnancy, HIV and sexually transmitted infection. It has been suggested that successful programme strategies in Africa must promote methods that are temporary, can be used covertly by women, and which do not have to be stored at home.[11] This would help explain the popularity of the contraceptive injection and the pill as the main contraceptive methods. Increased contraceptive access and use throughout the SADC region has an impact not only on the health of women but society as a whole; couples who have adequate knowledge about the benefits of family planning are more likely to have a small families and hence have better health outcomes compared with those who have less knowledge.

Contraceptive use remains higher among unmarried women. In order to achieve the MDGs, the Government of Tanzania committed to reinforcing the implementation of the policy for provision of free reproductive health services, and to increase the contraceptive prevalence rate from 28% to 60% by 2015. The country's progress towards this goal has been slow. At the end of 2010, about 34% of married women were using some form of contraception; 27% were using a modern method and 7% traditional methods. The most commonly used modern methods were injectables, used by 11% of married women, the pill (7%) and female sterilisation (4%). Contraceptive use was reportedly higher among sexually active unmarried women at 48%.[12] Some documented factors that contribute to low contraceptive prevalence are: low acceptance of modern family planning methods; patchy supplies of contraceptives with limited range of contraceptive choices; inadequate knowledge and skills of providers leading to biases that affect people's informed choice.

The rights of HIV positive women to choose to have children are not always respected: This is despite the increased availability of Prevention of Mother to Child Transmission services (PMTCT), and safer delivery options in most countries in the region. Women in Southern Africa report that even when policies are in place to protect their rights to safe and full reproduction, the practice on the ground, in hospitals and clinics, does not always support them in accessing this right.

This is illustrated by cases of forced sterilisation of HIV positive women in public hospitals: Namibia, and most recently South Africa, have been in the news about the worrying trend of forced sterilisations of HIV positive women seeking sexual and reproductive health services, mostly pregnancy-related, in public hospitals. In 2009, 12 Namibian women sued the Namibian government after they were sterilised in Namibian hospitals because they were HIV positive. Along with sterilisation, they also faced related violations, including a refusal to provide healthcare services, hostile attitudes from health staff, stigmatisation by hospital staff and breaches of confidentiality.[13] Cases of forced sterilisation have been documented in South Africa as well. In South Africa, and in contravention of Section 12 of the Constitution, which guarantees bodily integrity, indications are that in at least four provinces forced sterilisation is being practiced by the public health service, especially in poor informal settlements and rural areas. From a legal point of view, forced sterilisation violates a woman's right to control her own body and to make her own reproductive decisions. This is a basic human right, enshrined in a number of human rights documents.

[9] SAfAIDS, 2011.
[10] Ibid.
[11] Sharan, 2009.
[12] Tanzania National Bureau of Statistics, 2010.
[13] ICW, 2009.

Zimbabwe: Linking SRH and AIDS policies



Zimbabwe is in the process of drafting an integrated SRH and HIV and AIDS policy to drive the programme delivery and funding support led by the Ministry of Health. This is in response to the need to improve the use of limited resources.

Linking sexual health, reproductive and HIV and Aids issues would see the improvement of the uptake of services, as it reduces the frequency and costs of health related appointments while also reducing duplication of programmes and competition of scarce resources, according to the UNFPA programme analyst on HIV Prevention Services Daisy Nyamukapa.

Zimbabwe is one of the 52 African countries that signed the Maputo Action Plan in 2006 and committed itself to the goal of universal access to sexual and reproductive health and rights.

This should enhance sexual and reproductive health, contribute to reversal of the Aids epidemic, and help to realise the Millennium Development Goals.

Adapted from The Herald, 11 July 2012

Sexual and reproductive health programmes and information, particularly those promoting safe motherhood, need to target drug using mothers: This is particularly true in Seychelles and Mauritius. In 2009 the Seychelles recorded an alarming number of women who were addicted to heroin. Drug addicted women often come late for antenatal classes, deliver at home, and pose a greater risk of transmitting HIV to their unborn children if their drug use is intravenous.[14]

Throughout the region, the use of female condoms is negligible. There are negative perceptions of female condoms; that they are difficult to use and look unattractive. In South Africa, there have been campaigns to distribute female condoms but the issue that often gets raised is that the female condom is not as easy to use as the male condom, which suggests that the only way there will be more uptake of the female condom is if it coupled with education on how to use it.

Men's involvement in sexual and reproductive health issues remains insufficient: Only four of the 15 countries mentioned any campaigns that involve men in family planning (Lesotho, Mauritius, Malawi and Zambia). In Malawi, civil society works with men as strategic partners in the implementation of family planning initiatives. In Mauritius there is a "Men As Partners Initiative", which promotes men's responsibility and participation within the family and community so as to enable the effective empowerment of women and the enhancement of the quality of life of the family as a whole. Evidence suggests that much of the campaigning in the SADC region promoting men's involvement in sexual and reproductive health is less to do with family planning and more to do with HIV and AIDS and the spread of sexually transmitted infections. Although these messages are very important, men also need to be educated about their roles and responsibilities, and the ways they can work as partners to help improve all aspects of women's health, not just HIV and AIDS prevention. This is because all aspects of women's health have an impact not only on women but on society as a whole.



More young men are getting involved in sexual and reproductive health in Namibia. *Photo: Laurentia Golley*

[14] Government of Seychelles, 2010.

Seychelles: Men's health clinic challenges stereotypes



Challenging stereotypes: Male nurse at work in Seychelles.

Photo: The National newspaper

Most men in the Seychelles demonstrate health seeking behaviour only when their health status is challenged or compromised. Health protection and health promotion practices are relatively poor. It results in higher morbidity rate for men and lowers their life expectancy.

In August 2011, Alliance of Solidarity for the Family (ASFF) in Seychelles introduced health facilities focusing on men. This is redress the availability of health services that are women friendly and not attractive enough for men to use, thus creating a gender bias.

The project is in line with the provisions of the SADC Gender Protocol on Gender and Development, Article 26 on Health. This requires member states to "adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable health care", particularly addressing the mental, sexual and reproductive health needs of women and men.

The initiative has three main components, including health talks targeting men in the work place, a men's wellness clinic and a specialised men's clinic. Most of these services are nurse led except for the latter which is offered by a specialist medical officer. The services are well accepted by the community and well used. The Ministry of Health facilitates the service by providing laboratory and pharmaceutical services.

Culturally men do not use health facilities effectively. Men tend to be less healthy conscious as evidenced by the health statistics. Average life expectancy for a male at birth was recorded in 2010 as 73.2 (68.9 years and 77.5 years for males and females respectively), a difference of almost nine years between male and female. Of the six deaths due to self harm in 2011, four were males and one female. Of the cumulative total of 502 HIV infections, 290 were males and 212 females. Of the new 42 HIV infections recorded in 2011, 25 were males and 17 females. Of the 136 patients currently living with AIDS, 83 are males and 53 females. The above picture illustrates that there is a gender inequality in regard to access to health services.

The project recognises the importance of men having better access to health services, and the need to reach out to men with education that enables them to participate in their own health. The project also provides an entry point to address the culture of violence founded in the belief that abusing the partner physically or psychologically is acceptable and legal. The project is a collaboration with the Ministry of Health.

The main beneficiaries of the project are men on working sites, who would otherwise be unlikely to approach a district health centre unless they were ill. Alcohol abuse and gender based violence tends to be common amongst this group.

The Alliance of Solidarity for the Family (ASFF) identified a gap in the provision of specific health services for men and decided to fill the gap. ASFF strongly believes that scaling up access to health services through provision of men's health services will go a long way towards addressing men's general health, sexual and reproductive health needs.

The clinic is an entry point for information and education on contraception. Over 1000 condoms have been distributed at the clinic. It also provides education about gender based violence, with 'Behaviour Change Communication' leaflets aimed at redressing gender based violence and improving sexual health being distributed. So men are accessing sexual and reproductive health services in a "male friendly environment".

However, there are challenges, as the project doesn't reach men who are not in an institutionalised working site. Fishermen, stevedores, and farm workers, for instance, are unreachable. Other health needs of men in Seychelles also need to be addressed, and this will be considered in another project.

As the service is well used and appreciated by the men, it will continue. Partnering with Ministry of Health is also an effective way to ensure sustainability. A Memorandum of Understanding with Ministry of Health is a must to ensure sustainability, and this is in the development phase.

The right to choose

Any discussion about abortion and a woman's right to choose remains contentious, with those who do not support abortion citing various moral, religious and cultural factors as to why it should remain illegal. The reality on the ground, however, is that women continue to access unsafe abortion and as a result of this, thousands die each year, while others suffer permanent damage, infertility, chronic illness and other conditions. There is a great need for emergency services for post-abortion care, information and communication around the availability of services, family planning, post abortion counselling, as well as an enabling policy environment.

While this is not an issue provided for in the SADC Gender Protocol, it is being debated increasingly throughout the SADC region. Only South Africa allows for termination of pregnancy. Mauritius only this year passed an Amendment to the Bill for the Termination of Pregnancy to allow for abortion in certain circumstances. Zambia has legalised abortion, but there is still great resistance to the issue across the region. However, given that illegal abortion is one of the main reasons for high maternal mortality rates throughout the region and the fact that there are many unplanned pregnancies throughout the region, it is clear that there needs to be more dialogue about abortion in the SADC region. This issue is also covered under contentious issues in Chapter One.



Mauritius: The Mauritius National Assembly adopted the Criminal Code (Amendment) Bill for the Termination of Pregnancy in specified circumstances on 12 June 2012. Although this does not amount to choice of termination of pregnancy, the amendment is a significant milestone in this conservative Indian Ocean Island. Read in tandem with case study in Chapter one.

Mozambique: There is a draft law on Termination of Pregnancy but this has not been submitted to parliament for debate because there is no consensus on the matter.





In **South Africa**, the Choice on Termination of Pregnancy Act 92 of 1996 ensures that a woman is able to access a termination of pregnancy without the consent of her partner, or in the case of a minor, her parents. This procedure has to be conducted at a designated institution and medical practitioners are obliged to inform women of their rights. Any obstruction or prevention of this right is considered unlawful.



In **Lesotho**, although there are policies addressing issues of reproductive health, there are few that address termination of unwanted pregnancy. Abortion is legal only if performed to save a woman's life. However, a positive move was noted in 2007 when a Lesotho Penal Code Bill was drafted with some clauses providing additional defences for abortion to be defined as legal. These include: At the request of the female person within the first 24 weeks of pregnancy for social and economic reasons; in order to save the life of the female person; in order to prevent significant harm to the health of the pregnant female person; in order to prevent the birth of a child who will be seriously physically or mentally handicapped; in order to terminate the pregnancy of a female person who is pregnant as the result of an incestuous relationship or victim of rape.



In **Malawi**, induced abortion is illegal unless the pregnancy threatens the mother's life. Notwithstanding this, Malawi has the highest abortion rate in Southern Africa at 35 abortions for every 1000 women aged 15 to 44 years.[15] The majority of unsafe abortions are carried out on young women below the age of 25 years. The early age of sexual debut and marriage (15 years) in Malawi has been identified as contributing to high incidences of early and unwanted pregnancies as well as to the high abortion rate, high maternal and infant mortality and high incidences of STIs and HIV in young people. Through its Post Abortion Care Strategy, Malawi offers post-abortion care services which are provided by trained clinical officers at district and national hospitals (See Box 6.2). In 2010 there were about 166 facilities providing PAC and the country was working towards expanding PAC into rural areas.[16]



In **Namibia**, termination of pregnancy is currently covered by the Abortion and Sterilisation Act (1975). This outlaws abortion in most circumstances, unless the pregnancy endangers the mother's life or is a threat to her physical and mental health, there is a serious risk that the infant has a serious, permanent physical or mental defect, or the pregnancy is the result of rape or incest. The Ministry of Health and Social Services (MoHSS) conducted a study in 2006 to assess service provision for emergency obstetric care. The report showed that 20.7% of direct complications and 8.3% of deaths were attributed to abortion. Yet the legislation on abortion has not changed. However, to address the wider issues associated with unwanted pregnancy, the Child Care and Protection Bill includes a provision which would allow children above the age of 14 to independently

[15] Malawi Reproductive Health Unit, 2009.
[16] SAFAIDS, 2011.

access contraceptives. This proposal is expected to be controversial in Parliament.[17] The Ministry of Education has also implemented a new policy for the prevention and management of learner pregnancy. The government hopes that the new policy will help to reduce the number of young people attempting illegal abortions through its provisions on sex education and its flexible options for continuing education for learner mothers.[18] However due to funding constraints, the implementation of the policy has been slow.

NGOs continue to lobby for more liberal choice of termination of pregnancy legislation. The Ministry of Gender Equality and Child Welfare has indicated that it might be willing to put the matter on the Cabinet agenda again.



In **Swaziland**, abortion is illegal except in few legally defined circumstances. The national Health Sector Strategic Plan (HSSP) 2008-2013 commits to training health workers in the provision of post abortion care where patients present with incomplete or inevitable abortion. There is lack of data on the magnitude and complications of abortion in the country, but abortion contributes significantly to maternal mortality especially in adolescents and where the unmet need for contraception is high.[19]



Zambia's case is unique in that abortion is legally permitted but due to stigma, cultural attitudes, women's lack of decision-making power over reproduction and lack of knowledge about the availability of safe abortion, unsafe abortion is rife. Furthermore, although abortion is legal, bureaucracy means it is extremely difficult to access the service. Women are supposed to consult with, and then get approval from, three physicians before they can go to one of the few facilities that perform safe abortions. Although national statistics on the prevalence of unsafe abortion in Zambia are not available, according to hospital-based records, unsafe abortions are estimated to be the cause of approximately 30% of maternal deaths and one of the top five causes of maternal mortality in the country.

Many women in Zambia are unaware of the law that allows for the termination of unwanted pregnancy. To address the problem, there have been campaigns and debates on the issue to create awareness among women and service providers, and calls have been made to amend the law and put in place standards and guidelines for reducing unsafe abortion.



In **Zimbabwe** abortion is legal only in limited circumstances, and government subsidises the cost of contraceptives. There are no legal restrictions on the provision of family planning services to minors; adolescents from the age of 16 years can access contraceptives without parental consent. Yet a governmental report indicates that "it is not unusual for health personnel to turn away sexually active school girls requesting contraception on the grounds that the girls are still too young to indulge in sexual intercourse or that they are not married and therefore have no need for contraceptives."[20]



Seychelles' contradictory sexual and reproductive health service provision laws mean that adolescent girls' access to contraceptives is often restricted. According to the law, girls aged 15 years and older can consent to sexual intercourse without sharing this information with their parents. Providing contraceptives to a minor, however, is illegal, leaving health care providers in a difficult situation.[21] This has an impact on the high abortion rate (453 abortions in 2008 out of a total population of less than 45 000 women). It is estimated that 75% or abortions are unsafe and done in non-medical environments, and that 86% of all unsafe abortions are accessed by young women under the age of 20 years.

Women in prisons and refugee camps

At the beginning of 2011, there were 10.3 million refugees globally. Some 80% of them live in the developing world. In 2008 alone, South Africa received 207 000 individual claims for asylum, a figure which was higher than that of the United States.[22] According to a 2008 report by Plan Canada, there are now more than 200 million girls worldwide living in countries that are either at risk of, in the midst of, or emerging from armed conflict. Some of these girls experience rape and are forced into sex work, amounting to high HIV or pregnancy risk. The health facilities in refugee camps are generally poor, with few qualified nurses and supplies.[23]

17 Child Care and Protection Bill. (2010). Revised final draft. June 2010. Provision 204.
18 For a discussion on how the previous guidelines may have impacted on the incidence of illegal abortion, see Legal Assistance Centre. (2008). *School Policy on Learner Pregnancy in Namibia: Background to Reform*. Windhoek, Namibia: Legal Assistance Centre. Available at: <www.lac.org.na/projects/grap/Pdf/learnerpregnancyfull.pdf> Last accessed 14 February 2011.
19 Government of Swaziland, 2010
20 Shalev, 1998.
21 Government of Seychelles, 2010.
22 UNHCR, 2011.
23 Gatsinzi, 2011.

According to the World Health Organization, there should be access to contraceptives, condoms and HIV tests in refugee camp clinics, and there should be at least one nurse/midwife per 500 patients. A strategy for improving the sexual and reproductive health services available to women and girls in refugee camps is to train refugee women and girls to offer counselling, peer education and home-based care. Particularly important is to prioritise availability of youth-friendly sexual and reproductive health services for young women and girls who are growing up in refugee camps with little parental supervision and immense responsibilities and pressures from having survived war.[24]

The provision of sexual and reproductive health services for women in prisons or refugee camps is limited. While very little information could be found on relevant policies or programmes, but qualitative research conducted by the Zimbabwean Women Writers with women in prisons indicates that the reproductive and sexual health needs of women in prison are not adequately addressed. Access to basic reproductive health needs such as sanitary pads is limited. Equally, women who are pregnant or deliver in prison are reported to face stigma and discrimination by the prison guards and are afforded no additional care or services for their child, which some raise within the prisons. High incidence of sexual violence and rape is also reported.

Maternal mortality

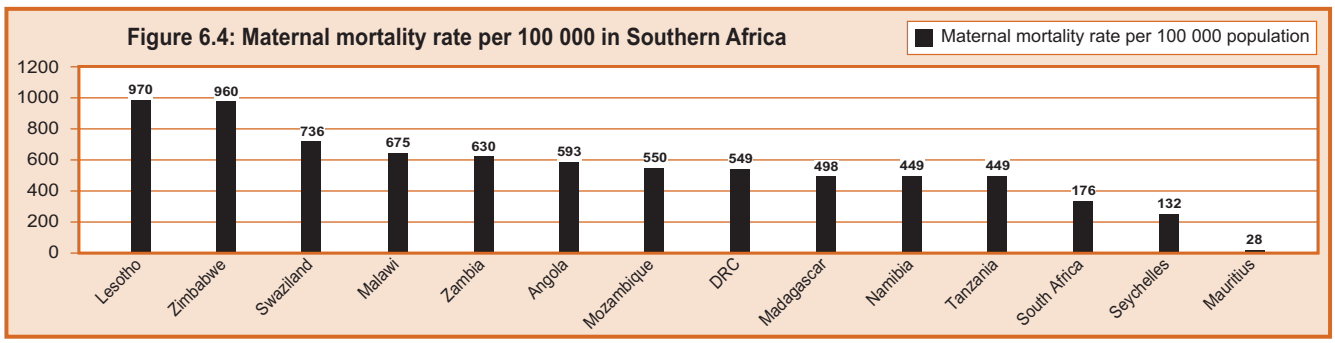
The SADC gender protocol calls on member states to reduce maternal mortality by 75% by 2015. Maternal mortality, or the number of women who die at child birth, is a key indicator of women's health and well being. The issue has recently taken centre stage, and is a key target of the Millennium Development Goals (MDGs) because it is widely believed that with recent medical advances, women should not still be dying during child birth. Good maternal health reflects on the quality of, and women's access to, maternal (sexual and reproductive) health care, while also offering information about the health status of women at reproductive age and that of their children.

At the 2010 54th Session of Commission on the Status of Women, one of the resolutions passed acknowledged that "preventable maternal mortality and morbidity" is a human rights issue and that national and international efforts to protect women worldwide should be scaled up. This was sponsored by more than 70 countries.

By signing on to the resolution:
"Governments recognise that the elimination of maternal mortality and morbidity requires the effective promotion and protection of women and girls' human rights, including their rights to life; to be equal in dignity; to education; to be free to seek, receive, and impart information; to enjoy the benefits of scientific progress; to freedom from discrimination; and to enjoy the highest attainable standard of physical and mental health, including sexual and reproductive health."

An estimated 287 000 maternal deaths occurred in 2010 worldwide. Sub Saharan Africa accounted for 56% of these deaths and southern Asia 29%. Together they accounted for 85% of maternal deaths globally in 2010, with 245 000 maternal death between them.[25]

Current statistics for maternal mortality are a clear indication that the SADC will not be able meet the 2015 target of reducing the current maternal mortality ratio by three quarters, and the ambitious MDG target of 38 deaths per 100 000. Lack of improved health services and HIV and AIDS (10% of newborns are HIV positive) are the biggest contributors of slow progress on this indicator.



Source: WHO Health Statistics 2012, Malawi DHS 2010, Zimbabwe DHS,2010-2011.

[24] Ibid.
[25] Millennium Development Goals report 2011.

There is a wide variation between countries: Figure 6.4 reveals high levels of maternal mortality throughout the SADC region, but these vary from quite low in Mauritius (28 per 100 000), Seychelles (132 per 100 000) and South Africa (176 per 100 000), to some of the highest levels in the world (also well above the African average of 820 per 100 0000), for example Zimbabwe (960 per 100 000) and Lesotho (970 per 100 000).

Malawi maternal mortality, meanwhile, has significantly dropped from 1140 in 2011 to 675 this year. Botswana, Namibia and Madagascar have also recorded substantive drops, having reduced their ratios by 356, 137 and 125 respectively. Zimbabwe's ratio has dropped by 336, which currently is a major concern for the country. This prompted government and civil society to join hands in launching a campaign to accelerate maternal health care.

Also interesting to note is that all post conflict countries, including Angola, DRC and Mozambique, are actually performing better than countries such as Lesotho, Malawi, Zambia and Zimbabwe.

Zimbabwe: Outcry over increase in maternal mortality



Annette Breda, matron of Mucheke Clinic and Gender Focal Person for Masvingo council, Zimbabwe. *Photo: Priscilla Maposa*



Zimbabwe's maternal mortality rate has increased to 960 deaths per 100 000 lives, according to the Zimbabwe Women Resource Centre Network (ZWRCN).

This comes at a time when Zimbabwe has received millions of dollars from foreign donors to curb child deaths and revamp the health sector, which deteriorated due to dilapidated machinery and brain drain at the height of the country's political and economic problems.

Speaking at a launch of a campaign on accelerating maternal health services provision for women at the weekend, ZWRCN executive director Naome Chimbetete said World Health Organisation guidelines are set at 70 deaths per 100 000 and Zimbabwe's maternal mortality rate is more than 10 times higher than that.

"It is important that we as the community and coalition partners work together to reduce the maternity mortality rate by half. The maternal mortality rate in the country has been identified as a primary concern and proposes a solution that addresses the maternal health delivery system at district hospital level and rural clinic level, calling for comprehensive services and basic services at these levels respectively," said Chimbetete.

Chimbetete said improvement of access to basic and comprehensive maternal health services is critical and urgent in Zimbabwe.

"Our advocacy goals and objectives are aimed at improved access to basic maternal health services at rural clinics level and district hospitals by 2014 through adequate, targeted and time-out allocation of and transparency in spending of resources directed at maternal health," she said.

She said women's organisations and the ZWRCN strongly believed that through adequate financing and mobilisation of support, the situation can be reversed.

Campaigners say between 1 300 and 2 800 women and girls die each year due to pregnancy-related complications, and most of these deaths are avoidable. Additionally, another 26 000 to 84 000 women and girls suffer from disabilities caused by complications during pregnancy and childbirth each year.

Minister of Health and Child Welfare Henry Madzorera said discussions are underway for all government hospitals to remove user fees so that pregnant women receive treatment for free. In Harare, maternity fees are pegged at US$25 at council clinics.

These charges were contributing to increased women delivering in homes as they failed to raise the registration fees. High user fees have been blamed for maternal deaths and complications. Apart from user fees, there are three delays identified to be contributing to pregnancy complications.

These include the delay in deciding to visit a health facility, delay in getting transport to the institution and the delay in getting assistance while at the institution. Failure to deliver under the supervision of skilled personnel is among reasons why Zimbabwe has recorded a high number of pregnancy-related deaths.

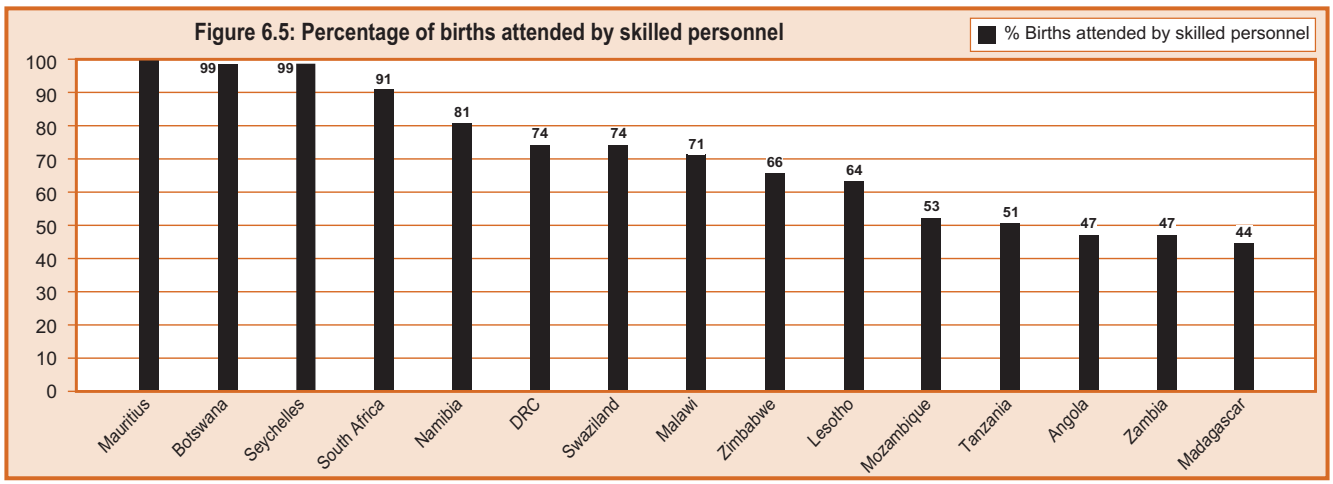
Source: Daily News, 23 April 2012

The figures may actually be worse: While these figures are shocking, the real numbers are likely to be far higher given that many births and deaths throughout the SADC region go unregistered. In most SADC countries, the majority of the population live in rural areas where access to health services is problematic; there are fewer clinics, poor transport infrastructure and frequent delays in getting women the treatment they need. In addition, lack of education, cultural beliefs, women's low status in society and the expense of medical treatment means that many women are unable to get the medical help they need.

HIV and instability exacerbate high maternal mortality: In South Africa, the maternal mortality rate has doubled among HIV positive women.[26] The country's maternal mortality rate, rather than decreasing, effectively doubled between 1990 and 2007. HIV-related infections, hypertension, obstetric haemorrhage and pregnancy-related sepsis are the prime causes of maternal mortality in the country. The 2010 review suggested that the higher maternal mortality rate among HIV positive women could be attributed to the level and quality of care given to HIV positive women by health care workers, which is influenced by the perception that there is not much that can be done to help them. While increased attention has been given to programmes that focus on infants, such as Prevention of Mother to Child Transmission (PMTCT), less emphasis has been placed on managing opportunistic infections and ensuring that pregnant women access treatment.

Persistent and increasing shortages of skilled midwives contribute to high maternal mortality rates: In Zimbabwe, for instance, critical shortages of midwives, due in part to economic challenges in that country, has contributed to increases in maternal mortality and child mortality rates. Indications are that 80% of midwifery posts in the public sector are vacant. Since 1990 the maternity mortality rate has doubled, from 390 per 100 000 live births in 1990 to 790 per 100 000 live births in 2009, as the midwifery workforce dwindled to 8244 midwives.[27]

Health system financing mechanisms that are not pro-poor also contribute to lack of access to SRH services and care: The Government of Zimbabwe, in its 2010 progress report on the attainment of the MDGs, indicated that a major barrier to achievement of Goals 4 and 5 was user fees required in hospitals and clinics. In Tanzania too, the long distances to health centres has been cited as a major contributor to low uptake of health services, as women cannot afford the transport fare.



Source: WHO Health statistics 2012, Zimbabwe DHS, 2010-2011.

Presence of skilled birth professionals continues to vary significantly: Botswana, Malawi, Lesotho Mozambique have shown a marked increase in births attended by skilled personnel. However, Figure 6.5 shows that five of the 15 SADC countries have less than 60% of births attended by a skilled medical professional. Top performers are Mauritius, Botswana, Seychelles and South.

There are also variations within the country: Attendance of births by skilled personnel varies within the same country.

[26] South Africa Health Review, 2010.
[27] The State of The World's Midwifery, 2011.



For example, in total, 66% of **Zimbabwean** births are conducted with a skilled personnel present but this figure reduces to 52% in rural areas due to lack of accessibility and proximity of medical services.



In **Zambia**, which has a high maternal mortality rate, only 46.5% of live births are assisted by a skilled health worker (described as a doctor, clinical officer, nurse, or midwife). Further, the disparity in access to skilled healthcare services for urban and rural women is pronounced: 83% of live births in urban areas were assisted by a skilled health worker versus only 31.3% of live births in rural areas. Where a skilled health worker is not available, relatives or traditional birth attendants usually assist.

The low prevalence of skilled personnel at births throughout the SADC region contributes to the high maternal mortality rate. Many of the conditions that cause maternal mortality are easily preventable with medical assistance. Encouragingly in South Africa, data based on reported live births from the District Health Information System (2010) shows that the percentage of women whose live birth occurred in a health facility increased from 76.6% in 2001 to 94.1% in 2009. This indicates a significant improvement in the extent of services provided at health care facilities in South Africa.[28]

Presence of skilled birth professionals in post conflict countries: It is interesting to note however, that the presence of a skilled birth professional does not necessarily go hand in hand with high maternal mortality. For example, Angola and Mozambique; previously Portuguese colonies and both post-conflict countries which have similar levels of antenatal coverage and the same number of physicians per 10 000 people. This could be because that post-conflict Mozambique has invested significantly in its health care system; health accounts for 12.6% of total government expenditure whereas in Angola this figure is a meagre 4.7%.[29]

Maternal mortality exerts a heavy cost on society: The consequences of maternal mortality and morbidity are felt not only by women but also by their families, communities and economically. If a woman dies in childbirth, the baby is much less likely to survive or has an increased risk of having a disability. Children who lose their mothers are also at an increased risk of death or other problems later in life such as malnutrition and lack of education. Loss of women during their most productive years also means a loss of resources for the entire society. It means increased single parent families, reduced labour force and reduced economic productivity.

Much remains to be done, especially in the worst affected countries: The high prevalence of maternal mortality in the SADC region indicates that the health policies and practices currently in place are inadequate and that the effects and consequences of maternal mortality are far reaching. Thus, much remains to be done to ensure that the SADC region cuts maternal mortality by 75% in 2015. It should be noted however that the challenge varies greatly in different countries. Malawi, with the highest maternal mortality rate in the region, faces the toughest challenges. But local level initiatives show that change is possible.



Graduation ceremony for student nurses in Swaziland. *Photo: Gender Links*

[28] World Health Organisation 2010: This chart shows the percentage of births attended by skilled personnel. The data is from the latest available data.
[29] WHO, 2005.

Sanitation

The SADC Gender Protocol requires that by 2015 member states ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.

The provision of sanitation and hygiene facilities is integral to improving women's health throughout the region. Poor sanitation results in increased spread of communicable diseases such as TB and malaria which women are particularly vulnerable to. Furthermore, menstruation, pregnancy, and post-natal care become increasingly difficult for women without proper hygiene and sanitary facilities, as does caring for family and community members living with HIV. According to the World Health Organization, almost one tenth of all global deaths can be avoided by providing clean drinking water, better sanitation and improving water resources management to provide reduce incidence of water-borne diseases and cases of accidental drowning.

Household sanitation is everyone's responsibility, but the reality is that women, especially those in rural areas, bear a disproportionate burden of household responsibilities. Tasks such as cooking, cleaning, care giving and caring for children are easier where there is running water. Inadequate sanitation also impacts on women and girls' personal safety. Women's risk of experiencing rape and sexual assault are reduced when toilets and water supplies are located close to home, and where they do not have to leave their homes at night to access these. Women thus have a vested interest in ensuring that there are developments in sanitation in the countries, and their energies should be harnessed to implement national and community projects to improve sanitation. Although providing hygiene and sanitation facilities are provisions of the protocol, the developments have been slow.



A young boy collects water from an unprotected water source in Swaziland. *Photo: Sikhonzile Ndlovu*

Zimbabwe: 3D Campaign on Sanitary Wear - Deliver. Delayed. Dignity



The 3D (Deliver.Delayed.Dignity) campaign on sanitary wear is an example of implementation of Article 26 of the SADC Gender Protocol which calls on member states to ensure "the provision of hygiene and sanitary facilities and nutritional needs of women including women in prison".

For young girls the provision of sanitary wear is a basic hygiene requirement. But not all families can afford this. This is particularly so in a country like Zimbabwe which has witnessed its worst economic situation in recent years. A group of 500 young women engaged the deputy Prime Minister of Zimbabwe, Thokozani Khupe, members of parliament and stakeholders in a policy dialogue and an advocacy march held in Bulawayo on the 18th of May 2012 as part of the 3D campaign on sanitary wear which is running under the regional Young Women First initiative.

Key challenges highlighted

- Students in tertiary institutions are resorting to using birth control pills continually, in order to avoid having their period during the semester as they cannot afford sanitary wear.
- Over 80% of the schools do not have the necessary medication to assist students suffering from dysmen-orrhea (heavy bleeding).
- The high cost of sanitary wear makes it unaffordable for many women, especially young women.

- Young women and girls are missing school when they are menstruating.

A call was made for

- Budgetary allocations at family, college/school and national level.
- Free distribution of sanitary wear in schools and rural areas.
- The removal of the 15% VAT so as to reduce the market price of sanitary wear to ensure its availability and accessibility.
- Availability of youth friendly services and commodities that are able to address pre- and post-menstrual tension and discomforts.
- Government supervision on the quality control on sanitary wear.
- Medical aid schemes to provide sanitary wear as part of health commodities for students in colleges.

The Deputy Prime Minister committed to:

- Presenting the sanitary wear challenges faced by women to the Council of Ministers and the Cabinet.
- Advocating for the removal of tax charged on all sanitary wear.

School heads committed to:

- Budget for sanitary wear for students.
- Ensuring effective education on safe sanitary wear and management of dysmenorrhea.

Adapted from: http://www.safaids.net



Thokozani Khupe, Deputy Prime Minister at the GL & WIPSU 50/50 Launch in Zimbabwe.
Photo: Trevor Davies

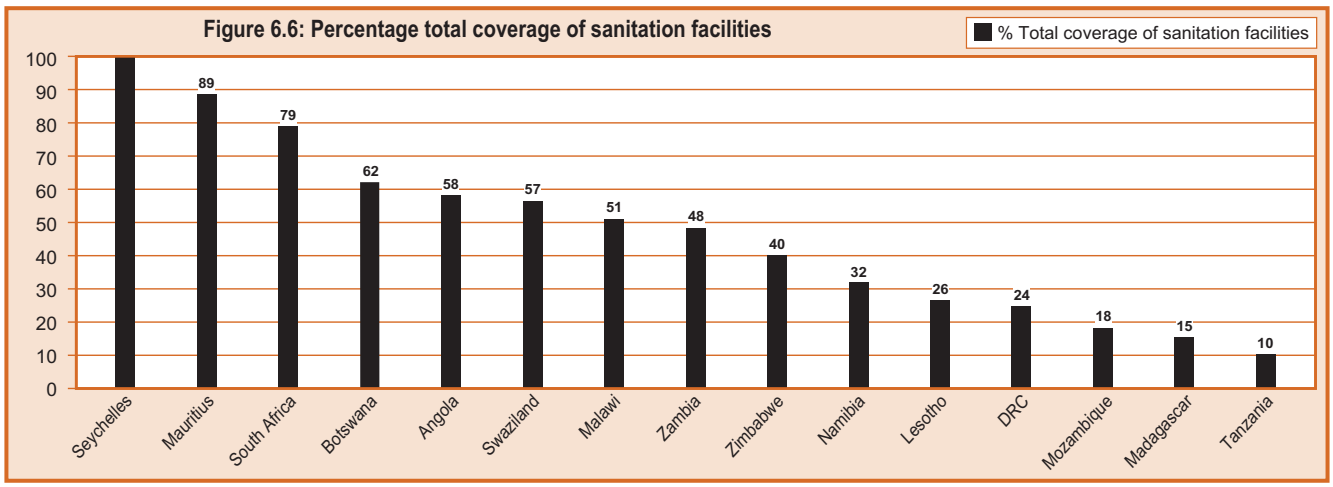
In early 2012, the WHO and the United Nations Children's Fund (UNICEF) announced the status of the MDG drinking water targets. Some regions, particularly sub-Saharan Africa, are lagging behind. Many rural dwellers and the poor often miss out on improvements to drinking water and sanitation. And the burden of poor water supply falls most heavily on girls and women. Reducing these disparities must be a priority.[30]

Recent data from UNICEF and WHO show that many countries are off track in meeting the MDG sanitation target, including much of sub-Saharan Africa and several of the most populous countries in Asia[31].

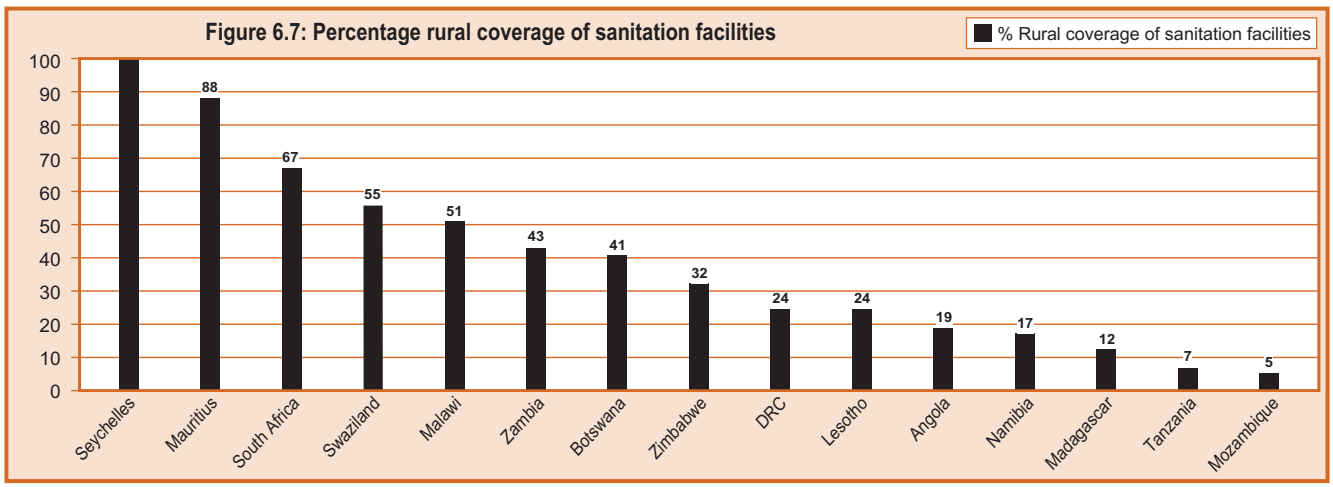
The regional average for sub-Saharan Africa is for sanitation coverage is 30% and at least 45% of the population use either shared or unimproved facilities. Over the past decade the number of people in Sub-Sahara practicing open defecation has decreased by only 11% since 1990. With population growth this means that the number of people practicing open defecation has actually increased by 33 million, which means that sub-Saharan Africa has the highest proportion of people using some sort of unimproved sanitation of any region. This proportion is growing, suggesting that the demand for sanitation is on the rise[32].

The DRC, Malawi and Zimbabwe all have more than a quarter of their populations relying on shared or public sanitation facilities. Overall, only four countries (Angola, Botswana, Mauritius and Seychelles) in the region are showing progress on this indicator while the rest (Namibia, Lesotho, Swaziland, Lesotho, Mozambique, and Mozambique, Zambia, Malawi, Madagascar, Tanzania and DRC) are lagging behind in meeting the 2015 deadline.

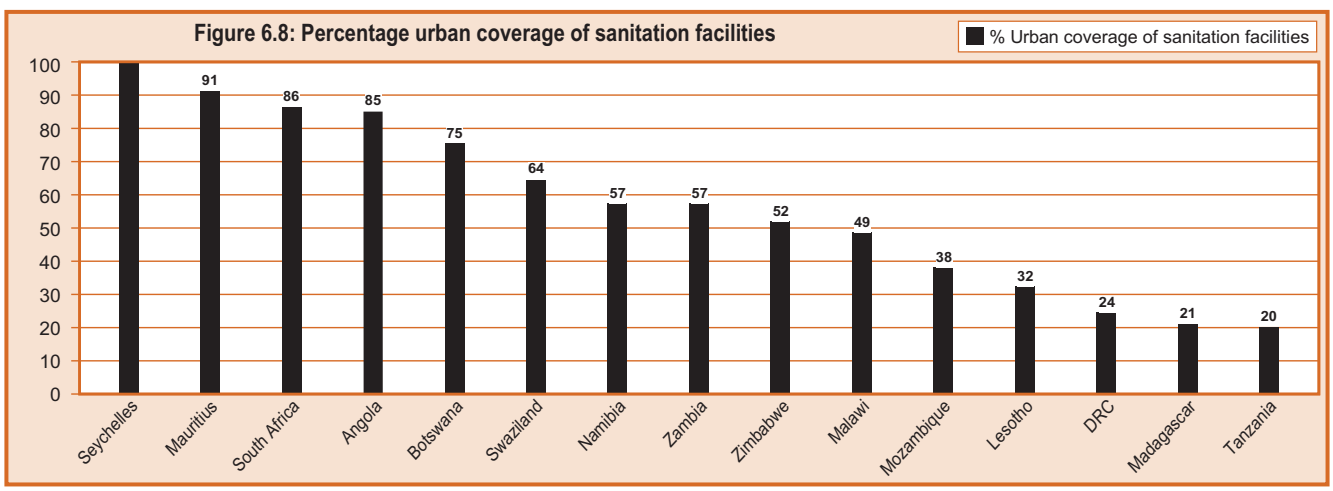
[30] Progress on Drinking Water and Sanitation 2012 Update.
[31] Progress on Drinking Water and Sanitation 2012 Update.
[32] UNICEF.



Source: WHO/UNICEF 2012 Seychelles Household Budget Survey 2007.



Source: WHO/UNICEF, Seychelles Household Budget Survey 2007.



Source: WHO/UNICEF, Seychelles Household Budget Survey 2007.

Slight increase recorded in half of SADC countries over the past year welcome: South Africa, Botswana, Angola, Swaziland, DRC, Mozambique and Madagascar showed an increase in sanitation coverage.

But the drop in the other half is worrisome: Six countries, including Mauritius, Malawi, Zimbabwe, Zambia, Namibia, Lesotho and Tanzania, experienced a drop in sanitation coverage.

Data indicates that the region still has a long way to go in achieving universal sanitation coverage: Sanitation coverage, with the exception of Mauritius (91%) and the Seychelles (100%) remains low, with great disparities between rural and urban areas. Eight of the 15 countries have less than 50% coverage in urban areas and 10 of 15 countries have less than 50% coverage in rural areas.

Rural coverage is especially low: In almost all countries, urban coverage is significantly higher than rural coverage. In Mozambique this is a mere 5% coverage. Malawi is the only country with rural coverage which is more than urban coverage.

Commitment to improving sanitation in informal settlements is even lower: This is mainly because of the fact that in countries like Zimbabwe, informal settlements are considered illegal and can be demolished at any time. Thus there is a perception that it would not be cost effective to develop sanitation in these areas.



A bleak future for a young girl from Morafeno, Madagascar, as she washes pots in a dirty river.
Photo: Zotonantenaina Razanadratefa

Next steps

From the analysis, it is clear that the SADC Gender Protocol targets are feasible but success will require concentrated efforts in addressing sexual and reproductive health rights gaps throughout the region. Women's lack of education, resources and power across the SADC region urgently needs to be addressed and women's distinct needs and responsibilities in regards to health need to be integral in the formulation of legislation, policy and programmes throughout the SADC region.

In cases where targets have been met, political will, economic stability and growth, legal development and social development have been instrumental to countries meeting these targets. It is evident, however, that the task of addressing sexual and reproductive health rights is not for governments alone.

The contributions of international funding partners, among them the Global Fund to Fight AIDS, Tuberculosis and Malaria, have been invaluable to many countries' abilities to achieve reductions in HIV prevalence, maternal mortality rates, and in under-five mortality rates, among others. The challenge is that funding partners like the Global Fund, and others, are increasingly running out of funds to support programmes in the region. Now, more than ever, it is imperative that governments, including those of lower-income countries, start to make more meaningful contributions to health priorities. Civil society, in partnership with media, can play an important role in holding countries accountable to the commitments that have been made and in supporting government initiatives.

Key recommendations to ensure governments achieve these targets are:

There is a need to share best practices and conduct better gender disaggregated research: Better sharing of best practices by those countries that have met their targets with those that have not is vital. Operational research and production of recent gender disaggregated and relevant information around the sexual and reproductive health practices and challenges of women and girls by governments. This would assist in the

implementation of appropriate, context and culturally acceptable interventions to ensure that women's health is prioritised.

More research is needed on drug use in the region: Research is needed on the impact of drug use on women's sexual and reproductive health, on child health and on HIV prevalence. Injecting drug use is a concern in countries such as Madagascar, Mauritius, Mozam-bique, Seychelles, and The United Republic of Tanzania.

Countries need to scale up research at the national level: More and better research is needed at national level to inform the development and revision of policies and programmes that address the sexual and reproductive health needs of women in vulnerable situations. This includes prisons, internal displacement camps, refugee camps, as well as sex workers, elderly women and women with disabilities. There is scant information about the number of women in prisons and refugee camps, or the number of women in prisons accessing ART and proper nutrition. The information that does exist mainly mentions the almost universal shortage of sanitary protection for women in prisons.



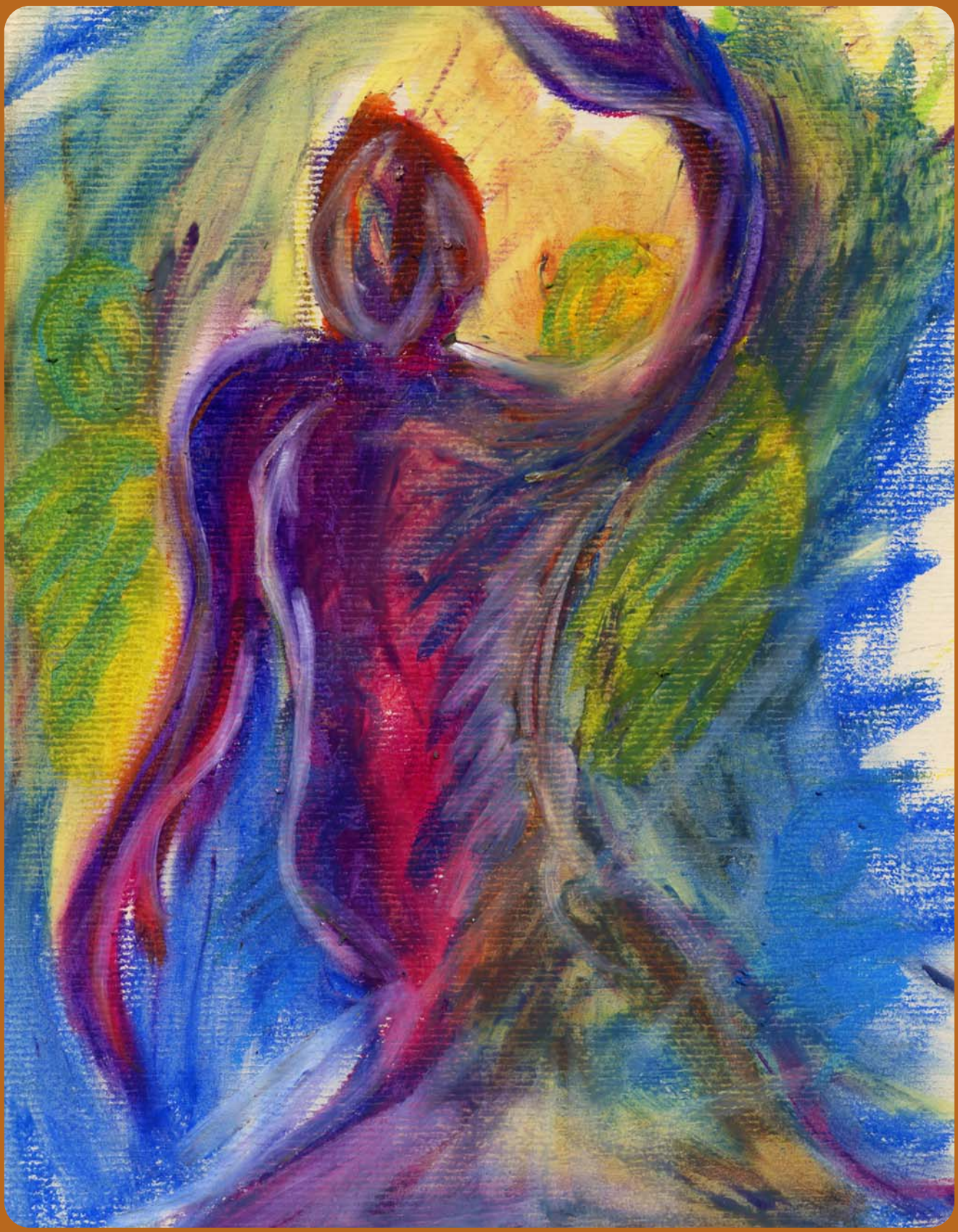
Female nurse attending to a baby in an incubator, Outjo, Namibia. *Photo: Gender Links*

Laws need to be harmonised: Harmonisation of contradictory laws regarding the ages of sexual consent, and the minimum age where adolescents can access contraceptives and sexual and reproductive health services, is vital. These contradictions negatively impact on the ability of health personnel to offer services, and on young people's comfort with going to a health centre for appropriate information and services.

Involve women in programmes: There should be greater involvement of women in sanitation programmes. Because women benefit the most from improved sanitation, their involvement is important for programme success and sustainability.

More and better information and opportunities for women, including research and partnerships: High quality and relevant information targeting the reproductive and sexual rights and services for women and girls is needed. This includes providing information in all vernacular languages, Braille and sign language. Research on the health needs of women, particularly related to sexual and reproductive health, should be implemented and prioritised. There is also a need to increase broad partnerships with civil society, religious organisations, cultural leaders, and the private sector. In addition, government should support and facilitate the work of civil society organisations.

Promotion of sexual and reproductive rights: Sexual and reproductive rights should be integrated into school curricula from primary school level, and sexual and reproductive rights relating to both men and women should be promoted.



"Anita"

Anushka Virahsawmy

CHAPTER 7
HIV and AIDS

Article 27

KEY POINTS

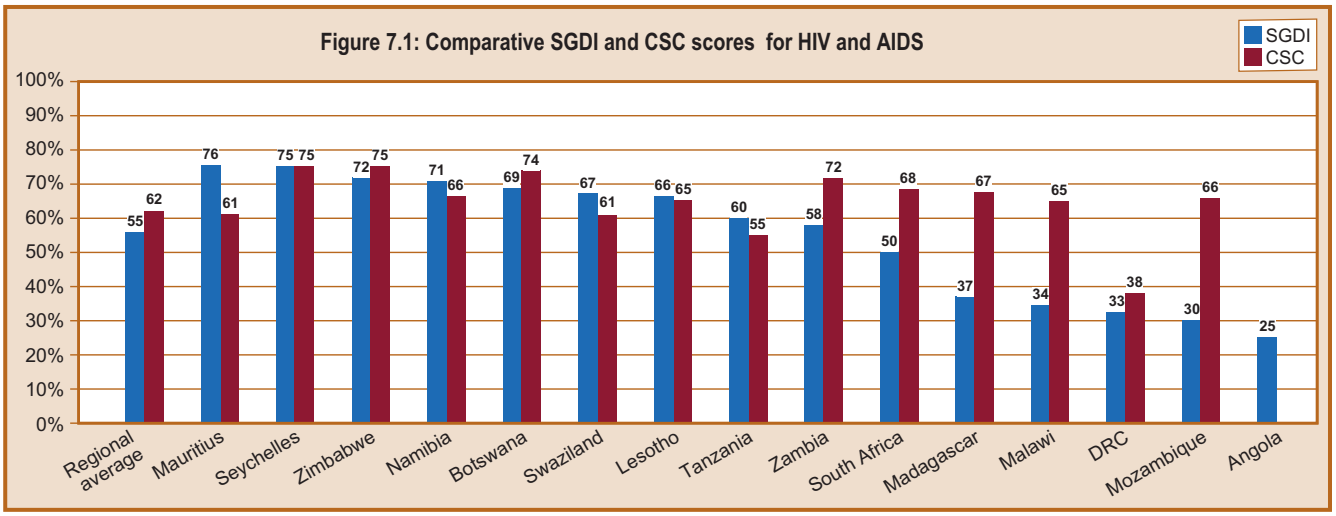
- The regional average Southern African Gender and Development Index (SGDI) score for HIV and AIDS to 55%, score of an 8% increase compared with last year's 47%.
- Similarly, the Citizen Score Card (CSC) rating rose eight percentage points to 68%, compared with 60% last year.
- Country trends vary for the SGDI and CSC. Only two countries have surpassed 75%, while five countries are below the halfway mark of 50% of the SGDI.
- Zambia achieved the highest CSC score at 77%. The lowest is the Democratic Republic of Congo (DRC) at 38%.



The Themba Theatre groups uses performing arts to reduce the spread of HIV and AIDS in Johannesburg.
Photo: Mariette van Dyk

- The Southern African Development Community (SADC) accounts for 34% of all people living with HIV and AIDS.
- Although progress in this sector has been slow, HIV prevalence has either stabilised or has begun decreasing in all SADC countries, yet they remain among the highest in the world.
- In 13 of the 15 SADC countries women have a higher HIV prevalence than men - an increase from last year's 12. In Botswana, Namibia, South Africa, Swaziland and Zimbabwe antiretrovirals for preventing mother-to-child transmission of HIV have been dispensed to more than 80% of HIV-positive mothers in the past year.
- Knowledge of HIV and AIDS is the most improved indicator of the 23 that make up the SGDI compared with last year's figure. In only three of the 15 countries women have more knowledge of HIV and AIDS than men, while in 12 countries women have less knowledge than men.
- AIDS-related deaths have decreased 20% since 2004, likely due to the expansion of antiretroviral therapy (ART).
- There is evidence that prevention campaigns are beginning to change sexual behaviour patterns and is leading to a reduction in the incidence of HIV and AIDS. However, gender disparities continue to be a major driver of the epidemic in the region.

HIV and AIDS is the second-worst performing sector based on empirical data given by SGDI rankings as countries across the region continue to grapple with the effects of the pandemic. This pandemic has caused immense human suffering and has disrupted life across all levels of life and society.



Source: Gender Links 2012 with CSC calculated from Citizen Score Cards administered to women and men in SADC countries. The SGDI is derived from statistics in Table 7.1.

Figure 7.1 shows that the regional average SGDI score for HIV and AIDS is 55%, an increase of eight percentage points from last year's of 47%. The indicator that has led to a significant increase in the score is the increase in knowledge of HIV and AIDS. The progress shown in updated data from the UNAIDS 2011 report and country reports suggests that the high level of financial and human-resource investments in the sector are beginning to pay off.

See Table 7.1 on key gender, HIV and AIDS figures for SADC countries. Unlike in other sectors where citizens usually score their respective governments much lower than the SGDI, the CSC rating (based on citizen's perceptions) is usually higher for the HIV and AIDS sector. The overall CSC score for this year is 62%, up from 60% in 2011. There is evidence of an upward trend on the rating of governments' performance by citizens following a drop experienced in 2010 (53%). It was possible go a step further this year to calculate a gender-disaggregated score for the CSC where both women and men gave governments the same overall score of 62%.

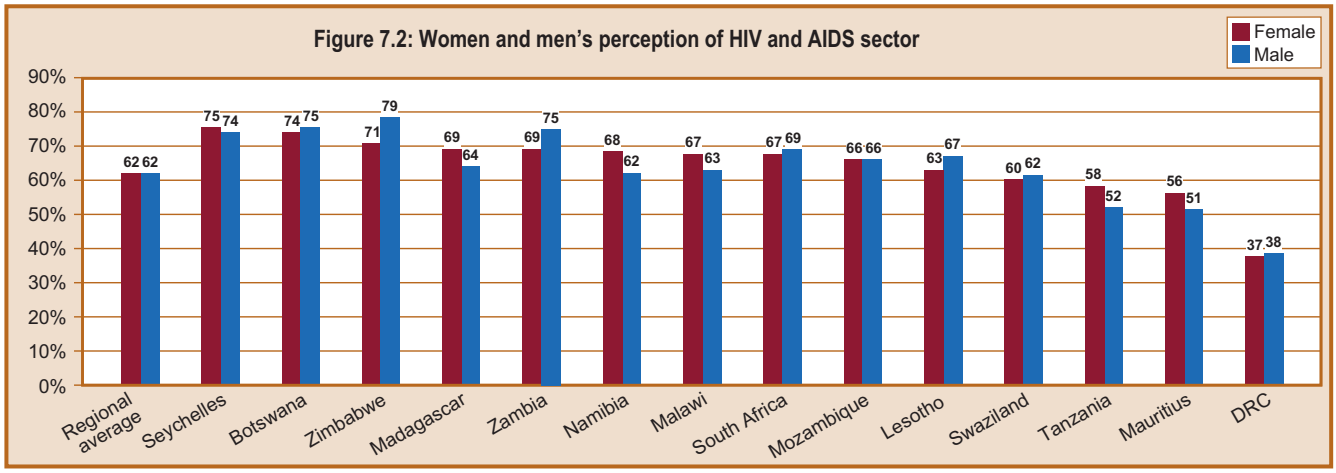
The SGDI measures comprehensive knowledge on HIV and AIDS, the proportion of women living with HIV as a proportion of the total and HIV positive women receiving Prevention of Mother to Child Transmission (PMTCT).

There are country variations. Mauritius has the highest SGDI score of 76, which is 21 percentage points more than the regional average of 55%. Seychelles follows closely with a score of 2O percentage points more than the regional average. Seychelles is not only among the best performing in terms of the SGDI, but is also a pace setter on the CSC rankings. In contrast, Mauritius scored themselves much lower at 61%. The two island countries have the lowest numbers of people living with HIV and, unlike the rest of the region, there are more men infected than women.

Five countries scored an SGDI less than 40%. At least three of them are post-conflict countries (DRC, Mozambique and Angola), where women also lag behind in literacy levels and in enrolment at both primary and secondary schools. This gives substance to studies suggesting that young people with little or no education may be about twice as likely to contract HIV as those who have completed primary education.[1] Recent studies have shown that Malawi is facing huge challenges with early marriages. Girls drop out of school and live with much older men, increasing their chances of being exposed to HIV and AIDS.

In total, eight countries have a CSC score greater than their SGDI, while only five countries scored themselves lower and Seychelles CSC and SGDI scores were at par (75%).

[1] Global Campaign for Education (2004).



Source: Gender Links 2012 with CSC calculated from Citizen Score Cards administered to women and men in SADC countries.

Figure 7.2 showed that women scored their governments higher than men in six countries Madagascar, Malawi, Mauritius, Namibia, Seychelles and Tanzania. In Mauritius, the scores were at par while in the rest of the countries men scored the governments higher than women.



A discussion about sexual reproduction health with young women held at GL in partnership with ADAPT, Aurora Girls High School and Bhukulani High School during the Sixteen days campaign against women and child abuse in Johannesburg, December 2011. *Photo: Nomthandazo Mkanzana*

Background

Now in its fourth decade and more than 15-million deaths later in Africa alone, the fight against HIV and AIDS continues to be a formidable one, but recent statistics from UNAIDS have shown much progress. If the trends continue, success is on the horizon as most countries in the region have made major strides in achieving universal access to treatment by the 2015 deadline. They have also made commitments to intensify efforts to achieve universal access to treatment and to reach Goal Six of the Millennium Development Goal targets on HIV and AIDS.

Two-thirds of all people living with HIV live in sub-Saharan Africa, though the region accounts for just more than 10% of the world's population.[2] However, the spread of the epidemic is largely concentrated in the southern part of the region. About 11.1-million people were living with HIV in Southern Africa in 2009, 31% more than the 8.6-million people living with HIV in the region a decade earlier. Overall, SADC accounts for 34% of all people living with HIV.

According to UNAIDS estimates in 2010, women constituted half the people living with HIV globally, a proportion that has shifted very little in the past 15 years. Women in sub-Saharan Africa carry the heaviest burden of HIV as recent studies indicate that women are 1.4 times more likely than men to contract the virus. At the time of the study, women comprised 59% of the adults living with HIV in the region.

The most obvious effect of this crisis has been illness and death, but the impact of the epidemic has not been confined to the health sector. Households, schools, workplaces and economies have also been badly affected. HIV affects the economically active population (15-49 years) and consequently, national economies and regional development.

During 2009, about 1.3-million adults and children died as a result of AIDS-related illnesses in sub-Saharan Africa; since the beginning of the epidemic, more than 15-million Africans have died from AIDS-related illnesses. Yet AIDS-related deaths have decreased by 20% in the region since 2004, mostly due to the wider availability of antiretroviral treatment.[3]

The number of people newly infected with HIV also fell - from 2.2million people in 2001 to 1.8million people in 2009. The rate of new HIV infections in sub-Saharan

[2] UNAIDS 2008 Report on the Global AIDS Epidemic, http://www.unaids.org/en/KnowledgeCentre/HIVData/GlobalReport/2008/ (accessed July 4th, 2009).
[3] UNAIDS, 2010 Global report: http://www.unaids.org/globalreport/documents/20101123_GlobalReport_full_en.pdf

Africa has slowly declined as four of the countries with the largest HIV epidemics (Ethiopia, South Africa, Zambia and Zimbabwe) reduced new infections by more than 25% between 2001 and 2009.[4]

However, unless national and global responses to the epidemic accelerate, these trends project a bleak vision of the future: more and more women are infected; still more are exhausted from caring for the ill and dying; and children are left to fend for themselves or rely on their elderly grandparents.

There are a number of reasons for women - and young women in particular - being disproportionately more vulnerable to HIV infection than men. These reasons lie within the overall context of patriarchal attitudes and systems, and gender inequality and economic disempowerment which lead to lower decision-making ability in sexual relationships. They include, but are not limited to:

- A high incidence of age-disparate sexual relationships and high rates of multiple concurrent partners;
- The stigmatisation of the disease preventing women from gaining access to ARVs;
- Poorer knowledge of HIV transmission pathways and HIV-prevention methods;
- Intimate-partner violence or the fear of violence leading to women's lowered ability to initiate discussions about safer sex, even when the partner is known to have other sexual partners. This also affects an HIV positive mother's ability to adhere to safe infant-feeding techniques.[5]

The changing face of the pandemic means that women, especially young women, will continue to be the most vulnerable to infection, the least able to protect themselves and the last to get treatment and care. Widows will continue to be driven from their homes, deprived of land and inheritance rights, the number of AIDS orphans will continue to grow and families will have little hope of escaping poverty.[6]

Although antiretroviral therapy is beginning to reduce the toll of AIDS, still fewer than four in 10 of those in need of treatment are receiving it.[7] The impact of AIDS will remain severe for many years to come. Regionally, there is progress toward preventing new infections as well as government commitment to support efforts to develop effective female-controlled HIV-prevention methods in the form of microbicide gels. The first promising results from microbicide gel trials were announced at the 18th International AIDS Conference in Austria in 2010.



ARVs increasing being found on the shelves at Lamvelase health centre,Swaziland. *Photo: Trevor Davies*

HIV treatment now reaches more than 6-million people in sub-Saharan Africa

For the second year in a row, an additional 1.1-million people in sub-Saharan Africa received antiretroviral therapy, reaching a total of 6.2-million people across the region in 2011. In less than a decade, access to HIV treatment in sub-Saharan Africa has increased more than 100-fold.

"I am impressed with the progress that Africa has achieved on AIDS, but much remains to be done," said Dr Thomas Yayi Boni, Chairperson of African Union and president of Benin. "As chairperson of the African Union, I am working closely with African leaders and partners to deliver more sustainable and African-owned responses."

By the end of 2011, an estimated 56% of people eligible for treatment in sub-Saharan Africa were accessing it. There was a 19% increase in treatment coverage across the region between 2010 and 2011 alone.

"Ten years ago, we could never have imagined reaching so many people in Africa with antiretroviral therapy," said UNAIDS Executive Director Michel Sidibé. "Even in uncertain economic times, African leaders have shown leadership by increasing domestic HIV investments and expanding treatment access for people living with HIV."

[4] UNAIDS, 2010 Global report: http://www.unaids.org/globalreport/documents/20101123_GlobalReport_full_en.pdf
[5] World Health Organization (WHO) recommendations are that HIV positive mothers should feed their children formula in order to eliminate the risks of their babies contracting HIV through breast milk. In the event that bottle feeding is not ideal, due to poor water and electricity supply for the proper preparation of milk and sterilisation of bottles, as well as due to inability to afford formula, mothers are advised to exclusively breast feed their babies for at least a year.
[6] UNIFEM (2008).*Transforming the National AIDS Response: Mainstreaming gender equality and women's human rights into the "three ones"*. New York, USA, UNIFEM
[7] World Health Organization 2010 Progress report: Towards universal access: Scaling up priority HIV/AIDS interventions in the health sector.

According to preliminary estimates from country reports, the most significant progress has been seen in South Africa, Zimbabwe and Kenya. In 2011, at least 300 000 people in South Africa were newly enrolled in treatment; 100 000 in Kenya; and 150 000 in Zimbabwe. Several other countries, including Botswana, Namibia and Swaziland have already achieved high levels of treatment coverage.

Expanded treatment access in sub-Saharan Africa is due, in part, to a big drop in the cost of HIV-treatment regimens. In 2000, the cost of a year's supply of first-line HIV treatment was about US$10 000 per person; today, it is less than $100 per person.

Source: Press release by UNAIDS Geneva, 9 July 2012

The introduction of PMTCT - a short course of antiretroviral therapy that prevents transmission of HIV from mother to child - has also been hailed as a breakthrough in the fight against HIV. The use of PMTCT is thought to help reduce infant and maternal mortality. However, a number of barriers hinder women from gaining access accessing PMTCT and abiding to its recommendations, including weak health systems, socio-cultural practices, stigmatisation and discrimination. Equally, more work needs to be done to encourage men to become more involved in PMTCT and antenatal care to support women's health and to avoid HIV infection and re-infection.



Prevention of mother to child transmission is key to reducing rates of HIV. Breastfeeding mothers at a Mbare Clinic in Harare.
Photo: Trevor Davies

While SADC already has a Declaration on HIV and AIDS, the SADC Gender and Development Protocol seeks to progress beyond declarations and conventions previously signed by SADC countries by specifying the gender dimensions and coming up with specific time frames.

The Protocol states that by 2015 SADC governments must:

- Develop gender-sensitive strategies to prevent new infections;
- Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls;
- Develop and implement policies and programmes to ensure the appropriate recognition of the work carried out by caregivers, most of whom are women, to allocate resources and psychological support for care-givers and to promote the involvement of men in the care and support of people living with HIV and AIDS;
- Have laws on gender-based violence that provide for the testing, treatment, and care of survivors. These should include emergency contraception, access to post-exposure prophylaxis at all health facilities, and the prevention of sexually-transmitted infections.

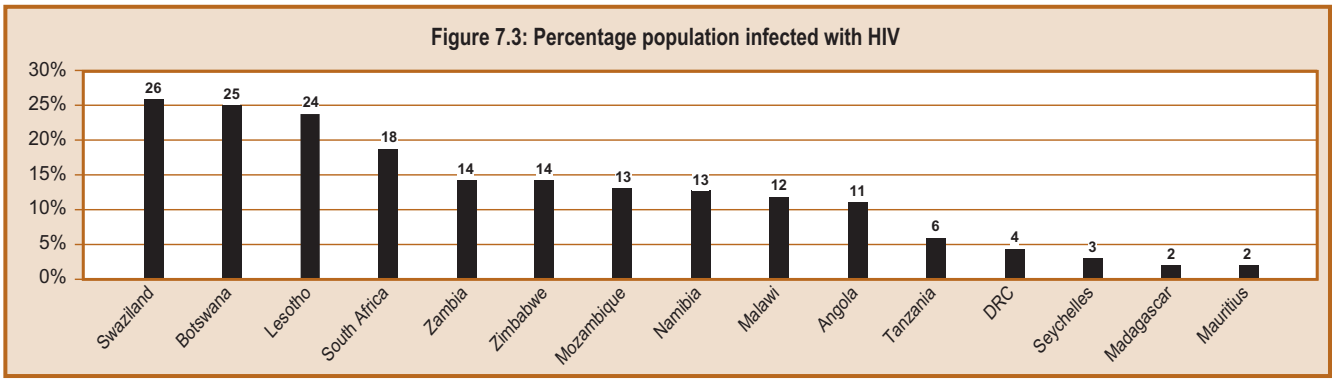
Table 7.1: Key gender, HIV and AIDS indicators

Faculty	Angola		Botswana		DRC		Lesotho		Madagascar		Malawi		Mauritius		Mozambique		Namibia		Seychelles		South Africa		Swaziland		Tanzania		Zambia		Zimbabwe	
%	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
1. Extent of comprehensive knowledge on HIV and AIDS (15-24)	21	30	33	40	54	63	85	79	67	70	41	42	80	87	25	58	83	86	67	59	27	30	89	87	68	73	71	74	72	79
2. HIV infection	11%		24.6%		4%		23.6%		2%		12%		1.8%		13%		13%		2.5%		18%		26%		5.7%		14.3%		14.3%	
3. Share of HIV infection by sex	61	39	57	43	58	42	58	42	61	39	52	48	19	81	63	37	59	41	42	58	59	41	57	43	55	45	57	43	54	46
4. % On ARV treatment (total)	6%		89.9%		15%		51%		3%		21%		93%		12%		84%		95.2%		56%		35%		64.54%		68%		56.1%	
5. % HIV positive pregnant women receiving PMTCT	14%		95%		4%		72%		3%		14%		68%		28%		90%		100%		83%		69%		68%		61%		98%	

Source: UNGASS 2010 Country progress reports; IAS 2009 Fact sheet on HIV and AIDS in sub-Saharan Africa and South Africa.
For Angola, DRC, Madagascar and Mozambique, data from 2009 was sourced from MDG Database; UN AIDS 2010. Zimbabwe 2010 DHS.

The current situation

Southern Africa still remains the area most heavily affected by the HIV and AIDS epidemic compared with the rest of the world: The 10 countries with the highest HIV prevalence worldwide are all in the sub-region, with each of these countries experiencing adult (15-49 years) of HIV prevalence greater than 10%. Four countries in the region (Botswana, Lesotho, South Africa and Swaziland) have prevalence rates greater than 15%. With an estimated adult HIV prevalence of 25.9% in 2010, Swaziland had the highest level of infection in the world.[8] The epidemic in Swaziland seems to have levelled off, albeit at a very high rate. A 2010 UNAIDS report estimated that three in every 100 people in the kingdom will be infected with HIV every year leading to an expected 18,000 new infections each year by 2012. Botswana has an adult HIV prevalence of 24.8%, with some evidence of a decline in prevalence in urban areas.[9] South Africa remains home to the world's largest number of people living with HIV (5.6 million).[10] For southern Africa as a whole, HIV incidence appears to have peaked in the mid-1990s. In most countries, HIV prevalence has stabilised at extremely high levels, though evidence indicates that HIV incidence continues to rise in rural Angola.[11]



Source: UNAIDS 2010.

HIV and AIDS prevalence continues to vary greatly in SADC countries: Four of the 15 countries have an HIV prevalence rate of more than 15%, while four countries have a prevalence rate of 4% or less. The highest prevalence is in Swaziland (25.9%); Botswana (24.8%), Lesotho (23.6%) and South Africa (17.8%) are also very high. The lowest prevalence rates are in the islands: Seychelles, Madagascar and Mauritius all have prevalence rates of 3% or less. Unlike the other SADC countries, the Indian Ocean islands have epidemics classified as concentrated. This means they are largely concentrated among groups such as injecting drug users, sex workers, prisoners and sexual minorities, as well as seafarers.[12]

Though statistical data has not been updated since the last edition of the 2011 SADC Gender Protocol Barometer there is evidence of decline in most countries in the region: It is notable that of the countries with the highest prevalence in the region, South Africa, Zambia and Zimbabwe have reduced prevalence rates.



Zimbabwe showed significant reductions between 2001 (26.5%) and 2009 (14.3%).[13] Zimbabwe became the first country in southern Africa to record a significant, sustained decline in the national prevalence of HIV infection among adults, which fell from 29% in 1997 to 16% in 2007[14]. In the capital, Harare, for example, the annual HIV incidence is estimated to have peaked in 1991 (at 5.5%) and slowed to 1% in 2010[15]. Studies have linked this decline with population-level changes in sexual behaviour, particularly reductions in the number of sexual partners and increased uptake and use of condoms.

[8] UNAIDS 2010 Progress Report,
[9] Ibid.
[10] Ibid.
[11] UNAIDS 2009 AIDS Epidemic Update. http://data.unaids.org/pub/Report/2009/JC1700_Epi_Update_2009_en.pdf (accessed 30 July, 2010).
[12] UNAIDS 2010 Progress Report.
[13] Government of Zimbabwe. 2010. Factsheet HIV Decline in Zimbabwe - Positive Behaviour Change Makes a Difference. Harare: Ministry of Health and Child Welfare.
http://docs.google.com/viewer?a=v&q=cache:Q1kwMAwYdEJ:countryoffice.unfpa.org/zimbabwe/drive/FACTSheetHIVDeclineinZimbabweFinal.pdf+southern+africa+%2B+decline+%2B+hiv+prevalence+2010&hl=en&gl=za&pid=bl&srcid=ADGEESjE8XNSU8w899NkfnqWqp6JWGinS_xxsHOy3oCWdzw9OOJdt5tn7uFL2o9LhmyQOzN7ZcKq3d3tMaXOA88MVsdt9O0vy6lwcB6KINV0_0UoI18sr2habqjuL5uHcAtLDHJP4s&sig=AHIEtbS50g4CMx7kFiaukb7X2lVEiABlKQ
[14] WHO HIV and AIDS 2012 Progress report.
[15] Ibid.



South Africa's 2010 prevalence rate reflects a reduction in the 2008 figures released by UNAIDS, indicating either a reduction in prevalence due to death, or successes in HIV prevention and mitigation programmes. However, the country's epidemic remains the largest in the world with an estimated 5.6 million people living with the virus in 2009. The latter scenario is more probable as South Africa has stepped up efforts and programmes, including a large ART programme to address the epidemic.[16]

The epidemics in Botswana, Namibia and Zambia where the HIV incidence declined, especially among women, between 2004 and 2008 also appear to be declining, while those in Lesotho, Mozambique and Swaziland seem to be levelling off. However, in all these countries, the proportion of the population living with HIV remains exceedingly high. Angola's comparatively younger epidemic still appears to be growing.[17]

By far the most people newly infected with HIV in sub-Saharan Africa acquire the virus during unprotected heterosexual intercourse (including paid sex) or as newly born and breastfed babies (via mother-to-child transmission). Having unprotected sex with multiple partners and having other sexually transmitted infections (especially genital ulcers caused by herpes simplex virus type 2) are the greatest risk factors for HIV infection in this region.



In **Swaziland**, transmission through heterosexual sexual contact (including sex within couples, casual sex and sex work) is estimated to account for 94% of infections.[18]

UNAIDS commends Zimbabwe's progress in responding to AIDS



From left: Thokozani Khupe Zimbabwe Deputy Prime Minister sitting next to Michel Sidibe UN AIDS Executive Director during the Global Power Women Network meeting, May 2012. *Photo: iZivisoMag.com*



UNAIDS Executive Director, Michel Sidibé, met President Robert Mugabe and Prime Minister Morgan Tsvangirai on the sidelines of the inaugural meeting of the GlobalPOWER Women Network Africa held in May 2012 to discuss the country's progress with its AIDS response. In separate meetings, they reviewed Zimbabwe's success in mitigating the impact of HIV and opportunities to further the country's response.

Sidibé commended the collective efforts made by the Zimbabwean government for having maintained community engagement and service provision to expand access to HIV prevention and treatment services during a difficult period. "The government of Zimbabwe's support for the national AIDS response bridges parties and portfolios," said Sidibé. "This has resulted in a significant reduction of adult HIV prevalence and a steady decline in the number of new HIV infections."

Zimbabwe has achieved one of the sharpest declines in HIV prevalence in southern Africa, from 27% in 1997 to just more than 14% in 2010. With 10 times fewer resources for AIDS per capita than other countries in sub-Saharan Africa, Zimbabwe has expanded extenstion of antiretroviral treatment among adults from 15% in 2007 to 80% in 2010. At the end of 2011, nearly half a million people in the country were receiving lifesaving HIV treatment and care.

President Mugabe and Mr Sidibé discussed country ownership and shared responsibility, highlighting the importance of African countries to contribute greater domestic resources to complement the investments from international partners. President Mugabe agreed to support the agenda for country ownership and shared responsibility with other African heads of state at the Africa Union Summit in Lilongwe, Malawi.

Boosting domestic AIDS investments

In a separate meeting with Prime Minister Morgan Tsvangirai, Mr Sidibé lauded the success of Zimbabwe's AIDS levy, a tax on income to increase domestic resources for the national HIV programme. This innovative

[16] UNAIDS Country Progress Report, 2010.
[17] WHO HIV and AIDS 2012 Progress report.
[18] Mngadi S et al. (2009) Swaziland: HIV prevention response and modes of transmission analysis. Mbabane, National Emergency Response Council on HIV/AIDS.

approach has enabled Zimbabwe to diversify its domestic funding for its AIDS response, raising an estimated $26-million in 2011. This year the levy is expected to raise $30-million.

Zimbabwe's AIDS levy is an excellent example that demonstrates how to generate domestic resources to maintain and own their national AIDS responses "The Zimbabwe AIDS Levy is an excellent example that demonstrates to other African countries how to generate domestic resources to maintain and own their national AIDS responses," Mr Sidibé said. "I encourage the Government of Zimbabwe to explore how this initiative could be expanded to tap into the informal sector to boost the resources of the trust fund."

An important focus of the national AIDS response in Zimbabwe is the elimination of new HIV infections among children and keeping their mothers alive. The number of sites providing services to prevent mother-to-child transmission of HIV has nearly doubled in recent years from 920 in 2008 to 1,560 in 2010. According to the 2011 Global HIV/AIDS response progress report, an estimated 86% of HIV-positive pregnant Zimbabwean women received antiretroviral prophylaxis in 2010, compared with only 17% in 2008.

Commenting on Zimbabwe's progress in this key area, Mr Tsvangirai said more work remained ahead in the national AIDS response. "There is improvement in Zimbabwe when it comes to AIDS, but we still have many challenges and need to closely collaborate with the international community," he said. "Zimbabwe needs to recognise and build on the encouraging progress we made so far."

While applauding the government's commitment to eliminate new HIV infections among children and keeping their mothers alive by 2015, Mr Sidibé encouraged the Mr Tsvangirai to take additional measures to protect the health and rights of women and girls.

"Zimbabwe's constitution-making process presents unprecedented opportunities to revisit laws to better protect women and girls," said Mr Sidibe. "The government should consider amending the legal age of marriage for girls from 16 to 18, which is the age of majority in Zimbabwe."

Sidibe further emphasised the importance of an inclusive AIDS response that ensures the provision of live-saving services to all people, including sex workers, people who use drugs, mobile populations and men who have sex with men.

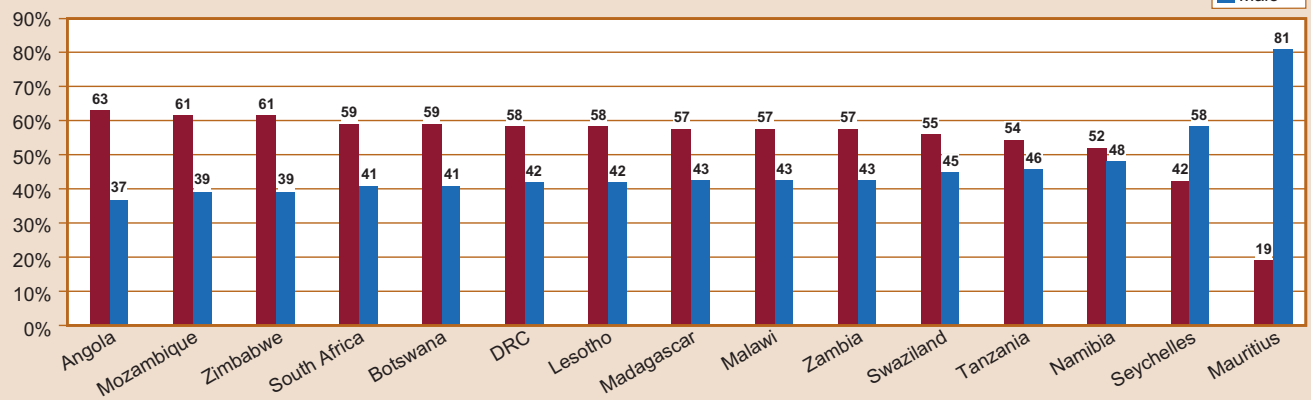
Mr Sidibe visited Epworth Polyclinic, which is one of the 1,560 facilities in the country that provide integrated maternal and child health services, including antenatal care, HIV counselling and testing, PMTCT interventions, early infant diagnosis, immunisation, reproductive-health counselling and nutritional support. The clinic also promotes male involvement through its partnership with Padare, a social practice that brings together traditional and local leaders, grandfathers, fathers, uncles and brothers to discuss issues related to gender equality and HIV prevention, including among children.

There is improvement in Zimbabwe, but the country still has many challenges and needs to closely collaborate with the international community. Zimbabwe needs to recognise and build on the encouraging progress it has made so far.

During the visit to the Epworth Polyclinic, Mr Sidibé said it was evident that Zimbabwe was facing major challenges. "But what I am seeing today is a bold example of how you have united to establish community-centred services that integrate health, nutrition and social aspects. This kind of partnership which is not limited only to the international community at the top, but also with communities at the household level can bring about radical change."

Source: http://www.unaids.org/en/resources/presscentre/featurestories/2012/may/20120528fszimbabwe/

Figure 7.4: Proportion of women and men living with HIV



Source: UNAIDS 2010.

The number of countries on which there is a greater prevalence of HIV and AIDS among women than men has increased from from 12 to 13: Figure 7.3 shows that Namibia joined others to raise the number from 12 to 13 out of 15 countries in which there is a greater prevalence of HIV and AIDS among qomen than men. Only Mauritius and the Seychelles have a higher male prevalence where HIV and AIDS infection is concentrated among injecting drug users.

The most pronounced difference by sex is in Angola and Mozambique and Madagascar where women account for more than 60% of those living with HIV. The trend is not much different in the other countries, where men's prevalence rates are in the low 40 percentile, while women's is in the high 50 percentile.

Worrying signs as the proportion of women living with HIV and AIDS is increasing in some countries compared with last year: Namibia registered the most notable increase of nine percentage points from a proportion of 50% to 59% women out of the population living with HIV and AIDS. That is a drawback for a country doing well in other areas. Mozambique and Madagascar registered an increase of 3 percentage points each to 63% and 61% respectively.

On a positive note, three countries registered a decrease in the proportion of women of people living with HIV and AIDS: Updated data that is gender disaggregated shows that Zimbabwe has experienced the most significant decrease compared with data that was available last year from 60% to 54% and from 58% to 52%. Botswana recorded a one percentage point drop from 58% to 57%.

Women suffer from choice disability: The fundamental reason that women are more vulnerable to HIV and AIDS infection in the SADC region and throughout the world is that women lack the choice and power to control their sexual and reproductive health, what is now referred to as "choice disability".

"Abstinence protects only those able to choose when and with whom to have sex. Not everyone can afford to give up multiple partners or insist on condom use. For these choice-disabled people, urging safer choices has muted relevance." (Neil Andersson and Anne Crockcroft in their 2011 paper: *Choice-disability and HIV infection: A cross-sectional study of HIV status in Botswana, Namibia and Swaziland)*

The most recent prevalence data show that in sub-Saharan Africa, 13 women become infected for every 10 men infected. Half of the people living with HIV globally are women and 76 % of all HIV-positive women live in sub-Saharan African.[19]

Women, especially young women, remain disproportionately affected in sub-Saharan Africa, highlighting the need to address gender inequity and harmful gender norms as a central component of the global response to HIV.[20]

Malawi: Girls who receive regular payments say no to older men



Peer education programmes key to behaviour change. Young girls in Malawi share views at school. *Photo: Frank Windeck*



Regular small cash payments to girls and young women can enable them to resist the attentions of older men and avoid HIV infection, according to a new study. This is the finding of a randomised, controlled trial carried out in one of the poorest parts of Malawi.

Girls and young women are at the greatest risk of HIV infection in countries with existing high prevalence rates. In sub-Saharan Africa, between a quarter and a third have the virus by the time they reach their early 20s, but educating girls about risks and promoting condom use has had little effect in countries where they are struggling with poor education, low status and poverty, and where older men with money offer one of the few ways out of financial difficulty.

[19] UNAIDS 2010 Report.
[20] Ibid.

A team of researchers from the World Bank, University of California at San Diego and George Washington University in the US carried out a randomised, controlled trial in Malawi to find out whether monthly payments to schoolgirls and their families would help change the girls' behaviour and safeguard their health.

They recruited nearly 1 300 young women, aged from 13 to 22, who were enrolled in school in the Zomba district of southern Malawi - an area of poverty, low school enrolment and high HIV prevalence.

The young women were randomly assigned, according to where they lived, either to receive between $1 and $5 a month, with their families given between $4 and $10 a month, or to get nothing. At the end of 18 months, the girls were tested for HIV and herpes infection.

The study, published online by Lancet, found that girls who had received money were less than half as likely to have HIV as those who had not been paid - 1.25% (seven out of 490 women) compared with 3% in the control group (17 out of 796).

While the numbers who contracted HIV were relatively small, the researchers believe it shows a significant trend and would make a substantial difference across the population. There was a reduction of three-quarters in the risk of herpes, another sexually transmitted infection.

Half of those who were given money got it only if they attended school, but there was no difference in the infection rate between those and the others who were paid, nor did the amount they and their families received make a difference. Girls in the groups receiving payments were more likely to be in school than the others. Condom use did not go up, but the girls were less likely to be having sex frequently and less likely to have a partner over the age of 25.

"The findings suggest that financially empowering school-age girls and their families can have substantial effects on their sexual and reproductive health," the authors write. In a commentary also published by the journal, Dr Nancy Padian, from the School of Public Health, University of California, Berkeley, and colleagues say the findings "add to the increasing evidence suggesting that economic development and anti-poverty programmes can alter the context of sexual decision-making and, thus, HIV infection risk".

At a cost per case of HIV averted of $5 000-$12 500 (£3 167-£7 918), paying individuals to stay healthy might seem expensive, they say, but it is still probably cost-effective and cheaper than putting people on antiretroviral drugs, which has been shown to reduce the risk of HIV infection.

By Sarah Boseley, health editor of The Guardian, Wednesday 15 February 2012

The attitude of men towards contraception continues to be a challenge: Changing men's negative attitudes to contraception and the common belief that contraception, if used, is a woman's responsibility, is a significant challenge. Many men believe that the use of contraception encourages women to be unfaithful and that condoms decrease the pleasure of sex. Others prefer to use traditional methods of contraception which offer no such protection. Changing these attitudes will decrease women's vulnerability to HIV infection.

The high prevalence of intergenerational sexual partnerships may play an important role in young women's disproportionate risk of HIV infection: Malawi, which demonstrated low levels of knowledge (42%) about HIV in men and women, has implemented a policy framework for the provision of sexual and reproductive health (SRH) services for young people. The implementation of Youth Friendly Health Services Standards is helping to promote the provision of SRH services, including HIV testing and counselling and sexually-transmitted infection (STI) treatment and prevention to young people. In 2010, there were 1 609 health facilities providing youth-friendly services, an increase from 8% in 2004 to 85% in 2010.[21]

Mobility and proximity to transport routes increases risk of contracting HIV: Southern Africa has always exhibited the trend of higher HIV prevalence along transport routes and in border towns, due in part to high incidences of transactional sex. Sexual abuse of women and girls is also common in border towns. Mauritius and Mozambique have two of the most localised epidemics, with HIV prevalence more concentrated in some areas than others. In Mauritius, HIV is more prevalent in the port cities of Port Louis and Black River, which are characterised by constant mobility of people from the inland region and tourism.[22] In Mozambique, the southern region has been characterised by increasing prevalence, from 16% in 2002 to 21% in 2009, while prevalence is stabilising in other regions.[23] Prevalence in Mozambique is also higher in border areas and along the three main transport corridors of Beira, Maputo and Nacala. In Tanzania, women who travelled away from home five or more times in the previous 12 months were twice as likely to

[21] SAfAIDS. 2011. Turning the Tides on Gender Based Violence. Best Practices of Organizations Applying the Changing the River's Flow Model in Southern Africa. Pretoria: SAfAIDS.
[22] Government of Mauritius 2010.
[23] USAID 2010.

be HIV-positive as those who did not travel.[24] In rural KwaZulu-Natal province in South Africa, the risk of becoming infected was found to increase the closer an individual lived to a primary road.[25]



Men give a red card to HIV and AIDS in Maseru as part of World AIDS Day celebrations, December 2012, Lesotho. *Photo: Trevor Davies*

Poor knowledge of links between HIV transmission and harmful traditional practices increases rates of new infections: Practices such as polygamy, widow cleansing (when a widow is forced to have sexual relations with a designated village cleanser or a relative of her late husband), widow inheritance, marrying off a girl-child to an older man to appease a death spirit and sexual cleansing post traditional initiation, have all been found to have high HIV-transmission risks.[26] The HIV risk in all these practices lies in the fact that they are characterised by sexual intercourse with low condom use and HIV testing, non-consensual sex and a disregard for women's rights.

A high rate of sexual violence throughout the SADC region also propagates women's vulnerability to HIV infection: Traumatic abrasions and a lack of lubrication increase the risk of transmission in cases of rape and gender-based violence.

HIV prevalence is especially high among men who have sex with men: In a 2008 study of 378 men who have sex with men in Soweto, South Africa, researchers found an overall HIV prevalence of 13.2%, increasing to 33.9% among men who identified as gay.[27] A third of South African men who have sex with men surveyed in Cape Town, Durban and Pretoria tested HIV-positive.[28] A cross-sectional anonymous survey of 537 men who have sex with men in Botswana, Malawi and Namibia found an HIV prevalence of 19.7%, 21.4% and 12.4% among study participants, respectively.[29] As most governments and communities in the region continue to frown upon same-sex relationships, it has emerged that large proportions of men who have sex with men also have sex with women. A survey carried out in Malawi showed that a third of men who have sex with men were married or cohabiting with a woman.

Men who suffer stigmatisation and discrimination: Although as common in sub-Saharan Africa as elsewhere in the world, homosexual behaviour is highly stigmatised in the region. Men who have sex with men and transgendered people have higher risk to HIV due to violence against homosexuals and stigmatisation. More than 42% of men who have sex with men surveyed in Botswana, Malawi and Namibia reported experiencing at least one human-rights abuse, such as blackmail and denial of housing or health care.[30]

There is a shortage of targeted prevention and mitigation interventions for women who have sex with women: Women who have sex with women are increasingly more vulnerable to contracting HIV. However, a variety of reasons has stopped them from being targeted with HIV interventions, mostly due to a lack of understanding of the specific sexual practices of women who have sex with women as well as lack of knowledge of their sexual and reproductive health needs. A pilot study which looked at the health experiences and needs of a sample of 500 lesbian and bisexual women in four southern African countries in 2011, including South Africa, found that 71% of the cohort group was at risk of HIV infection, mainly from engaging in transactional sex and in non-consensual sex with both men and women. The study revealed that 30% of women respondents had unprotected sex because they believed they were not at risk of contracting HIV. More than 50% of the women surveyed said they had sex with women only, while more than 15% of the women acknowledged bisexual behaviour.[31]

[24] Tanzania Commission for AIDS 2008.
[25] UNAIDS/World Bank Economic Reference Group Meeting December 16-17, 2009.
[26] SAfAIDS, 2011.
[27] AIDS and Behaviour 2011: Accessed: http://www.mendeley.com/research/high-hiv-prevalence-among-men-who-have-sex-with-men-in-soweto-south-africa-results-from-the-soweto-mens-study/
[28] Parry et al, 2008: Accessed: http://www.sciencedirect.com/science/article/pii/S0376871607005066
[29] UNAIDS 2010.
[30] Ibid.
[31] OSISA and HSRC, 2011.

State parties shall take every step to adopt and implement gender-sensitive policies and programmes, and enact legislation that will address prevention, treatment, care and support in accordance, but not limited to, the Maseru Declaration on HIV and AIDS.

There is no time-bound target for this provision, but it is at the heart of informing HIV interventions in the region. Many SADC countries have adopted HIV and AIDS policies that aim to provide a framework for addressing the pandemic with an emphasis on prevention. The extent to which they are gender sensitive varies from country to country.

While **Mauritius** has not signed the SADC Gender Protocol, it provides a good example of how important it is to take into account the differences between women, men and children if the Protocol provisions are to be achieved. This is because each group has unique needs.

Protocol @ work

Mauritius: Gender Reponsive HIV and AIDS Policy

While Mauritius has not signed the SADC Gender Protocol, the country is a signatory to key international and regional instruments related to gender that informed the provisions of the SADC Gender Protocol. Except for the clause on affirmative action about which Mauritius has concerns, the country has demonstrated commitment to meeting the targets of the protocol. Two of the guiding principles of the National HIV and AIDS policy developed and validated in 2011 refer.

The two principles are:

i. People with HIV and AIDS shall have the same rights as all other citizens, and shall not be discriminated against on the basis of their HIV status, gender, socio-economic status, sexual orientation or HIV-risk factors.



With gender sensitive HIV and AIDS policies such in the Mauritius case there is light at the end of the tunnel. Candle lighting ceremony on World AIDS Day in Mauritius. *Photo: Gender Links*

ii. Gender norms and relations are a key factor in determining who acquires HIV in Mauritius, and in determining treatment, care and support outcomes. The national programme acknowledges this and all programmes and services shall devise and implement strategies that address gender norms and relations. Addressing the prevention and care needs of women and girls shall be a particular focus, combined with attention to male behaviour and cultural norms that increase the likelihood of women contracting HIV.

Other gender considerations are as follows:

- Wherever possible, HIV and AIDS information and prevention and care initiatives shall be integrated into existing programmes and services. In health, this shall mean integration into sexual and reproductive health services, maternal and child health, services for sexually transmitted infections, family health and other mainstream services.
- Treatment, care and support efforts shall focus on connecting all individuals and families (mostly women and children) affected by HIV and AIDS with health care and social support, and on focusing resources on geographical areas most affected by HIV and AIDS.

Earlier in the chapter, figure 7.3 shows that there are gender dimensions that influence the rate of infection of HIV and AIDS in Mauritius. There is a concentrated HIV and AIDS epidemic that which include, among others, male and female sex workers, male and female injecting drug users, and people with different sexual orientations, such as men having sex with men and transgender people. The policy states that "these shall be most efficiently controlled by working in a targeted manner through the key populations most likely to be exposed to HIV".

The vulnerabilities of women and biological factors are also taken into account as specified by the SADC Gender Protocol.

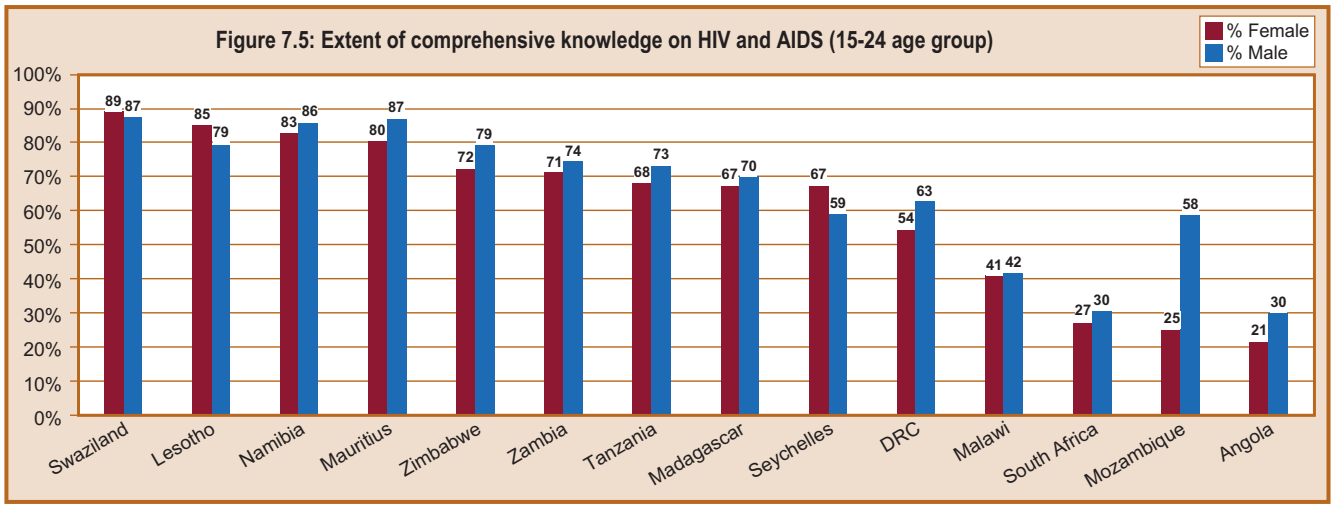
The policy states that, "There shall be a focus on ante-natal care services, on assisting pregnant women to access voluntary, confidential HIV counselling and testing, to access antiretroviral treatments for themselves, and to access Prevention of Mother-To-Child-Transmission (PMTCT) programmes, if HIV-positive. These services shall be decentralised for equitability of access. Non-adherent pregnant women shall be recalled through outreach interventions. All children born to HIV-positive mothers shall be followed up, tested and provided treatment, care and support, if HIV positive.

There may be challenges in the implementation of the policy linked to resources and adherence to the uptake of interventions, but because Mauritius's population is small, it is much easier to follow up on clients. With the global financial crisis, there is a cut to aid for HIV and AIDS and Mauritius would need to remain vigilant to be able to sustain the level of resources allocated to the sector.

The approach to implementation of the policy is sustainable and can be replicated by other SADC countries because it calls for a multisector approach. "The Government shall establish co-operation and collaboration with interested individuals, organisations, agencies or bodies in promoting care work, including community-based care, for AIDS patients and orphans".

Prevention

The Protocol requires that by 2015, state parties shall develop gender-sensitive strategies to prevent new infections, taking account of the unequal status of women, and in particular the vulnerability of the girl child as well as harmful practices and biological factors that result in women constituting the majority of those infected and affected by HIV and AIDS.



Source: WHO 2011, MDGs 2011 report, South Africa HIV and AIDS report 2010, Mozambique Epidemiological Fact Sheet on HIV and AIDS, Malawi 2012 SADC Gender Protocol Barometer.

Knowledge on HIV and AIDS is improving throughout the region compared with data from 2011: Figure 7.5 shows that knowledge of HIV and AIDS is the indicator that has shown the most significant improvement across almost all SADC countries compared with the other 22 indicators in the SGDI. This contributed to increasing the overall score of the SGDI. The extent of comprehensive knowledge of HIV and AIDS among the 15-24 age group varies significantly throughout the region. The decline in HIV prevalence has occurred amid signs of encouraging changes in sexual behaviour among people 15 to 24 years old in several countries with generalised epidemics.

Lesotho shows the most significant increases in proportion of females and

males who have knowledge of HIV and AIDS, from 26% in 2011 to 85%, denoting a 59 percentage point increase and from 79% to 18%, a 61 percentage point increase.



Knowledge of HIV and AIDs among 15-24 year old individuals is the most improved indicator. Youth-group raising awareness about HIV and AIDS, Johannesburg. *Photo: Trevor Davies*



DRC recorded the second-most significant increase from last year for women and men from 15% to 54% and from 21% to 63% respectively. This is a difference of 39 and 42 percentage points respectively. It is probable that post-conflict mechanisms to address social problems in the country have presented opportunities to educate younger people about HIV and AIDS, hence the significant increase in knowledge.



Swaziland also has a significant increase of 37 percentage points for women, up from 52% to 89%, and 35 percentage points for men to 87%. In fact, the country has the highest proportion of youth who have knowledge about HIV and AIDS among both women and men, with Mauritius having the same proportion of men (87%) who have knowledge of HIV and AIDS.

The gender-knowledge gap is closing: Widespread HIV prevention information and programmes being implemented in countries in the region have begun to yield positive results, as both men and women in only six countries demonstrate low levels of comprehensive knowledge (below 60%) about HIV and AIDS, compared with 12 countries in 2011.

This indicates the success of the work being done by governments and stakeholders to fight the epidemic, but they still need to step-up the production and distribution of targeted HIV prevention and mitigation information so that all youths become part of the solution.

Figure 7.2 shows, however, that despite a marked increase in the levels of knowledge, in South Africa, Mozambique and Angola the levels are all below 30%. Only three of the 15 countries have women with more knowledge than men, while in 12 countries women have less knowledge. The gap between knowledge between women and men is slowly closing with difference ranging from seven to one percentage points. The exception is Mozambique, which recorded the highest gap of 23 percentage points.

Table 7.2: Gender knowledge gap of HIV and AIDS in SADC

Country	2012		2011	
	Male	Female	Male	Female
Angola	30	21	14	7
DRC	63	54	21	15
Lesotho	79	85	18	26
Madagascar	70	67	57	54
Mauritius	87	80	66	68
Mozambique	58	25	58	43
Namibia	86	83	62	65
Seychelles	59	67	69	67
Swaziland	87	89	52	52
Tanzania	73	68	40	45
Zambia	74	71	37	34
Zimbabwe	79	72	46	44

SADC Model Law still controversial

The SADC Treaty in Article 15 urges members states to develop and adopt a uniform HIV policy through the SADC Parliamentary Forum, as the region subsequently did in 2008. The law, known as the Model Law on HIV and AIDS in Southern Africa (or the Model Law), was developed to provide governments with a yardstick for the development of enabling national policies aimed at preventing and mitigating the impact of HIV, and in encouraging policy reforms at national level.

Provisions of Section 48 outlaw any laws inconsistent with the Model Law, such as laws that criminalise HIV transmission and/or exposure. Despite these positive laws, SADC member states continue with efforts to criminalise HIV transmission. Lesotho, Madagascar and Zimbabwe have legislation criminalising HIV and Tanzania and Swaziland are at the draft stage.

There is intense debate on what constitutes the most effective HIV-prevention approach for governments to adopt. Supporters of the criminalisation of HIV transmission believe that it will promote public health outcomes and HIV prevention. Those who oppose it argue that criminalisation will deter people from

accessing voluntary counselling and testing services and discourage them from knowing their status and seeking appropriate treatment and care.

The criminalisation of HIV transmission has been lauded as an effective way of protecting women from HIV, but the irony is that sometimes laws intended to be of benefit may result in women being dispropor-tionately prosecuted, since, due to antenatal testing, women are more likely to be tested. Women already find it difficult to negotiate safer sex or to disclose HIV status to their sex partners and criminalisation may make this more difficult.

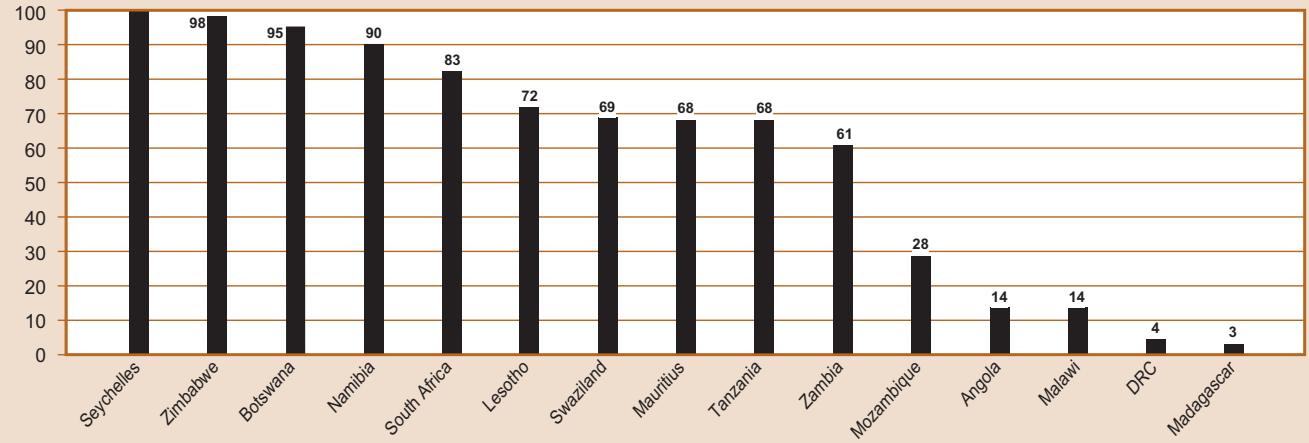
Criminalisation of HIV transmission may also undermine the willingness of People Living With HIV and AIDS (PLWHA) to disclose their status. UNAIDS advises governments to avoid extending criminal liability beyond cases of deliberate transmission. Where prosecutions and convictions have taken place across the world, they have generally been disproportionately applied to members of marginalised groups, such as men who have sex with men, sex workers and injecting drug users. These groups are often blamed for transmitting HIV, despite insufficient access to HIV-prevention information, services or commodities, or the ability to negotiate safer sex behaviour due to their marginalised status.[32]



Photo: Colleen Lowe Morna

Evidence suggests that HIV prevention programmes may be having an impact on sexual behaviour: In Southern Africa, UNAIDS has found a trend towards safer sexual behaviour among both young men and women (15-24 years old) between 2000 and 2007.[33] In South Africa, the proportion of adults reporting condom use during their most recent sexual encounter rose from 31.3% in 2002 to 64.8% in 2008.[34] A study in 2008 on modes of transmission and epidemiological synthesis in Swaziland suggests that the percentage of men having multiple partners may have fallen in response to a public information campaign.[35]

Figure 7.6: Percentage pregnant women living with HIV on PMTC



Source: UNAIDS 2010, WHO 2011, ZHDS 2010-2011.

[32] Adapted from SAfAIDS. 2009. *Criminalising HIV transmission in southern Africa: fuelling the HIV epidemic? A Policy Brief and the Model Law on HIV and AIDS in Southern Africa, 2008.*
[33] Gouws et al., 2008: *Comparison of adult HIV prevalence from national population-based surveys and antenatal clinic surveillance in countries with generalised epidemics: implications for calibrating surveillance data.*
[34] UNAIDS 2009.
[35] Ibid.



Ts'elisehang Tsuinyane the GIZ HIV and AIDS Advisor and Sarry Xoagus-Eises discuss strategies for local level interventions - June 2012, Maseru. *Photo: Ntolo Lekau*

In 2011, the United Nations identified 22 priority countries in sub-Saharan Africa to scale up PMTCT as a result of high maternal mortality. At least 12 of the 22 countries are in the SADC region: Angola, Botswana, DRC, Lesotho, Malawi Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

PMTCT uptake is uneven in the region: Of the 15 SADC countries, 13 have PMTCT programmes in place (the DRC and Madagascar do not). Mother-to-child transmission of HIV continues to account for a substantial, though decreasing, portion of new HIV infections in many African countries. In Swaziland, children were estimated to account for nearly one in five (19%) of new HIV infections in 2008.[36]

On average, 52% of pregnant women in the SADC region receive PMTCT. There has been some positive movement since last year. However, as illustrated in Figure 7.4, this ranges from 100% in Seychelles to 3% in Madagascar, showing the massive disparities in access to PMTCT in the region.

Zimbabwe showed a significant increase from 43% of pregnant women with HIV receiving PMTCT to 94%, a massive increase from the data available this year, compared with last year. Namibia, Lesotho and Madagascar also registered increases in uptake of PMTCT.

Mother and child



In **Botswana** a PMTCT programme is in place and since 2001 its services have been available at all public health facilities. The testing of pregnant women has increased from 83% in 2004 to more than 90% in 2009, with 95% of HIV positive mothers receiving treatment to prevent transmission of HIV to their babies.[37] Botswana's PMTCT programme is now one of the most effective in the region. Services have been established in all public facilities through the Maternal Child Health/Family Planning system which serves more than 90% of all pregnant women.



Although **Mauritius** has seen a decrease in new infections among injecting drug users (IDU), from 92% in 2005 to 73% in December 2009, the country needs to implement more innovative and effective strategies to address IDU as it impacts uptake of PMTCT. PMTCT in Mauritius was initiated in 1999 and in 2009 new PMTCT protocols were introduced to improve management of HIV-positive pregnant mothers. Although the uptake of PMTCT has risen 15% in 2009, non-adherence to the programme by drug-injecting pregnant women is the main issue, preventing 100% uptake.[38]



Mozambique has rapidly scaled-up the number of health facilities providing PMTCT services, from eight in 2002 to 832 in 2009, with 76.3% of its 1 090 health facilities now providing antenatal care services and equipped to provide PMTCT care. Access to ARVs for PMTCT among HIV-positive women has also increased from 31.8% in 2007 to 45.8% in 2009. Despite these increases, however, overall coverage in the country remains low, particularly in rural areas.[39]



Inadequate knowledge about the availability of prevention services in antenatal settings often impedes their uptake. In **Tanzania**, only 53% of women and 44% of men reported awareness that medications and other services are available to reduce the risk of mother-to-child HIV transmission.[40]

[36] UNAIDS 2009.
[37] UNFPA 2007.
[38] Mauritius UNGASS Country Report. 2010. http://docs.google.com/viewer?a=v&q=cache:PrX6vbNx9EMJ:www.unaids.org/en/dataanalysis/monitoringcountryprogress/2010progressreportssubmittedbycountries/mauritius_2010_country_progress_report_en.pdf+mauritius+2010+%2B+hiv&hl=en&gl=za&pid=bl&srcid=ADGEESh0pFelv5mw-eYf2EY-2NQZt8GEd4c9uo33CbPrxUb6XUXhaYnhX1zMM8F4nEnJzM5Ir0lupT2jdSznRTs_MH5d3vCaNnDUv1BBs2NQAE4QBEpVI23IWsTfLKRqTiedp1uNK31I&sig=AHIEtbQhQ3-XyDeKK6pbG4zTnxUZsdJjbw&pli=1
[39] USAID. 2010. HIV/AIDS Health Profile, Mozambique. Accessed on 6 July 2011 at http://docs.google.com/viewer?a=v&q=cache:CLObgMrlvYYJ:www.usaid.gov/our_work/global_health/aids/Countries/africa/mozambique_profile.pdf+pmtct+%2B+mozambique+%2B+challenges+%2B+2010&hl=en&gl=za&pid=bl&srcid=ADGEESiGep9L8NDDGKXWQwUWzC8Zmx-RfFu6QesN-kCIdOctoiPGqFOlGcUxk7BXWsGxpZ6YCjzyMciKNhJFMUXhGMO7yKBv7YBt0HEUPfOlWuoHkgUULrjY5fuJpBmWE5h8aGoXf2kk&sig=AHIEtbQzLRXIYErwzmaWyT66dvo4AlfgFg
[40] Tanzania Commission for AIDS 2008.

In **Zambia**, the government recognises that PMTCT is critical to reducing the risk of transmission and PMTCT services have been rolled out to all 72 districts. The scaling up of PMTCT services has resulted in an increase in pregnant women who have completed prophylaxis from 14 071 in 2005 to 25 578 in 2006. By September 2007, the figure had reached 35 314.

It will soon be mandatory for every pregnant woman to undergo HIV testing so that if she is found positive, she can quickly be put on treatment to reduce the chance of infecting her baby. However, there are issues for some Zambian women who refuse to know their results when tested. This could be attributed to inadequate counselling before a pregnant woman undergoes testing and fear of stigmatisation and discrimination.[41]



Mother and child in Zanzibar. *Photo: Colleen Lowe Morna*

In **Lesotho** the government works with civil society organisation Elizabeth Glaser Pediatric AIDS foundation on PMTCT and focuses on certain interventions such as the nutrition of children and prevention of mother-to-child transmission. They also offer psycho-social support to HIV-positive mothers as well as PMTCT services.

Women are more likely to be aware of their HIV status: HIV testing, counselling and prevention services in antenatal settings offer an excellent opportunity, not only to prevent newly born babies from becoming infected, but also to protect and enhance the health of HIV-infected women. In several countries in which testing data has been reported, women are significantly more likely than men to know their HIV serostatus, in large measure due to the availability of testing. There are also opportunities for programmes which encourage joint testing of an HIV-positive woman and her husband as part of a PMTCT programme so that treatment and care services can be afforded to both. Men's participation in PMTCT services is still limited in many countries and men often perceive pregnancy and childbearing as the sole responsibility of women. Evidence shows that when male partners are supportive of women's healthcare, stigmatisation is reduced and uptake of HIV prevention and treatment services for women and children is increased.

Access to voluntary counselling and testing (VCT) services and usage remains patchy: Although there has been substantial progress in expanding provision of VCT in the region, it does not ensure that those who need the service will gain access to it, or that if they do that they will get the necessary follow-up support, as treatment access has traditionally trailed behind VCT availability. Thus, as countries scale-up provision of VCT, it needs to be done hand-in-hand with scaling up the availability of ART. About 96% of South Africa's health facilities now offer VCT services. A 2009 National Strategic Plan (NSP) survey found that 37% of sexually active people had tested for HIV in the 12 months preceding the study. This figure surpassed the NSP target of 25%. Although gender-disaggregated data for the entire population was not available, 48% of black South African women (classified as a most at risk population in the NSP) had accessed VCT in the 12 months before the survey.[42] This indicates progress in encouraging testing as an important first step to gaining access to treatment, care and support services.

Zimbabwe also indicates a higher uptake of VCT by women. In 2008 out of a total of 1 071 740 people tested, 30% more women than men accessed VCT in the country's 647 sites.[43]

Several countries in the region have taken steps to scale-up medical male circumcision for HIV prevention: Botswana is integrating male circumcision into its national surgery framework, with the aim of reaching 80% of males aged 0-49 by 2013.[44] As of March 2009, Swaziland had drafted a formal male-circumcision policy. A recent analysis determined that the scale-up of adult male circumcision in 14 African countries would require considerable funding (an estimated $919-million over five years) and substantial investments in human resources development, but that scale-up would save costs in the long run by altering the trajectory of national epidemics.[45]

[41] Zambia country report, multi-sectoral AIDS response monitoring & evaluation biannual report (2006-2007).
[42] Government of South Africa, 2010.
[43] Government of Zimbabwe, 2010.
[44] Forum for Collaborative Research, 2009.
[45] UNAIDS 2009 AIDS Epidemic Update http://data.unaids.org/pub/Report/2009/JC1700_Epi_Update_2009_en.pdf (accessed 30 July, 2010).



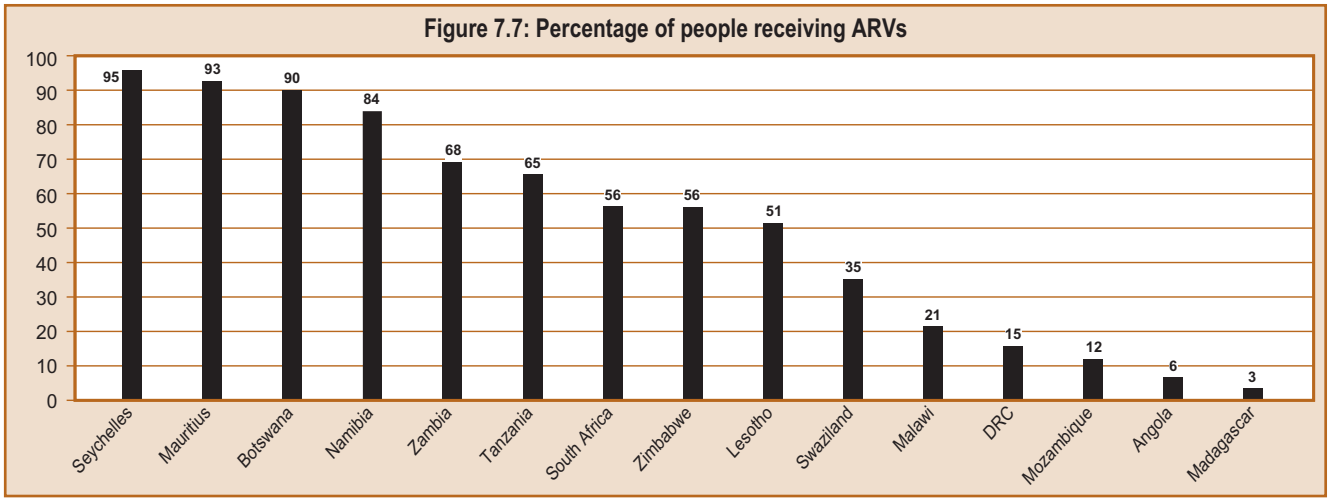
In 2008, **Zimbabwe** created a steering committee and technical working groups to drive the medical male-circumcision programme. By July 2011, 30 000 men had been circumcised. Government aims to circumcise 3-million men by 2015.

Zimbabwe's draft policy recognises that personnel in the uniformed forces (police, defence and air force) are at higher risk of contracting HIV and thus medical male circumcision information and programmes are specifically targeted at this most-at-risk population. Members of parliament have joined the campaign

Treatment



The Protocol requires state parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.



Source: UNAIDS 2010.

There are no changes to the access to ART treatment figures from last year which show that universal access has not been achieved anywhere: Across the SADC region coverage ranges from 3% to about 95%, with the lowest percentages in Angola and Madagascar. The highest percentages are found in Seychelles and Mauritius where, respectively, 95% and 93% of the HIV-infected population is benefiting from ART. There is little sex-disaggregated data on the uptake of ART, but it is clear that there are gaps and challenges in gaining access to treatment across the SADC region:

Antiretroviral therapy in sub-Saharan Africa reducing number of deaths due to AIDS

The effects of antiretroviral therapy are especially evident in sub-Saharan Africa, where an estimated 460 000 (or 30%) fewer people died from AIDS-related causes in 2010 than in 2004, when access to antiretroviral therapy began to be dramatically expanded.[46]

AIDS has claimed at least a million lives a year in sub-Saharan Africa since 1998, with the death toll peaking at 1.7-million in 2005. Since then, however, the number of people dying from AIDS-related causes has steadily decreased, as antiretroviral therapy free of charge became more widely available in the region. The estimated 1.2-million people dying from AIDS-related illnesses in 2010 were 29% fewer than in 2005. Almost half the deaths occurred in Southern Africa.

[46] UNAIDS.

A recent study based on mortality records from the cities of Bulawayo and Harare in **Zimbabwe** has shown a 19% decline in crude mortality rates after antiretroviral therapy access expanded.

In a rural district in **Malawi**, where antiretroviral therapy became available free of charge in 2005, the death rate among adults declined by 10% and AIDS-related mortality fell 19% between 2002 and 2006.

Among women participating in an infant-feeding trial in Lusaka, **Zambia**, mortality more than halved after treatment became available in 2004-2005 (17).

In a rural district in **South Africa**'s KwaZulu-Natal province, overall population mortality and AIDS-related mortality declined significantly after antiretroviral therapy was provided in the community. Between 2002-2003 (before treatment was available) and 2004-2006 (after it was introduced), AIDS-related mortality decreased from 26.5 to 18.7 per 1 000 person-years for men aged 25-49 years and from 22.5 to 17.6 per 1 000 person-years for women in the same age group.



Care worker at Orange Farm displays ARVs. *Photo: Trevor Davies*

Source: www.unaids.org

In 2002, **Botswana** became the first country in the region to offer free antiretroviral drugs to citizens who needed them. The country is making good progress towards the goal of rolling out universal access and is now providing ART to 90% of citizens. There were, however, reports in December 2010, that those Batswana living with HIV and relying on government for treatment would soon be forced to buy their own medicines due to the high cost of providing it for free. The implications of interrupting lifesaving treatment, once started, would be very serious for women, who are the majority of those living with HIV in Botswana and in the majority of those who cannot afford to purchase ART. The implications on women's expanded care-giving responsibilities in terms of caring for sick children, family and community members cannot be underestimated. Pregnant and breastfeeding mothers would be at increased risk of transmitting HIV to their babies, and women would be in the majority of people who would succumb to the disease and die from HIV-related complications if access to free ART was reduced.

In **Malawi**, National Guidelines were put in place for the use of Antiretroviral Therapy that supported government implementation of a five-year ART scale-up plan (2006-2010). The plan aimed to increase access to 250 000 eligible citizens by 2010. The guidelines presented a national approach to universal access based on eligibility according to disease progression and integrating the principles of ART for adults, with specific focus on pregnant women and children. There is no legislation on HIV, but the Law Commission has completed work on a recommendation to enact an HIV and AIDS related act of parliament. The HIV and AIDS policy makes provision for universal treatment, care and support noting that there shall be access to affordable, high-quality ART and prophylaxis to individuals who have tested HIV positive; ensuring that vulnerable groups actively participate in designing, developing and implementing a national plan for universal access to treatment. Women are not specifically mentioned, but they are generically categorised as vulnerable as defined under the policy.

South Africa recently launched a programme to roll out the largest ART programme in the world, which saw close to a million people on ART at the end of 2009. Treatment for HIV is administered through 500 public-sector health facilities, primarily at hospitals and selected community health centres and clinics. The service has been supplemented by hundreds of private-sector and non-governmental organisation (NGO) sector service points (among them NGO clinics and general practitioners). The country is also implementing a nurse-driven model aimed at achieving a decentralisation of administration of ART, implemented after it was found that nurses were as effective as doctors at administering it. There still remain substantial health-system constraints to scaling up ART services, including limited human resource capacity, infrastructure, and drug supply.[47]

[47] http://www.usaid.gov/our_work/global_health/aids/Countries/africa/southafrica_profile.pdf



Swaziland launched its strategy to provide free nationwide ART through public hospitals in 2003. By the end of 2009, however, just more than 47 000 people were receiving ARV treatment. While the volume of available drugs needs to increase, a lack of infrastructure and human resources are cited as the major challenges hampering effective treatment. In spite of recent national initiatives on testing, less than 20% of the general population between 15 and 49 years old know their status.[48]



In 2007 the government of **Zimbabwe** attempted to increase treatment provision through public-health sector facilities with the aim of reaching at least 140 000 people by the end of the year. However, it was not until 2008 that this target was reached. According to estimates, only about 55% of the almost 600 000 people in urgent need of life-prolonging antiretroviral treatment were receiving it in 2010.[49] According to the latest WHO guidelines (2010) only one third of HIV positive patients in need of treatment are receiving it. Reports reveal that people living with HIV have crossed the border into Botswana and South Africa to gain access to ARVs that are more readily available in those countries. Many of those migrating to seek treatment are children and women.[50]

Post Exposure Prophylaxis (PEP) is provided for in policies, but not easily accessible: UNAIDS and UNIFEM reports recognise gender-based violence as one of the leading factors for HIV infection due to lacerations and other trauma. Treatment can help to reduce the likelihood of infection after sexual violence and is an important factor in caring for women and girls who have been sexually abused. Twelve SADC countries (excluding Angola, Lesotho and Zimbabwe) have policies requiring that health facilities administer PEP after a sexual assault and 13 countries have policies aimed at preventing sexually transmitted infection after sexual assault.



In **Zimbabwe**, a number of policy documents, including *Guidelines for Antiretroviral Therapy in Zimbabwe (2005), Zimbabwe National Guidelines on Testing and Counselling, National Behaviour Change Strategy for Prevention of Sexual Transmission of HIV (2006-2010) and the National Plan of Action for Women, Girls and HIV and AIDS*, all allude to the importance of PEP when citizens find themselves at risk of HIV exposure and infection. The Guidelines for Antiretroviral Therapy clearly outlines the procedure for PEP administration. However, policy guidelines are silent on PEP for non-occupational exposure (rape and sexual abuse), as PEP drugs and services remain mostly available for health personnel.[51] A 2007 Zimbabwe Women's Resource Centre and Network study showed that 95% of respondents who had received PEP were health workers, while 5% were sexually abused girls.[52] Generally, there is lack of knowledge about the benefits and availability of PEP by women and girls in the country. There are also various barriers to women effectively receiving PEP. Although there is no recognised time guideline, it is generally encouraged that PEP should be administered 24-36 hours after possible exposure to HIV through rape or unprotected sex. In rural areas, this is not always possible due to travel distances and lack of transport infrastructure. Furthermore, women may lack financial means and information about how and where to obtain PEP. They may also fear reporting the assault or seeing health-care professionals because of the risk of stigmatisation faced by rape victims.

Care work



The Protocol requires Member States to develop and implement policies and programmes to ensure the appropriate recognition of the work carried out by care-givers; the majority of whom are women, to allocate resources and psychological support for care-givers as well as promote the involvement of men in the care and support of people living with AIDS.

Nomcebo Manzini, head of UN Women Southern Africa Regional Office (UN Women SARO) writes in the foreword to the guidebook, *Why should we care about unpaid care work?* that: "Unpaid care work is a major contributing factor to gender inequality and women's poverty. The assumption that unpaid work is elastic and valueless is a major concern to women. Feminist and gender analysts have consistently called for a thorough

[48] ACTSA, 2010.
[49] Medecines Sans Frontieres, 2010.
[50] AFP, 2008.
[51] ZWRCN, 2009.
[52] Ibid.

analysis of the implications of excluding unpaid work on women's time, opportunities and economic growth and development in general. The development of this guidebook is one step towards realising that call. The amount and intensity of unpaid care work in Southern Africa has been exacerbated by the HIV and AIDS pandemic. Mainland Southern Africa is said to be the most affected region in the world. Southern Africa has less than 5% of the world's population and yet has the highest rates of HIV and AIDS infection."[53]

The *UNAIDS 2010 Global Report* states that while global HIV and AIDS prevalence rates are falling, in sub-Saharan Africa rates of new infection continue to rise. With 1.8 million of the 2.6 million new global infections in sub-Saharan Africa, the region registered the majority of the new infections in 2009, although this rate is lower than that of 2001.[54] Furthermore, just over 50% of people living with HIV and AIDS (PLWHA) are women and girls. Only 35% of people who currently require HIV treatment are accessing such treatment. However, the knowledge of HIV prevention has increased among people aged between 15 and 24 years.[55]



In **Swaziland**, school enrolment is estimated to have fallen by 36 % due to AIDS, with girls the most affected.[56] At the same time, older women are pushed into the labour force to support their grand-children and adult children with AIDS.[57] Grandmothers, aunts and cousins may be caring for orphaned children from several families. In Kenya, a health-care trainer described a woman who was raising 10 children of her late brother and sister along with six of her own. She worked as a home health-care provider, in charge of 13 patients, four of whom depended on her for their daily provisions.[58] The burden is enormous on women like this, who have nowhere to turn when the workload becomes overwhelming.[59]

The long term and progressive nature of HIV and AIDS means the health care needs of those infected change over time from basic clinical treatment of opportunistic infections to day-to-day palliative care and support. HIV-positive people may remain healthy for years before succumbing to illness and death.

Community and home-based care (C&HBC) programmes are popular in Southern Africa and renowned for their ability to provide a continuum of care for the chronically ill in their homes in a relatively cost effective, sustainable and comprehensive manner that complements institutional care. The C&HBC model enhances the capacity of families/communities to offer affordable quality care for the sick. It is driven by community volunteers, most of whom are women and girls, in dire need of help.



Theresa Sikute Chishimba presenting on her organisation's care work activities at the 2012 Zambia Gender Justice and Local Government Summit. *Photo: Albert Ngosa*

Women constitute up to 80% of volunteer care providers in C&HBC programmes (VSORAISA & WHO 2009). Their working conditions are unregulated, legal frameworks to protect their rights are non-existent/weak, and organisations that use volunteers neglect their responsibilities/obligations towards them. The volunteers are unrecognised, overwhelmed by work, psychologically burdened by others' problems and inadequately supported.

The Voluntary Services Overseas Regional AIDS Initiative for Southern Africa (VSO-RAISA) argues that scaling up HIV and AIDS services in C&HBC programmes requires fundamental changes on many levels. Recognising the rights of care providers, and providing a supportive environment for them to provide quality care, is a fundamental entry point to addressing this challenge.

The responsibility for making these fundamental policy changes rests with those who hold power and bear the duty to the duty to respect, protect, promote and fulfil the rights of care providers - national governments, donors, civil society and other key players involved in the fight against HIV and AIDS. It is now time to recognise the contributions of community volunteers in the fight against HIV and AIDS, and to support and empower them to understand their rights and to demand them.[60]

[53] http://www.sarpn.org/documents/d0000919/P1017-Unpaid_Care_Work.pdf
[54] UNAIDS (2010) Global Report: UNAIDS Report on the global AIDS epidemic, available [online] at URL: http://www.unaids.org/globalreport/Global_report.htm[accessed: 20 February 2011]
[55] Ibid.
[56] Global Coalition on Women and AIDS. 2004. "Care, Women and AIDS." op. cit.
[57] HelpAge International and the International HIV/AIDS Alliance. 2003. Forgotten Families: Older People as Carers of Orphans and Vulnerable Children. p. 13.
[58] Secretary-General's Task Force on Women, Girls and HIV/AIDS in Southern Africa. 2004. op. cit. p. 38.
[59] http://www.unfpa.org/hiv/women/report/chapter4.html
[60] http://www.vosesa.org.za/sadcconference/papers/7.pdf

Community volunteers provide the bulk of care in C&HBC programmes. A 2009 study conducted by VSO-RAISA and the World Health Organization (WHO) shows that up to 80 %of volunteer care providers in C&HBC programmes are women and girls in need of dire help (VSORAISA and WHO, 2009). Their working conditions are unregulated, legal frameworks to protect their rights are non-existent/weak, and organisations that use volunteers neglect their responsibilities/obligations towards them. The volunteers are unrecognised, overwhelmed by work, psychologically burdened by others' problems and inadequately supported.

In many SADC countries, the high morbidity and mortality from HIV and AIDS have placed significant demands on already under-resourced health care services. Formal health care systems in these countries are still recovering from the health sector reforms and structural adjustment programmes of the mid-1990s. HIV-positive people occupy a significant proportion of hospital beds in most SADC countries.

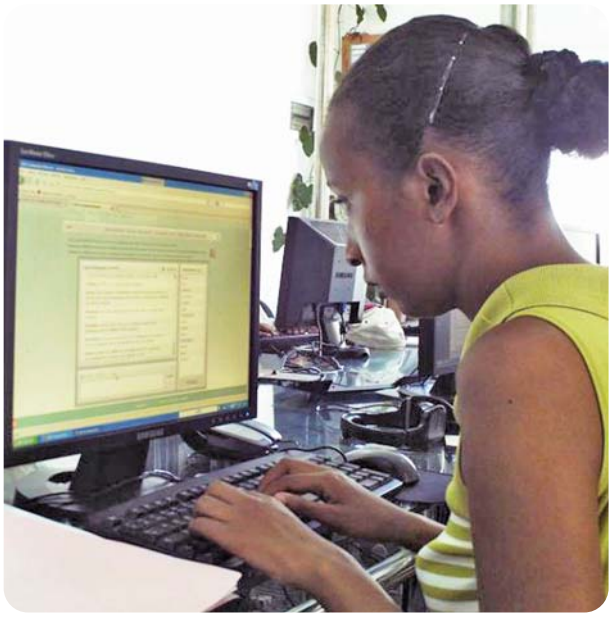
Despite the heavy demands on these weak formal health care services, it is important to note that the majority of those affected remain in the community and are cared for by family members at home; these people do not have the benefits of formally organised health care provision. This is because many people choose not to access formal health care services or are unable to, given the lack of services as well as the stigma attached to PLWHA. Many people living in poor countries have inadequate access to existing services in general.

In the current context, effective medical treatment for PLWHA is increasingly becoming available. Nevertheless, formal health care systems in SADC member states are still unable to meet the demands placed on them. The provision of care through community-based volunteers thus remains a critical feature of the response to the HIV and AIDS epidemic throughout the region and requires greater recognition and support.

There is some concern that efforts to make antiretroviral treatment available to the many millions who could benefit from its use will overshadow and diminish interest in the further development and expansion of the care agenda. This could have profound implications for many millions of people who are sick and dying of AIDS and their care providers, for whom such life-enhancing therapies remain out of reach. Even when people access this treatment, they need to have access to nutritious food for the medication to take proper effect. Sadly, food insecurity is a major issue among vulnerable groups in the SADC region.[61]

HIV and AIDS is an emergency, and care providers are providing a service in resource limited settings under extremely difficult conditions. Most of them are worse-off economically because of care giving (VSO-RAISA & WHO 2009). Care providers therefore expect some financial or material compensation for their services, as their clients/patients also expect a lot from them. However, volunteering is primarily undertaken to show solidarity, rather than for financial and personal gain. Further to this, the feminisation of tuberculosis (TB), HIV and AIDS has resulted in women and girls bearing the burden of infection as well as care and support.

Older persons providing this care and support mostly lack the resources, energy, skills and knowledge to provide quality care at a time when they should be provided with care themselves.



Making Care Work Count: Mananjara, a care worker, participating in a Making Care Work Count cyber dialogue, during 2011 Sixteen Days campaign, Madagascar. *Photo: Gender Links*

Women comprise up to 80% of volunteer care providers in most C&HBC programmes (VSO-RAISA & WHO 2009) due to the division of labour based on traditional gender roles and the perception of volunteering and non-economic activities. First, the conventional division of gender roles in societies assigns the role of care provider to women. Women and girls are seen as mothers, housewives and care providers. Secondly (and related to the first point), care provision is often seen as informal, voluntary work and not necessarily considered a formal economic activity.

[61] VSO-RAISA, WHO Africa (2009) ''Scaling up HIV Prevention, Treatment, Care and Support in Community and Home-based Care Programmes and Reducing the Burden of HIV and AIDS Care on Carers in SADC".

Female-headed households

Female-headed households tend to have more children, including AIDS orphans, than male-headed households. In Zambia, a study revealed that there were twice as many female as male-headed households caring for children who had lost both parents. In addition, female heads of household had taken on the responsibility for more orphans than male heads of household.[62]

Caring for an AIDS patient can increase the workload of a family caretaker by one third. This is a burden in any family but particularly onerous for the poor, who already spend much of their day earning a subsistence living. A rural woman interviewed in Southern Africa estimated that it took 24 buckets of water a day, fetched by hand, to care for a family member who was dying of AIDS-water to wash the clothes, the sheets and the patient after regular bouts of diarrhoea. As the crisis deepens in Africa, girls are being taken out of school to provide home-based care.[63]

Children and care giving[64]

In many sub-Saharan countries, extended families have assumed responsibility, with little public support[65], for more than 90 % of all double orphans and single orphans not living with the surviving parent.[66] The countries where extended families' resources are already stretched will experience the largest increase in AIDS deaths, orphanhood and vulnerability over the coming years. As the numbers of orphaned and vulnerable children rise, families are increasingly strained to meet the growing need for childcare.[67]

Informal non-profit voluntary work is often seen as women's work, which is another case of taking women's labour for granted and considering it less important than what is considered to be formal income generating activity. The fact that in South Africa, where care providers are given a small stipend, the level of male participation is much higher than in surrounding countries seems to support this view. Despite increasing interests in C&HBC work among men, it is often noted that men prefer paid work and get involved when there is a financial incentive.

Services undertaken by care providers may be classified in three categories: prevention, treatment and support. Table 7.1 details the types of activities included in each area.

Table 7.3: Services undertaken by care providers[68]

Prevention	Treatment	Support
• Condom distribution • Family planning education • Counselling for HIV testing • Infant feeding guidance • Education on infection prevention and control • Education on anti-retroviral treatment • Community education on sexually transmitted infections • Community education on HIV testing • Home testing • Palliative care	• Adherence support • Refilling prescriptions • Treatment follow-up • Treatment of minor ailments • Training household members in treatment literacy and adherence • Facilitating referrals of clients to health centres/professionals • Palliative care	• Providing psychosocial support to clients and their families • Provision of transport to clients • Physical care • Nursing care • Training household members in care and support • Assisting with household chores • Nutrition support • Referring clients and their families to social services and other agencies • Resource mobilisation

[62] UNICEF. 2003. Africa's Orphaned Generations. New York. www.unicef.org.
[63] http://www.unfpa.org/hiv/women/report/chapter4.html
[64] http://www.unicef.org/publications/files/Africas_Orphaned_and_Vulnerable_Generations_Children_Affected_by_AIDS.pdf
[65] United States Agency for International Development, et. al., Coverage of selected services for HIV/AIDS prevention, care and support in low and middle income countries in 2003, Policy Project, USAID, Washington, D.C., June 2004. p. v. Note: Coverage levels presented in this source are based on reports available from governments and larger organizations. The report notes that "Statistics available on support for orphans and vulnerable children probably understate the true amount of support provided since many small community groups provide support to small numbers of children without outside donor support so their statistics are often not reported to the central level." See also Tanzania Commission for AIDS, National Bureau of Statistics and ORC Macro, Tanzania AIDS Indicator Survey 2003-04, TACAIDS, NBS and ORC Macro, Calverton, Maryland, USA, 2005, p. 16
[66] Monasch, Roeland, and J. Ties Boerma,'Orphanhood and childcare patterns in sub-Saharan Africa: An analysis of national surveys from 40 countries', AIDS, vol. 18, suppl. 2, 2004, pp. S55-S65.
[67] Foster, Geoff, 'The capacity of the extended family safety net for orphans in Africa', Psychology, Health & Medicine, vol. 5, no. 1, 2000, pp. 55-62
[68] VSO-RAISA, WHO Africa (2009) ''Scaling up HIV Prevention, Treatment, Care and Support in Community and Home-based Care Programmes and Reducing the Burden of HIV and AIDS Care on Carers in SADC".

Care work policy and legislation

In 2010, inspired by Article 27(c) of the SADC Protocol on Gender and Development, Gender and Media Southern Africa (GEMSA) and VSO-RAISA developed the *Making Care Work Count Policy Handbook.*

The objectives of the handbook include to influence the development, adoption, implementation and enforcement of policy frameworks that promote the recognition and support of care providers in the context of HIV and AIDS, and to promote public engagement on care work related issues. The handbook proposes six principles that need to inform care work policies:

- **Remuneration:** People doing the work of government have a right to be financially rewarded.
- **Logistic and material Support:** It is imperative that care providers are provided with care kits as well as other support, such as uniforms for identification, bicycles, food packs, monthly monetary allowances,

Table 7.4: Review of care work

Country	Remuneration	Logistic and material support
Botswana	Donor organisations continue to provide financial incentives for CHBC volunteers working through NGOs. The state still defines care work as volunteerism.	Government provides CHBC volunteers with transportation allowances of P151 (roughly USD$22) per month and clinical supplies.
Lesotho	No stand-alone policy. Advocacy for care workers monthly stipend to be increased from 300 Maloti (approx USD$40) to 800 (approx USD$115).	Registered CHW's get access to resources such as health kits.
Malawi	Draft policies on palliative care and care of carers under debate and development.	Palliative Care draft policy and approved guidelines.
Mauritius	Development of a care work policy underway. Government funding to some NGOs working with PLWHA and these give some allowances for care workers.	HIV and AIDS National Strategic Framework (NSF) makes provision for improving training, equipment and staffing capacity of government structures. Also some notable private sector funding under Corporate Social Responsibility continued to go towards logistic and material support.
Mozambique	The operational manual suggests that care workers should receive an amount calculated as 60% of the minimum national salary. Care work still defined as volunteerism.	The operational manual mentions the volunteer kit and allocation of some basic materials. In practice though neither the Ministry of Health (MoH) nor the donors provide this material for care workers.
Namibia	Current CHBC policy calls for a monthly incentive of N$250-N$500 (roughly USD $31-62). Plans underway to lobby Ministries of Health and Labour to enable submission of a motion on remuneration for care givers before parliament during the first half of 2011.	Namibia has been affected by the dwindling global funding basket with implications on the ability of NGOs and CBOs to continue providing remuneration and other forms of financial support for care givers.

soap, free medical treatment, financial support for income generating projects, raincoats, umbrellas, agricultural inputs, stationery and transport allowances, among others, to provide quality care.

- **Training and professional recognition:** Protocols of training and accreditation should be developed through a governing body within the country to regulate and standardise the training.
- **Psychosocial support:** Care for care providers should be prioritised with psychosocial support programmes developed and provided to care providers.
- **Gender equality:** The gender dimensions of HIV should be recognised and catered for.
- **Public private partnerships:** There is a need to advocate for stronger public private partnerships in the delivery of PHC services through C&HBC programmes.

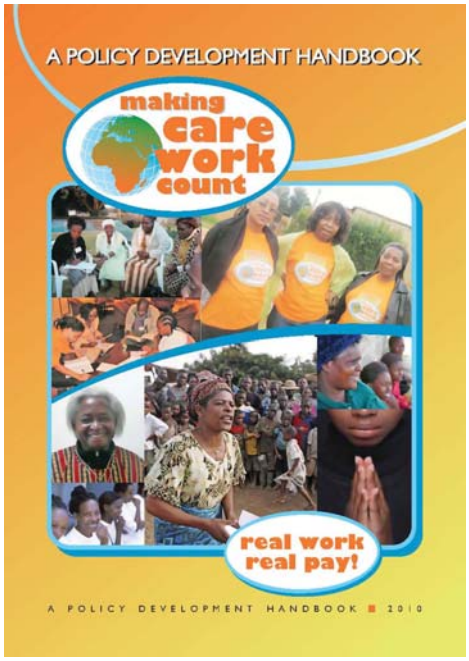
Table 7.2 outlines progress on policy and legislative initiatives to regulate care work in 11 SADC countries for which researchers could obtain information at the time of writing.[69]

policies in each SADC country

Training/Professional recognition	Psychosocial support	Gender equality
Government has no mandated, minimum level of training. Nurses train CHBC volunteers at clinics on issues of tuberculosis, adherence, diet and how to care for patients. Normally the training lasts about a week. As new issues arise, the clinic provides care-givers refresher courses.	The government provides psychosocial support through supervisors at the clinic or through the social welfare office. Moreover, as part of the Ministry of Health's monitoring of CHBC, government representatives often visit volunteers to discuss their challenges.	No policy.
Many care-givers working for NGOs receive training from either clinics or other civil society organisations.	CHBC organisations often facilitate discussions for volunteers to share their challenges and frustrations.	
There are government plans to train all CHW's including care givers in order to professionalise the cadre and afford it recognition but these have yet to be implemented.	The National Guidelines on CHBC recognise the challenge of emotional, physical strain and stress experienced by care givers; the lack of resources and care givers' inability to diagnose symptoms. The guideline calls for income generating activities which can support CHBC. No progress in securing psycho-social support for care workers. Few experts in this area in country.	The National Gender and Development Policy advocates for the improvement and expansion of gender-sensitive home-based health care. The Lesotho Council of NGOs (LCN) has representation on a National Working Committee involved in compiling the five year National Development Plan to guide government in addressing issues raised by different groups in society. It is envisioned that care work can be raised in this platform.
Palliative Care draft policy and approved guidelines.	Provision of this support to care givers available on a voluntary basis; implementation yet to take place.	Although no policy provisions have been made, MPs are working at constituency level to mobilise more men to do care work and 200 men have been trained in Dowa district through a local government and CBO partnership supported by VSO RAISA.
No policy. NSF makes provision for training of government officials involved in HIV and AIDS. The Ministry of Social Security has a training curriculum on care work.	No policy. NSF provides this for PLWHA but not care givers.	No policy.
The operational manual mentions training and capacity building. The Ministry of Health offers a standard 12 day training course across the whole of Mozambique and gives accreditation. However little is known of implementation.	State manual outlines psycho-social provisions for carers. Carers do not as yet benefit from this entitlement.	No policy.
Under the new policy, the government will re-train all care-givers using a standardised manual. Lobbying of Namibian Qualification Authority and Ministry of Health and Social Services for accreditation of carers underway.	The CHBC policy attempts to address the psychological needs of care-givers. Ministry of Health and Social Services promotes this provision for care-givers. There is a need to link various kinds and sources of psycho-social support together, most notably community-based psycho-social support.	Although the policy acknowledges gender disparity in care work and encourages the involvement of men, a decrease in progress toward gender equality was noted. The HIV/AIDS consortium is continuing its discussions to address this issue.

[69] Information on Angola, the DRC, Madagascar and the Seychelles was not easily accessible.

Country	Remuneration	Logistic and material support
South Africa	The policy framework document remains a draft. The extent of implementation in this area is not known.	The Department of Social Development (DSD) gives food supplements and parcels. Some progress has been made in accessibility to ARVs and other materials for HIV and AIDS affected people, thus alleviating the burden for carers.
Swaziland	The current CHBC policy calls for a monthly incentive of E200 (roughly USD$25) for Registered Health Monitors (RHMs). Attempts to integrate Swazi care givers into RHM system are ongoing. More effort required to secure government subsidies and other support for care givers.	All RHMs and care givers receive CHBC kits and uniforms as a requirement for easy identification within the community, an identity card, t-shirt, shoes, umbrella, a home-based care kit, and a monthly, monetary incentive as above. Community care givers are not entitled to this support.
Tanzania	No policy.	Tanzania Commission for AIDS gives funds to registered CHBC organisations to sustain their projects and CHBC kits.
Zambia	No stand alone care work policy. A provision is contained in the HIV and AIDS policy but does not contain provisions on remuneration. Progress on draft policy hampered by limited networking and coordination across organisations.	National guidelines that specify materials to be made available to care providers. A limited number of these are available.
Zimbabwe	A draft stand alone policy is now in place. Government recommends communities mobilise funds for care giver costs. Consideration is being given around the extent to which the National AIDS Levy can be used to fund remuneration of care givers.	Despite an advanced policy outlining provision of sufficient materials and equipment, access to these is limited. Fundraising is underway and an entity has been identified to purchase home-based care kits.



Capacity-building sessions have been held in Malawi, Mozambique, Namibia, South Africa, Zambia and Zimbabwe, with CSOs as well as with national AIDS councils and health ministries participating in some countries to outline advocacy processes to support their efforts. The main components of these processes include:

- Country mapping and stakeholder analysis,
- Building a coalition;
- Influencing policy uptake and implementation,
- Developing an advocacy and lobbying plan, and
- Monitoring and evaluation.

The handbook has been used to facilitate the drafting of two policies -one in Malawi and one in Zimbabwe. CSOs in Mozambique and Zambia have begun using *Making Care Work Count* to influence the development of a care policy.

Some progress, but more work needed on policies: As at July 2012 no SADC countries had final specific care

policies in each SADC country

Training/Professional recognition	Psychosocial support	Gender equality
DSD and Department of Health (DOH) need to make this training and professional recognition criteria clear as it seems ambiguous at present. Limited access to information and training. Community groups continue to provide this service for carers.	There is a document within the policy framework though the extent of implementation is unclear. Limited access to formal psycho-social support for care givers. NGOs and CBOs generally provide debriefing opportunities for care workers.	Gender inequality is noted within the policy framework documents for CHBC.
The Ministry of Health and Social Welfare (MOH&SW) last trained care givers in 2005 and training continues to be the same despite changes in the area of care work. Care work is not recognised as a profession in Swaziland. Only one training manual and reporting tool exists that is applicable to both government and independent care givers.	There is no policy document that exists on psychosocial support for care workers. The evaluation report on CHBC has looked into support for care-givers. MOH&SW requests that all CHBC organisations promote stress management techniques, help care givers adjust to the pace and approach to work, provide peer counselling, and establish a support network.	No policy.
The Ministry of Health and Social Welfare (MoHSW) last trained care givers in 2005 and training continues to be the same despite changes in the area of care work. Care Work is not recognised as a profession in Tanzania.	There is no policy document that exists on psychosocial support for care givers. The evaluation report on CHBC has looked into support for care-givers. MoHSW requests that all CHBC organisations promote stress management techniques, help care givers adjust to the pace and approach to work, provide peer counselling, and establish a support network.	No policy.
No policy that recognises care givers as professionals except the third line of care givers (professionals like nurses, clinical officers etc). Care givers are trained by qualified trainers from the Ministry of Health (MoH) and other organisations. Care givers receive a certificate of attendance after training. CHBCs are registered under the Registrar of Societies. CHBC organisations are also required to register with the DHMT in their area of operation.	No policy however this aspect was catered for in guidelines for care givers.	No policy.
A training package exists that covers: training of trainers, nutrition and other areas. National package includes treatment support for clients and handbooks for participants in two of the major national languages. Progress hampered by funding shortages.	The new CHBC guidelines recognise that care givers need appropriate psychosocial support to prevent stress and burn out. Care workers are benefitting from this where available; access is not guaranteed for all care givers.	No policy. However, in 2010 men's involvement in care work stood at 19%. In addition, there was training of children - with the assistance of international organisations - in order to ensure the safety of children forced to care for sick adults.

work policies or legislation in place. In most countries, care work is addressed in broader policies on terminal illnesses. Malawi and Zimbabwe have advanced draft care work policies. Zambia has a draft policy on palliative care. There is an urgent need to recognise unpaid HIV and AIDS care work as a formal category of work. This will give care workers' rights and protections under law or policy.

Care work campaign takes root at the local level: Although progress is slow at the national level, an important development over the last year is the extent to which care work campaigns are taking root at local level. GL has incorporated a care work module into the training and action plans of the 150 Centres of Excellence for Gender in Local Government in ten SADC countries. This is leading to greater in-kind support, if not remuneration, at these levels.

Remuneration of care workers is a key priority: Different countries offer different kinds of models for paying care workers. There is no standardised approach that is regulated in care work policy and legislation or labour law. The lack of stipulations on remuneration for care workers that 'stipends' are determined without reference to guiding principles on minimum wages and other such statutory provisions.

There needs to be a cohesive government response to training care workers: Policies should be clear about criteria for trainees, standardised content and a decentralisation strategy so that people away from the urban centres have access to training opportunities.

Caring for care workers: Care givers deal with death and illness on a daily basis. There is little psycho-social support available to them. Many care givers are at risk of 'burning out' without appropriate counselling and debriefing. Rose Thamae, Executive Director of the care work organisation, *Let Us Grow*, talks about the challenges of running a care work organisation and how the Protocol has guided them.

Making care work count - demanding responsive governance



Mum Rose Thamae at the *Let Us Grow* Gender Justice Summit 2011, Orange Farm Field Trip.
Photo: Trevor Davies

HIV and AIDS is one of the main challenges that South Africa confronts. People diagnosed with HIV or AIDS need treatment, care and support. The national health system is ill prepared to deal with extent and effects of HIV and AIDS.

The burden of care falls to community based organisations and individuals, mainly women and girls.

Article 27 of the Southern Africa Development Community (SADC) Protocol on Gender and Development calls on State Parties to develop and implement policies and programmes to ensure appropriate recognition of the work carried out by care-givers, the majority of whom are women, allocation of resources and psychological support for care-givers as well as promote the involvement of men in the care and support of People Living with HIV and AIDS.

Rose Thamae, director and founder of *Let Us Grow*, a community-based organisation in Orange Farm in Johannesburg shared how the Making Care Work Count campaign advocating for care work policies and recognition of care work has made a difference to her work.

Thamae, living positively with HIV and AIDS is fondly known as "Mum Rose" in her community a testimony of the leading role she has played in providing care and treatment for people with HIV and AIDS.

Mum Rose founded *Let Us Grow* in 1996 after a life changing experience. "*Let Us Grow* project was initiated after I was gang raped and diagnosed with HIV. I learnt how to live positively through the care and support I received from a care group. This made me realise that there is great need for other people to have the same information that I had."

The South African government does not fully support all their needs despite the fact that two ministries who oversee care work in the country Department of Health (DOH) and Department Social Development (DSD) have a Home and Community Based Care and Support Programme. What exacerbates the problem is that most home based care organisations are not fully aware of the care work policy processes that are taking place at the DSD and the DOH and sometimes to do not access funding and resources available to them.

While the home based care services programme recognises and supports care workers by providing training that is accredited and stipends, the approaches to training by DOH and DSD are different. DSD has adult training given to care givers who did not matriculate and DOH insists that caregivers must have matriculation certificates. Thamae is concerned that many important issues have been overlooked, as some care workers are not given an opportunity to undergo training.

On the positive side care workers get 65 days care training provided by the DOH, they undergo HIV and AIDS training and psychosocial support. "I was one of those people who are strong advocates that care work must count. I will not rest until I see that the valuable work we do is fully recognised by government. Government should now adopt the care work policy framework that has been in draft form for almost three years now."

She has many other concerns.

"To keep the organisation going we need funding that will support our projects, the Department of Health has been funding our projects but not all our expenses are covered. They pay caregivers but this has not been enough. Out of the 50 caregivers, only 15 receive a monthly stipend of R1200. We could have managed to pay all caregivers if some of the donors who used to support us had continued to fund us, but after they

pulled out we experienced serious financial constraints and this prompted us cut down the budget.

Since we cannot afford to provide all the required resources we sometimes receive donations such as clothes, school uniforms for the orphans and vulnerable children that we take care of. Sparo Hospice provides us with food, but we do not have these donations frequently, we have to wait until they call us even if we are desperate for food we have to wait.

For us to run our organisation we need to motivate the care workers, these care workers have families at home and they need to provide food for their children, yet they keep on working on voluntary basis. Most of them are females hence forcing them to have multiple roles to have extra income".

"Men don't want to work as volunteers or for stipends or even dry season as they are called they want salaries and they know the worth of our jobs, so how are we going make them get involved in care work," comments Bonginkosi Zwane a care giver working at *Let Us Grow*.

Mum Rose insists: "We need to be recognised. we need to be supported unconditionally because we fail to run certain important projects because we do not have money. For instance, the orphan and vulnerable children programme has been hanging for a long time now. It is still waiting to be funded. I have managed to bring the community together and work towards achieving one goal, but with all these challenges we feel we are failing to reach some of the targets we set ourselves.

Despite undergoing care work training, we are not considered as professionals. In fact the draft policy does not cover those who are not registered with professional bodies. The relationship is very bad, we are divided yet we do the same job as primary care givers.

Dedicated men and women providing care work also get affected when our programmes are not going on as planned, I have had others who have left us and joined other organisations and this hinders our progress, because our aim is to have many care providers.

We need logistical support. For example, there are certain times when we run out of condoms and ARVs yet we still have to encourage the patients to take their medication. Others lose hope to live and we feel as though we are not doing enough as an organisation, but thank God that we still continue to work."

"Sometimes our work is fatal; it makes us ill," says Hilda Moloi, one of the care givers.

"We contract Tuberculosis and bring it to our families because we do not get support from government but because we love what we do, we work anyway," she reflected.

Promoting men's involvement in care work

Findings from the 2009 VSO-RAISA and WHO study show that while males are less involved in C&HBC programmes because of the cultural perception that women are the care providers, they play a complementary role in care provision.

Some concerted efforts to scale up the active involvement and participation of males (men and boys) in C&HBC programmes have taken place within the region in recent years. Various NGOs - including the VSO-RAISA, Africare and the Southern African AIDS Trust - support the male involvement initiatives of local partner organisations involved in C&HBC programmes.

The previously held assumption that men cannot be involved in care work is gradually changing. Instead, men are seen to be playing a positive and complementary role in C&HBC programmes. An Africare study conducted in Zimbabwe notes:

"Men are willing to play a practical role in promoting the health of their families and communities; men can be effective HBC Care Providers, capable of providing nursing care, psychosocial support, and assistance with household chores to affected individuals and households; and men accept that providing care to people living with AIDS and other chronic illnesses is an appropriate and acceptable behaviour."[70]



Male care giver feeds a child who is part of the home based care programme, Orange Farm, South Africa. *Photo: Trevor Davies*

[69] Africare Zimbabwe (undated publication) "Man Enough to Care: Involving Men in HBC Programmes in Zimbabwe".

Next steps

It is time to move from draft policies and guidelines to adopting policies and legislation to regulate care work: The policy work undertaken so far demonstrates the importance of such initiatives in placing a specific focus on care work in the context of the SADC Protocol on Gender and Development.

There is an urgent need to quantify the contribution of care work: Advocacy around care work could further be strengthened if information on the costing of care work can be made readily available. Unfortunately, this appears to be a significant gap in all C&HBC programmes across the region. Evidence from this research will help strengthen regional advocacy on care work.

There needs to be greater engagement of care providers in the development process: The importance of active engagement of care providers in national processes to review and/or develop C&HBC policies is critical. A regional care providers' network needs to be established.

Government and civil society engagement is critical for promoting change in the region: On-going engagement between parliamentarians and civil society is a very important to ensure that policies move from drafts to adoption.

Monitoring and evaluation systems should be improved: There is need to define the mechanisms for monitoring and evaluating the implementation of the national care work policies once they have been finalised and approved by governments. Issues to consider include, among others, who will monitor, which tools will be applied, how monitoring will be undertaken, at what frequency, and what would be the role of care providers in the process. It may happen that a good policy is in place but implementation is slow, or that key stake-holders and target groups are not aware of the existence of such a policy.

Policies should be accompanied by tangible actions to reduce the burden of care: Community mobilisation, private sector engagement and male involvement are examples of interventions that could help reduce the burden of HIV and AIDS care on care providers while national policies are being crafted and revised. In addition, policies need to be comprehensive, going beyond HIV and AIDS to the broader care needs of communities. This means organisations involved in issues other than HIV and AIDS should also be consulted in the policy formulation and review processes.

Cultivating 'champions': It is important to identify regional 'champions' to effectively roll out advocacy initiatives. Engaging influential figures in society -



Care workers must be part of all discussions on policies. *Photo: Gender Links*



Cllr Ndlovu from the Bulawayo Council, Zimbabwe, commenting on care work. *Photo: Priscilla Maposa*

including members of parliament, first ladies and retired presidents such as Dr Kenneth Kaunda and Festus Mogae - is critical in scaling up advocacy initiatives. Hon. Ephraim Kayembe, a member of parliament from Malawi, has been one such regional champion who has selflessly dedicated his efforts to fight for the needs and rights of care providers. Such champions can share their experiences and may provide a source of inspiration to others

Encouraging traditional leaders to help promote change: Addressing gender disparities in community care and support and challenging risky cultural and traditional practices and attitudes can be more effective when men and traditional leaders are involved. Traditional leaders play an important role in challenging and changing some of the traditional and cultural attitudes, beliefs and practices related to care.

Involving men in C&HBC programmes has proven to be effective in reducing the burden of care on women and girls: Men are highly mobile and vocal, and their increased participation in C&HBC programmes can help improve the dissemination of HIV and AIDS information in communities. However, most initiatives have largely focussed on recruiting male adults. To ensure sustainability of such community based interventions, it is critical to also mobilise and actively engage male youths.



"Nicole" *Anushka Virahsawmy*

CHAPTER 8

Peace building and conflict resolution

Article 28



Women police officers receive gender training in Outjo, Namibia. *Photo: Laurentia Golley*

KEY POINTS

- Southern Africa is making progress in the peace and security sector, though women's representation and participation is increasing at a slow pace.
- Overall, using the Citizen Score Card (CSC) as a tool, citizens rated the sector at 59% - a significant increase from last year (45%).
- This year's CSC is gender disaggregated, with women scoring their governments higher at 61% compared to men, 57%. This may be attributed to the inroads women are making in the sector.
- Southern Africa has a woman president for the first time. Malawi's Joyce Banda is also the chief commander of the defence force.
- For the first time in Africa a woman has been elected to head the African Union Commission.
- SADC countries need to review legislation governing the security sector to ensure gender sensitivity.
- There are improvements in availability of data compared to the last two years.
- Seychelles has reached the 50/50 target in correctional services, with women in 52% of positions.
- With 26% women in the defence force, 31% in the police force and 54% deployed peacekeepers, Namibia is showing the way for gender representation in the security sector.
- The SADC Gender Unit and SADC Organ, working with the Institute for Security Studies (ISS) as lead of the Gender, Peace and Security cluster of the Southern Africa Gender Protocol Alliance, developed a Framework to Mainstream Gender into the SADC Organ and a Strategy to Combat Sexual and Gender Based Violence in Conflict and Post-Conflict Situations.
- Women's security remains at risk as violence against women continues at alarming rates in the region.
- Women's organisations are increasingly beginning to pay attention to the security sector. The ISS is providing key leadership in this area and the SADC Gender Protocol Alliance cluster on gender, peace and security is growing.
- A direct intervention in Madagascar by the Alliance in November 2011, which assisted in returning more than 25% of women to the Transitional Council, is testimony to the results of collective, timely interaction in peace and security decision-making processes.

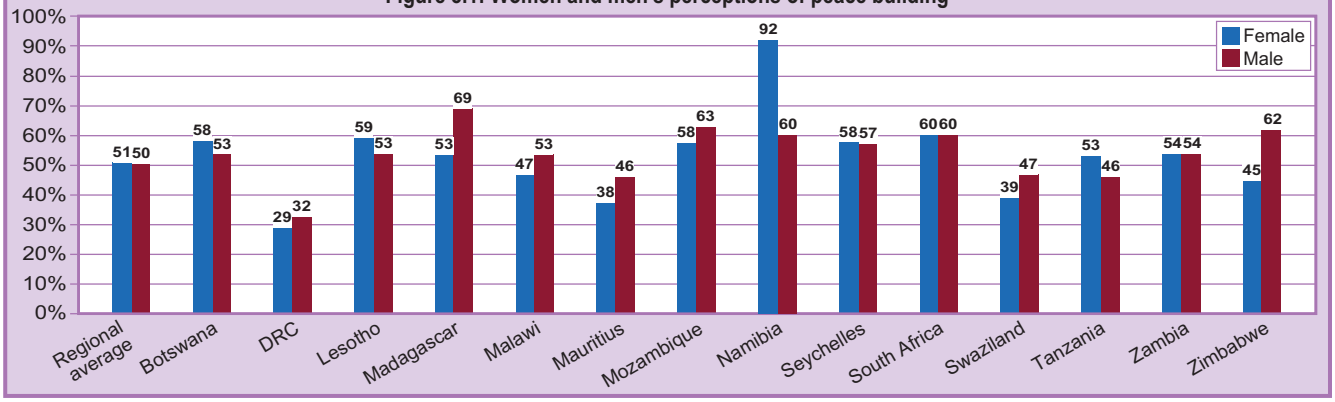
Men and women are affected differently in any conflict or post-conflict situation. For this reason all interventions during a conflict and in the peace building process should be gender responsive.

While it may eventually be possible to calculate an empirical score in this sector that shows progress made by member states toward addressing gender inequalities in the form of the Southern Africa Gender and Development Index (SGDI), information is currently limited on the pretext of upholding state security.

Researchers presently lack complete data about the representation and participation of women in the police and defence forces in each SADC country, in some cases numbers of personnel are deployed in peace-keeping missions and negotiations. However, there is data for peacekeepers for all UN missions.

The statistics available are piecemeal so no SGDI has been calculated. Assessment of overall progress is thus based on citizen perception using the Citizen Score Card (CSC). This is complemented by available statistics through the rest of the chapter.

Figure 8.1: Women and men's perceptions of peace building



Overall, citizens gave SADC governments a score of 59% on achieving the SADC Gender Protocol targets and provisions contained in Article 28. This is an increase from a score of 45% in 2011 and 40% in 2010 and 2009. This could be due to the ongoing efforts of non-governmental organisations working to ensure women play a greater role in the peace building and security sector.

For the first time, the CSC data is gender disaggregated. Figure 8.1 shows that women citizens scored authorities higher (51%) than male citizens (50%).

There are no substantial differences in the scores given by male and female citizens. This could be due to the fact that scoring is only for one target compared to most other sectors that have as many as seven targets, for example the sector on productive resources, employment and economic empowerment.

Similar patterns emerge from all countries. In five - Lesotho, Madagascar, Malawi, Seychelles and Tanzania - women scored governments higher, with a difference of ten percentage points compared with their male counterparts.

Only in Mauritius (60% female, 70% male) and Zimbabwe (50% female, 60% male) did women give lower scores than men.

Women and men were at par in the rest of the countries.

Meanwhile, DRC is the only country where both women and men gave scores of less than 50%.

DRC remains the only SADC country that is still threatened by bouts of heavy fighting and armed conflict as its citizens try to rebuild following a peace agreement. However, the blurring of lines between the battlefield and the home front means civilians are increasingly targeted. While men are more likely to be killed, women are always disproportionately singled out for sexual violence and abuse, both during war and when soldiers return after armed conflict[1].

In the rest of the region the scoring could have been influenced by various factors, including representation of women in the peace and security forces to maintain peace and women's experiences of sexual violence. Countries like Zimbabwe, Madagascar, Malawi and Zambia are undergoing political transitions and scores may have been based on perceptions about the involvement of women and men in these processes.

Background

Southern Africa made history in 2012 when, following the death of Malawian President Bingu wa Mutharika, Joyce Banda became the President of Malawi, as well as the commander-in-chief of the defence force, on 7 April.

[1] 2011-2012 Progress of the world's women: In pursuit of justice. UN Women, 2011.

She is the first female head of state in Southern Africa and one of only two women presidents in Africa. The election of South Africa's Nkosazana Dlamini-Zuma to chair the African Union Commission was also a significant milestone. She is the first woman to occupy this high level position, which will see her in charge of decision-making on issues of peace and security.

With two and a half years until 2015, the target date for meeting the target of the SADC Protocol on Gender and Development, the region has a long way to go to ensure its security sector has a gender balance and is gender sensitive and responsive. It is unlikely that most countries will meet the targets in Article 28, which also calls for State Parties to adopt and implement United Nations Security Council Resolution (UNSCR) 1325.

Yet prioritising justice for women exposed to crimes of war and building a system that can meet women's needs in post-conflict contexts is an essential part of rebuilding trust in state institutions, establishing inclusive citizenship and ultimately achieving sustainable peace[2].

Transformative justice is most necessary in post-conflict situations. This is also the time when there is the most potential to alter a country's gender dynamics. During conflict, traditional gender roles are overthrown and women take on new roles. There are enormous opportunities in post conflict periods to promote women's leadership, enhance access to justice and build more just and stable societies for all[3].



Photo: Loveness Jambaya Nyakujara

Michelin Kabore, a member of the Seychelles Air Force, provides security on a ferry.

In order for this to transpire, women must be included in the development and implementation of conflict resolution and peace-building programmes. This seems obvious, but in practice has been difficult to achieve.

Women are still underrepresented (less than 30%) across the various core security institutions: defence, police and correctional services. Yet although most states have not met the Protocol target in these areas, when compared to other African and international numbers the region deploys a relatively high number of women peacekeepers.

However, there is no direct correlation between the number of women in the security sector and the security of women in these countries.

South Africa is a good example of this. While it boasts 27% women in its defence force and 32% in its police services, it remains one of the most insecure places for women in the world. Therefore, it is imperative to focus both on the inclusion of women into the security sector and on transforming the culture and orientation of these institutions so they become gender sensitive and more responsive to the security needs of women.

In 2004, the UN Secretary General urged member states to adopt National Action Plans (NAP's) for the implementation of UNSCR 1325, noting that the "creation of an action plan provides an opportunity to initiate strategic actions, identify priorities and resources, and determine responsibilities and timeframes at a national level."[4]

To date, 34 countries, including nine in Africa, have adopted NAP's and many others are in the process of drafting these policy frameworks. In Southern Africa, only the DRC has developed a national action plan. South Africa started a process of developing an action plan in 2008, but it has yet to materialise. However, many countries have adopted gender-mainstreaming strategies for their security institutions. In 2011 SADC also developed a Framework for Mainstreaming Gender into the SADC Organ.

The development of action plans helps determine what citizens identify as their security needs, how women at the local level access security and how they believe the state can improve its provision of security. Action plans should therefore not be limited to post conflict states. They can help create social cohesion in all states as citizens jointly determine what a country's priorities should be in relation to safety and security.

This chapter tracks progress on the implementation of Article 28 of the SADC Protocol on Gender and Development. Given the nature of the security sector, it is challenging to accurately reflect women's role in conflict resolution, peace building and the provision of security. It is clear that the sector needs to be more open, transparent and accountable.

Civil society has, however, become more engaged on the issue of peace and security in the region. Every year the SADC Council of Non-Government Organisations organises a summit for civil society groups to discuss issues of concern in the region. The SADC Gender Protocol Alliance has also formed a cluster on gender, peace and security. In turn, the cluster has been creating national working groups on the issue. This is providing both an opportunity for learning more about the security sector in each country and ensuring improved oversight. It is also building momentum in the struggle to create a more gender sensitive and gender responsive security sector in the region.

[2] 2011 - 2012 Progress of the World's Women. In pursuit of justice. UN Women, 2011
[3] Ibid.
[4] Peacewomen, "National Implementation Overview" http://www.peacewomen.org/pages/about-1325/national-action-plans-naps.

Table 8.1: Analysis of gender provisions in relevant security services legislation					
Country	**Constitution reflects gender equality clause**	**Defence force acts/White papers**	**Police force acts/ White papers**	**Correctional services/Prisons Act**	**Signed Protocol to prevent, suppress and punish trafficking in persons, especially women and children**
Angola	Yes	General law of the military service No 1/93 notes that military service is compulsory for men. Article 23 notes that women will be included whenever "there is a necessity in the country ... to serve on specific tasks within the military." Article 24 notes that "all females with professional qualifications that are of interest to the military will be incorporated in active military service" (note that in practice compulsory military service is no longer strictly adhered to). Service age is between 18-40 for men and 20-40 for women.	The Lusaka Protocol 1994 governs policing. No separate Act could be ascertained. The Protocol is gender neutral.	Law 8/08 (cannot access).	No
Botswana	No	Defence Act chapter 21:05. No specific mention of gender equality. Refers only to he/him. Women only entered the defence force in 2008.	Police Act 29 of 1978; Chapter 21:01 of laws of Botswana. No gender equality specific clauses.	Prisons Act Chapter 21:03 No gender specific equality clauses though refers to the treatment of women prisoners.	Yes
DRC	Yes	In process of developing White Paper on Defence. Recruitment Bill currently before parliament but unable to access.	Establishing a legislative framework for police reform (unclear how far the process has gone).	Ordinance 344 of 17 September 1965. Formulating a Strategic Plan on Prison Reform and Training: addresses the issue of sexual violence within prisons and gender employment equity.	Yes
Lesotho	Yes	Lesotho Defence Force Act No. 4 of 1996: no reference to gender equality or use of gender sensitive language. Gender is not mainstreamed into the act.	Police Act No 7 of 1998. Equal opportunity for police recruitment mentioned in Act. Language in Act not gender sensitive. Gender is not mainstreamed into the act.		Yes
Madagascar	No	Defence was until recently limited to the recruitment of men. No specific reference to gender equality in legislation.	Law 96-026 of 4 October 1996. Article 8 stipulates that it does not discriminate against officers on the basis of gender.	Reference made to equal opportunity.	Yes
Malawi	Yes	Malawi Defence Force Act of 2004 commits defence to maintaining a healthy well trained, equipped, disciplined and gender sensitive ready force. Women joined the Defence Force in 2000. Defence force has no gender or sexual harassment policies.	Malawi Police Service Act - (cannot access). Malawi Police Force Recruitment does not discriminate on the basis of gender. The Police Services has no gender or sexual harassment policies.	Prisons Act of 1966: commits to a responsive and equitable service. Strategic Plan commits itself to mainstreaming cross cutting issues such as HIV, gender and environment.	Yes Yes
Mauritius	Yes	No Defence Force Act.	Police Act 1974 and Police Amendment Act of 2003. Act is gender neutral. Mauritius has a Sex Discrimination Act 43 of 2002 protecting against unlawful discrimination.	Reform Institution Act of 1988. Only refers to he/him.	
Mozambique	Yes	Defence and Security Act 17 of 1997. Act is gender neutral. The National Gender Policy indicates that women should participate at all levels of the society including defence and security.	No Act.	Decree-law number 26.643 dated 28 May 1936, amended in 1954 and 2006 (unable to access).	Yes

Country	Constitution reflects gender equality clause	Defence force acts/White papers	Police force acts/ White papers	Correctional services/Prisons Act	Signed Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children
Namibia	No	Namibia Defence Force Act 1 of 2002. Language in Act is gender sensitive. A newly formed gender unit in the NDF is reviewing all defence policies and legislation.	Police Act 19 of 1990 is gender sensitive. Recruitment policy is gender sensitive.	Namibia Prisons Act 17 of 1998 is gender sensitive.	Yes
Seychelles	No	Defence Force Act 31 of 1980. Not gender sensitive.	Police Force Act (Cap 172). Unable to access. The Seychelles Police falls directly under the portfolio of the President of the Republic; as provided for under article 159 (1) of the Constitution of the Third Republic.		Yes
South Africa	Yes	White Paper on National Defence for the Republic of SA 1996 Article 11:14 states "the SANDF shall develop a non-racial, non-sexist and non-discriminatory institutional culture."It acknowledges the right of women to serve in all ranks and positions, including combat roles. Defence Act of 2002 - no reference to gender. White Paper on Peace Missions in South Africa 1999. No special clause on gender - White Paper is in the process of revision. SANDF has a gender policy and a sexual harassment policy. It has also developed a gender mainstreaming strategy.	SA Police Services Act 1995 (no specific gender clause). The White Paper on Affirmative Action outlines the additional corrective steps which must be taken in order to ensure that those who have been historically disadvantaged by unfair discrimination are able to derive full benefit from an equitable employment environment. Also notes that specific guidelines for use at station level should be developed to ensure that in cases in which women have been victims of sexual offences, rape or domestic violence, they are treated with extra dignity, compassion and care. Police Act 29 of 1957 (unable to access).	Correctional Services Act 111 of 1998 chapter 7 states "the assessment of persons shall be based on level of training, relevant skills, competence and the need to redress the imbalances of the past in order to achieve a department broadly representative of the SA population, including representation according to race, gender and disability."	Yes
Swaziland	Yes		Police Force and Auxiliary Services Act 2002 (unable to access).	Prisons Act 40 of 1964 (unable to access).	Yes
Tanzania	No	National Defence Act of 1966. The Act speaks only about "officers and men." Recruitment policy does not discriminate against women. Women part of the defence force since its inception.	Tanzania Police Force Reform Programme includes gender mainstreaming. Special desk to co-ordinate gender related issues established in 2007.	Prisons Act of 1967. States nothing about gender equality in employment of staff but refers to prisoners, noting that women prisoners shall only be employed in labour which is suitable for women.	No
Zambia	No	Defence Act 45 of 1964 (last amended In 1994) in [Vol. 8 Chapter 106 of Constitution] - no gender equality specific clause. Language in act not gender sensitive.	Police Act (amended in 1999) [Vol. 8 Chapter 107] - no gender specific clause but does note that women are eligible for pension if they resign or get married.	Prisons Act 56 of 1965 (amended 2000) [Vol. 7 Chapter 97] Section 75 states that women prisoners shall not be employed outside of prison except on the recommendation of the medical officer. No gender equality clause.	Yes
Zimbabwe	No	Zimbabwe Defence Act 1972: Language not gender sensitive. Zimbabwe National Defence Policy 1997 (unable to access).	Police Act 2 of 1995: No gender equality mentioned.	Zimbabwe Prisons Act 4 of 1993 does not indicate specific gender equality clause but section 76 No.2 notes that female prisoners "shall not be employed outside a prison except on the recommendation of a medical officer only on such labour as may be proscribed." Part XVII of the ZPA still allows for corporal punishment; in violation of the UN Declaration on the Protection of All Persons from Being Subjected to Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.	No

Table 8.1 shows that, where data could be obtained, most countries remain silent on the inclusion and/or recognition of the need for special legal provisions to bring more women into the defence, police and prison services.

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

Policy provisions for women's representation and participation

National legislation governing state security service providers is an entry point for examining the extent of governments' commitment to promoting gender sensitivity and gender equality in the security sector.

Similar to 2011, defence policies in most SADC countries are dated and gender blind: The development of defence reviews and white papers (defence, police, and correctional services) provide an opportunity to ensure that gender is integrated into legal frameworks and policies.

South Africa developed a gender sensitive defence review in 1998 often cited as an international best practice. However, the country recently took steps backwards in a draft of its latest defence review (2012), which has not included specific measures to ensure gender equality. It refers to women as victims, rather than key players in the defence sector. Organisations such as the Institute of Security Studies (ISS), which leads the Alliance's Peace and Security Cluster, are currently lobbying for a more gender sensitive defence review.

Defence legislation: For the majority of countries in SADC, legislation governing defence does not use gender sensitive language nor does it include provisions for gender equality or affirmative recruitment of women for this sector. As of 2011, only the legal frameworks of Malawi, Namibia, South Africa and Tanzania recognise women's right to participate in the defence sector. Namibia and South Africa's defence forces have institutional structures that are tasked with reviewing all legislation to ensure gender sensitivity. For example, South Africa's White Paper on Defence is gender sensitive, but its Defence Act makes no mention of gender.

Except for a few countries, there remains a lack of information on gender policies, sexual harassment policies or gender mainstreaming strategies for its defence force: While Namibia, South Africa and Tanzania have developed gender mainstreaming strategies, it is unclear if any tracking has occurred to measure the extent to which they have been implemented. There is very little information available from other countries in the region.

South Africa developed a Department of Defence gender mainstreaming strategy in 2007. Among other provisions it stipulates 40% recruitment of women at entry level in order to create a significant pool of female personnel and 30% representation of women in peace support operations by 2014. Service chiefs are also evaluated on their ability to integrate gender. However, it is imperative that South African leaders implement monitoring and evaluation tools to ensure this strategy is fully implemented. The Department of Defence is having a gender conference in August 2012 to reflect on progress and challenges in implementing the strategy

Police legislation: Although women have been part of police services much longer than defence forces, legislation governing police remains largely gender



Women are edging into the security sector and Namibia is setting the pace. City of Windhoek police march in July 2011. *Photo: Mona Hakimi*

neutral. There are some exceptions: Lesotho makes reference to equal opportunity; Madagascar has a non-discrimination clause; South Africa has an affirmative action clause; Namibia's Police Act is gender sensitive; and Tanzania has embarked on a gender mainstreaming strategy for its police services. There is a need to review each country's police Act as well as establish gender units that can review national policies, address legislative gaps and champion gender issues.

Correctional services legislation: Malawi's Prisons Act commits to a responsive and equitable service and its correctional services has a strategic plan that seeks to mainstream cross cutting issues such as HIV, gender and the environment. Namibia's legislation is gender sensitive, while South African legislation mentions gender in the context of redressing historical imbalances. Botswana, Tanzania, Zambia and Zimbabwe have specific provisions on the treatment of women prisoners.

Gender-sensitive police reform

Within the defence field of work, Security Sector Reform (SSR) is a crucial process in building peace and security, and in promoting rule of law and good governance. And within SSR, a gender sensitive approach to police reform combines efforts to engage women as agents in peace building and security provision. It also addresses their security concerns, especially with regard to preventing and prosecuting gender-based violence. Gender sensitive police reform applies a gender analysis to reform processes with an aim to creating a police force that effectively responds to the specific security needs of women and men, boys and girls. It also attempts to build police institutions that are non-discriminatory, encourage women's participation at all levels and are accountable to all citizens.

The key elements of gender sensitive police reform can be analysed through a tripartite framework incorporating:

- Responding to women's security concerns;
- Creating non-discriminatory institutions that encourage women's participation; and
- Enhancing accountability mechanisms.

Excerpt from Annalisa Moser, 2009, "Case Studies of Gender Sensitive Police Reform in Rwanda and Timor Leste," UNIFEM.

Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children: Twelve SADC countries are signatories to this Protocol. Angola, Tanzania and Zimbabwe have not signed.

Representation

Since the introduction of a Peace and Security chapter in the Barometer in 2010, there has been improvement in gender-disaggregated data in the sector: As more data becomes readily available, it is possible to assess progress on the implementation of Article 28. The 2010 Military Balance Data provides information for defence personnel, although it is not disaggregated by gender. Data for nine of the 15 SADC states defence forces has been tracked in Table 8.2 although in some instances, these numbers are still estimates.

Progress in enrolling more women in the defence forces can be attributed to the impact of UNSCR 1325: The instrument has had an impact on increasing the number of women in the region's defence forces according to an ISS assessment. In SADC for example, defence forces in Botswana, Namibia and South Africa continue to increase the number of women in their employ.

Table 8.2: Representation of women in the defence sector in Southern Africa

Country	Male %	Female %
Angola		
Botswana	99	1[5]
DRC	93	7
Lesotho		
Madagascar	99.9	0.1
Malawi	95	5[6]
Mauritius	No army	
Mozambique	95	5
Namibia	74	26
Seychelles	80	20
South Africa	73	27[7]
Swaziland		
Tanzania		
Zambia		
Zimbabwe	80	20

Source: IISS Military Balance 2010; www.africom.mil (2010); Data presented at the ISS/SADC Gender Alliance Workshop on Gender Peace and Security in Southern Africa 22-23 November 2010.

[5] Farrel, M (2011). Women in African Militaries. US Africa Command/G2 Knowledge Development Report.
[6] Sourced from the Malawi Researcher Report for the Barometer, 2012.
[7] Defence web: "Fact file: SANDF regular force levels by race &gender: April 2011. Including civilians (64 431 only uniformed).



In the past year **South Africa**'s defence force has increased women's representation from 24% to 27% and a woman continues to lead the defence ministry. Nosiviwe Mapisa-Nqakula was appointed as the newest defence minister in 2012. She was previously minister of correctional services and replaces Lindiwe Sisulu. Of those women in the country's defence force, 19% are in the army. There is only one woman major general out of 37 and 31 women brigadier generals out of 171.



New information from **Namibia** shows that it has the second highest percentage of women in defence at 26%. The highest-ranking women in the Namibian Defence Force are two brigadier generals. The Namibian Ministry of Defence has a recruitment policy that stipulates a minimum intake of 10% women. This policy has shown dividends. The country also has a female deputy defence minister, Lempy Lucas.



Women's representation remains at 20% in **Seychelles**, no change from last year.



The highest ranking woman in **Lesotho**'s defence force is a lieutenant colonel who is also the director of the medical services. Although there are no figures for the overall number of women in the defence force, at its last intake the force recruited 300 new recruits of whom 50 (17%) were women. Since the year 2000 the defence force has made an effort to meet a target of 50 women in all recruitment drives - even though there are no policy requirements for gender quotas in Lesotho's defence force. The military hospital is headed by a female director and has a large contingent of female soldiers employed as nurses. Lesotho has one female pilot, two females in the special operations unit and one female officer in the mechanics/maintenance department. Males also occupy non-traditional roles such as nursing and catering.[8]



Mozambique experienced a drop this year, from 7% to 5% women in its defence force.

Swaziland accepts females for voluntary military service but it could not be determined how many women serve in its defence force.





Wendy Hleta is the public relations officer for the Royal Swaziland Police. *Photo: Courtesy - Swazi Observer*



women's representation in the defence force remains below the 30% mark. Women constitute approximately 5.9% of lieutenant colonels and 6.6% of colonels in the national army. There are no women generals.

Zimbabwe: ZDF aims for better



The Zimbabwe Defence Forces (ZDF) showed its commitment to gender equality on 5 July 2012 when 13 women out of 31 basic officers (42%) graduated at a pass-out parade at the Thornhill Airbase in Gweru. ZDF Commander General Constantine Chiwenga, who was the reviewing officer and guest of honour at the colourful event, said the graduation demonstrated the School of Flying Training's resolve and commitment to fulfilling its mandate of grooming potential officers into competent, professional, disciplined and patriotic officers of ZDF.

"I am pleased to note that out of the 31 officers graduating today, there are 13 female trainees, an achievement which shows that as ZDF, we have fully embraced the national gender policy of affording equal opportunities to both men and women. The training course commenced on 31 January 2012 and went through a gruelling programme, which was meant to turn graduates into officers that are set to lead the defence forces in this 21st century."

Source: Excerpted from *Chronicle*, 6 July 2012.

[8] This information has been provided by the Barometer researcher for Lesotho.
[9] Ministry of Defence (2008) cited in the Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of all Forms of Discrimination against women (CEDAW), 2009.



Women first joined the **Botswana** defence force in 2008. The proportion of women in the force increased from 0.2% last year to 1% in 2012. There are now 60 female officers, half of whom are first lieutenants and half of whom are second lieutenants. An additional 30 female cadets are undergoing training.[10]

Data on women's representation is still missing for five SADC countries: There is still no available information about women in the defence forces of Angola, Lesotho, Swaziland, Tanzania and Zambia.

Women are making progress in moving up the ranks but many continue to occupy lower ranks: It is not sufficient to determine gender equality by the number of women in an institution: their rank, conditions of employment and experiences are as important. Data for this type of analysis is not readily available but existing information shows that women are making some progress in rising through the ranks of the defence forces.

Police services

Table 8.3 Women's representation in SADC police services

Country	Male %	Female %
Angola		
Botswana	76	24
DRC	94	6[11]
Lesotho	83	17
Madagascar	88	12
Malawi	79	21
Mauritius	94	6
Mozambique	93	7
Namibia	69	31[12]
Seychelles	62	38
South Africa	68	32
Swaziland		
Tanzania	81	19
Zambia	83	17[13]
Zimbabwe	75	25[14]

Source: Seminar report, Women in Peacekeeping Operations, Zambia 12-13 October 2009; Government of Botswana, Ministry of Labour and Home Affairs, 2008; Country barometer reports; Namibian government[15]; SAPS Annual Report: SAPS profile 31 March 2010; Tanzania Police Force Annual Report 2010. Seychelles country barometer report (calculated from the stats in the graph).

Lesotho: How women view the defence force

Recent focus group discussions with female members of the Lesotho Defence Force revealed that:

- Most women joined because they need to find employment and the military presents such an option.
- Compared to male counterparts, women feel they are treated equally because they also carry guns and are sent on patrol missions.
- The authorities give special consideration to women's needs. They are entitled to maternity leave and breast-feeding time and pregnant women are not assigned to patrol duty.
- The career in the military is demanding and tends to put strain on their family life.
- Women were optimistic about their prospects for advancement through the ranks of the military because promotion policy is gender neutral but based on merit. Women have recently been given promotions. The women are confident that someday Lesotho will have a female defence force commander.
- They believe that there is no need for an affirmative action policy because they feel they are competing on an equal footing with their male colleagues.
- While they have cordial working relations with male counterparts, it appears from observation that to become accepted, they have had to assume the dominant male culture of the military in the way they behave and in their mannerisms.
- Gender insensitive language is used. Everyone is referred to as Sir or *Morena* (chief).
- Women's professional interaction, similar to all military interactions, is dependent on rank. Any solidarity or other causes beyond the call of duty are considered after working hours.
- Women say they do not experience harassment or discrimination. However, such issues are rarely discussed openly and it is difficult to determine their prevalence.

Interviews conducted by Matseliso Mapetla, 2012 Barometer researcher for Lesotho



Lesotho police officers ensure security in Mafeteng.

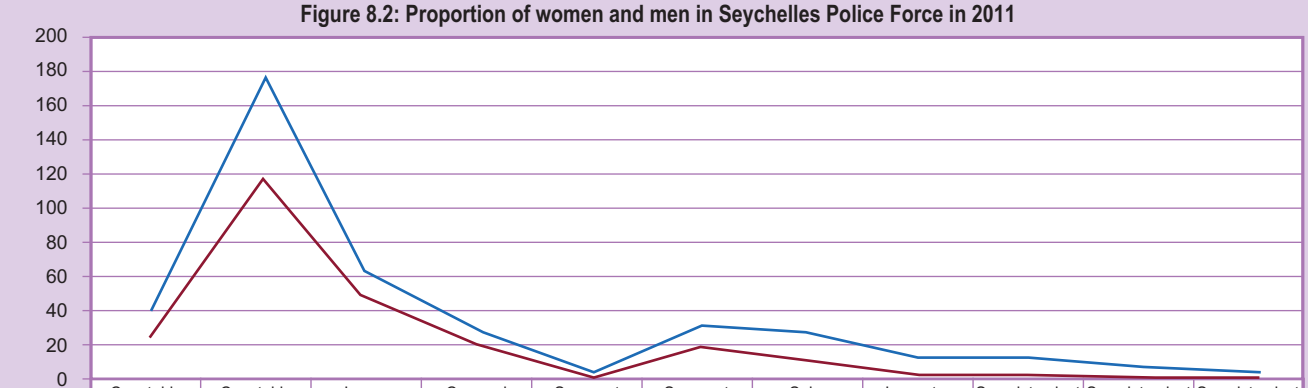
Photo: Trevor Davies

[11] UNDPKO 2011, Ten year Impact Study on Implementation of UNSCR 1325
[12] This is a 2009 figure.
[13] This is a figure for 2008. From the Gender and Security Sector Reform Toolkit.
[14] http://ipsnews.net/africa/nota.asp?idnews=53329
[15] http://www.nampol.gov.na/Pages/DOCUMENTARY.aspx

There is improvement on availability of gender-disaggregated data with five additional countries reporting it: There has been an improvement in the collection of data and information is available for five more countries: DRC, Namibia, Seychelles, Zambia and Zimbabwe. Only Angola and Swaziland do not have available data.

Women's representation in police forces is on the rise compared to last year with some surpassing the 30% mark: Seychelles, South Africa and Namibia now all have more than 30% women's representation in their police services.

Figure 8.2: Proportion of women and men in Seychelles Police Force in 2011



	Constable Trainee	Constable	Lance Corporal	Corporal	Sergeant Major	Sergeant	Sub-Inspector	Inspector	Superintendent Assistant	Superintendent	Superintendent Chief
Men	40	176	62	24	2	32	28	11	11	7	2
Women	24	117	50	20	0	19	10	1	1	0	0

Source: CEDAW report 2010.



Seychelles police supervisor, Cindy Fohette Belvedere Sheisa, Purser (left) and stewardess, Niohe Rochon, on the ferry to La Digue Island.
Photo: Loveness Jambaya Nyakujarah



With 38% representation, **Seychelles** is leading the way with the most women in its police service. However, there is an inverse relationship between rank and proportion of women. Of the 19 people in top management, including the minister, only three (16%) are women.



South Africa has increased women's representation in its police force. Since June 2012, South Africa also appointed a new female police commissioner, Mangwashi Victoria Phiyega, who replaced a male counterpart. Women now constitute 32.5% of the police service, up from 22% last year. There has also been a substantial increase in the number of SAPS personnel over the last year. The South African Police Service will be hosting the International Association of Women Police (IAWP) Conference in Durban in 2013.

South Africa: SAPS Women's Prestige Award is a step in the right direction

The Women's Prestige Awards recognise women in the South Africa Police. Established in 2006, they honour women who go beyond the call of duty to champion activities aimed at uplifting communities and contribute to crime reduction.

The SAPS Women's Network, established in 2003 to coordinate these endeavours, has already had a national, international and regional impact. The SAPS Women's Network recently won its bid to host the International Association of Women Police (IAWP) conference. The event will be held in Durban in 2013.

Within the parameters of its key strategic objectives, the SAPS Women's Network has revamped several victim-friendly facilities, reached out to police widows and

widowers, established a trust fund for children of police officers who died in the line of duty, integrated street children back into their families and sent them to school, held campaigns against forced marriages *"ukuthwala"* or *"goshobedisiwa"*, distributed food parcels, visited victims of crime hospices and hospitals around the country, assisted senior citizens in obtaining identity documents and old age grants, and contributed extensively to needy families.

The division is responsible for international training support and deployments, and it has forged key regional, continental and international policing partnerships for development in collaboration with the Department of International Relations and Cooperation (DIRCO).

Since 1995, the SAPS has been deploying women to peacekeeping missions in different countries. Diverse units with expertise in counter intelligence gathering, detective work, diving, bomb disposal, piloting, and many other skills, have served in many countries.



Police joined in celebrating international women's day celebrations in 2007.
Photo: Trevor Davies

Until now 326 women from the SAPS have been deployed to peace support operations in Sudan. As peacekeepers they have played a pivotal role in the protection of women and children in Darfur and through constant patrolling have contributed to safeguarding civilians in some of the most volatile areas of Darfur. They have also taken proactive measures to lessen sexual violence.

A group of 47 SAPS women were deployed in 2009; the second largest contingent in the entire United Nations Mission in Darfur. Currently South Africa has 18 women deployed in the Darfur Mission. SAPS women have also gone beyond traditional peacekeeping missions and participated in regional and post conflict reconstruction and development initiatives in election observer missions in the DRC. In 2011, four women were deployed for elections in Zambia and eight in the DRC.

Source: Excerpted from SAPS Journalonline 17 November 2011



Namibia has the third highest representation of women in its police services at 31%. It could not be ascertained whether there has been an increase because gender disaggregated figures were not available last year.

Namibia: Karas Police chief welcomes new recruits

Armas Shivut, Karas Police Regional Commander, welcomed 135 new recruits on 28 March 2012. The recruits recently completed six months of training at the Joseph Pius Kaundu and Ondangwa police training centre.

Reminding the 46 women and 89 men (women formed 34%) that the basic mission of police is to prevent crime and disorder, Shivute said: "the public are the Police and the Police are the public, and both share the same responsibility for community safety."

He emphasised that it requires commitment, dedication, unity, morale and maximum discipline for the force to succeed in maintaining law and order. "Comply with all administrative, operation, disciplinary, protocol as well as rules, regulations and standing orders which are governing the Namibian Police Force," he added.

Warning the new uniformed men and women against tribalism, Shivute urged officers to be guided by the "constitutional principles of non-discrimination on the ground of sex, race, colour, ethnic origin, social, marital or economic status."

According to Shivute, the new recruits will undergo a month-long induction programme before being deployed to police stations in the region.

Source:http://www.namibian.com.na/index.php?id=28&tx_ttnews[tt_news]=95335&no_cache=1



Zimbabwe is doing relatively well with 25% women in its police service. The total number of women in senior positions in Zimbabwe's police force is 11%.[16] A 2011 figure is not available to compare progress.



Botswana has 24% representation of women in its police services. However, women's representation at the senior level remains limited. The highest ranking women are senior assistant commissioners (18.8%, or 3 out of 16), while 15% women are represen-

[16] Zimbabwe Police Force (2007) cited in the Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of all forms of Discrimination against Women (CEDAW), 2009.

ted at the level of assistant commissioner. Most women are concentrated at the level of constable (28%) and sergeant (22%). The Police Services Department co-operates well with non-governmental organisations when it comes to making referrals for the counselling of abused women. The department has also introduced a gender awareness training component to its in-service training programme at the Botswana Police College.

Table 8.4: Lesotho Mounted Police Service staff by gender, April 2010[17]

	Commissioner of police	Deputy Commissioner	Assistant Deputy Commissioner	Senior Superintendent	Senior Inspector	Inspector	Sergeant	Total	%
Females	1	0	1	0	0	0	0	544	17
Males	0	2	0	2	2	2	2	2653	83
Total	1	2	1	2	2	2	2	3197	100



There are varying figures on women in the **Lesotho** police force depending on the source. Data in Table 8.4 comes from the African Policing Civilian Oversight Forum. This puts women at 17% of the police service: the figure used for this Barometer. This is a decrease from last year's figure, which placed the country at 29%.

Lesotho: Women police organise

Lesotho has a Police Women's Network with an objective to bring together and empower female police officers. So far, the network has organised activities for selected events including International Women's Day and African Women's Month, when women officers conduct roadblocks without male officers. The network also organises charity events and facilitates the participation of female officers in women's empowerment programmes offered by other organisations within Lesotho.



Rosewin Wandi, first female Anti-Corruption Commissioner-in-Chief in Zambia. *Photo: lusakatimes.com*



On 15 February 2012, **Zambia** President Michael Sata appointed the first woman (and youngest ever) Inspector General of Police, 39-year-old Stella Libongani. Overall Zambia has 17% women in its police force. Other key appointments to the security sector include: Catherine Makwala as the country's first female Brigadier General in Zambia; Rosewin Wandi as the first female Anti-Corruption Commission Chief and Stella Libongani as the first Inspector-General of Police. In October 2011, the President appointed six police women provincial commissioners: Brenda Muntemba for Southern Province, Grace Chipaila for Eastern Province, Charity Kamanga for Lusaka Province, Mary Chikwanda for Northern Province, Joyce Kasosa for Luapula Province and Mary Tembo for Copperbelt Province. Critics point out, however, that Sata has appointed very few women to such top posts outside the security sector. For example there are just two female cabinet ministers out of 19, four female deputies, one female provincial minister, and only a handful of women on various commissions, technical committees.



The **Malawi** Police Service has integrated gender into its training and the Malawi Human Rights Resource Centre has been at the fore facilitating the capacity building of police officers to ensure gender mainstreaming in police programming. Upon taking office in 2012, President Joyce Banda fired the police inspector general over his role in anti-government riots that killed 19 people.

[17] Amanda Dissel, et al 2011, The Police as Friend and Helper to the People.

Madagascar: Women beginning to edge into the security sector



Until recently law enforcement in Madagascar was a man's world. Despite some tepid attempts at feminising the force, the few women who were able to join were confined to administrative jobs (trainer, office clerk) while women were nowhere to be seen in the field.

However, the situation has progressed thanks in part to an initiative launched by the Gender, Peace and Security Cluster. This initiative is in line with two articles of the SADC Protocol on Gender and Development. Article 28 stresses the importance of putting measures in place to ensure women have an equal representation and participation key decision-making positions in conflict resolution and peace-building processes by 2015.

Point 6 of Article 20 recommends that legal cases of gender-based violence be conducted in a gender sensitive environment. The article further recommends that necessary steps be taken to prevent and eliminate incidences of human rights abuses, especially of women and children.

Until recently women could only be found in Madagascar's police sector and the army was only open to men. Women are now allowed to join the army, at first as military doctors and then graduate women in various fields were recruited to teach student officers.

Last year saw the first Military Academy notice for recruitment to mention a quota of 10% reserved places for women. The first female officers of the National Gendarmerie were also recruited in 2011. This became possible after leaders in the National Gendarmerie (a branch of the Armed Forces) realised that Madagascar was lagging behind other African countries in terms of women's representation in law enforcement after the cluster held a series of awareness campaigns.

It is crucial that the National Gendarmerie recruits women officers. It is a unit that includes the criminal investigation department and it is responsible for law and order in rural areas. Female officers are vital to ensuring that cases of gender-based violence are conducted in a gender sensitive environment.

The country's main challenge now is to address the fact that those women officers who have been recruited are all at the lowest rank. In addition, questions are being asked about the compatibility of this job with women's biological and social roles.

It should also be noted that the 10% quota was not actually met because those women who did not pass the recruitment test were replaced by men. This illustrates the difficulty of ensuring women find their place in law enforcement. Yet despite apprehension that women would not be up for the job, many new recruits have successfully completed their training.

These recent attempts are commendable and will allow women to participate in security operations. In addition, those citizens who deal with the police will benefit from an environment that is increasingly gender sensitive.

Attempts to continue to mainstream gender will depend on the success of this first effort at integrating women in the National Gendarmerie. To ensure that this first step is successful, the next steps should revolve around supporting these new female recruits by creating programmes aimed at their specific and strategic needs (as women working in a male-dominated environment).

It is also important to launch gender awareness campaigns in order to foster a work environment that is sensitive to gender.

In order to extend the programme it is also important to share best practices from other countries in the SADC region. This will assist Madagascar in its attempt to introduce equal representation of women and men in the armed forces. While some progress has been made, with 0.1% women representation in its defence forces, the country is still lagging behind other countries in the region.



White March for peace and security in Madagascar, November 2011.
Photo: Zoto Razanadratefa

Correctional/prison services

Much of the research on the region's security sector neglects to assess the penal system. Yet it is a key part of this sector.

The Democratic Control of Armed Forces (DCAF) toolkit on the Penal System and Reform notes that: "Any state run according to the rule of law must have a justice system that is able to impose sanctions, where appropriate, on those convicted. Most countries have an array of sanctions, ranging from warnings and community service to imprisonment. The penal system ensures that the law is enforced and respected. It also protects society by removing from circulation those who pose a serious threat of harm to others, deterring would-be offenders, rehabilitating offenders and showing society's disapproval of their acts. However, the discrimination that pervades justice systems in general is also found in many penal systems, as can be observed in their sentencing procedures and the way penalties are administered. Integrating gender issues - the different needs, rights and abilities of women, men, boys and girls - into penal reform processes will help build an effective penal system that is non-discriminatory, meets human standards, and promotes prisoners' rehabilitation."[18]

There remains little information on the number of women employees in correctional services: Information is only available for six countries (one more than last year). Human rights organisations have paid some attention to the issue, most notably from the perspective of human rights abuses within prisons.

Table 8.5: Women's representation in correctional services

Country	% Male wardens	% Female wardens	% prisoners who are women
Angola			2.8
Botswana			4.1
DRC			4.0
Lesotho	74	26	2.4
Madagascar	84	16	3.9
Malawi	85	15	1.3
Mauritius	92	8	5.9
Mozambique			2.2
Namibia			2.7
Seychelles	48	52	6.5
South Africa	72	28	2.4
Tanzania			3.4
Zambia			2.6
Zimbabwe			3

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

Correctional services personnel are also deployed to peacekeeping missions so there is a need to keep a close eye on what is transpiring within SADC prison systems, from the point of view of employment, training and the treatment of prisoners.

Seychelles leads the way with the most women in correctional services: While data was not available last year, Table 8.5 shows that Seychelles has 52% women in correctional services. It is the first country in Southern Africa to reach the 50% milestone.

South Africa has increased the proportion of women prison personnel: The country moved from 27% to 28% women in correctional services. Other countries remain at the same level as in 2011. Lesotho (26%) comes second followed by Madagascar (16%), Malawi (15%) and Mauritius (8%). Approximately 17% of Zimbabwe's senior correctional service positions are held by women.[20] The need for greater women's representation in correctional services becomes evident as the increasing number of women in the prison system is noted.



Women and men demand safety and security in their communities at a Take Back the Night march in Johannesburg, South Africa. *Photo: Colleen Lowe Morna*

[18] Penal Reform and Gender, DCAF, 2008.
[19] Zimbabwe Prison Service, 2007 cited in the Combined Report of the Republic of Zimbabwe in Terms of CEDAW, 2009.

Women in prisons get a raw deal

Women may only make up a small percentage of those incarcerated - approximately 1% to 6% of the total prison population - but overstretched systems fail to cater for their needs. Gender inequalities and female disempowerment are deep and widespread in Africa, but women are particularly marginalised in the substandard environments of prisons run by predominantly male administrations.

Unremarkably, women in African prisons are overwhelmingly poor and uneducated, as becomes poignantly apparent in the analysis of the situations which lead women to be incarcerated, such as abortion, infanticide and theft.

Jeremy Sarkin, editor of Human Rights and African Prisons, also claims that "sexism is apparent in the criminalisation and sentencing of certain conducts" and it is telling that adultery is another common reason women are imprisoned, along with murder and attempted murder.

The stigma surrounding the committal of women and the rejection of the accused by their communities usually force mothers to be imprisoned with their children.

Arguably, the main aims of incarceration are retribution, deterrence, incapacitation and rehabilitation. However, for most women who are imprisoned, it is usually the discrimination against them which persists.

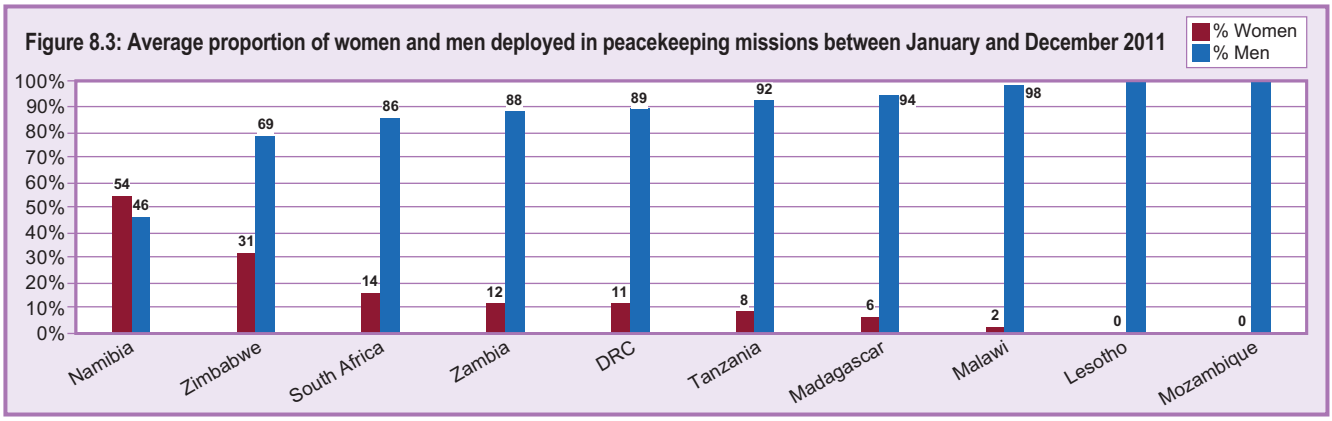
Source: Behind Closed Doors: Crimes Against Women in Africa's Prisons Think Africa Press June 7 2012



Members of Ama Buruxa touring Constitution Hill in South Africa previously used as a women's prison. *Photo: Colleen Lowe Morna*

Peacekeeping missions deployed from SADC

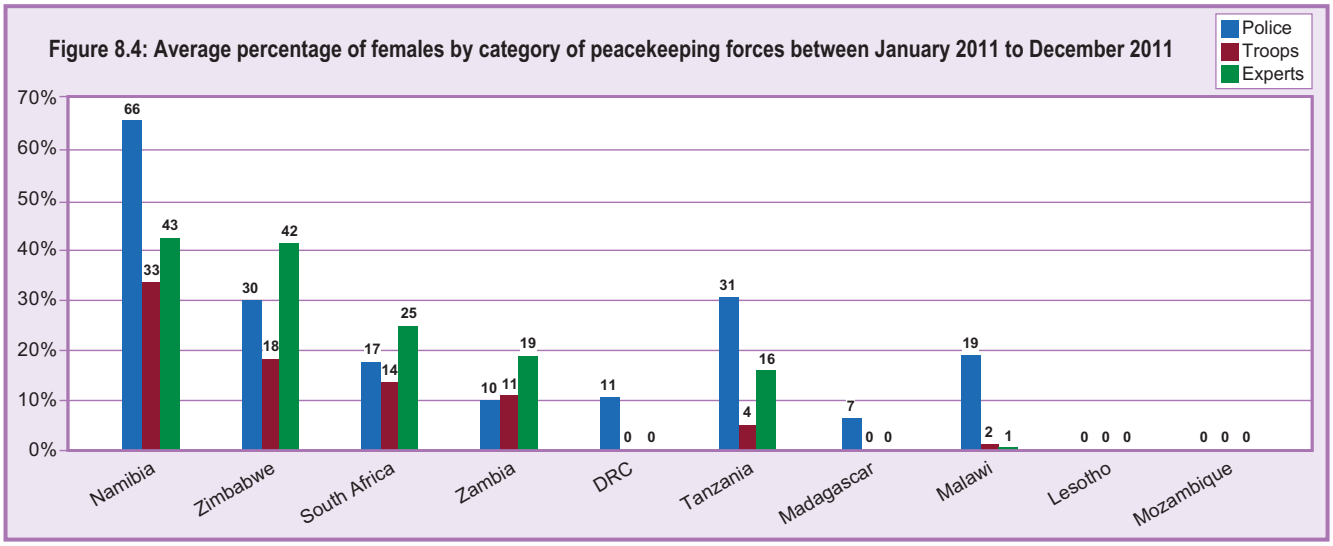
Globally, despite 12 years of activism in support of more women in peace-making, peace-keeping and peace-building, there have not been great strides in this area.



Source: Calculated from UNDPKO 2011 monthly statistics.

The proportion of women in UN peacekeeping missions remains far less than UNDPKO targets and nowhere near 50/50: Women only constitute 3% of troops deployed in UN missions and 10% of police peacekeepers. Only 3% have been signatories to peace agreements. The United Nations Department of Peacekeeping Operations (UNDPKO) target for women in country troop contingents is at 10%, while police targets are at 20%. Many countries are still not meeting these targets.

However, the number of women peacekeepers is on the rise in Southern Africa: Of those SADC countries that deploy peacekeepers, South Africa deploys the largest number of women peacekeepers - approximately 300 in UN Missions in 2011. However, in terms of proportion of women to men, Namibia leads the way with 54% women and Zimbabwe with 31% women (though in absolute numbers there are much fewer women deployed by these countries than by South Africa - less than 50 women in each contingent for 2011).



Source: Calculated from UNDPKO Monthly Statistics for Peace missions 2011.

A closer analysis of **Namibia**'s deployment indicates that more women police were deployed (66%), up from 55% in 2011.





Mozambique and **Lesotho** still do not deploy any women peacekeepers.

In 2006-7, one female police officer from Lesotho was sent to Darfur. Within the police service there are 14 women who have been trained for peace-keeping, but none have been sent on mission.





Zimbabwe does well on the representation of women experts at 42% but this number has not moved from last year.

South Africa has the largest absolute numbers of women in the security services but it has not been able to reach parity in numbers of men and women deployed. The percentage of female police officers deployed has also dropped, from 30% last year to 17% this year. The Peace Missions Training Centre has a recognised gender advisor course that should boost women's numbers in future deployments.



Corrective measures to be taken: The numbers of women deployed can only improve by increasing the intake of women into the security services and ensuring that they receive the necessary training and opportunities to be deployed. It is also important to examine the conditions under which women are deployed to determine if they are gender sensitive.



Tomaz Augosto Salomão, SADC Executive Secretary, at the launch of the 2010 Barometer in Botswana.
Photo: Colleen Lowe Morna

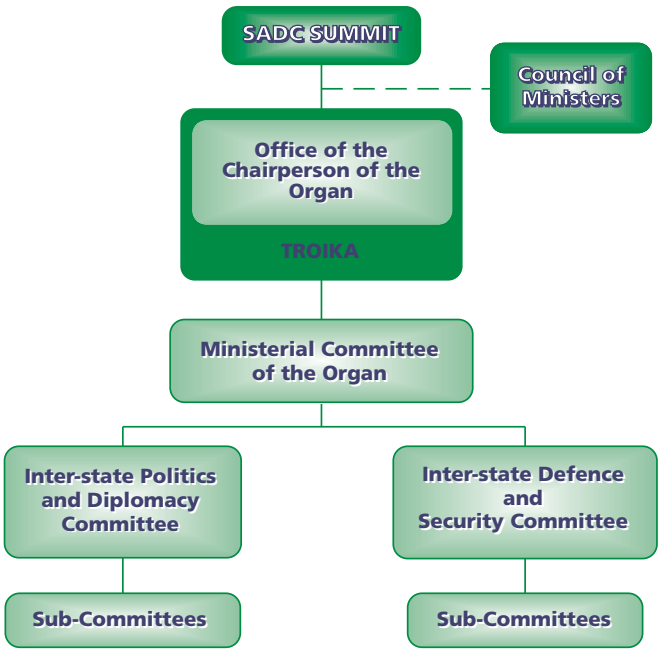
Women in the SADC peace and security structures

The Protocol on Politics, Defence and Security Cooperation establishing the Organ does not specifically mention the promotion of gender equality: Gender representation is not reflected in the first Strategic Plan of the Organ. The draft second Strategic Plan developed in 2010 is equally gender blind, with references only to combating human trafficking and preventing rape/statutory rape, abuse and violence against women and children mentioned as challenges for the public and police sectors.

The Memorandum of Understanding for the establishment of the SADC Standby Brigade also has no particular focus on gender in peacekeeping, save to refer to "humanitarian assistance to alleviate the suffering of civilian populations in conflict areas and support." Article 5, regarding the role of the civilian component of the brigade, refers to the need for the "protection of human rights including women and children." The Memorandum therefore only addresses women as part of a vulnerable group. It does not mention their role in promoting peacekeeping throughout the region.

The SADC Organ's objectives, however, indicate the need to promote overall human rights in line with other existing continental and international human rights instruments and to promote the development of democratic institutions and practices within the territories of State Parties.

Figure 8.5: Structure of the SADC Security Organ



SADC has made substantial progress in the representation of women in its peace and security structures: Malawi President Joyce Banda will be the first woman to ever sit at the heads of state table at the SADC Summit and in Organ meetings. SADC successfully supported the candidacy of South Africa's Nkosazana Dlamini-Zuma for the position of chair of the AU Commission. There are also increasing numbers of women in security portfolios (ministers and deputy ministers) and SADC peace and security structures.

This is then also reflected in decisions coming from Organ structures, for example, the decision by the SADC Council of Ministers, at a meeting held in Kinshasa in September 2009, to develop a regional programme on gender mainstreaming in conflict resolution, post-conflict reconstruction and rehabilitation processes and projects in line with UN Resolution 1325.

SADC leads the way in developing a gender mainstreaming framework: The Kinshasa decision led to a Framework for Mainstreaming Gender into the SADC Organ (a first for the continent) and a Strategy to Combat Violence in Conflict and Post-Conflict Zones. Gender activists await the adoption and implementation of these frameworks, which will go a long way to increasing gender representation and gender responsiveness in the security sector in Southern Africa.

Women are still missing from most formal peace negotiations: Internationally, less than 3% of signatories to peace agreements have been women. An example from SADC is Zimbabwe's Global Political Agreement, which was brokered in 2008. Among the negotiators there were only two women: Theresa Makone and Priscilla Misihairabwi-Mushonga. The SADC mediation team, led by South Africa's Thabo Mbeki, had just one woman, Mojanku Gumbi. South African President Jacob Zuma's current team of three includes one woman: Lindiwe Zulu. One exception is Lesotho, where church heads have spearheaded a mediation process between the ruling party and the opposition parties over the allocation of seats in the 2007 general election. Three women from the ruling party and three from the opposition party were part of this mediation effort.

Women's movements are championing women's involvement in peace negotiations: Women's organisations are emerging and actively engaging in conflict and post-conflict settings in Southern Africa. Their activities remain at an informal level and the organisations are often not given due recognition as part of broader peace processes. It is also important to begin mapping peace building activities and developing profiles of initiatives in all Southern African countries.

Madagascar: Women claim a stake in peace and security matters



Malagasy women recently came together for a dialogue on engagement in peace and security processes and mechanisms in the country. The Southern Africa Gender Protocol Alliance cluster led by the Institute of Security Studies and national focal point Federation Pour La Promotion Feminine et Enfantine (FPPE) convened the meeting. The cluster champions implementation of Article 28 of the SADC Gender Protocol on Peace Building and Conflict Resolution.

The workshop objectives included sensitising women on a gendered approach to peace and security; building the capacity of Malagasy women to contribute effectively to peace making and peace building in the country; sharing experiences, good practices and lessons learnt and advocating for women's participation in peace and security structures and processes. The workshop also aimed to form a national working group on gender, peace and security aligned to the SADC Gender Alliance. Fifty women and men from the 22 regions of the country attended the workshop. After extensive deliberations the participants recommended the following:

To SADC:

1. Include women from the women's movement in the monitoring committee for the implementation of the SADC Roadmap for ending the crisis in Madagascar.

2. Ensure that gender representation, as stipulated in the Roadmap and in the SADC Protocol on Gender and Development, is adhered to in the appointment of members of government, Higher Transitional Council (CST), Transitional Congress (CT), National Independent Electoral Council (CENI), Regional Electoral Committees and the National Reconciliation Committee (CNR). Do not accept any list that does not meet gender representation requirements as stipulated in the Roadmap.
3. Strongly recommend to each "mouvance (that is, political faction)" that their delegation consist of at least 30%, and work towards 50%, representation in any conflict resolution/negotiation meeting.

To government:

4. Ensure gender parity in all institutions, especially in the National Independent Electoral Council (CENI), Transitional Congress (CT), Higher Transitional Council (CST) and National Reconciliation Committee (CNR) in order to create a gender representative, gender sensitive and gender responsive new government.
5. Establish Gender Focal Points within each Ministry.
6. Increase women's quota in the security sector (police, gendarmerie, army and corrections) to 30%. Review the recruitment and retention policies in the security sector so that they are gender sensitive.
7. Women should be promoted to command and decision-making positions within the security sector.
8. Ensure gender parity in the deployment of peace-keepers.

To the international community:

9. UN agencies should take the leadership for supporting governments and their respective civil societies for the development and implementation of National Action Plans on Resolution 1325. Support this process in Madagascar.
10. Strengthen financial and technical support for programmes on Gender Based Violence.
11. Provide the necessary support for the peace building processes in Madagascar.

To political parties:

12. Promote a culture of gender, peace and security in order to stop political violence.
13. Include gender parity in all party manifestos.
14. Build the capacity of women candidates within political parties to stand for elections.

To civil society:

15. Organise a national dialogue for Malagasy women in order to bridge political divides and develop a common purpose and vision for women.
16. Conduct peace education amongst the communities.
17. Advocate for a culture of independence in the media.
18. Ensure the widespread distribution of these recommendations to both officials and the public in all the regions. Ensure the continuous advocacy and monitoring for the implementation of these recommendations. Integrate these recommendations in your day-to-day work.
19. Ensure gender parity in the decision-making structures of civil society organisations.



Scholastica Kimaryo, GL Board Member, and GL Madagascar country manager Ialfine Papisy, at a Madagascar gender, peace and security conference. *Photo: Zoto Razanadratefa*



Zimbabwe: The Women's Coalition of Zimbabwe (WCoZ) has been monitoring its implementation in all sectors, with specific reference to the security sector. The country's security sector needs to enhance its gender mainstreaming in an effort to increase its provision of security to women and children around the country, especially in reducing politically motivated violence against women, including before, during and after elections. By monitoring efforts made by the Ministry of Defence in its gender mainstreaming, WCoZ will also be engaging with senior policymakers to ensure women in the security sector also take part in decision-making processes within the sector.

Zimbabwe: Peace and security working group takes off



Following a gender sensitisation workshop the Women's Coalition of Zimbabwe (WCoZ) formed a Peace and Security Sector under the auspices of the SADC Gender Protocol Alliance Gender, Peace and Security cluster, led by the Institute of Security Studies.

Since then the organisation has been monitoring the implementation of the Global Political Agreement (GPA) by engaging with key ministries which are supposed to spearhead these reforms, as well as through monitoring the media on how reforms are being addressed. One of the key reforms has been focusing on mainstreaming gender within the police sector and other security sectors in a bid to promote peace and dialogue towards protecting women's rights in a politically tense situation.

WCoZ uses the SADC Gender Protocol, with particular reference to Article 28 on Peace building and conflict resolution, to monitor progress in the sector in general as well as the GPA. This includes achievements such as ensuring gender equality in peacekeeping missions to countries in conflict on the continent and beyond. A lot of work still needs to be done to ensure that women are also promoted to high ranks in the security sector, especially in the Air Force of Zimbabwe.

Since the February 2011 workshop featured in last year's Barometer, WCoZ has engaged key female officers from the security sectors including senior policymakers in the Ministry of Defence, Home Affairs and Women Affairs, and Gender and Community Development, in a bid to have a deeper understanding of the gender inequalities in the security sector, and be able to develop common positions on protecting women in times of conflict.

Zimbabwe has been experiencing a spate of violence related to politics. Some leaders and activists were physically and sexually abused prior to and following the 27 June 2008 run-off election. This led to the formation of a peace agreement, the Global Political Agreement (GPA), with South Africa acting as the key mediator representing SADC in peace talks between ZANU PF and the two MDC formations (MDC Tsvangirai and MDC Mutambara).

The peace agreement paved the way for the formation of an Inclusive Government (IG) in February 2009 which set out to implement the key provisions of the GPA ahead of the next elections.

This initiative involves ongoing media monitoring around Article 28 of the SADC Protocol on Gender and Development, with emphasis on promoting gender equality in the decision-making process, especially in ensuring equal promotion of women and men in the high ranking levels of the security sector.



Sifiso Dube (left), CIVICUS gender mainstreaming officer and Tafadzwa Muropa, WCoZ lead programme officer for Peace and Security, working on a strategy document in August 2011 in Zimbabwe.
Photo: Trevor Davies

There are challenges because Zimbabwe is a country in political transition and civil society organisations such as WCoZ are not always trusted by those in the security sector. Some officials may shun efforts to mainstream gender because they believe they are politically motivated.

In addition, patriarchal attitudes towards advancing women's rights are always a hindrance when working with senior policymakers in the security sector.

These challenges are being mitigated through the establishment of strategic partnerships with think tanks involved in security sector transformation, including the Centre for Defence Studies at the University of Zimbabwe. These institutions command respect from senior security sector policymakers so these partnerships make it easier to address gender issues.

Outputs are documented in workshop reports, a communiqué on addressing the security sector's commitment to gender equality and newspaper cuttings about the security sector and gender equality.

It is hoped that the initiative, which is still in its infancy, will lead to a strong and strategic partnership understanding between WCoZ and senior policymakers in the security sector and other line ministries such as the Ministry of Women Affairs, Gender and Community Development.

This initiative is sustainable if a common understanding between WCoZ and senior policy makers in the security sector and the Centre for Defence Studies is strengthened through continuous dialogue around women's participation in peace processes at all levels.

The next steps required include:

- Ongoing engagement between WCoZ and senior policy makers in the security sector and the Centre for Defence Studies on a quarterly basis;
- Ongoing media monitoring;

- Research work on the status of women in the security sector in Zimbabwe;
- Developing policy briefs;
- Information sharing with women in the SADC region under the SADC Gender Protocol Alliance;
- Regional policy engagement with the SADC Organ on Politics, Defence and Security and SADC Gender Unit, facilitated by Gender Links on a bi-annual/ quarterly basis if funds permit.

It is possible to replicate this initiative in other SADC countries depending on how a country's security sector views civil society. Similar working groups have already been established in DRC, Madagascar and Malawi. It is critical to engage this sector regularly so as to minimise cases of political violence, especially prior to elections in volatile countries. It is important to identify allies that are trusted by the security sector in order to achieve the intended goal.

Human rights abuses during time of armed and other forms of conflict

Human rights abuses, especially of women and children, are rife during periods of conflict. Empirical evidence shows that rape and other forms of sexual violence increase during periods of conflict and in the aftermath of a conflict. The continued conflict in some SADC countries such as the DRC bears testimony to this.



Although the war in the **Democratic Republic of the Congo** is formally over, women and girls remain targets for violence. The threat of, and the use of, violence are constants. As before the war, discrimination against women and girls underlies the violence perpetrated against them. Continued impunity allows the many forms of gender-based violence, including sexual violence, to flourish in these contexts.

Gender-based violence and conflict

The last few decades have witnessed important shifts in the discourse about women and conflict. Firstly, war and conflict are seen as expressions of deeply gendered long-term dynamics that precede the outbreak of conflict, escalate dramatically during conflict, and persist long after peace. This echoes feminist theory around gender-based violence as the expression of unequal gender dynamics that are far more pervasive than the specific instances of violence. It therefore seeks to address the differential experiences of conflict across groups and genders.

A second shift in the discourse has been about the role of women. We have moved from a situation where war



A young man imitates guerrilla warfare in Soweto in memory of the June 16 uprisings. *Photo: Colleen Lowe Morna*

was seen as "men's business", towards an acknowledgement that conflict has a huge impact on women. The struggles for gender mainstreaming resulted in the role of women increasingly being seen as complex, and that they in fact may be victims, perpetrators, survivors, leaders *and* participants. Thus, UN resolution 1325 calls for the participation of women in all peace-making, conflict resolution and peace building as critical to international and national peace and human security.

The discourse has also been informed by struggles against gender-based violence, the acknowledgement that it is rooted in patriarchal relations and impacts at societal, community and individual level. Finally, the women's movement throughout the twentieth century had a critical role in the peace and disarmament movement, and through their participation in these movements drew attention to gender-based violence.

These shifts in discourse make for a complex understanding of women and conflict, and for more nuanced policy approaches. The literature on women's roles in conflict therefore lists not less than seven "roles" of women in conflicts: as combatants; victims of (sexual) and other forms of violence; peace activists; participants in "formal peace politics"; coping and surviving actors; head of households; and as part of the labour force.

The Southern African region, given its history of colonialism, is no stranger to conflicts and wars. Virtually every country saw a protracted conflict, which intensified during the twentieth century with the growth of national liberation and anti-colonial movements. Whilst colonialism was characterised by systematic violence against indigenous populations, the oppressed populations resisted and in many instances embarked on armed struggles. Most SADC countries won formal independence during the 1960s, followed by Mozambique, Angola and Zimbabwe during the 70s and 80s and finally Namibia and South Africa in the early 1990s.

Mozambique and Angola shortly after their independence were afflicted by civil wars, which lasted into the 1990's. In terms of more recent conflicts, the Democratic Republic of the Congo (DRC) has been engulfed in conflicts and war since the fall of Mobutu; Zimbabwe has experienced severe political instability since the early 1990s; so has Swaziland and more recently Madagascar following the disputed elections of 2002 and even more recent coup attempts. There are thus currently four countries experiencing some form of conflict, which means that the nature of challenges facing women differs across the region, with implications for policy.

The struggle for gender equality has been an integrated part of progressive struggles in the region. Following the conclusion of the independence process, the focus



There is need for women to take a major role in continued dialogue in DRC: Blandine Lusimana and Chantal Malamba take part in a mock radio interview at DRC's Notre Dame de Fatima.
Photo: Loga Virahsawmy

on gender equality gained prominence in SADC. SADC adopted the SADC Gender and Development Protocol in August 2008. It allows for concrete, time-bound and legally-binding actions that speed up efforts to achieve gender equality, including many of the issues affecting women in either conflict or post-conflict situations. The general policy approaches include the transformation of unequal gender relations, improving representation and participation of women in political life, transforming security forces and peacekeeping operations to include women and addressing gender-based violence in conflict and non-conflict situations.

Resolution 1325 also commits member states to involve women in all aspects of peace-building at national, regional and international levels and to the inclusion of women in peace-keeping operations and military structures.

The United Nations Development Fund for Women (UNIFEM) calls wartime sexual violence "one of history's great silences," noting that the focus on sexual violence coincided with the greater impact of armed conflicts on civilian populations during the 1990's. In our region, it is believed that since 1998 more than 200,000 girls and women were raped during the conflicts in the DRC. There is now an acknowledgement by the UN Security Council that armed actors used sexual violence systematically as a tactic of warfare.

The shift in focus from silence to the recognition of the complexities of women in conflict situations is an important process to deal with the underlying gender dimensions of conflict and wars. The emerging policy approaches are therefore wide-ranging. Thus the regional and international protocols not only provide tools to hold public authorities accountable, and for mobilisation of broader society, but also for monitoring progress.

(Excerpt from an article in the GL Opinion and Commentary Service by Fébé Potgieter-Gqubule, former South African ambassador to Poland)

Costing and gender budgeting for the peace and security sector

Peace and security tends to receive the largest chunk of national budgets but what this is used for is often shrouded in secrecy for state security reasons. It is the most difficult sector to ascertain costs related to gender mainstreaming. The statistics on proportion of women representation and participation illustrate that the concept of gender budgeting does not inform allocation of resources in this sector.

Only one country, **Zambia**, provided costing and gender budgeting information for this new section. The Ministry of Defence has attempted to mainstream gender in its budgeting but it is piecemeal and mostly linked to HIV and AIDS with some allocations for gender equality and equity.



Tanzania's Mary Rusimbe emphasising a point during an expert meeting on costing implementation of the SADC Gender Protocol convened by the Alliance. *Photo: Colleen Lowe Morna*

Initiatives costed are event based: A close analysis shows that costing is based around key calendar dates and not linked to strategic ongoing programmes, such as increasing women representation and participation in the peace and security sector.

For example, the Research and Planning, Gender in Development Unit has a section entitled Programme 8: Promotion of Gender Equality and Equity estimated at ZMK 194 000 000 (US $39 200) in 2010 and reduced to ZMK 64 000 000 (US $12 900) in 2011. The activities under this section include personnel training, 16 Days of Gender Activism, Women's Day Celebrations and Consultation visits.

This lays a good foundation for further work: Although gender issues are not mainstreamed in the sector, it is a positive sign that the Zambian budget has several gender-related budget items.

Next steps

It is commendable more gender disaggregated data is available. It is also worth noting that there are new examples showing that decision makers in several countries have taken key steps to address gender disparity in this sector. However, in many cases women continue to be viewed as a vulnerable group rather than part of the solution to peace building and conflict resolution. For this dynamic to shift by 2015, a number of steps need to be taken including:

- ***Review legislation to ensure that it is gender sensitive and does not discriminate against women:*** States must ensure that police, defence and correctional or prison services acts are gender sensitive and provide for women's special needs.

- ***The laws must be accompanied by special measures and incentives to attract women to join the security services sector:*** Unless there are incentives and retention packages for women to join and stay the course, this sector will remain male dominated. To achieve this, an enabling environment has to be created. For example, women should be able to balance time spent on peace missions or combat roles with family responsibilities, particularly where young children are involved.

- ***Record keeping should be gender disaggregated:*** While there has been some progress on this front, all SADC States should be mandated to keep gender disaggregated data for the sector. If this is achieved it will be easier to monitor whether progress is made towards equal representation and participation in key decision making positions in conflict resolution and peace building processes by 2015. Currently data is scarce or officials are reluctant to release the information.

- ***Implementing the Framework for Mainstreaming Gender into the SADC Organ and all member state security systems:*** A key step is to ensure that women are incorporated in higher levels of decision-making at the SADC Organ level and in national security structures.

- ***Women to be regarded as part of the solution in peace building processes and appointed as mediators:*** The population is affected differently by conflict and there are differences between the way men and women experience and cope with conflict. It is therefore important for member states to ensure

equal representation of women and men in key decision-making positions during peace building. More women should be appointed as mediators as they bring a different perspective to the table. In many instances these positions are appointees rather than elected so there are no excuses for not including women.

- ***Increasing women's role at all levels of peace-keeping:*** Women have an important role to play at all levels of peace-keeping and more women experts should be sought out to tackle conflict, especially in the region. Those countries which continue to only send male representatives to UN and other international missions need to make a concerted effort to meet the 10% target for women's representation.

- ***Making gender training compulsory:*** All levels of personnel, including senior management, should receive gender training to respond to gender-based violence and to challenge those cultural stereotypes that perpetuate gender discrimination.

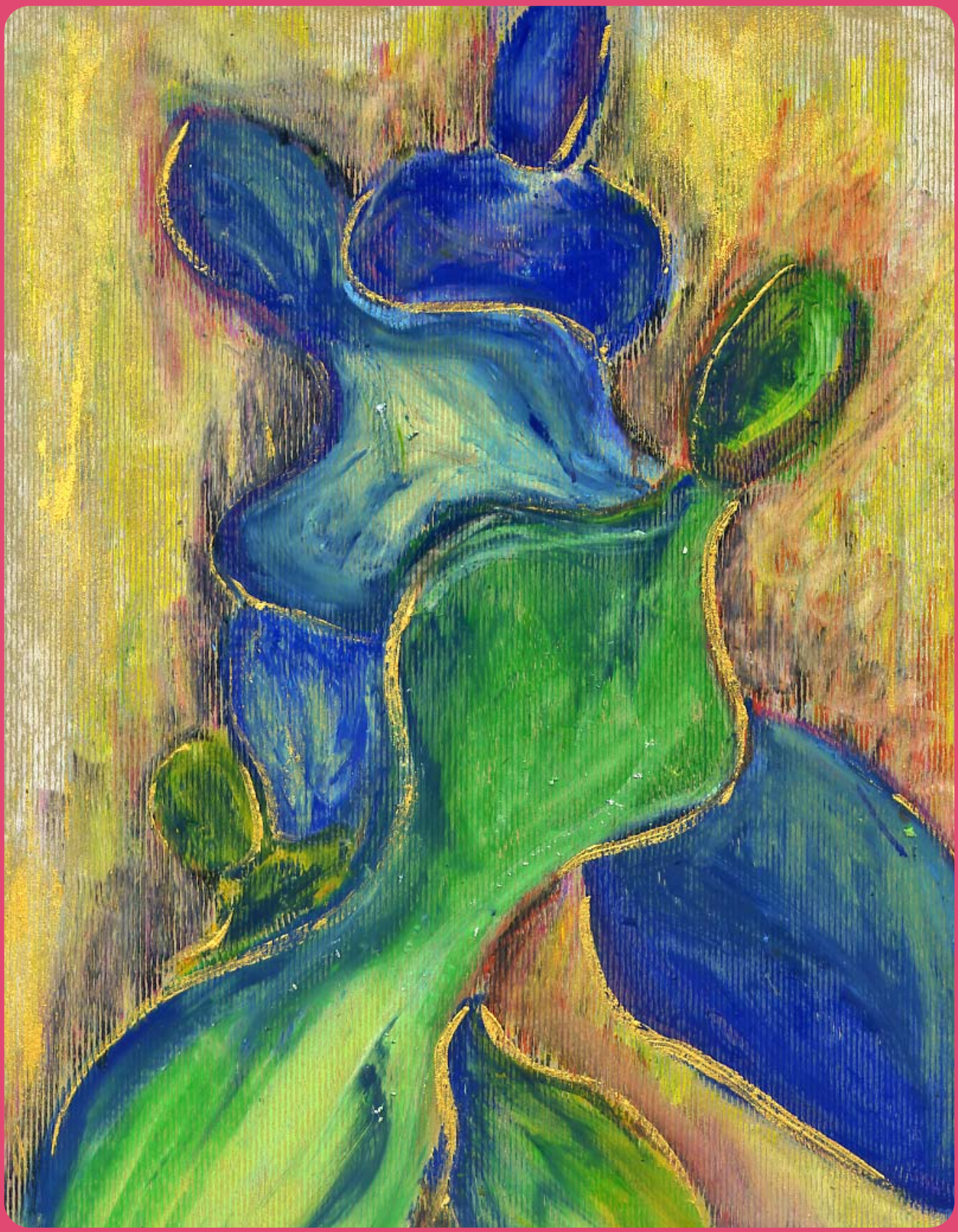
- ***Sharing good practices:*** Countries which are doing well across the sector, such as South Africa and Namibia, should share knowledge on how to bring more women into the sector and how to be more gender responsive in practice.

- ***Continued enhancement of sector coordination is vital:*** The security sector has received little attention in the past but this is beginning to change. In 2011, ISS provided key leadership in this area by assisting in the formation of national working groups on gender peace and security and by co-facilitating a meeting with FPPE in Madagascar. It is important to build on this solid foundation in the coming year.

- ***Gender budgeting and costing is an important tool for assessing commitment to mainstreaming gender in the sector:*** If done properly, the allocation of resources with gender in mind will help to ensure that women's and men's specific and unique needs are catered for.



Marching for peace. Take Back the Night March - Johannesburg, 2008. *Photo: Colleen Lowe Morna*



"Growing up" *Anushka Virahsawmy*

CHAPTER 9

Media, information and communication

Articles 29-31

KEY POINTS

- At 66%, the overall regional Southern Africa Gender and Development Index (SGDI) for the Media, Information and Communication sector is almost the same as last year's (67%) because the same data was used to calculate the score. New data from Seychelles affected the score.
- Women and men gave their governments scores of 60% and 61% respectively.
- Additional monitoring conducted in 30 newsrooms in July 2011 showed that the proportion of women sources in the media is still 19%, the same finding as the 2010 Gender and Media Progress Study (GMPS).
- Media laws and policies have weak gender provisions, but seven media regulators (up from six last year) are leading the way in developing gender and media codes of practice.
- The Gender and Media Diversity Centre campaigned for strong gender provisions in the 2011 African Platform on Access to Information (APAI), with just under half of the suggestions being incorporated. The debates raised awareness among citizens on gender, freedom of expression and access to information.
- Recently revived gender and media networks need to keep their eye on the Draft Model Law for AU Member States on access to information - another key entry point for gender.
- GL is now working with 109 gender and media Centres of Excellence (COEs) in 13 SADC countries. On-the-job training of journalists is structured around the ten theme areas of the Protocol.
- In the past year, GL developed a self-monitoring tool to help media houses assess progress towards achieving the SADC Protocol target of gender equality in and through the media.



Bonnie Elifas, Base FM reporter, interviewing Juditte Haoses, a resident of an informal settlement in Outjo, Namibia, during a Media Centres of Excellence gender violence training field trip.
Photo: Pedro Teca

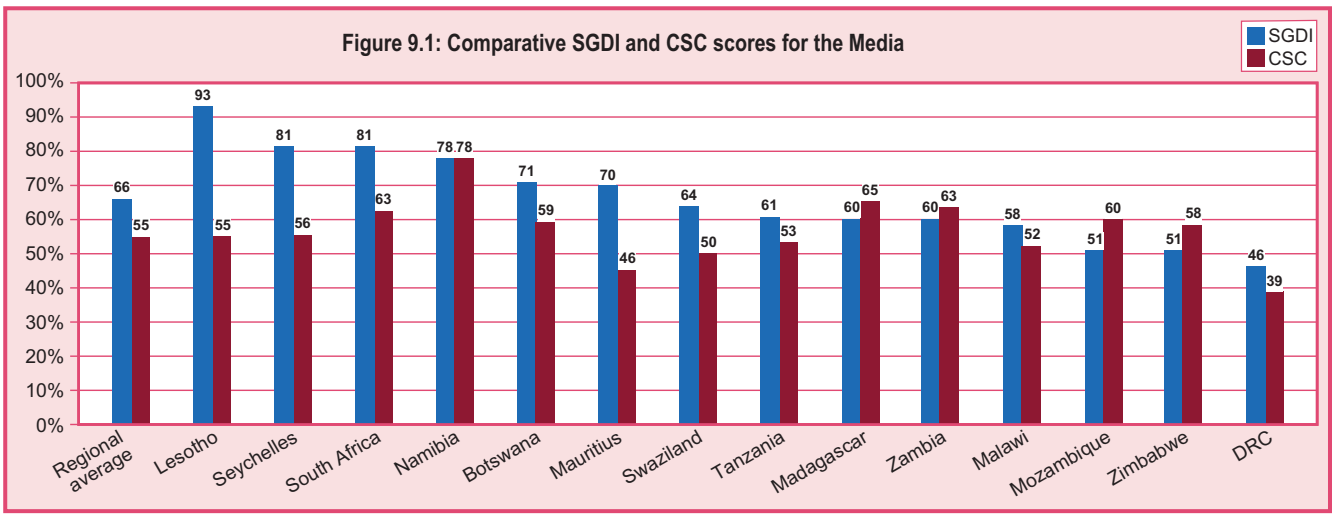


Figure 9.1 illustrates that at 66%, the overall regional Southern Africa Gender and Development Index (SGDI) score for the media, information and communication sector is almost the same as last year's, which stood at 67%. This is because the score relied on the same data in both years: the *Gender and Media Progress Study* of 2010, the 2010 *Glass Ceiling* study and the *Gender and Media Education* (GIME) study. The exception is Seychelles, erroneously scored at 94% instead of 81% last year, altering the overall score by one percentage point.

The SGDI score incorporates the proportion of women within the media as employees; on boards of directors and in management. It also includes the proportion of women lecturers and students in media training institutions and the proportion of women news sources in media content.

Citizens held media to a higher standard, giving an overall score of 55%. However, this is much higher than the past three annual Citizen Score Card (CSC) averages, while the overall score remained at 40%. This year's CSC is gender disaggregated. Women's and men's scores are similar: men rated the media at 55% compared to women at 54%.

The SGDI is based solely on women's representation in the media, in media training and media content. The CSC captures other qualitative nuances - such as the sensationalisation of news and gender stereotypes perpetuated in various media. Citizen perceptions also include other forms of media, including advertising, tabloids and Information Communication Technologies (ICTs), which are not necessarily captured in the SGDI.

This is the limitation of the SGDI score - it does not go beyond numbers. The basket of scores for this indicator also tends too dilute the most important indicator, women sources, a key measure of "voice." The 2010 Gender and Media Progress Study showed that overall women constitute a mere 19% of news sources in Southern Africa. In 2011, Gender Links conducted further monitoring of 31 media houses in 13 countries not included in the GMPS as part of the Centres of Excellence for Gender in the Media initiative. The average score for the 108 media houses in 13 countries still came up at 19%. This shows that progress in ensuring that women's views and voices in the media is still painfully slow.

Background

The media has been one of the less hotly contested yet critical areas of concern in lobbying and advocacy on the SADC Protocol on Gender and Development. Gender activists, and society at large, have long recognised the critical importance of the media in changing attitudes and mindsets, but have not always been strategic in engaging with the fourth estate.

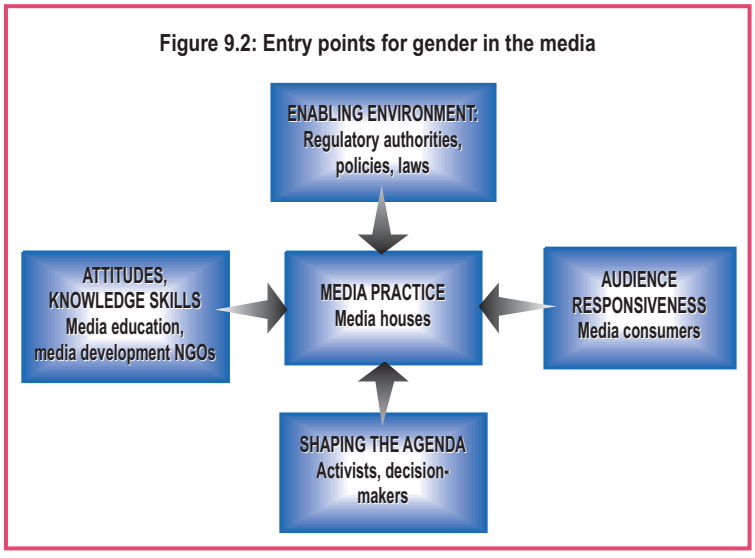


Figure 9.2 demonstrates the different entry points for gender and the media. This begins with gender aware policies and laws, implemented by regulatory authorities. Audiences through taking up complaints make these policies and laws a reality. Media education and media development NGOS have the capacity to influence attitudes, skills and knowledge of media practitioners, particularly at the entry level, but also through ongoing courses. Activists and decision-makers, especially women decision-makers, help to set the gender and media agenda through well coordinated campaigns and a proactive approach to the media. Ultimately it is incumbent upon the media to make a change. This change needs to be within the media: in its institutional make up, as well as in media content.

There is only one time-bound media target in the Protocol: the achievement of gender parity in media decision-making by 2015. The wording of the provisions is careful not to be prescriptive or make assumptions about the extent to which government can regulate or influence the media (especially the private media). However, the provisions are significant in that:

- They cover both media content and the institutional make up of the media;
- They touch on both policy and training;
- They touch on both the sins of omission (the absence of women's voices and need to give women equal voice) as well as the sins of commission (the perpetuation of gender stereotypes in the way in which women are covered; especially the coverage of gender violence);
- The provisions are consistent with freedom of expression. Indeed, they underscore the argument that gender and media activists have been making: that the subliminal silencing of women in the media is - the world over - one of the worst violations of freedom of expression.



Key research studies undertaken by GL and partner organisations form the basis of advocacy and training efforts and make it possible to monitor progress in this sector, as summarised in Table 9.1.

Table 9.1: Summary of Gender and Media research conducted in the SADC region

RESEARCH	YEAR	WHAT THIS COVERS	WHO
Laws and Policies			
Legally yours	2007	Audit of media policies, laws and regulations.	GEMSA
Gender in media education			
Gender in media education - Southern Africa	2010	Audit of gender in media training institutions.	GMDC, GL
Gender in media development NGOS			GL, Swedish International Development Agency
Gender within the media			
Glass Ceilings: Gender in Southern African media houses	2009	Representation and participation of women and men within the media, its hierarchy, different beats and occupational areas.	GL
Gender in media content			
Gender and Media Baseline Study (GMBS)	2003	Gender disaggregated monitoring of 25,000 news items over one month to determine who speaks on what as well as how women and men are portrayed in the media.	GL, MISA, Media Monitoring Project (MMP)
Global Media Monitoring Project	2005	One day monitoring of Southern African media in thirteen countries as part of global monitoring, used to benchmark progress since GMBS.	GEMSA
Mirror on the Media: Who talks on Radio Talk Shows	2006	Gender disaggregated monitoring of hosts, guests, callers in Lesotho, Malawi, South Africa and Zimbabwe.	GL
HIV and AIDS, Gender and the Media	2006	Gender disaggregated data on coverage of HIV and AIDS including overall coverage; topics and sub topics; types of sources consulted.	GL, Southern African Editors Forum (SAEF) and MMP
Mirror on the Media: Gender and advertising	2007	Gender disaggregated monitoring of who is heard and depicted in advertising in Mauritius, South Africa, Zambia and Zimbabwe, and how women are portrayed.	GL, GEMSA country chapters
Mirror on the Media: Gender and Tabloids	2008	Gender disaggregated monitoring of who speaks on what as well as how women and men are portrayed in tabloids.	GL, GEMSA country chapters
HIV and AIDS, Gender and the Media Francophone Study	2008	A combination of the GMBS and the HIV and AIDS, Gender and the Media Study, introducing new parameters, like media practice.	GL Francophone Office
Gender and Media Progress Study	2010	Gender disaggregated monitoring of over 30,000 news items over one month to measure progress since the GMBS, covering general practise; gender; HIV and AIDS and gender violence.	GL, GEMSA, MISA
Global Media Monitoring Project	2010	One day monitoring of Southern African media in fourteen countries as part of global monitoring, which will be used to benchmark progress in the region against global trends.	GEMSA
Gender and audiences			
My views on the News	2005	How women and men in Southern Africa engage with and respond to the news.	GL, MISA, GEMSA, MMP

Mainstreaming gender in policies, laws and training



The Protocol calls on Member States to ensure that gender is mainstreamed in all information, communication and media policies, programmes, laws and training in accordance with the Protocol on Culture, Information and Sport.

The regulatory framework

The new and emerging democracies in Southern Africa provide exciting opportunities and spaces to develop and adopt media laws, policies and regulations that respond to the principles of democratisation and transformation.

Media regulatory frameworks in the different SADC countries are emerging from strong constitutional provisions for media freedom and an understanding that this goes beyond challenging censorship in the traditional sense to giving voice to all citizens: women and men.

The 2006 Gender and Media in Southern Africa (GEMSA) audit of existing media laws and policies in SADC countries covered 12 SADC countries: Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe. The salient points are summarised below:

Freedom of expression and universal access to information is guaranteed in most constitutions: The right to freedom of expression is guaranteed in all 12 countries. Universal access to information is guaranteed in ten countries and under discussion in Lesotho and Zimbabwe. The constitutional frameworks provide a solid base to develop progressive regulatory provisions for the media.

Citizens' views continue to be heard: The GEMSA audit found that citizens, both women and men, in seven of the 12 countries, have often been consulted on policy formulation. Some of the consultative processes included a grassroots constitutional review processes in Malawi and public commissions in Zimbabwe. Within the media fraternity, there is a new emphasis on access to information; and among gender and media activists to its gendered dimensions.

Debates continue to show that freedom of information is often not understood to include equal voice for women and men: The year 2011 marked the 20th anniversary of the Windhoek Declaration on Media Freedom, now celebrated globally on 3 May. At several high level meetings on media freedom and gender, media activists called for the "engendering" of the Declaration. In September 2011, media practitioners, academics and activists gathered in Cape Town for the Africa Media Summit and the Pan African Conference on Access to Information. In May 2012, media organisations and practitioners gathered in Tunisia to celebrate World Press Freedom Day under the banner "New Voices: Media Freedom Helping to Transform Societies." One of this conference's parallel meetings addressed a research methodology on criminalisation of expression in Africa and the impact such laws have on the right to receive and impart information, opinion and ideas. The African Commission on Human and Peoples' Rights Declaration of Principles on Freedom of Expression in Africa compels states to "review all criminal restrictions on content to ensure that they serve a legitimate interest in a democratic society." In addition, the research will look into how such criminalisation has an impact on female journalists.

Time for new voices in the media

The World Press Freedom Day on 3 May 2012 marked 21 years of the Windhoek Declaration on Promoting Independent and Pluralistic Media. The United Nations Educational, Scientific and Cultural Organisation (UNESCO) and the United Nations General Assembly endorsed the Windhoek Declaration in 1991. The celebrations took place under the banner "New Voices: Media Freedom Helping to Transform Societies."

Who are these new voices?

African and global media have not actively given women and youth the space to participate equally in shaping democratic discourse. This is a form of censorship. For this reason, it is important that members of the media engage with the nexus between gender equality and media freedom.

According to the Windhoek Declaration, media freedom includes freedom of information and expression, free flow of ideas by word and image, independent and

pluralistic press, and establishment of associations that safeguard the fundamental freedoms in the Declaration. However, the Declaration is silent on gender.



Sikhonzile Ndlovu, GL media programme manager and coordinator for regional media centres of excellence, says it is time for new voices in the media. *Photo: Trevor Davies*

Gender equality - and equality of all voices - is implicit in the notion of a "pluralistic press" which is meant to reflect the "widest possible range of opinion within the community" as espoused in the Windhoek Declaration.

Media freedom extends beyond the absence of political censorship, to ensuring that all constituent voices in society have equal access to the media. As noted by the 2006 Gender Review of Media Development Organisations, women's voices are often excluded from the media. It is thus important to look at media freedom in a way that takes into consideration "gender-based censorship" which ultimately disempowers, silences and renders invisible more than half of those in our society.

Gender equality and freedom of expression are inextricably linked. Giving voice to all segments of the population is central to freedom of expression. According to the 2010 Global Media Monitoring Project, women constitute just 24% of news sources, yet they make up 52% of the population.

The 2010 Gender Links *Gender and Media Progress Study* (GMPS) showed that women make up 19% of news sources in the Southern African region. This is a two percentage point increase from 17% recorded in the 2003 *Gender and Media Baseline Study* (GMBS). The GMPS looked at 33 431 news items.

The GMPS found that youth - women and men under age 20 - make up just 0.04% of those accessed by media. This is also a gross underrepresentation of voices that could make a meaningful contribution to society and democratic discourse.

The power of young people was evident at the most recent Gender Justice and Local Government Summit in Johannesburg, at which Sharonice Busch, a student at the Polytechnic of Namibia, won a leadership award. In her acceptance speech, Busch noted that youth in Namibia are pushing the agenda to transform society and working to ensure their voices are heard.

Julio Albino Langa, the runner-up winner from Mozambique, also presented on a project called "Men for change." This young leader uses various opportunities to create awareness on the role of men in addressing gender-based violence. Langa highlighted how he and his colleagues make use of multi-media platforms to sensitise the public.

Two major issues affecting those living in Southern African are gender-based violence (GBV) and HIV and AIDS. The GMPS showed that despite the importance of these issues, they remain underreported in news media. GBV stories and stories that mention GBV constitute 4% of all coverage in SADC media. HIV and AIDS stories constitute 2% of stories covered in the media.

The voices of people affected by, and living with, HIV and AIDS are equally absent in the news. People living with HIV and AIDS constitute 7% of news sources, while those affected are accessed as sources in 36% of stories. Victims or survivors of GBV constitute 19% of sources. Most stories are told from the point of view of official sources and experts, without accessing the voices of those affected.

Gaps in the media are also evident in institutional composition as shown in the 2009 GL *Glass Ceilings* study. Women make up 41% of media employees. They are underrepresented in decision-making positions, constituting 28% of those in senior management and 23% in top management. These gaps in institutional make-up inevitably impact media freedom.

One of UNESCO's 2012 World Press Freedom Day themes is "Media Freedom has the Power to Transform Societies." However, such transformation can only occur if the media creates an enabling environment through which it reflects a diversity of voices and views.

As the Windhoek Declaration turns 21, it is time for new voices in the media. Women's voices are a major component of any democracy. Their full inclusion in media must become a priority.

From an article by Sikhonzile Ndlovu Maphosa, Gender Links Media Manager, as part of the GL Opinion and Commentary Service.

Access to information



Debate intensified this year around mainstreaming gender in access to information. The Africa Information and Media Summit (AIMS), a meeting that brought together the Pan African Conference on Access to Information (PACAI), as well as the Highway Africa Conference, adopted the African Platform on Access to Information (APAI) in Cape Town on 19 September 2011. Advocate Pansy Faith Tlakula, the African Union Special Rapporteur for Freedom of Expression and Access to Information, signed the declaration, that will be presented to the African Union towards the end of 2012.

The APAI process mirrored the preceding process on the adoption of the 1991 Windhoek Declaration. APAI will assist African states to commit to developing access to information laws.

Only eight countries (three in SADC), which include Angola, Ethiopia, Guinea, Liberia, Nigeria, South Africa, Uganda and Zimbabwe, have access to information laws. In Mozambique, for instance, parliament has yet to table a draft bill presented by a platform of civil society organisations in November 2005. The same is true in Kenya, Sierra Leone, and Tanzania, while policymakers in Ghana, Rwanda, Sudan and Zambia have struggled to push through draft bills.

Table 9.2: Gains and losses in the APAI Declaration

Item	Original document (22 July 2011 draft)	Proposed amendments	Final	Gain or loss	Score out of 5
Preamble	Stating that access to information (ATI) is the right of all natural and legal persons to seek, access and obtain information from public bodies and private bodies acting in a public nature.	Stating that access to information (ATI) is the right of all natural and legal persons, women and men, which implies the right to seek, access and obtain information from public bodies and private bodies acting in a public domain.	Stating that access to information (ATI) is the right of all natural and legal persons, which consists of the right to seek, access and receive information from public bodies and private bodies performing a public function and the duty of the state to prove such information.	Loss: From the outset, access to information should be problematised and the differential impact between women and men underscored.	0
	Emphasising that access to information is a fundamental human right essential for the recognition and achievement of every person's human rights and socio-economic rights, and as a mechanism to promote democratic accountability, good governance, access to health care, a clean environment, sustainable development and fight corruption.	Emphasising that access to information is an integral part of the fundamental human right of freedom of expression, essential for the recognition and achievement of every person's civil, political and socio-economic rights, and as a mechanism to promote democratic accountability, good governance and equality.	Emphasising that access to information is an integral part of the fundamental human right of freedom of expression, essential for the recognition and achievement of every person's civil, political and socio-economic rights, and as a mechanism to promote democratic accountability, good governance.	Loss: The declaration does not emphasise that access to information is integral to attaining equality.	0
	No mention of the SADC Protocol on Gender and Development.	Acknowledging the SADC Protocol on Gender and Development that cites gender equality in and through the media and ICT's as central to development.	No mention of the SADC Protocol on Gender and Development.	Loss: The regional instrument is quite progressive on attaining gender equality in and through the media. This remarkable regional instrument should be acknowledged.	0
	Cognisant that questions around "whose information" and "who has access to information" highlight problems in society that need to be addressed in terms of equality of access.	Cognisant that questions around "whose information" and "who has access to information" highlight problems in society that need to be addressed in terms of equality of access.	Cognisant of the African Union Convention on Preventing and Combating Corruption, the African Charter on Values and Principles of Public Service and Administration, the African Charter on Democracy, Elections and Governance, the African Youth Charter and the African Statistics Charter, all of which promote transparency in public life.	Loss: The phrasing is imprecise as the inequalities in society need to be addressed by levelling the playing field on many fronts, the most cross cutting of which is gender equality.	0

Item	Original document (22 July 2011 draft)	Proposed amendments	Final	Gain or loss	Score out of 5
Key principles					
Fundamental right	Access to information is a fundamental human right, in accordance with Article 9 of the African Charter on Human and Peoples' Rights. It is open to everyone, and no one should be privileged or prejudiced in the exercise of this right on account of belonging to a class or group howsoever defined. It should expressly not be required that anyone has to demonstrate a specific legal or personal interest in the information requested or sought or otherwise required to provide justification for seeking access to the information.	Fundamental Right Accessible to (Everyone) all women and men: Access to information is a fundamental human right, in accordance with Article 9 of the African Charter on Human and Peoples' Rights.	Fundamental Right Accessible to Everyone. Access to information is a fundamental human right, in accordance with Article 9 of the African Charter on Human and Peoples' Rights. It is open to everyone, and no one should be privileged or prejudiced in the exercise of this right on account of belonging to a class or group howsoever defined, and whether in terms of gender, class, race, political association, occupation, sexual orientation, age, nationality, HIV status, and other bases as cited in many African constitutions. It is not required that anyone must demonstrate a specific legal or personal interest in the information requested or sought or otherwise required to provide justification for seeking access to the information.	Loss: "Everyone" casts a shadow on who currently has access and who does not. Placing women and men in the same bracket implies that the current gaps affect them equally. Gain: It mentions that "no one should be prejudiced in the exercise of this right on account of belonging to a class, group, howsoever defined."	5
Language and accessibility	To the greatest extent possible, information should be available in the language of the person seeking it, and in a format that is as accessible as possible.	To the greatest extent possible, information should be available in the language of the person seeking it, and in a format that is as accessible as possible, especially radio, which remains the most accessible format in Africa.	To the greatest extent possible, information should be available in the language of the person seeking it, in an accessible location, in a format that is as accessible as possible, and, in particular, ensures that it is accessible to those who may be particularly affected by the subject matter of the information.	Loss: Gender is implicitly referred to.	3
Right to personal data	All persons have a right to access and correct their personal data held by third parties.	All persons have a right to access and correct their personal data held by third parties. Women shall have a right to be identified according the surname of their choice and not necessarily their surname by marriage.	All persons have a right to access and correct their personal data held by third parties.	Loss: This provision is subject to interpretation by parties involved. It can be problematic to those who are supposed to be served by it.	2
Duty to collect and manage information	Public and private bodies have a duty to collect and manage information on their operations and activities on behalf of their citizens. This includes procedures for ensuring that the information is easily accessible.	Public and relevant private bodies have a duty to collect and manage information on their operations and activities on behalf of their citizens.	Public and relevant private bodies have a duty to collect information on their operations and activities on behalf of their citizens. They also have a duty to respect minimum standards in relation to the management of this information to ensure that it may easily be made accessible to citizens.	Loss: Sex disaggregated data is often missing in Africa. The fact that this is not clearly defined means that development interventions will be gender blind.	2
Duty to fully implement	Public and private bodies have an obligation to ensure the law is fully implemented. This includes internal procedures and processes and the designation of responsible officials. An independent body such as an ombudsman or commissioner should be established to monitor and ensure implementation.	Public and relevant private bodies have an obligation to ensure the law is fully implemented. This includes internal procedures and processes and the designation of responsible officials. An independent body such as an ombudsperson or commissioner should be established to monitor and ensure implementation.	Public and relevant private bodies have an obligation to ensure the law is fully implemented. This includes internal procedures and processes and the designation of responsible officials.	Loss: It does not point to some of the indicators for implementation.	0

Item	Original document (22 July 2011 draft)	Proposed amendments	Final	Gain or loss	Score out of 5
		Application of principles. These principles are essential to development, democracy, equality and the provision of public service, and are applicable to, amongst others, the following:	Removed completely.	Loss: The proposed principle included equality.	0
Disadvantaged communities	Governments have a further obligation to ensure that information is provided to disadvantaged communities including minority groups and minority language speakers, women, rural people, the poor and disabled. They have an obligation to ensure equitable and affordable access to ICTs for the disabled and for other disadvantaged persons.	Governments have an obligation to facilitate access to information for disadvantaged minority groups and minority language speakers, as well as marginalised groups, including women, children, rural people, the poor and persons with disabilities. This especially applies to information that contributes to the empowerment of these groups. Governments also have an obligation to ensure equitable and affordable access to ICTs for those with special needs and other disadvantaged persons.	Governments have a particular obligation to facilitate access to information by disadvantaged minority groups and minority language speakers, as well as marginalised groups including women, children, rural people, the poor and persons with disabilities. This especially applies to information that contributes to the long-term empowerment of the groups. Governments also have an obligation to ensure equitable and affordable access to ICTs for those with special needs and for other disadvantaged persons and groups.	Gain: The application of this principle recognises women as one of the disadvantaged groups. It further acknowledges the goal for long-term empowerment and the need to ensure equitable and affordable access to ICTs.	5
Women	Governments, civil society and media should facilitate women's access to information, thereby contributing to promoting and defending their rights in public life. Civil society organisations should make use of access to information mechanisms to monitor governments' fulfilment of commitments to further gender equality, to demand the enhanced delivery of services targeted at women and to ensure that the public funds they are entitled to are received. The collection, management and release of information should reflect gender distinctions where relevant.	Governments, civil society and the media have an obligation to facilitate women's equal access to information, thereby contributing to promoting and defending their right to fully participate in public life. Civil society organisations should make the best use of access to information mechanisms to monitor governments' fulfilment of commitments to further gender equality, to demand the enhanced delivery of services targeted at women and to ensure that the public funds they are entitled to are received. The collection, management and release of information should reflect gender distinctions where relevant and be gender disaggregated.	Governments, civil society and the media have an obligation to facilitate women's equal access to information, so that they can defend their rights and participate in public life. Civil society organisations should be encouraged to make the best use of access to information mechanisms to monitor governments' fulfilment of commitments to further gender equality, to demand the enhanced delivery of services targeted at women and to ensure that the public funds they are entitled to actually reach them. The collection, management and release of information should be gender disaggregated.	Gains: This principle is detailed and acknowledges that the collection and management of information should be gender disaggregated. This is progressive and can inform gender aware interventions.	5
Media and information literacy	Governments, civil society and the media have an obligation to promote media and information literacy, to assist individuals and communities to ensure that all members of society can understand and take advantage of new technologies, and to be able to participate intelligently and actively in public matters and enforce their right of access to information.	Governments, civil society and the media have an obligation to promote media and information literacy, including gender and media literacy, to ensure that all members of society can understand and take advantage of new technologies, and to be able to participate intelligently and actively in public matters, and enforce their right of access to information. Citizens should be empowered to consume information critically and express their views on such	Governments, civil society, education institutions, and the media have an obligation to promote media and information literacy, to assist individuals and communities to ensure that all members of society can understand and take advantage of new technologies, and to be able to participate intelligently and actively in public matters, and enforce their right of access to information. Citizens should be empowered to be able to consume information critically and express	Loss: The principle does not mention gender and media literacy that has become and empowering tool for citizens to understand the media and its operations better. Women are often not quoted as sources, presented as sex objects in news and adverts. Gender and media literacy enables citizens, both women and men, to create their own media.	3

Item	Original document (22 July 2011 draft)	Proposed amendments	Final	Gain or loss	Score out of 5
		information, as well as seek corrections where applicable.	their views on such information, as well as be enabled to seek corrections where applicable.		
Responsibilities					
National governments of AU member states	Adopt comprehensive laws on access to information in line with the principles and the AU Model Law and fully implement them; Harmonise legal frameworks to ensure access to information including repealing or reforming antiquated laws which restrict access; Engage with civil society and other stakeholders in implementation; Join multi-stakeholder efforts on transparency; Promote availability of public domain information through ICTs and public access to ICTs; Support AU efforts to adopt instrument on access to information. Officially recognise 28 September as International and African "Access to Information Day."	Adopt comprehensive gender aware laws on access to information in line with the principles in this Declaration and the proposed AU Model Law, and fully implement them. Engage with civil society and other stakeholders to ensure widespread information demand and effective implementation of laws and policies to advance access to information by all citizens, especially marginalised groups.	Engage with civil society and other stakeholders to ensure widespread information demand and effective implementation of laws and policies to advance access to information by all citizens, especially marginalised groups.	Loss: This responsibility does not call on governments to adopt gender aware laws. They can come up with laws that are gender blind and will not serve those who currently do not have access to information.	2
Civil society	Civil Society to: Engage with governments in developing, enhancing and implementing ATI laws; Monitor progress on implementation of ATI laws; Create awareness on ATI and provide assistance to the public on access; Ensure that their activities are transparent; Promote September 28 as African and International Access to Information Day and, in particular, carry out activities on September 28 of every year aimed at advancing the recognition, awareness and enjoyment of the right of access to information by all sectors of the society.	Create awareness on ATI and provide assistance to facilitate information access by the general public as well as by specific audiences, including minority groups and minority language speakers, women, children, rural communities, individuals with disabilities or living in poverty.	Create awareness on ATI and provide assistance to facilitate information access by the general public as well as by specific audiences (including women, minority groups and minority language speakers, children, rural communities, individuals with disabilities or living in poverty).	Gain: Women are listed as one of the groups that need to be given assistance in accessing information.	5
Media	Respect equality, and provide equitable representation within their information output.	Promote gender equality within the media and in media content.	Respect and promote equality, and provide equitable representation within their information output.	Gain: Equality is explicitly mentioned in the media as well as in the manner in which it represents women and men.	5
	Recognise gender differences in regard to audience and market research.	Recognise and be responsive to gender differences in regard to audience and market research.	Recognise and be responsive to gender differences in regard to audience and market research.	Gain: The declaration calls on the media not just to recognise but to respond to gender differences especially in audience research.	5
Total					42/85 = 49%

Getting gender on the Access to Information (ATI) agenda



Elston Seppie, from the Freedom of Expression Institute, at the Gender and Media Diversity Centre (GMDC) seminar in South Africa, August 2011. *Photo: Thato Phakela*

In the past year, Gender and Media Diversity Centre (GMDC) partners convened several seminars to discuss the draft APAI declaration in regard to mainstreaming gender in its key provisions. The GMDC is a coalition of media development NGOs and training institutions in the region committed to "connecting, collecting and collaborating" in enhancing gender equality and diversity in the region. Table 9.2 is an analysis of the extent to which the GMDC succeeded in getting gender onto the Access to Information (ATI) agenda. Overall, the GMDC succeeded in getting 49% of its recommendations incorporated.

Some of the gains include:
- Women were recognised as a disadvantaged group in ATI;
- Equality is explicitly mentioned in some of the principles around ATI;
- There is special mention noting that women need to be given assistance in accessing information;
- The document calls on the media to respond to gender differences especially in audience research;
- It underscores the importance of collecting and managing sex disaggregated data.

Some of the losses include:
- ATI is not problematised in the preamble and therefore the differential impact of ATI on women and men is not acknowledged;
- The SADC Protocol on Gender and Development is not mentioned as one of the progressive regional instruments;
- It does not point to the indicators that should be put in place to monitor implementation;
- Gender and Media literacy are not mentioned;
- Governments are not encouraged to adopt gender-aware laws.

Key lessons learned include:
- ***The quest for gender equality in and through the media is far from over:*** There remains a lack of understanding about the role of gender equality in freedom of expression discourse. The GMDC seminars on access to information and the input into the APAI declaration showed why constant engagement on this issue is critical.

- ***Transgender becomes a new curve ball:*** In response to several attempts to refer to the different needs of women and men in the APAI document, drafters argued that this would exclude "transgender people." Apart from constituting a tiny proportion of the population, transgender people invariably identify themselves as males or females. Gender activists should be wary and prepared to address this latest excuse for not mainstreaming gender in key declarations, policies and laws.

- ***Men dominate the media freedom and access to information agenda in Africa:*** The gender and media movement needs a critical mass of women and men who understand and can argue for gender mainstreaming in access to information debates.

- ***Constant engagement and persuasion for the inclusion of gender in media laws can yield results:*** Though not all contributions were accepted in the final document, the gains made will go a long way in enhancing access to information for women and men on the continent. The debates also raised awareness on the importance of this issue.

Broadcasting and ICT policies are largely gender blind with some exceptions: The GEMSA review of broadcasting and ICT policies showed that with few exceptions, these do not make direct or indirect reference to the role of the media in advancing gender equality. For example, Tanzania has a National Information and Communications Technologies Policy that recognises the use of ICT in economic development. It aims to empower Tanzanian citizens and makes no specific reference to women, in contrast to the Broadcasting Act of South Africa (see below).

The Broadcasting Act (1999) of South Africa states that broadcasters must: contribute to democracy, development of society, **gender equality** [our emphasis], nation building, provision of education and strengthening the spiritual and moral fibre of society:

- Encourage ownership and control of broadcasting services through participation by persons from historically disadvantaged groups;
- Cater for a broad range of services and specifically for the programming needs in respect of children, **women** [our emphasis], the youth and the disabled;
- Encourage the development of human resources and training, and capacity building within the broadcasting sector especially amongst historically disadvantaged groups.

As highlighted in the 2011 Barometer, universal access policies are in place or being developed, but access points are limited and usage is not disaggregated by gender: Universal access to policies for ICTs is high on the agenda of Southern Africa countries; however specific access for women has not been prioritised.

Not all countries have telecentres and their use by women and men is not monitored: Malawi, Mauritius, Namibia, Seychelles, South Africa, Swaziland and Tanzania have public telecentres. The lack of such facilities in the other countries limits women's access to ICTs. Telecentres do not collect gender aggregated data about how their services are used so it is difficult to assess if women are enjoying their right to universal access to ICTs.

Licensing, public awareness and advertising are not gender sensitive: Criteria for licenses and complaints generally do not include gender. Public awareness around the mandates and how regulatory structures may be used by the public is limited. There is a need for more countries to establish regulatory bodies to monitor advertising.

Civil society activism in these areas is on the rise: While governments have not always taken a gender aware approach to ICTs, a number of women's organisations in the region have been active in influencing policy development; access, capacity building and the use of the Internet as a tool for advancing gender equality. GL and GEMSA pioneered cyber dialogues, or online chats, as a way of getting policymakers, activists and citizens engaged in debate on key gender issues. These include the annual Sixteen Days of Activism campaign held from 25 November to 10 December; the campaign for the adoption of the Protocol as well as major UN conferences including Beijing Plus Ten, Beijing Plus Fifteen and Commission on the Status of Women meetings.

Media regulators

Most SADC countries have a regulatory body for the media and/or broadcasting: Regulatory bodies for broadcasting are generally statutory, as airwaves need to be regulated. Press bodies are generally self-regulated, although there have been efforts in some countries to bring these under government control.

Regulatory authorities have a responsibility to incorporate gender considerations into ethical standards and to monitor to ensure compliance: For example, the Canadian regulatory authority for broadcasting decreed in 1986 that it expects Canada's public broadcaster to show leadership in providing a more equal representation and a more diverse portrayal of women in the media. The Canadian Broadcasting Authority is required to submit an annual report on efforts to eliminate sex role stereotyping both on and off air, with the knowledge that these reports will be put on a public file. Such stipulations are rare in SADC.

Work with media regulators on developing gender codes of conduct has continued: Over the last four years, GL has worked with the Tanzania Communications and Regulatory Authority (TACRA); Media Council of Tanzania; the Higher Media Authority (HAM) in the DRC; the Botswana Press Council and the Association of Advertising Agencies (AAA) in Mauritius. HAM adopted its gender code of ethics during the SADC Heads of State Summit in the DRC in 2009.

The Press Council of Botswana (PCB), which adopted its Gender Code of Ethics on 1 February 2011, is working on full implementation of the code: Following the adoption of the code, the regulator has been working to integrate the gender code into the country's existing code of practice. The code will now go before the PCB membership for approval and then printing.

Media Council of Malawi (MCM) members have reviewed the draft gender code of ethics, given input and come up with a plan of action for the adoption of the code. In January 2011, GL facilitated a consultative workshop for the MCM membership in Blantyre. Until then, most of the members had not seen the document, which was drafted at the end of 2009. This meeting provided members with a conceptual understanding of the need for gender to be mainstreamed in media regulation and allowed them to give their input. The meeting brought together members from different regions of Malawi.

In February 2011, the Mauritius Association of Advertising Agencies (AAA) launched its "Little Red Book" or Code of Advertising Practice in Mauritius, which mainstreamed gender in its content: Since the launch of its *Mirror on the Media* report on gender and advertising in 2006, the GL Mauritius office has engaged with the AAA, challenging various advertisers to re-think sexist adverts. After much debate, the AAA decided not to develop a standalone gender code of ethics but rather mainstream gender in its code of practice.

The Voluntary Media Council of Zimbabwe (VMCZ) is reviewing its code of ethics: The VMCZ has put together a team of commissioners to review its code of ethics as well as to engender the code. This is the first time a regulator is seeking to mainstream gender in its code of ethics. GL will work with the team from the VMC on this project.

The Mass Media Council (MMC) of Mozambique has agreed to develop a gender code of ethics. Following the fourth GEM summit, GL continued to canvas the MMM on the need for a gender code of ethics. The regulator has expressed willingness to start the process.

Seychelles: Civil society pushing for gender aware code



Civil society organisations in Seychelles are playing their part to ensure that the SADC Gender Protocol provisions are mainstreamed into the country's media regulatory system.

The Seychelles Media Commission is a statutory body under the Seychelles Media Commission Act of 2010 to preserve the freedom of media, and maintain and improve the standards of journalism in Seychelles. The Commission also promotes ethical journalism through a Code of Conduct as prescribed in Section 13 (2c) of the Act

The SADC Protocol on Gender and Development calls for the mainstreaming of gender into all laws and policies pertaining to media, communications and information. It also calls for the equal representation of women in all areas and at all levels of media work, and that women and men are given equal voice in the media. The Protocol also calls for an increase in programmes for, by and about women in order to challenge stereotypes in the media.

The Seychelles Media Commission is currently holding consultations on its latest draft code of conduct. GEMPlus, the national Alliance network focal point for Seychelles, is at the forefront of a campaign to mainstream gender in the code.
The Code aims to protect the rights of the individual and uphold the public's right to knowledge. It sets out firm guidelines and general principles for publishers, authors, journalists and distributors. The Code of Practice also provides the Commission with a framework to address complaints from the public.

Key target areas for gender include: refraining from using sexist language and images, balancing sources and giving equal voice to both sexes.

The Commission expects journalists and editors to abide by the Code that should "not be interpreted so narrowly as to compromise its commitment to respect the rights of the individual, nor so broadly that it prevents publication in the public interest." Editors and authors challenged under the Code are expected to cooperate fully and swiftly with the Commission to assist the resolution of any complaint. Any publication reprimanded by the Commission under one of the clauses must print/publish any adjudication in full and with due prominence.



GEMPlus working group during the Seychelles National Gender Action Plan workshop, January 2012.
Photo: Colleen Lowe Morna

Critical citizens, responsive media



Nandi Buthelezi and Monica Khumalo take part in media literacy training for women traders in Johannesburg, 2009.
Photo: Saeanna Chingamuka

There are differences in the media preferences of women and men: The 2006 Gender and Media Audience (GMAS) research found that women are more inclined towards "soft" news beats, such as health and education, which receive far less attention in the media than the "hard" news beats - like politics and sports - preferred by men.

Women have especially strong views on the use of sexual images of women: Amongst the women sampled, 42% found sexual images of women in the news "uncomfortable" and 43% found them "insulting." The comparative figures for men are 35% and 33% respectively. This finding challenges the widely prevailing view that sexual images of women sell the news, and especially newspapers. The extent to which audiences, and especially women, viewed such images as demeaning should give pause to media decision-makers who defend the use of sexual images.

South Africa: Sexualised ad in *Top Women in Business* magazine



South Africa's *Top Women in Business* is a publication that depicts and promotes important businesswomen. It features women who have made it in top management positions in different organisations and businesses. Because of this it highlights women who are challenging stereotypes and dominating in the public sphere.

However, the very first advert in the 2011 edition perpetuates a gender stereotype. It showed a beautiful naked woman covered in jewellery. The editor chose to give the advert prominence, placing it at the front of the magazine. This says a lot about how advertisers and editors view women and how they continue to market using stereotypes.

This advert is a blatant stereotype that shows the woman as a sex object. It is an example of a woman being seen and not heard - her beauty is used to sell a product. This woman is not depicted as a professional, which contradicts the content of the magazine. Her sexuality is given prominence over everything else.

The photo also seems to infer that once a woman becomes successful all she cares about is how she looks and what she wears, including jewellery and accessories.

The woman in the photo does not present as someone interested in business or development. While women are known to enjoy jewellery, which is perfectly acceptable, this advert is stereotypical and presents the woman as a sexual object. The advertisers and editor could have used a different approach by showing a photo of a well-dressed professional woman wearing jewellery. Such a photo would have had greater relevance in this publication.



Gender and media literacy: In 2011 and 2012, 272 women and men (51% women and 49% men) benefitted from GL's gender and media literacy course. Details of this project can be accessed on the GL website: http://www.genderlinks.org.za/page/media-media-literacy

Taking the media to task: Possibly the most important outcome of the gender and media literacy courses is that citizens are empowered to protest against sexist advertising and reporting, as illustrated in an example from Mozambique.

Critical citizenry takes on advertisers in Mozambique



Mozambican women's and human rights organisations successfully managed to pressure Cervejas de Moçambique (CDM - Beers of Mozambique), the local subsidiary of South African Breweries, to withdraw sexist advertisements promoting its Laurentina Preta brand of dark beer.

The advert outraged the groups because of its use of the female body.

The advertisement flaunts the provisions of the SADC Protocol on Gender and Development's Article 30 - which states that media should be discouraged from degrading or exploiting women, especially in the area of entertainment and advertising, and undermining their role and position in society.

The advert depicts the image of a woman, apparently writhing or dancing, but without head, arms or legs. The Laurentina Preta trademark is printed over the pelvic region of the headless and limbless woman.

The company justified the advert, noting that Laurentina Preta is now packaged in a new, supposedly more convenient, half litre bottle, which CDM described as a "sexier" bottle.

The wording of the advert "This Preta has gone from good to better" - is a sexual innuendo - since the Portuguese term "preta" (black) is not merely used for beer, but is also slang for a black woman.

Faced with a storm of protests from feminist organisations, CDM retreated and stated it was "provisionally withdrawing" the advert.

In a statement Ogilvy-Mozambique, whose advertising agency was used by CDM, declared "our client has provisionally suspended the Laurentina Preta campaign because a group of consumers feels offended by this campaign. Since CDM viewed its advertising should please and not displease, the Laurentina Preta campaign will be reassessed and tested among consumers."

Graca Samo, the executive director of Forum Mulher, an umbrella body of Mozambican women's organisations, and the focal network for the Alliance in Mozambique, celebrated the CDM climb-down as a victory for civil society. She said she hopes it is a lesson to other companies who use images of women for commercial purposes.



Gender activists campaigned for this image to be removed.
http://macua.blogs.com/.a/6a00d83451e35069e2014e8b4fabce970d-200wi

Media houses

Following the Media Action Plan on HIV and AIDS and Gender that succeeded in getting 80% of media houses across the SADC region to adopt gender aware HIV and AIDS policies, GL is working with 109 media houses across the region to develop and implement gender policies. These media houses in 13 countries have signed to become Centres of Excellence for Gender in the Media through a ten-stage process that involves getting buy-in; drafting a policy, and newsroom training sessions on the ten critical areas of the SADC Gender Protocol.

The SADC Protocol has set a target of gender equality in and through the media by 2015. Under the COE project, GL is supporting media houses to reach a target of 30% women sources in all newsrooms by 2014. As part of this drive, GL has obtained baselines for all participating COEs in order to set targets. Additional monitoring of 30 newsrooms conducted in July 2011 revealed that on average the proportion of women sources is still 19%, further corroborating the 2010 GMPS findings (see section on measuring change).

Zimbabwe: *Manica Post* launches gender page as part of gender policy



Hatred Zenenga, editor of Zimbabwe's Manica Post, at a Zimpapers COE inception and policy drafting workshop. *Photo: Trevor Davies*

GL met with *Manica Post* after it first approached the Zimbabwe Newspapers (Zimpapers) media group in an effort to increase buy-in for the media Centres of Excellence project. GL signed a memorandum of understanding with Zimpapers in February 2012, signalling the start of a three-year relationship that will run up to 2014. This has already resulted in the creation of a gender page in the Zimbabwe newspaper.

The COE project aims to support media houses to address gender imbalances in and through the media and improve news content. This project also realises that Zimpapers is the largest print media entity in Zimbabwe reaching millions of people across the country.

Manica Post, published in Mutare, is Zimbabwe's largest provincial newspaper. According to the Zimbabwe All Media Survey, while *Manica Post* is a weekly provincial paper, its readership has grown to around 440 000. According to this survey, *Manica Post* is number two to its national sister newspaper, *The Sunday Mail,* whose readership stands at 1.2 million. However, *Manica Post* takes a developmental communication approach in it reportage, a feature that provides opportunities for gender mainstreaming.

This partnership with will see all stages of the media COE process implemented at the *Manica Post* newsroom. The MOU signifies the paper's commitment to this work. So far, Gender Links has worked with the Zimpapers group up to Stage 4, which is the policy drafting workshop that selected a task team to coordinate and oversee the COE process.

Hatred Zenenga, editor of the *Manica Post*, has set aside a page for gender coverage as well as created space for greater news focus on gender issues after taking part in the stage three gender policy workshop. Inspired by the workshop, staff members decided to be proactive the "Gender Issues" page.



10 2 - 8 March 2012 Gender Issues The Manica Post

WIPSU launches equal gender representation campaign

50/50

Africa: Fathering a child does not make you a father!

Birchenough Bridge Hotel and Conference Centre

Condolences Tanya Petzer

There's a place in our hearts called memory lane, and in it you will always remain. May her soul rest in peace.

Training

The Gender in Media Education Study (GIME) was launched at the October 2010 GEM summit: The GIME report, covering the media studies departments of 25 tertiary institutions audited in 13 countries, was launched at the GEM summit in October 2010. The key findings are summarised in Table 9.3.

Table 9.3: Summary of key gender indicators for institutions of higher learning in the GIME research								
Institution	Staff		Students		Policies		Curriculum	
	% Female	% Male	% Female	% Male	Gender	Sexual harassment	Gender considered in curriculum review	Committee/ individual responsible for gender mainstreaming
Region	**36**	**64**	**61**	**39**	**28%**	**44%**	**46%**	**13%**
Botswana								
University of Botswana	37	67	54	46	Yes	Yes	Yes	Yes
DRC								
Institut Facultaire des Sciences de L'information et de la Communication	18	82	77	23	No	No	No	No
Lesotho								
National University of Lesotho	67	33	73	27	No	No	Yes	No
Madagascar								
Antananarivo University	44	56	71	29	No	No	No	No
Malawi								
Malawi Institution of Journalism	29	71	50	50	No	No	No	No
Mauritius								
University of Mauritius	79	21	82	18	No	No	No	No
Mozambique								
Eduardo Mondlane	20	80	26	74	No	No	No	No
Higher School of Journalism	21	79	19	81	No	No	No	No
School of Journalism	38	62	28	72	No	No	No	No
Namibia								
Polytechnic of Namibia	50	50	58	42	No	No	No	No
University of Namibia	43	57	62	39	No	No	No	No
South Africa								
University of Fort Hare	43	57	57	43	Yes	Yes	No	No
University of Johannesburg	89	11	78	22	Yes	Yes	No	No
University of Limpopo	33	67	51	49	Yes	Yes	No	No
Stellenbosch University	33	67	62	38	No	Yes	Yes	No
University of Venda	60	40	47	53	No	Yes	No	No
University of Witswatersrand	75	25	69	31	Yes	Yes	Yes	No
Swaziland								
University of Swaziland	33	67	37	63	No	Yes	No	No
Tanzania								
SJMC	30	70	60	40	Yes	Yes	Yes	Yes
Zambia								
Evelyn Hone	36	64	65	35	No	No	No	No
University of Zambia	31	69	56	44	Yes	Yes	No	No
Zambia Institute of Mass Communication Education Trust	25	75	67	33	No	No	Yes	Yes
Zimbabwe								
Midlands State University	36	64	64	36	No	Yes	No	No
National University of Science and Technology	25	75	49	51	No	No	Yes	No
Harare Polytechnic	27	73	49	51	No	No	No	No

Male trainers are in the majority: Data provided shows that females comprise 36% of academic staff, while males are 64% of academic staff in the departments of journalism and media audited.

There is variation among countries: At the University of Mauritius, for example, which does not have a gender or affirmative action policy, women comprise 79% of the academic staff. Lesotho also has a higher percentage of females (67%) than males. As evidenced in the *Glass Ceilings: Women and men in Southern Africa media* study, Lesotho had the highest proportion of female employees (73%) in the media in Southern Africa. South Africa has achieved parity in the number of female and male staff in institutions of higher learning. Zimbabwe (25%) and the DRC (18%) have the lowest proportion of female staff. These figures mirror the findings of the *Glass Ceiling* study. Both Zimbabwe (13%) and the DRC (22%) had the lowest proportion of female staff in the media houses surveyed.

Figure 9.3: Proportion of female and male staff in institutions of higher learning in Southern Africa

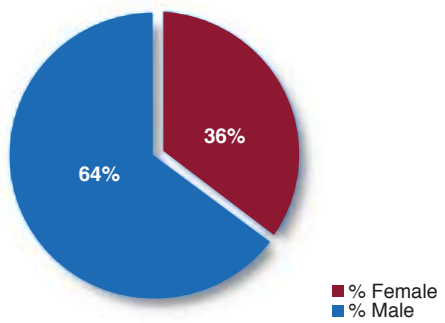
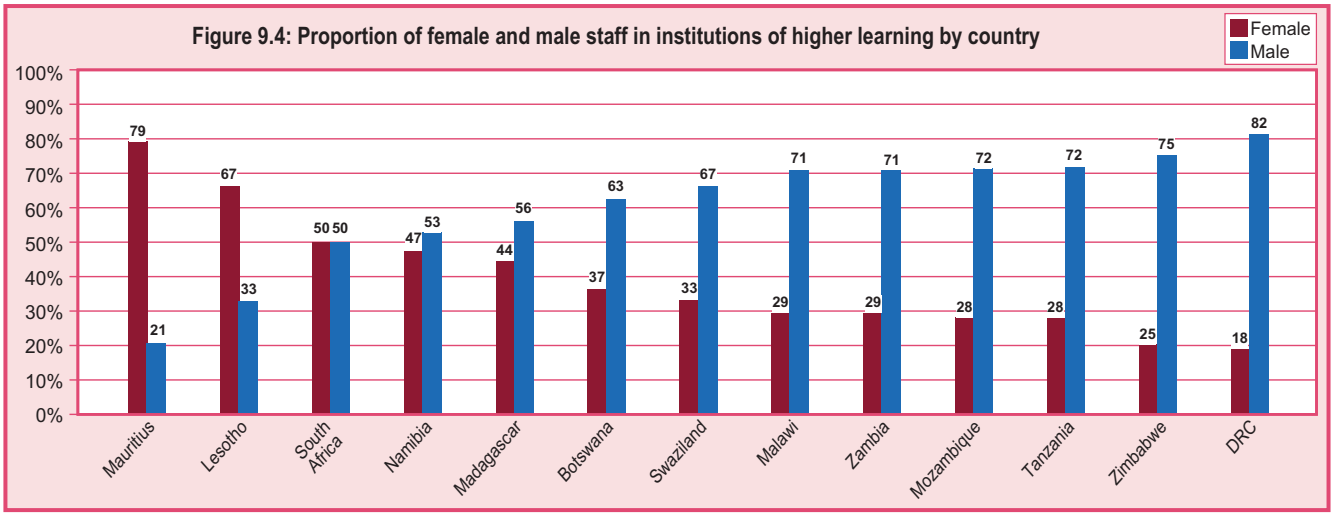
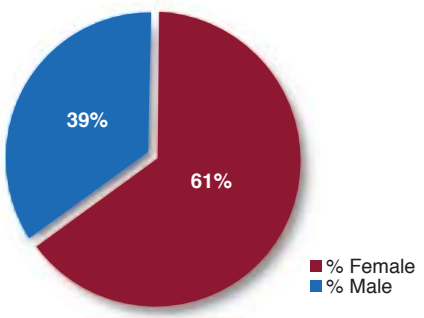


Figure 9.4: Proportion of female and male staff in institutions of higher learning by country



In many countries there are many more female students by a wide majority, but in a few, women are still in the minority: Figure 9.4 shows that ten countries in the sample have exceeded parity in representation of female students. Malawi's MIJ has achieved gender parity (50/50) among students. In two countries, Swaziland and Mozambique, females constitute 37% and 26% respectively of the students in institutions offering journalism and media education and training.

Figure 9.5: Proportion of female and male students in institutions of higher learning in Southern Africa



There are more women than men in media studies: While men are the majority of the academic staff, figure 9.5 shows that the majority of students in the departments of media education and journalism training in the 25 tertiary institutions audited are female (61% compared to 39% male students).

The predominance of female students mirrors global trends: Statistics in the United States, for example, show that in 1977, and for the first time, women were statistically the majority of undergraduates studying journalism. In 1978 they were about 53%, in 1984 about 59% and in 1992, about 61%.[1] A similar

[1] Deborah Chambers, Linda Steiner and Carole Fleming, Women and Journalism,Routledge, New York. 2004.76.

trend was noted in Britain. By the 1990s the majority of trainee journalists, about 52%, were women.



Finding balance in gender and media education. A broadcast journalism class at Harare Polytechnic engaged in a discussion about television production in May 2012. *Photo: Loveridge Nhamoyebonde*

But large numbers of women in media education and journalism classrooms does not translate into large numbers of women in newsrooms: This was demonstrated in the findings of the *Glass Ceilings* research.

There are gender gaps in areas of specialisation: Female students in the school of journalism at Tanzania's University of Dar es Salaam, similar to those in the school of journalism in Mozambique, are highly concentrated in the public relations and advertisement degree programme. In Dar es Salaam, female students comprise 30% of those enrolled in the degree programme in journalism, and 80% of those enrolled for the BA in public relations and advertisement.

There are very few institutions with policies or other special measures to achieve gender equality: Only seven (28%) of the 25 institutions in the sample have stand-alone gender policies. The University of Dar es Salaam in Tanzania had a stand-alone gender policy to provide a blueprint for the attainment of gender equity in staffing at all levels, student enrolment in all faculties and departments and for mainstreaming gender in teaching, curriculum development and research. A few institutions - for example, Midlands State University (MSU) and the National University of Science and Technology (NUST) in Zimbabwe - have draft gender policies that have not been formally adopted by the institutions. At several other institutions, affirmative action policies and procedures provide the institutional guidelines for achieving gender and other forms of diversity, while some respondents pointed to a country's national gender policy as the guiding framework for institutional gender practice.

Almost half of the institutions have sexual harassment policies: Of the total number of institutions, 44% have sexual harassment policies. The University of Botswana, National University of Lesotho, Stellenbosch University and University of Zambia are members of the Southern African Network of Higher Educational Institutions Challenging Sexual Harassment and Sexual Violence (NETSH). Institutions that did not have stand-alone policies included sexual harassment as a transgression within their disciplinary codes of conduct. But, the staff and students at the institutions do not have good knowledge about these policies or their provisions.

Gender is sometimes considered in curriculum policies and processes at institutional or departmental level: According to the data gathered, 46% of the institutions in the sample consider gender in curriculum review processes. Only the University of Dar es Salaam in Tanzania has a policy that stipulates gender as a criterion for curriculum development in all faculties and departments. In the other institutions it is voluntary. This finding does not reflect in the actual content of the courses on offer. Gender is largely absent from curricula.

Media and journalism students receive limited theoretical grounding in gender: Very few institutions in the region offer core courses on gender, or gender and the media. Gender is a core course requirement at the University of Namibia (UNAM) and at Midlands State University in Zimbabwe.

Models for mainstreaming: Some institutions have models that illustrate how gender can be systematically incorporated into journalism and media education training, mostly through institutional policy frameworks and departmental programmes. The University of Dar es Salaam's gender policy, the University of Namibia (UNAM's) HIV/AIDS policy and the Polytechnic of Namibia (PON) pilot project with Gender Links on mainstreaming gender into entry-level journalism education, for example, serve as models for mainstreaming gender in teaching, research and other activities of media education and journalism training departments.

Gender is missing in student and staff assessments: Gender is not incorporated as a standard in any systematic way in the journalism and media education and journalism training departments' assessments of courses. Gender is not a standard in the assessment of staff performance.

Academic research on gender, media and diversity issues could be broadened and deepened: While there are examples of students' theses and special projects on gender and media issues, as well as projects on women's representation and gender stereotypes in the media, gender and the media has not become an area of academic research and scholarship among the lecturers within the institutions audited.

Centres of Excellence for Gender in Media Education and Training

As a follow up to GIME, the GMDC is strengthening partnerships with media training institutions keen to become COE's for gender in media training.

The COE in gender and media education approach builds on experience gained with media houses. It aims to:

- Embed gender in journalism and media training departments through sustained interventions with selected academic institutions;
- Build the knowledge and capacity of the staff in journalism and media training departments to integrate gender into all aspects of teaching and learning;
- Assist academic institutions to develop gender policies and sexual harassment policies;
- Assist departments to teach gender and facilitate lecturer exchanges as well as providing guest lectures. Further, the GMDC will market the virtual resource centre which includes case studies on good and bad journalism and the research database which houses electronic theses from Africa on gender, media and diversity;
- Mainstream gender in the curriculum and put in place institutional mechanisms that ensure that gender is a component of curriculum reviews;
- Ensure that monitoring and evaluation is built into the process and that the data gathered is used to improve the process; and
- Advocate that gender be a component of the UNESCO Journalism Centres of Excellence criteria as well as to ensure that gender is mainstreamed in the UNESCO Model Curriculum for Journalism and Media education.

The eight stages include:

STAGE	PURPOSE
Overall comments	To mainstream gender in journalism and media education and training in institutions of higher learning in Southern Africa.
1. Situation analysis	To establish gender baselines that progress is measured against.
2. Getting buy in	To ensure that there is institution wide commitment to the process of gender mainstreaming.
3. Gender and media literacy training	To show case how gender can be integrated into journalism and media education and training.
4. Curriculum review	To mainstream gender in all courses and put forward gender specific programmes.
5. Gender and sexual harassment policies	To create a sustainable environment for gender mainstreaming.
6. Ongoing capacity building	To build the capacity of educators to mainstream gender in all courses.
7. Outreach: Gender and media literacy with the public	To create a gender aware citizenry.
8. Monitoring and evaluation	To measure impact of the project.

One example of a media training institution that has taken this process to heart after studying the findings of the GIME research is the Polytechnic of Malawi, that has mainstreamed gender in 14 course outlines.

The Faculty of Education and Media Studies - under which the above programmes fall - and the University of Malawi, have also included gender in their strategic plans.

From the beginning of the project, Dean of the Faculty of Education and Media Studies Francis Chikunkhuzeni has driven the process and delivered results. The institution has used existing tools to design gender-aware course outlines. There is a visible change in attitudes and perceptions among the lecturers and media students of the institution. Students have embraced gender and media knowledge and many are now able to critique media content at an advanced level.

As a result of the successes in the journalism and business communication departments, the Polytechnic's Department of Language and Communications is also seeking to mainstream gender in its courses.



Francis Chikunkhuzeni: Championing gender mainstreaming in curricula at the Malawi Polytechnic. *Photo: Gender Links*

Equal representation of women and men in the media by 2015

The Protocol urges Member States to take measures to promote the equal representation women in the ownership of, and decision-making structures of the media in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.

In 2007/2008 GL and GEMSA conducted the most comprehensive survey to date on women and men in Southern African media houses against the above provisions. The study covered 126 media houses and more than 23 000 employees in all SADC countries except Angola. The results are summarised in Table 9.4. They show that:

Table 9.4: Equal representation of women and men in media houses in Southern Africa

CATEGORY	REGION %		BOTSWANA %		LESOTHO %		DRC %		MADACASCAR %		MALAWI %		MAURITIUS %		MOZAMBIQUE %		NAMIBIA %		SWAZILAND %		SOUTH AFRICA %		TANZANIA %		ZAMBIA %		ZIMBABWE %	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
Percentage of employees by sex	41	59	46	54	73	27	22	78	33	67	23	77	33	67	27	73	40	60	40	60	50	50	36	64	33	67	13	87
OCCUPATIONAL LEVELS																												
Non-permanent	36	64	38	62	0	0	17	83	60	40	17	83	52	48	21	79	24	76	56	44	56	44	55	45	33	67	7	93
Unskilled	29	71	67	33	74	26	28	72	58	42	23	77	30	70	29	71	47	53	36	64	23	77	39	61	21	79	16	84
Semi-skilled	55	45	98	8	78	22	34	66	26	74	41	59	35	65	61	39	57	43	57	43	55	45	0	100	67	33	45	55
Skilled technical	45	55	32	68	45	55	23	77	17	83	31	69	22	78	19	81	42	58	50	50	51	49	25	75	54	46	18	82
Professionally qualified	31	69	28	72	57	43	15	85	46	54	15	85	40	60	28	72	33	67	21	79	42	58	38	62	37	63	30	70
Board of directors	28	72	24	76	47	53	18	83	10	90	27	73	36	64	25	75	39	61	33	67	38	62	22	78	27	73	38	62
Senior management	28	72	39	61	50	50	8	92	20	80	26	74	22	78	35	65	35	65	29	71	35	65	30	70	33	67	10	90
Top management	23	77	30	70	56	44	18	82	13	88	19	81	25	75	17	83	42	58	33	67	25	75	21	79	11	89	13	88
CONDITIONS OF EMPLOYMENT																												
Part-time	23	77	100	0	0	0	16	84	60	40	23	77	40	60	29	71	33	67	56	44	61	39	35	65	40	60	5	95
Full-time, fixed term contract	37	63	25	75	0	0	20	80	42	58	31	69	31	69	21	79	48	52	23	77	55	45	24	76	10	90	50	55
Freelance[2]	43	57	22	78	25	75	22	78	50	50	35	65	53	47	40	60	21	79	33	67	54	46	59	41	38	62	22	78
Full-time open-ended contract	42	58	51	49	74	26	23	77	26	74	23	77	26	74	23	77	42	58	41	59	49	51	36	64	30	70	18	82
DEPARTMENTS[3]																												
Human resources	44	56	81	19	100	0	21	79	44	56	75	25	32	68	51	49	67	33	0	100	74	26	68	32	32	68	58	42
Advertising/Marketing	57	43	38	62	36	64	34	66	62	38	36	64	38	62	43	57	56	44	63	38	61	39	32	68	46	54	40	60
Finance & administration	54	46	67	33	80	20	33	67	58	42	21	79	46	54	26	74	70	30	71	29	59	41	56	44	49	51	25	75
Editorial	42	58	36	64	48	52	29	71	31	69	28	72	39	61	27	73	44	56	35	65	52	48	36	64	38	62	17	83
Design	31	69	38	62	20	80	21	79	10	90	22	78	13	87	19	81	44	56	23	77	40	60	51	49	11	89	50	50
Production	30	70	50	50	0	100	23	77	7	93	22	78	23	77	14	86	39	61	0	0	34	66	33	67	23	77	33	67
Printing & distribution	24	76	50	50	50	50	17	83	18	82	25	75	6	94	11	89	23	77	19	81	33	67	0	100	6	94	0	100
Technical/IT	16	84	0	100	0	100	9	91	0	100	6	94	16	84	3	97	5	95	3	97	23	77	30	70	17	83	0	100
POLICIES																												
Gender policy	16		20		25		0		7		40		33		7		27		0		9		21		22		0	
Sexual harassment policy	28		60		50		20		0		30		56		7		36		0		82		21		11		25	
Want gender policy	68		60		75		100		73		70		78		71		45		33		64		50		78		75	

[2] This conditions of employment refers only to freelancers in the production department of the media house.
[3] The statistics are inclusive of managers within these departments.

Figure 9.6: Total number of employees by sex in Southern African media houses

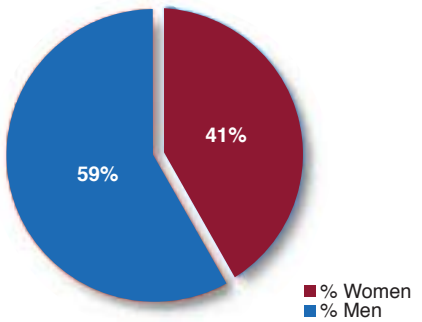
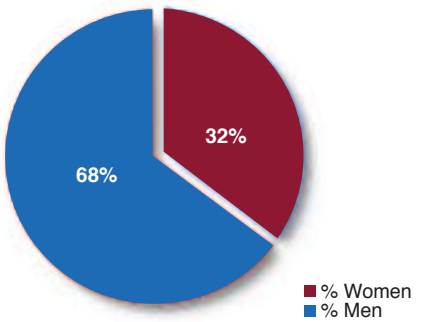
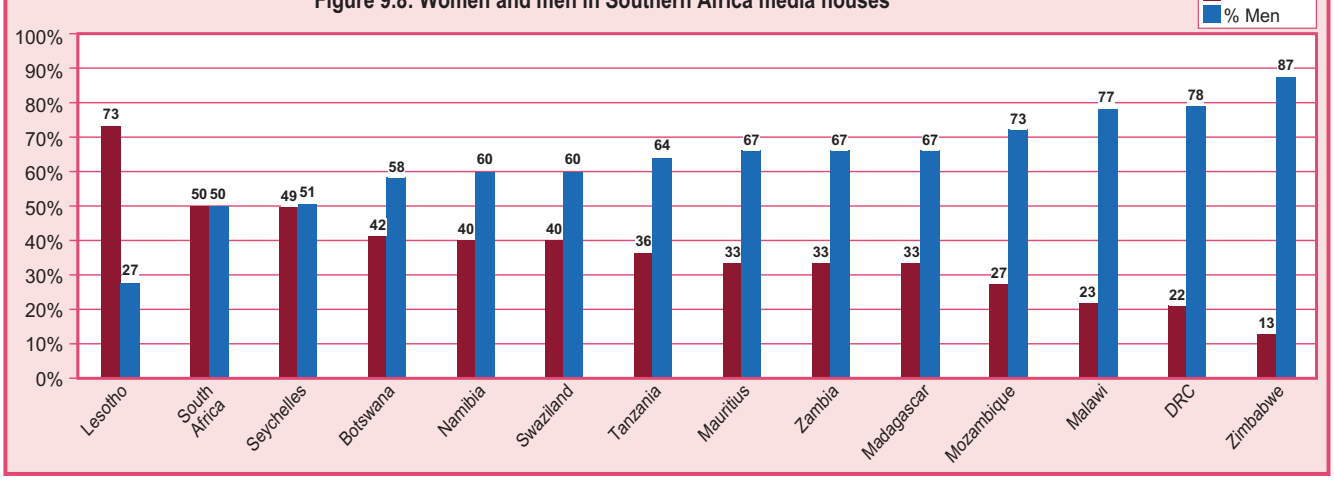


Figure 9.7: Total number of employees by sex in Southern African media houses (excluding South Africa)



There are more men than women working in media houses in Southern Africa: The SADC media sector is largely a male-dominated industry with men constituting 59% of employees in media houses compared to 41% women. If South Africa - which constitutes 40% of the population in the region and more than half the employees in the sample - is excluded, the figure for women is 32%.

Figure 9.8: Women and men in Southern Africa media houses

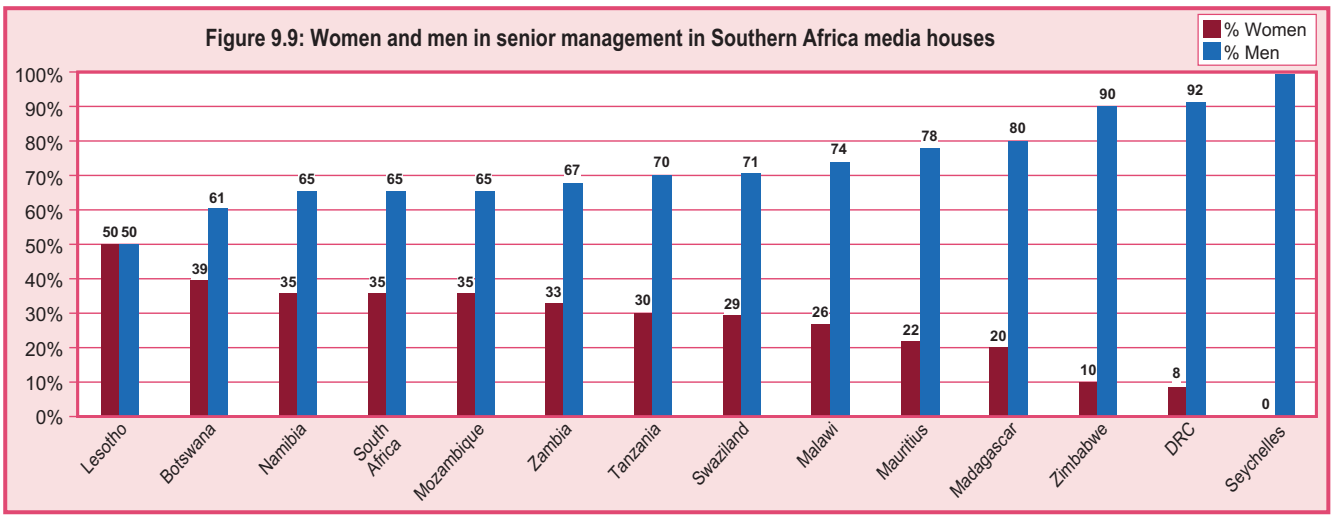


Only two countries have achieved the SADC Protocol target of parity: Lesotho has the largest percentage of women working in media (73%), followed by South Africa, with equal percentages of women and men. Seychelles, with 49% women, is a close third. But these figures need to be read in context: Lesotho's media is dominated by a government ministry with a high proportion of women. In the case of South Africa, the figures were not disaggregated by race, due to the regional nature of this study. The 2006 Glass Ceiling report on South African newsrooms showed that black women, who constitute 42% of the population, account for only 18% of newsroom staff.

Four countries fall below the one third mark: As illustrated in Figure 9.8, Mozambique (27%); Malawi (23%); DRC (22%) and Zimbabwe (13%) all have less than one third women working in media houses. The Zimbabwe figures do not include the Zimbabwe National Broadcasting Corporation (ZBC) which declined to participate, with the result that the figures are skewed towards the print media, in which women are typically less well represented than in broadcasting. However, it is a substantial sample, which even the inclusion of the ZBC would be unlikely to significantly alter.

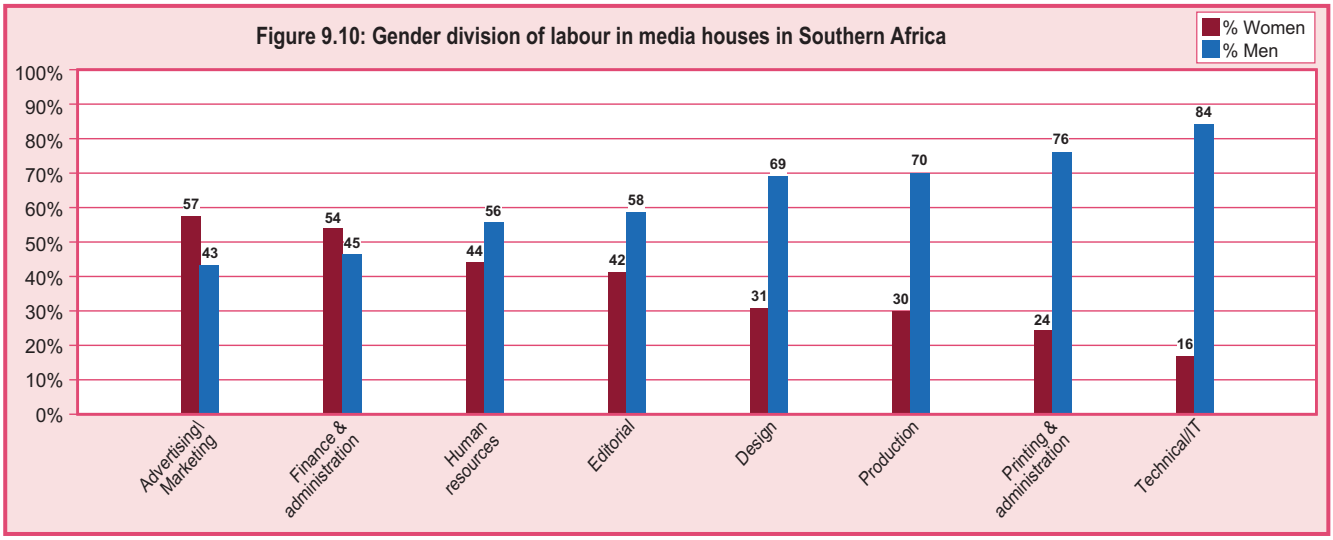


Victoria Ruzvidzo, managing editor of Zimbabwe's *Herald* newspaper, at the Zimpapers Media COE inception workshop in Kadoma in February 2012. *Photo: Trevor Davies*



Women constitute a third or less of board of directors, top and senior managers: The governance structures of media houses in Southern Africa are firmly in the hands of men (72%), with women constituting only 28% of those on boards of directors. Only 23% of the top managers in media houses in Southern Africa are women. The only country in the region with 50% or more women in top management is Lesotho (56%), followed by Namibia with 42% women in top management. Only 11% of the top managers in Zambia are women, and Seychelles, the lowest, has no women in top management. As illustrated in Figure 9.9, women constituted between 20-39% of the senior managers in media houses in 10 of the 14 countries and only one, Lesotho, had 50% women as senior managers.

Men get better working deals: Men (58%) are more likely than women (42%) to be employed in open-ended full time contracts. In addition, a larger majority of women in the region are semi-skilled (55% compared to 45% men) and are not professionally qualified (31% compared to 69% for men). These factors reflect a much higher level of job insecurity for women than for men in the region.



There is a gender division of labour in the workplace: Figure 9.10 shows that production of media content from the beginning of the chain - reporting and editing - right through to production, printing and distribution, is in the hands of men, who dominate in the editorial (58%), design (69%), production (70%), printing and distribution (76%) and technical/IT (84%) departments in the region's media houses. Women, on the other hand, are the majority in areas considered to be "women's work" (clerical and administrative support) in finance and administration (54%), advertising/marketing (57%) and human resources (44%) departments.

The gender division of labour in news beats is still pronounced: Male journalists dominate in what are considered the "hard" news beats such as investigative/in-depth reports (80%), sports (76%) and political stories (75%). Women journalists mostly cover gender equality and gender violence (both 71%) and health[4] (59%).



Beata Kasale, of *The Voice* newspaper, facilitates a gender policy drafting workshop in Botswana. *Photo: Roos van Dorp*

Chauvinist attitudes abound in the workplace and sexual harassment is a serious concern: As one male respondent in this study put it: "We expect women to be home at 6pm cooking, and not at press conferences mingling with ministers." Media women across the region complained about being treated as sexual objects in media houses and men showed little appreciation and understanding of what is meant by sexual harassment. Only 28% of media houses said they have sexual harassment policies.

But women journalists are challenging gender stereotypes in some countries. In Botswana, there is gender parity in sports coverage, while women constitute 40% of sports reporters in South Africa. Women (83%) also dominate in the coverage of economics/business/finance in South Africa and in Namibia (71%). The study also found that in South Africa, there is gender balance in the coverage of entertainment/arts/culture and of gender equality stories.

Gender awareness in media houses is low among both women and men: Half of all the women and men surveyed thought that gender means women and men. Less than a fifth were aware that the term refers to the socially constructed differences between women and men. Half of all those interviewed did not know the specific target set by the SADC Protocol on Gender and Development for achieving gender parity in decision-making.

But there is an appreciation that having a critical mass of women in newsrooms makes a difference: Women and men in the media gave several examples of how having women in the media, especially at a senior level, changes newsroom culture and impacts positively on coverage. Research shows that women reporters are more likely to consult female sources and that they bring fresh perspectives to media creation, a view strongly endorsed by many male media managers.

Gender in media content

The Protocol calls on Member States to encourage the media to give equal voice to women and men in all areas of coverage, including increasing the number of programmes for, by and about women on gender specific topics and that challenge gender stereotypes.

The Protocol urges member states to take measures to discourage the media from:

- *Promoting pornography and violence against all persons, especially women and children;*
- *Depicting women as helpless victims of violence and abuse;*
- *Degrading or exploiting women, especially in the area of entertainment and advertising, and undermining their role and position in society; and*
- *Reinforcing gender oppression and stereotypes.*

In 2003, GL and MISA, with technical support from the Media Monitoring Project (MMP) of South Africa, conducted the *Gender and Media Baseline Study* (GMBS) study (which covered 12 Southern African countries). This study, conducted over one month and covering more than 25 000 news items, is the largest regional media monitoring study ever to have been conducted anywhere in the world.

[4] Excludes coverage of HIV and AIDS..

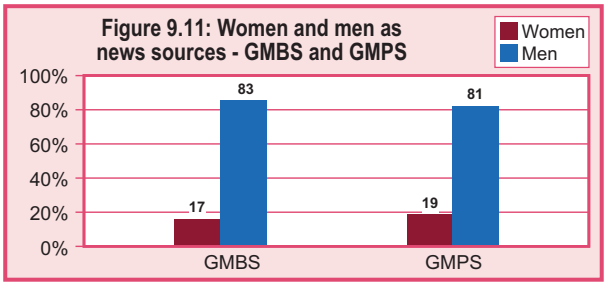
Two years later, the 13 chapters of GEMSA participated in the Global Media Monitoring Project (GMMP), which covered only one day of monitoring and is therefore not as reliable. However, it provided a useful bench-marking tool, especially for the more aggregate numbers.

In 2006, GL, as part of the MAP partnership, conducted the HIV and AIDS and Gender Baseline study, extending this and the GMBS to the DRC, Madagascar and Seychelles the following year.

In 2009, GL undertook a sequel to the GMBS - the *Gender and Media Progress Study* (GMPS). This is a follow-up study to measure whether or not the strategies - advocacy, training and the policy roll-out process - have assisted in the transformation of some of the media's ethical shortcomings identified in the GMBS. This study was conducted in tandem with the global study (GMMP 2010), providing a further opportunity for global benchmarking. Periodic monitoring of other genres, such as advertising, tabloids and radio talk shows (see Table 9.1) has provided a wealth of data on gender in media content in Southern Africa.

Table 9.5 provides a comparison of the key findings of the GMBS and the GMPS, as well as the HIV and AIDS, Gender and the Media Study.

The findings to date may be summarised as follows:

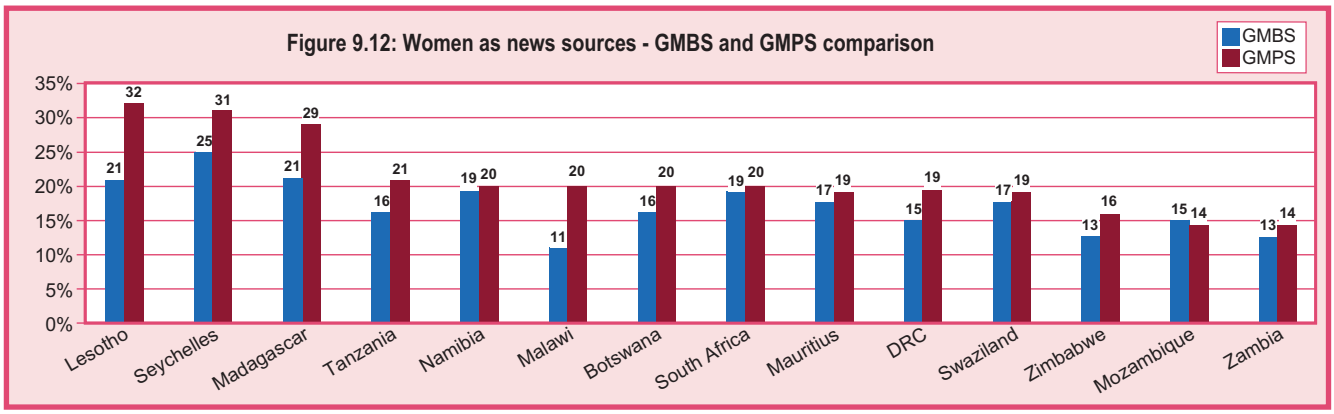


Progress in increasing women's views and voices in the media is painfully slow: Figure 9.11 shows that the proportion of women sources in the Southern African media increased by a mere two percentage points from 17% in the 2003 GMBS to 19% in the GMPS. This figure is the same as the regional average in the 2005 Global Media Monitoring Project (GMMP). This reflects limited and slow progress. The regional average is below the global average of women sources (24%) in the 2010 GMMP.

Gender comparative analysis of the GMPS (2010), GMBS (2003) and the HIV and AIDS, Gender and Media Study (2006)

TABLE 9.5: SUMMARY OF REGIONAL FINDINGS GMPS VERSUS GMBS/HIV AND AIDS AND GENDER STUDY

	GMBS	GMPS
GENERAL MEDIA PRACTICE		
		Percentage
Diversity of sources	N/A	
Single source	N/A	33
Multiple sources	N/A	67
GENDER AND THE MEDIA		
	GMBS % women	**GMPS % women**
Who speaks		
Overall	17	19
Private media	N/A	19
Public media	N/A	20
Community	N/A	22
Who speaks on what		
Sports	8	12
Politics	9	13
Economics	10	15
GBV	39	41
Children	39	42
Gender equality	43	46
Sex of sources by medium		
Print	N/A	18
Radio	N/A	20
Television	N/A	25
Who is seen		
Images in newspapers	N/A	27
Ages		
20 -34 years	N/A	35
35 - 49 years	N/A	37
50 - 64 years	N/A	20
65 years or older	N/A	0
Personal identity		
Percentage women	11	8
Percentage men	2	4
GENDER IN NEWSROOMS		
Who reports in which medium		
TV reporters	38	42
TV presenters	45	58
Radio reporters	34	30
Print reporters	22	25
GENDER, HIV AND AIDS AND THE MEDIA		
	2006 STUDY	**GMPS**
	Percentage	**Percentage**
HIV and AIDS coverage compared to total	3	2
Sub topics		
Prevention	40	26
General	19	37
Treatment	16	12
Care, support and rights	13	14
Impact	5	12
Function of sources		
Official and UN Agencies	42	17
Civil society and NGOs	28	18
Experts	12	17
Traditional and religious leaders	5	3
Person with AIDS	4	4
Person affected	4	41
Other	5	0



There are significant variations between countries: Figure 9.12 shows that the GMPS found there are significant variations between countries, from 32% women sources in Lesotho to 14% in Zambia.

Countries making rapid strides show that change is possible: Table 9.6 shows that only Mozambique went backwards with regard to the proportion of women sources. Lesotho and Malawi, two small conservative countries, have made significant gains of 11 percentage points and 9% respectively. The DRC's four percentage point increase from 15% to 19% is also encouraging, considering that gender and media work in the country is relatively new.

Table 9.6: Variation in women sources by country

Country	GMBS % women sources 2003	GMPS % women sources 2010	Variance
Lesotho	21	32	11
Malawi	11	20	9
Seychelles	25	31	6
Tanzania	16	21	5
Botswana	16	20	4
DRC	15	19	4
Zimbabwe	13	16	3
Mauritius	17	19	2
Madagascar	21	23	2
Regional	17	19	2
Swaziland	17	19	2
Namibia	19	20	1
Zambia	13	14	1
South Africa	19	20	1
Mozambique	15	14	-1



Pascal Kapalay of Top Congo FM during a Media COE workshop held at Notre Dame de Fatima in DRC. *Photo: Loga Virahsawmy*

DRC: Women are taking their rightful place in news media and newsrooms

The Congolese media is honouring its commitment to mainstream gender in editorial content and in the recruitment of its personnel.



The latest figures from a survey carried out in 20 media houses by the Union Congolaise des Femmes des Médias (UCOFEM) in October 2011, and published in April 2012, shows that 22% of sources are women. This represents a leap forward - just five years ago female sources made up 15% of editorial content in a similar study and the GMPS found women sources were 19% in the DRC.

Some media houses like the private TV channel Numérica, which came first in the study, did especially well, with 45% female news sources. The Radio Télévision Nationale Congolaise (RTNC) was second with 39%. The management committee of this public service media has shown notable interest in this study; they were very keen to understand their responsibilities in gender representation.

Protocol @ work

In an interview with UCOFEM, the then deputy director general (now director general) of the RTNC Nicole Dibamdu Kitoko said: "During my term in office, I will commit myself to ensuring that there is more balance between men and women whether it is in terms of news content or recruitment and promotion of staff."

The proportion of women staff at RTNC has increased from 19% six years ago to 25% in 2012. RTNC management is recruiting to work in departments typically dominated by men, including on the technical side. "This new attitude was obvious on 8 March, for the celebration of the International Women's Day," comments Beatrice Makaya, secretary general of the Association des Journalistes de la Presse Féminine. "The parade of women on that day was broadcasted live and all the reporters were women. The RTNC had ensured that the entire ceremony was covered by women from the filming to broadcasting through reporting. It's a first."

"We have since recruited other women," added Kitoko, emphasising RTNC's commitment to eventually reach parity between men and women. Kitoko is also the first woman to head the RTNC. She is the second woman appointed to such a senior management position in DRC's public media.

Christine Nyembo Feza served on the management committee of the Agence Congolaise de Presse (ACP) from February 2008 to March 2012. Feza's legacy at ACP is the Gender and Human Rights desk which she created. Today this is coordinated by both men and women.

The media in DRC, led by the state broadcaster, is engaged in the implementation of laws regulating gender equality; including Article 14 of the Constitution, which provides for parity between men and women. The DRC ratified the SADC Protocol on Gender and Development in December 2011.

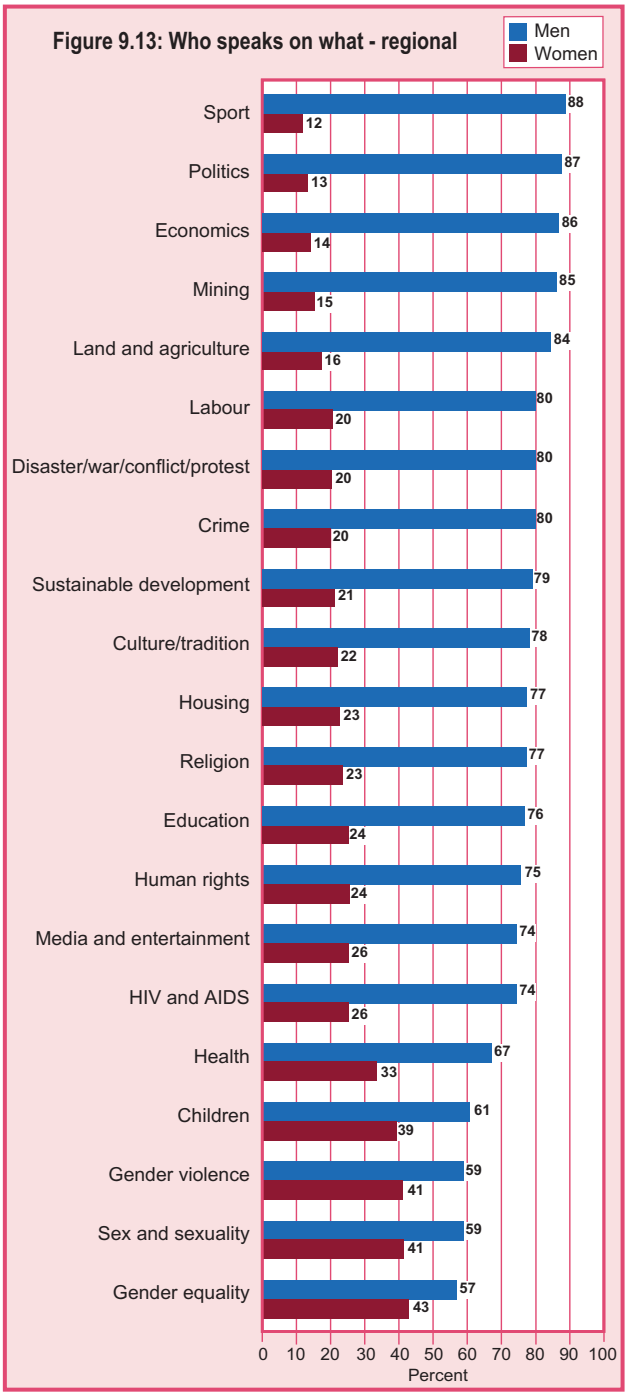
These efforts, however, must continue at a faster pace if the country is to achieve the objective of 50/50 in terms of representation of men and women in all media houses in Southern Africa, including in terms of shareholding, by 2015.

By Anna Mayimona Ngemba

Countries lagging behind have a lot to answer for: At the bottom end of the scale, countries like Mauritius, Namibia, South Africa and Zambia that have strong democracies, as well as vibrant gender and media networks, have a lot to answer for. Media in these countries tend to be resistant to external monitoring, believing that while they have the right to watch the rest of society, they are beyond reproach. It is inexcusable that countries in which there has been progress on every other front in relation to the SADC Gender Protocol should lag so far behind on giving voice to women in the media.

Community media leads the way: While there was little difference in the performance of private media (19% women sources) and public media (20% women sources) community media (22% women sources) shows hopeful signs that forms of media that are closest to the people can also be more responsive.

Figure 9.13: Who speaks on what - regional



Women's views and voices have increased in the hard beats: Another positive sign from the GMPS is that the proportion of women sources went up in those hard beats that have been the focus of media advocacy and training. For example, the proportion of women sources in sports increased from 8% to 12%; in politics from 9% to 13%; and in economics from 10% to 15%. Women's views still tend to be most heard on topics such as gender violence, children and gender equality. It is noteworthy, however, that there is still not a single topic area in which women's views dominate. Even in the topic area of gender equality men (54%) were accessed more often as sources than women (46%).

Advertising is a major source of blatant gender stereotypes: As part of its 2006 Mirror on the Media series, GL conducted a study on gender and advertising in four countries (Mauritius, South Africa, Zambia and Zimbabwe). Overall, women constituted 41% of all subjects (those featured in adverts as voices and/or images) in the advertising monitoring compared to the regional average of 19% news sources in the GMMP (2005). The higher proportion of women in advertisements compared to as news sources is, however, not a measure of greater gender sensitivity in this area of media practice, but a reflection of the fact that advertising still relies heavily on women's physical attributes as a marketing ploy.

Coverage of gender violence



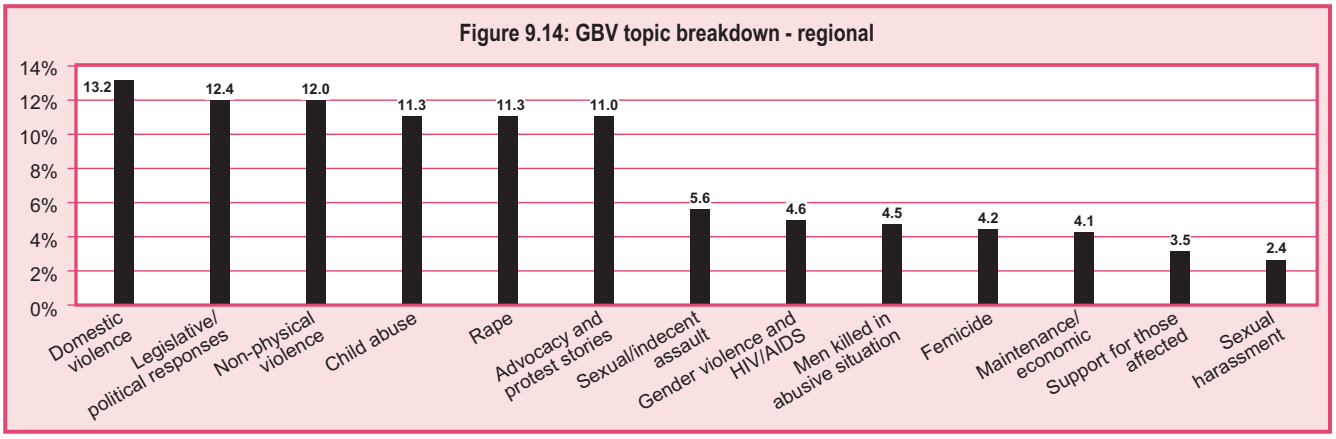
The Protocol calls on Member States to take appropriate measures to encourage the media to play a constructive role in the eradication of gender based violence by adopting guidelines which ensure gender sensitive coverage.

The media is more often than not part of the problem rather than of the solution when it comes to coverage of gender violence: Yet the media has a huge potential role to play in changing attitudes, perceptions, and mindsets where gender violence is concerned. Over the last decade, GL has conducted training workshops with the media in 12 SADC countries and all nine provinces of South Africa. GL and GEMSA have trained gender activists on strategic communications making use of the 16 Days of Activism campaign.

Monitoring reveals common patterns: Coverage of gender violence has been monitored in the regional and global studies. GL has also worked with GEMSA chapters in conducting periodic monitoring of the 16 Days of Activism campaign. Key findings emerging from these studies include:

- To the extent gender issues are covered, gender violence tends to get more coverage. In the GMBS, gender specific issues constituted 2% of all coverage, with GBV constituting half of this or 1% of the total;
- However, gender violence is often treated as relatively minor compared to other kinds of crime;
- Certain types of gender violence get much higher coverage, e.g. sexual assault;
- There is very little coverage of where those affected can get help;
- There is very little coverage of those who protest against gender violence;
- Much of the source information is from the courts. This has a heavy male bias;
- The voices of those affected are not heard;
- Experiences of women are often trivialised;
- Coverage is often insensitive, for example in the use of images and names that could lead to secondary victimisation;
- Women are often portrayed as victims rather than survivors;
- Women are often portrayed as temptresses who asked for it to happen;
- Men are portrayed as being unable to control their sexual urges;
- There is a tendency to exonerate the perpetrators;
- There is a tendency to sensationalise; and
- Most gender violence stories are written by men/court reporters.





The GMPS devotes an entire chapter to coverage of gender violence: Figure 9.14 illustrates that domestic violence (13.2%) receives the highest proportion of coverage, while sexual harassment (2.4%) is the lowest.

Tabloids often sensationalise gender violence: In 2007, as part of its *Mirror on the Media* series, GL conducted a study on the emergence of tabloids in the region. Out of 178 newspapers in ten countries, 37 (or 20%) are regarded by media analysts in those countries as tabloid, both in form and content. GL conducted an in-depth study of gender and tabloids in the three countries with the highest density of such publications (Mauritius, South Africa and Tanzania). The study found that women constitute 25% news sources in tabloids and 35% of all images. While "ordinary" women are more likely to feature in tabloids, the study found that blatant gender stereotypes are far more numerous in these publications. Often, these concern gender violence.

Protocol @ work

Media and local government join hands to address GBV in local communities

The SADC Gender Protocol aims to halve the current levels of GBV in SADC by 2015. This has added pressure on civil society organisations to bring different stakeholders on board to work towards this target. The Protocol also calls for sensitive coverage of topics such as gender violence.

Every year SADC civil society organisations work with key stakeholders during the Sixteen Days of Activism campaign. GL has been part of this initiative for many years. In 2011, GL focused its work with media on expanding and improving coverage of GBV at the local level, by bringing together Media and Local Government Centres of Excellence.

The 2010 GMPS study found that only 4% of 34,100 news items monitored mentioned or centred on GBV. Women constituted just 27% of those sourced for comment.

Between October and November 2011, GL conducted GBV training workshops with media houses in Botswana Lesotho, Mauritius, Namibia, Swaziland, Zambia and Tanzania. Meanwhile, GL facilitated training for local councils in Botswana, Lesotho, Mauritius, Namibia, Swaziland, Zambia and Zimbabwe.

Councillors and community members in 16 councils in 8 countries received IT for advocacy training including conducting cyber dialogues during the Sixteen Days. Participating journalists contributed 56 stories on gender-based violence during the 2011 Sixteen Days campaign, giving significant visibility to local government work.

GL country managers and journalists collected 109 *"I" Stories* from local communities during the period. Face-to-face discussions on the 28th November 2011 engaged 48 people on the power of speaking out.

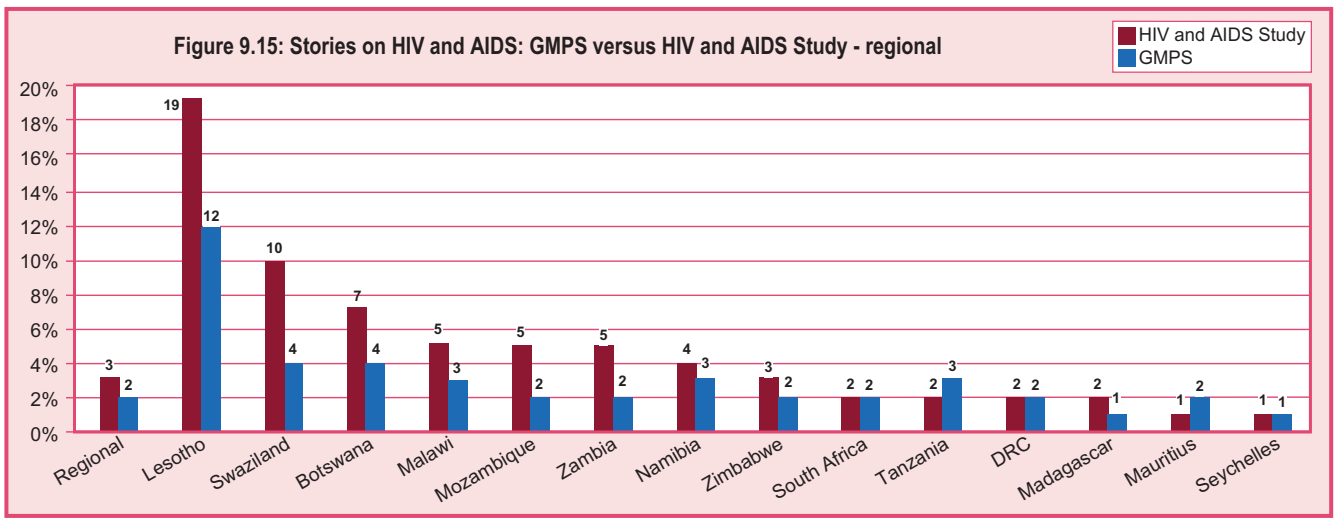


Media field day: Sixteen Day celebration in Alakamisin'Itenina Madagascar.
Photo: Gender Links

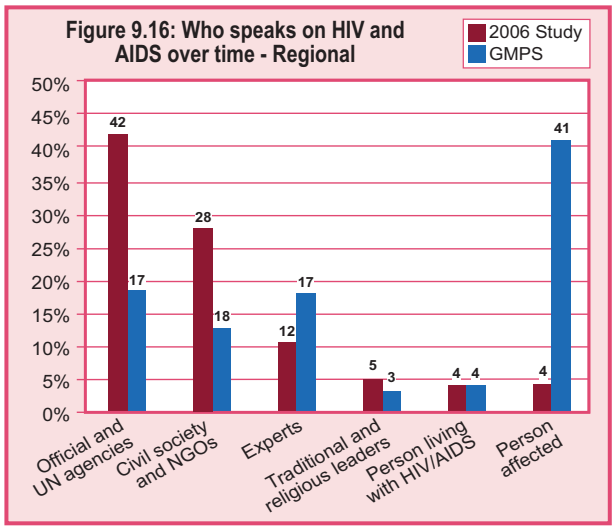
Media and communities participated in daily cyber dialogues facilitated in local languages which allowed local councils, community media and other media to link up from different areas in each country. Local councils served as dialogue centres and Gender Links anchored the regional dialogue from South Africa.

The GMPS revealed that most GBV stories are told by those in authority, such as law enforcers, judiciary and the experts. This project helped make a change to ensure that "every voice counts", especially the survivors of gender violence.

Gender, HIV and AIDS and the Media



Coverage of HIV and AIDS is still low: Figure 9.15 shows that despite being the global epicentre of HIV and AIDS, the proportion of overall coverage in the region dropped from 3% to 2% between the HIV and AIDS and Gender study in 2006 and the 2010 GMPS. There is a drop in HIV and AIDS coverage in all countries, except Mauritius, Seychelles and Tanzania. This may reflect HIV and AIDS "fatigue," which journalists frequently cite as an excuse for not covering HIV and AIDS.



There is a dramatic increase in the views and voices of those affected: The extent to which official and UN sources (42%) predominated in stories about HIV and AIDS emerged as a major concern in the 2006 study. The 2010 GMPS, however, shows that while persons living with HIV and AIDS still only comprise 4% of total sources, those affected shot up from 4% to 41%, while official and UN sources dropped to 17%. This is a positive reflection of the work done by the Media Acton Plan (MAP) on HIV and AIDS and gender, which stressed that those most affected should be accessed first for news sources.

Progressive practice is evident in many media houses: The positive impact of MAP, as measured through the annual awards for good institutional practice, as well as qualitative monitoring, is evident in many media houses. These have challenged stereotypes in the workplace by speaking openly about HIV and AIDS and starting support programmes for staff. Many journalists are also helping to reduce societal stigma around the pandemic through "positive talk" programmes. Namibia's Base FM is just one example of this.

Measuring change

GL now has a consolidated set of indicators for all media COEs following years of research and baseline monitoring. These indicators are useful in benchmarking

Table 9.7: Country comparison of results of self-monitoring tool

Country	Primary sources	Secondary sources	Anonymous sources	Identified sources	Single sources	Multiple sources	Women sources	Men sources	Images - women	Images - men	Personal identity - women	Personal identity - men	Female reporters	Male reporters	GBV stories	Non-GBV stories	GBV sources - women	GBV sources - men	HIV and AIDS stories	Non-HIV and AIDS stories	HIV and AIDS sources - women	HIV and AIDS sources - men	Voices of people living with AIDS	Voices of people affected
Regional	68	32	17	83	63	37	19	81	27	73	7	6	29	71	4	96	28	72	3	97	21	79	6	20
Botswana	87	13	5	95	57	43	20	80	26	74	5	3	22	78	4	96	26	74	2	98	19	81	0	0
DRC	34	66	11	89	47	53	19	81	26	74	1	1	19	81	4	96	28	72	2	98	26	74	0	0
Lesotho	90	10	14	86	76	24	33	67	28	72	6	4	33	67	14	86	45	55	11	89	39	61	6	0
Madagascar	41	59	32	68	79	21	26	74	31	69	13	6	32	68	7	93	25	75	6	94	15	85	0	
Malawi	85	15	51	49	50	50	20	80	32	68	5	1	21	79	3	97	34	66	3	97	21	79	0	0
Mauritius	59	41	31	69	75	25	19	81	33	67	23	19	36	64	2	99	37	63	2	98	17	83	0	0
Mozambique	57	43	19	81	73	27	14	86	15	85	5	1	18	82	2	98	21	79	2	98	18	82	0	0
Namibia	81	19	7	93	58	42	20	80	26	74	6	3	42	58	3	97	26	74	3	97	26	74	0	0
Seychelles	60	40	9	91	67	33	31	69	32	68	8	6	61	39	3	97	52	48	1	99	56	44	0	0
South Africa	69	73	12	70	63	60	20	80	25	75	8	3	36	92	3	98	24	74	2	99	17	100	0	0
Swaziland	88	12	6	94	82	18	19	81	15	71	15	16	28	72	7	93	21	79	51	49	15	100	0	0
Tanzania	86	51	13	87	69	31	20	80	26	74	8	18	32	68	2	98	30	70	2	99	22	100	0	0
Zambia	86	14	8	92	63	37	14	86	26	74	4	1	34	66	2	98	26	74	2	98	15	85	0	0
Zimbabwe	90	10	11	89	56	44	17	83	26	74	5	2	19	81	4	96	31	69	2	98	28	72	3	0

progress towards the Protocol targets. The indicators include two critical issues affecting the SADC region, HIV and AIDS and gender-based violence. They also look at institutional indicators such as the proportion of women and men reporters. Table 9.7 summarises the media content indicators.

Over the past year innovative approaches for measuring change have been developed as the countdown to 2015 begins: Based on lessons learnt from the findings of the Gender and Media Progress Study, GL has redesigned its monitoring tools. The GMPS study came seven years after the baseline study conducted in 2003. Participants in this research recommended that monitoring be more regular.

Monitoring and evaluation is now database driven: GL has developed a self-monitoring tool for use by the COE media house that can be used to conduct monitoring on a regular basis. This is an electronic database that can be used to measure progress against content and institutional indicators. This tool, which is an adaptation of the GMPS methodology, can generate individual newsroom profiles at the click of a button. This means that there is no need for external data analysis as the tool has an inbuilt analysis mechanism.

There is an increased use of internal and external forms of monitoring: Under the COE process monitoring and evaluation takes two forms: external and internal. GL and partners conduct external evaluations annually whilst media houses self-monitor every six months. GL is currently training media houses on how to use this tool, which comes with a technical guide to ensure efficiency and accuracy.

Indicators measure media house content and practice through a gender lens: The tool is designed to capture data pertaining to chosen gender awareness indicators in media house practice and content. It was designed with media monitors in mind and requires little specialist knowledge.

The following criteria must be met in order to use the tool:

- The media monitor needs to have a Microsoft Windows operating system installed on their PC;
- The media monitor is required to have Access 2007 loaded on their PC; and
- The media monitor has to be familiar with working in a Microsoft Windows environment and must be familiar with using Windows-based applications.

The tool allows for comparison of performance in previous studies to measure emerging trends: Another unique feature allows for the ability to draw comparisons between a media house's performance with reference to earlier studies such as the GMBS and the GMPS. For example, once the monitor finishes data capturing those using it can compare a media house's profile to country and regional averages for each of the indicators. This regional and country specific data was pre-loaded into the database at the design stage. Information from each of the 109 media houses GL is working with has also been loaded into the database.



Mukayi Makaya Magarongoma, GL Services Manager, monitors media in Seychelles during a gender mainstreaming workshop in January 2012. *Photo: Colleen Lowe Morna*

The tool measures proportion of women and men as sources: Some of the content indicators this tool can capture include: overall proportion of women sources; women sources across different topics; proportion of women sources on GBV and HIV and AIDS; proportion of women in images; and women reporters in general. The tool also captures gender-disaggregated data around news beats. The 2009 Glass Ceilings study revealed that male reporters are more likely to be assigned "hard" beats and women "soft" beats. This tool helps in measuring change and progress since the *Glass Ceiling* and GMPS studies.

Institutional indicators are also considered: The tool captures data on media content and institutional indicators based on parameters developed during the Glass Ceilings study. The tool can capture institutional indicators including composition by sex, occupational levels, conditions of employment, proportion of women and men in different departments and whether a media house has any policies to address gender imbalances, such as a gender policy or sexual harassment policy. The data generated can be compared to findings of earlier studies, thereby making it easy to monitor progress, or lack of progress.

Qualitative indicators are also key: In addition to the quantitative monitoring, it is also critical to gather qualitative evidence of the difference that gender awareness makes to the way media houses work, and the content they produce.

Countdown to 2015: Gender, Media and Governance Summit

After four Gender and Media Summits and three Gender Justice and Local Government Summits, GL is proposing one annual summit in 2013. This will be preceded by country summits in as many SADC countries as possible.

The 2013 summit will begin by taking stock of progress made and look at key priorities in the countdown to 2015. Alliance networks, media, as well as local government Centres of Excellence (COE's) in gender mainstreaming will share best practices of the Protocol@Work. As in past years, the summit will feature awards.

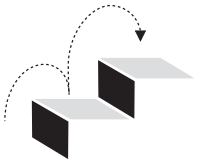
The first combined GJS in 2013 will play a critical role in *making every voice count in the count down to 2015*.



Saeanna Chingamuka, GMDC manager, is interviewed by Mozambican journalists during the Local Government and Gender Justice Summit in Johannesburg. *Photo: Trevor Davies*

The Summit and Awards aims to:

- Bring together all key stakeholders to share strategies and good practices for achieving the 28 targets of the SADC Gender Protocol in the countdown to 2015;
- Take stock and turn up the pressure for implementation and accountability in the two years to the 2015 deadline;
- Profile and affirm the work of media and local government Centres of Excellence and create synergies between their efforts;
- Build linkages between the media and local government work on the ground as part of the broader objective of gender responsive governance and accountability, and developing a critical citizenry around the SADC Gender Protocol;
- Develop strategic partnerships and networking opportunities; and
- Strengthen the gender movement from local to national to regional to international level.



Next steps

Key strategies for moving forward with the gender and media work include:

- ***A hard look at what is working and what is not:*** The 2010 Gender and Media Summit, on the theme "Taking Stock: Gender, Media, Diversity and Change," provided a crucial forum for taking a hard look at why change in the media is progressing at a snail's pace, and what needs to be done to meet the 2015 SADC Protocol targets. Lessons learnt at the summit have been integrated into the COE strategy as well as used to conceptualise the 5th Gender and Media summit that will take place alongside the Gender Justice Summit.

- ***Build the capacity of media institutions:*** This will help media houses take ownership of, and put in place, a supportive framework/environment for gender equality to flourish. Through on-the-job training and capacity building, media houses are better positioned to address gender gaps in institutional practice and content.

- ***A clear conceptual framework:*** In order to be effective, progressive members of the media need to understand their targets. The producers of news are at the heart of the matter except they often work within legal and policy frameworks that create or negate an enabling environment for transformation. Media ownership - state, private, community - has a bearing on responsiveness to change, as well as in helping push strategies for advocating change. Change is not just about the media; but also those who are well placed to shape the news (e.g. women decision-makers and activists) as well as citizens and news consumers who should aspire to be shapers of news.

- ***Broadening the approach:*** While it is understandable that advocacy efforts to date have focused specifically on the gender deficiencies in the media, moving forward there is need to situate these within broader debates on human rights, media diversity, ethics and professionalism in the media, growing markets and media sustainability. This approach will not only help to overcome some of the resistance apparent in some quarters, but also foster the notion that gender awareness is not just a matter of being politically correct: it is also enlightened self interest.

- ***The draft Model Law for AU Member States on Access to Information:*** This draft should be scrutinised from a gender perspective to ensure gender is explicitly mentioned. The draft law will be used by member states to draft access to information laws and it is therefore important for gender to be explicit so it is not lost in the discourse.

- ***National monitoring:*** Countries should be monitored to ensure that their laws on access to information make a difference for both women and men. This will enable women and men to make informed decisions on development and participate fully at every level.

- ***Engaging with media regulatory authorities:*** Until recently media regulatory authorities have largely been excluded from gender and media debates. The specific references to gender and media regulation in the Protocol, as well as engagements with this sector leading up to the fourth GEM summit in September 2010, have ensured an important new stakeholder was brought on board in ongoing policy and advocacy efforts.

What governments can do

- Pledging to mainstream gender in all information, communication and media laws.
- Pledging statutory regulatory authorities, and encouraging self-regulatory authorities, to use whatever leverage they have at their disposal, especially in relation to publicly funded media, to ensure gender accountability. This could include requiring gender balance and sensitivity in institutional structures as well as editorial content part of licensing agreements, as well as annual reports stating progress in this regard.
- Pledging to ensure that gender will be mainstreamed in all publicly funded media training institutions, and encouraging privately funded media training institutions to follow suit.

- ***Deepen engagement with media decision-makers:*** Many of the policy changes that need to take place continue to be at newsroom level. The *Glass Ceiling* report provides a major impetus for this work.

- ***Focus on specific targets:*** The COEs for gender in the media, as well as gender in media education, provide a roadmap for attaining the targets of the SADC Gender Protocol.

- ***Take a fresh look at training:*** There have so far been several different approaches to gender and media training in the region. The specific references to training in the Protocol provide a powerful tool for holding media training institutions, many of which are state funded, accountable. GIME strengthens the hand of those calling for curriculum reform. Gender now needs to be embedded into the criteria for excellence in media training.

- ***Foreground citizens and consumers:*** The 2006 Gender and Media Audience Research (GMAS) undertaken by GL, MISA and GEMSA and media literacy place a new focus on the power of consumers, while GEMSA's work in raising media alerts shows how this muscle can be flexed.

- ***New areas of research:*** While making an enormous contribution to gender and media discourse, the GMMP and GMBS have also highlighted the limitations of focusing solely on the news when it comes to highlighting gender imbalances in the media. The Mirror on the Media project has opened new areas of enquiry, such as radio talk shows, advertising and tabloids. There is need to broaden research to include other genres and areas of media operation such as community media.

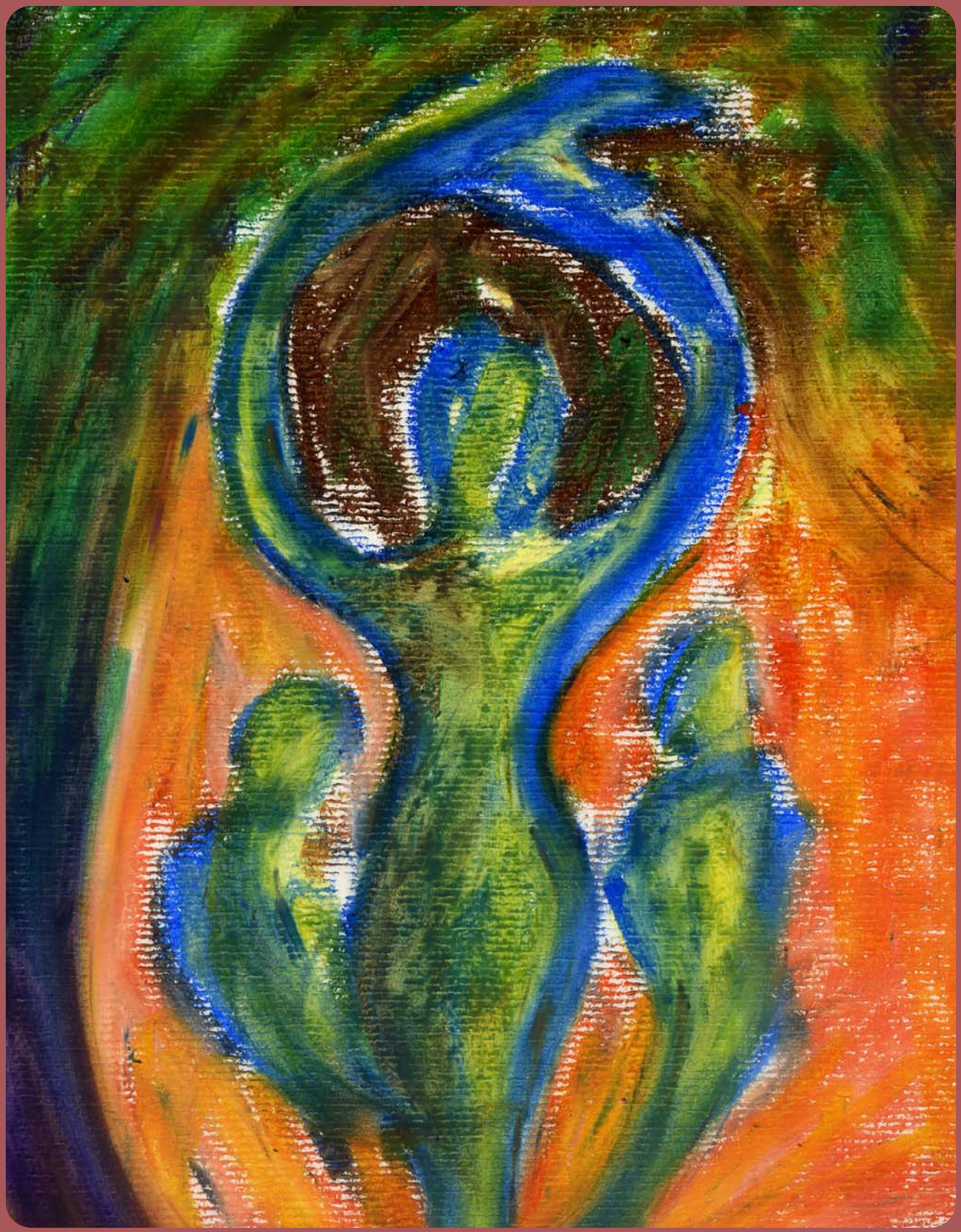
- ***Media activism:*** One of the most valuable contributions of gender and media networks has been in their organisation of campaigns like the 16 Days of Activism on Gender Violence. In such campaigns activists help the media to create gender-aware content. Practical tools like the use of IT and the GEM Commentary Service provide "fresh views on everyday news" for busy editors and get activists out of theory mode and into action mode.

- ***ICTs:*** There is a need to increase support and resources to ensure women have greater access to, and can use, ICTs for their own empowerment and to conduct gender justice campaigns. This should include support and resources for gender and media networks, especially their efforts to use ICTs in cost-effective, dynamic ways that increase access and applications and contribute to better e-governance, citizenship participation and policy responsiveness, especially for and by women.

- ***Coordination and reflection:*** While partnerships, networks, and "networks of networks" have been at the core of progress so far, these are also demanding and at times lead to confusion about roles, responsibilities and ownership of specific programmes and projects. There is need to set aside time and resources for coordination, governance, effective institution building and reflection.



Laurentia Golley, GL Programme Officer for Namibia, receives video training as part of on-the-job-training in Johannesburg. *Photo: Mona Hakimi*



"Isabella" *Anushka Virahsawmy*

CHAPTER 10

Implementation

Articles 32-36

KEY POINTS



Erica Jones, deputy permanent secretary in the Zimbabwe Ministry of Local Government, in front of a display showing the Ministry's progress against the 28 targets of the SADC Protocol. *Photo: Colleen Lowe Morna*

- Thirteen out of 15 countries have signed the SADC Gender Protocol. Botswana and Mauritius remain the only two countries that have not signed but there are positive signs that they may do so.
- Nine countries (up from eight in the last year) have ratified the Protocol. However, at the time of writing South Africa and DRC (two of the countries that have ratified) had not yet deposited its instruments with the SADC Secretariat. This is an urgent priority for advocacy efforts in South Africa.
- SADC gender/women's affairs ministers have created a roadmap for implementing the SADC Protocol. It draws on work done by the Alliance on costing of the Protocol.
- Namibia and Seychelles have led the way in drafting costed gender action plans aligned to the SADC Gender Protocol. Swaziland and Zambia are next up using the same model while Zimbabwe is also preparing a draft, albeit using a different approach.
- Local government has emerged as a key player in implementation of the SADC Gender Protocol. Some 150 councils in ten countries that have committed to become Centres of Excellence in gender mainstreaming in local government (COE) have incorporated the targets of the SADC Gender Protocol into local gender action plans.
- Southern African Gender Protocol Alliance members have been sharing knowledge about the SADC Gender Protocol in other parts of Africa, including in East Africa, as well as internationally. The East Africans are now in the process of developing a Gender Protocol along the lines of the SADC model.
- The Alliance is preparing to deepen its roots at national level as institutional mechanisms improve. Awareness of the SADC Gender Protocol has increased from 46% to 54% as measured by the knowledge quiz administered around the SADC region. There is need to step up advocacy work in the lead up to 2015.
- Since the 2011 Barometer, the campaign for an addendum on gender and climate change is now on the regional agenda as SADC Gender Ministers endorsed the recommendation at the November 2011 Extra Ordinary meeting.







In August 2011, South Africa became the ninth country to ratify the SADC Protocol on Gender and Development. This meant that two thirds of 13 signatories had finally ratified it, which resulted in the Protocol going into. There is still a technical glitch, as (at the time of writing) South Africa and DRC (another of the nine countries that have ratified) needed to deposit their instruments of ratification for the Protocol to go into force. Two countries - Mauritius and Botswana - have yet to sign. Four signatories still need to ratify. But there has been sufficient movement on the legal front for the countdown to 2015 to truly begin.

With only two and a half years before the 2015 deadline for achieving the 28 targets of the Protocol, the next year is critical. Members at the annual meeting of the Southern Gender Protocol Alliance have planned a series of events, national consultative summits and meetings over the next several months. This will include a regional summit in May 2013 under the banner: *2015, Yes we Must - The SADC Gender Protocol@Work*. The summit will provide an opportunity to gather examples and affirm good practices of the Protocol at work throughout the region: in government, non-governmental organisations, community-based organisations, faith-based organisations, and in the media. As this countdown begins, the focus of work is shifting from a push for countries to sign and ratify the Protocol to lobbying for costing and implementation of its targets. Significantly, the slogan of the Southern Africa Gender Protocol Alliance has also changed from "the time is now" to "yes we can" to "yes we must."

Background

Protocols are the cornerstones of the SADC regional integration agenda. Once ratified, they are legally binding on state parties, providing a framework for accelerating and strengthening policy, legislation and other measures in SADC member states. They set regional norms and standards for enhancing measurable change in the lives of SADC citizens.

For their part, members of civil society and citizens have a duty to shape the SADC development agenda and closely monitor its implementation. Article 23 (1) of the SADC Declaration and Treaty states that: "SADC shall seek to involve fully, the people of the Region and nongovernmental organisations in the process of regional integration. It also calls for cooperation and for member states to support people-led initiatives that contribute to the objectives set out in the SADC Treaty, especially when it comes to forging closer links between and among communities, associations and people in the region.

Articles 32-36, covering "final provisions" include:

- The remedies entitled to citizens should they feel their rights have been violated on the basis of gender;
- Ensuring gender mainstreaming in financial allocations and in the implementation of the Protocol;
- The institutional arrangements to be established by the SADC Secretariat for the implementation of the Protocol that include a Committee of Ministers Responsible for Gender or Women's Affairs; Committee of Senior Officials Responsible for Gender or Women's Affairs and the SADC Secretariat;
- Actions to be taken at the national level, including national action plans, with measurable timeframes, and the gathering of baseline data against which



Alliance partners take part in a workshop to develop a National Action Plan for implementing the SADC Protocol in Seychelles. *Photo: Colleen Lowe Morna*

progress will be monitored and reports submitted to the SADC Executive Secretary every two years;
- Mechanisms for the settlement of disputes through the SADC Tribunal;
- The fact that any party may withdraw from the Protocol after submitting 12 months notice;
- Ways in which amendments can be made to the Protocol;
- Signature of the Protocol;
- Ratification; entry into force within 30 days of two thirds of the member states depositing instruments of ratification;
- The fact that the Protocol remains open for accession by any member state; and
- The depositing of the instrument with the Executive Secretary of SADC who shall register.

Four years since the Protocol's adoption in 2008, the Southern Africa Gender Protocol Alliance continues to track progress on its implementation by SADC member states. This chapter assesses country progress toward signing and ratification as well as the gender management systems implemented at national level - all key to successful implementation.

Last year, this chapter focused on the extent to which gender ministries had aligned national gender policies and action plans to Protocol targets. It also assessed whether state budgets had designated funds for its implementation. This year, this chapter features examples of countries that have begun to designate funds for implementation: especially Namibia and Seychelles, with Swaziland and Zambia not far behind.

With civil society organisations playing an active part of the implementation process in all countries, this chapter includes a brief analysis of the structure and achievements of the Southern Africa Gender Protocol Alliance - a "network of networks" that has continued to strengthen its modus operandi over the past year. In the coming year more efforts will be devoted to reinforcing country level structures.

The network, which has also applied tenets of the Protocol in its work, collaborated with national governments and the SADC Secretariat during the campaign that led up to the signing. Since then it has complemented governments' efforts in popularising the key provisions of the Protocol as an instrument that citizens can use to claim their rights, as well as provided technical advice to facilitate implementation of the 28 targets. Local government has proved an important player in taking the SADC Protocol to community level. Local councils have facilitated several village level workshops.

This chapter also tracks the ongoing progress made toward increasing citizen knowledge around the key tenets of the Protocol. This monitoring and evaluation has formed part of Alliance work across the region. It features an analysis of gender attitudes that will serve as a baseline for future comparisons.

Signing



Article 39 provides that the Protocol shall be duly signed by the authorised representatives of Member States.

Article 39 provides that the Protocol shall be duly signed by the authorised representatives of member states.

Botswana and Mauritius have still not signed, but there have been positive signs that lawmakers in these countries may take steps toward signing: In August 2008, 11 out of the 15 SADC countries signed the Protocol. Madagascar signed soon after and Malawi eventually signed in October 2009 bringing the total number to 13 countries. On the eve of the August 2012 SADC Heads of State Summit, Botswana and Mauritius had still not signed but there are positive signs lawmakers in these countries may be reconsidering their positions.



Mauritius: A constitutional amendment to allow for a gender-neutral quota on local government party lists may have opened the door for Mauritius to sign the SADC Gender Protocol. In 2011 the country passed an act that provides for a 30% quota of both men and women on party lists. In the past, Mauritian leaders had cited their constitution, which prohibits affirmative action, as the reason they could not sign the SADC Protocol, which has clauses stipulating affirmative action. Their leaders seem to have mitigated this problem.

Mauritius: Constitutional amendment to allow quota offers new hope

Article 5 of the Protocol provides for affirmative action and special measures to increase women's representation and participation in decision-making positions.

It's for this reason Mauritius has been held back from signing because its constitution does not allow for affirmative action or positive discrimination. However, that argument fell away after Mauritian lawmakers adopted the 2011 Local Government Act which stipulates that all party lists shall have at least 30% women and 30% men as candidates.

This led to a constitutional amendment that allows for positive discrimination. Gender advocates successfully argued this is the only way to increase women's representation (which is currently sitting at just 6%) in local government. For more information on the amendment, see Chapter 2.

Because of this amendment, Mauritian lawmakers are considering signing the SADC Gender Protocol. Meanwhile, thanks to lobbying, advocacy and pressure from the Mauritius Alliance Network, Prime Minister Navin Ramgoolam committed to signing the Protocol during a January 2012 meeting with Gender Links Mauritius and Francophone Director Loga Virahsawmy. If this occurs, Botswana will be under the spotlight as the only country that has not signed.



Loga Virahsawmy, Gender Links Francophone Director, with Mauritian Prime Minister Navin Ramgoolam. *Photo: Gender Links*

Protocol @ work

Botswana lawmakers have argued that Protocol provisions are too obligatory. Government members have said they are wary of making commitments they may not be able to fulfil. However, civil society continues to pressure the government to change its mind.

Indeed, civil society groups in both Botswana and Mauritius have created country barometers to monitor their respective governments against the Protocol's targets. For the most part both governments have supported and subscribed to these initiatives. The numerous regional barometer case studies from Botswana and Mauritius reflect this, which means the Protocol is having an impact in these countries even though they have yet to sign it.

Botswana: BOCONGO develops advocacy strategy for signing of Protocol

The Botswana Council of NGOs (BOCONGO) has developed a strategy paper that it will use with assistance from the regional secretariat to push Botswana lawmakers to sign the SADC Protocol. The regional secretariat will assist in this process. BOCONGO serves as the Alliance national focal network. The strategy aims to ensure Botswana signs by 2013.

BOCONGO and Gender Links, in its role as the coordinator of the Alliance, developed the strategy at a meeting in late 2011. The meeting established a task team that will lead the lobbying work.

The team has since held two meetings to reflect on progress and implement an action plan.

The strategy's key components include providing an analysis to support the argument that Botswana is better served by signing the Protocol and striving to meet its targets than by being left behind. Should Mauritius sign the Protocol, which appears increasingly likely, Botswana - host of SADC and one of the most enthusiastic supporters of the regional grouping - would be the only country that has not signed.

Both Mauritius and Botswana rank among the oldest and best-established democracies in SADC, widely respected in the region and internationally. Both take their regional and international commitments seriously, which may account for the hesitation to commit to the SADC Protocol.

In a speech to the Botswana Democratic Party (BDP) Women's Wing Congress in 2009 President Ian Khama said:

"I have studied the objectives of the Protocol which are; to provide for the empowerment of women, to eliminate discrimination and achieve gender equality through development and implementation of gender responsive legislation, policies, programmes and projects, to address emerging gender issues and concerns; set realistic, measurable targets, timeframes and indicators for achieving gender equality and equity; to name some of the objectives."

"I must however reassure you, that as Botswana, we do agree with the spirit of the Protocol. Our intention therefore, is to continue to study its provisions, and use our best endeavours to act within that spirit. In this way, I believe, we would be placing ourselves in a position that brings us closer to becoming a party to the Protocol."

Gender advocates believe empirical data and developments in the gender sector provide a good reason for both countries to reconsider their positions.

Why Botswana has not signed - responses to political concerns

Botswana has not signed the SADC Protocol because its leaders have reservations about the Protocol's mandatory language, committing to timeframes, and spending the immense resources required for fulfilling its targets. Gender advocates argue that by not signing, Botswana tarnishes its record of promoting gender equality. Below are some excerpts from Khama's speech, which set out his reasons for not signing, as well as responses to these concerns put forward during the 14 March workshop:



Participants strategise at a Botswana Gender Protocol meeting in March 2013. *Photo: Vincent Galatlhwe*

REASONS FOR NOT SIGNING: PRESIDENT IAN KHAMA	CIVIL SOCIETY RESPONSES
Mandatory language: "Botswana was not ready to sign the Protocol basically because of the mandatory language used in crafting most of the clauses that we consider critical. It is my view that, much as the executive has the mandate to sign international instruments, such commitment should be made only when there is absolute certainty that legislative instruments, local policies and national priorities will not be adversely affected by such action."	The Protocol's articles are no longer mandatory. In final negotiations, words like "shall" and "must" were replaced with words like "seek" and "endeavour."
No room for reservations: "Other international instruments allow member states to sign and register their reservations on clauses that they are uncomfortable with. This option was not available to Botswana since the SADC Treaty does not allow for adoption of any Protocols with reservations. These are our reasons for not signing."	As the language is not mandatory, Botswana should have no need for reservations.
The Executive and the legislature: "In the event that new laws may be required because of our signing, I consider it only proper that I must make the opportunity available to consult Parliament before I bind the nation."	This appreciation of democratic process is a mark of good governance. The Protocol is less about implementing new laws and more about implementing existing ones. There is likely to be concordance between the executive and the legislature.
Timeframes: "We considered some of the timeframes unrealistic, and some of the measures have serious resource implications that we cannot guarantee."	By making the effort, Botswana is likely to make more progress than admitting defeat before even trying. Targets lead to momentum and better results.

Why Botswana should sign?
Botswana is committed to the spirit of the SADC Gender Protocol: The SADC Protocol on Gender and Development encompasses commitments made in all regional, global and continental instruments for achieving gender equality. These include the Millennium Development Goals (MDGs) set for 2015; the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW); Beijing Declaration and Plan of Action; AU Protocol on the African Charter on Human and People's Rights on the Rights of Women in Africa and the AU Solemn Declaration on Gender Equality in Africa. The Gender Protocol also enhances these instruments by addressing gaps and setting specific timeframes where these do not exist.

In the same speech as above, Khama reminded his audience of Botswana's commitment to achieving gender equality: "Fellow democrats, as you are aware, Botswana is signatory to a number of regional and international instruments amongst them those on gender equality.

"Let me reiterate that, Botswana identifies with and is committed to the objectives of the SADC Protocol on Gender and Development: our policies and programmes, as well as resources allocated to the sector demonstrate this and will continue to do so. I must however reassure you, that as Botswana, we do agree with the spirit of the Protocol."

The 2015 timeframe is consistent with the MDGs and Botswana's Vision 2016: Botswana subscribes to the Millennium Development Goals, including goal number three (MDG3), which calls on all countries to achieve gender equality by 2015. The SADC Gender Protocol is consistent with this but goes a step further by breaking down key issues for consideration in order to meet MDG3. Moreover, most of the Protocol's key provisions align with the aspirations of Botswana's Vision 2016, a deadline close enough to that of the SADC Gender Protocol and MDGs. Therefore, this provides room to reconsider this argument.

Botswana has made significant progress against the 28 targets: Overall Botswana is on track to meet many of the Protocol's 28 targets. The country is sixth out of 15 SADC countries according to the 2012 Southern Africa Gender Protocol Barometer's SADC Gender and Development Index (SGDI). Most of its ratings are consistent with 2011. The SGDI measures progress against 23 targets for which empirical data is available.

Table 10.1: Botswana and the SGDI

Sector	SGDI score	Ranking
Education and training	100%	1
Economy, employment and productive resources	74%	7
HIV and AIDS	69%	5
Health	72%	4
Media	71%	5
Governance	32%	11
Overall SGDI score	**70%**	**6**

Table 10.1 illustrates that Botswana ranks high in many SGDI categories, with an overall sixth place ranking. Its low score in governance influences its overall position. It places top five in three sectors: HIV and AIDS, health and media.

While Botswana has scored low on overall governance numbers, it has fulfilled many legislative reform requirements and implemented many progressive socio-economic policies. The increasing numbers of women, in both government and the private sector, who hold executive, director and ambassadorial positions, demonstrates this.

Ratification

The Protocol states that it shall be ratified by the Signatory states in accordance with their Constitutional procedures and shall enter into force 30 days after the deposit of instruments of Ratification by two thirds of the Member States.

Table 10.2 Legal progress of the Protocol by country			
COUNTRY	**SIGNED**	**RATIFIED**	**DEPOSITED INSTRUMENTS**
Angola	✓	✓	✓
Botswana			
DRC	✓	✓	
Lesotho	✓	✓	✓
Madagascar	✓		
Malawi	✓		
Mauritius			
Mozambique	✓	✓	✓
Namibia	✓	✓	✓
Seychelles	✓	✓	✓
South Africa	✓	✓	
Swaziland	✓		
Tanzania	✓	✓	✓
Zambia	✓		
Zimbabwe	✓	✓	✓

Source: Gender Links 2012 and SADC Gender Unit.

A ninth country ratified the Protocol this year, but still needs to deposit its instruments of ratification: Progress towards ratifying the SADC Protocol picked up considerably in late 2010/2011 when South Africa ratified it. Table 10.2 shows progress made toward implementation as of August 2012. Angola, DRC, Lesotho, Mozambique, Namibia, Seychelles, Tanzania, South Africa and Zimbabwe have ratified the Protocol and seven of these countries have deposited instruments with the SADC Secretariat. DRC and South Africa have yet to do so. Malawi and Zambia have signified that they will.

All signatories need to ratify the Protocol and deposit their instruments of ratification: This will signify that, as a region, SADC has committed not only to intensify efforts to achieve gender equality, but is duty-bound to do so and to report accordingly. The two countries that have ratified but deposited instruments of ratification for the Gender Protocol - South Africa and DRC - need to do so as a matter of urgency as this administrative oversight can potentially derail the implementation agenda.

Implementation at national level



The Protocol states that State Parties shall ensure the implementation of the Protocol at the National level. They shall also ensure that national action plans, with measurable time frames are put in place, and that national and regional monitoring and evaluation mechanisms are developed and implemented. They shall collect data against which progress in achieving targets will be monitored. They shall submit reports to the Executive Secretary of SADC once every two years, indicating the progress achieved in the implementation of the measures agreed in the Protocol. The Executive Secretary of SADC shall submit the progress reports to Council and Summit for consideration.

There is now a roadmap for the SADC Gender Plan: Over the past year the SADC Secretariat's Gender Unit, working in close collaboration with Goverment officials and other civil society members of the Alliance, developed a SADC Plan of Action to move forward full implementation of the SADC Protocol.

The SADC Gender Unit reports a stable and improved funding base compared to before the Protocol existed: External donors have been supportive of the Gender Protocol. For example, the European Union has provided money to the Gender Unit for a regional study on gender-based violence. The study will

be a regional baseline on this issue and will help determine the best preventive mechanisms needed. This is a huge project for the Unit, which will be exploring possible partnerships with civil society organisations in order to complete it.

The SADC Gender Unit maintains an excellent working relationship with the Alliance: Representatives from the SADC Gender Unit have reported that the Alliance is a close and important partner. Alliance members provide technical expertise to Member States and the SADC Gender Unit. The Unit commended the Alliance's support toward the drafting and implementation of the Protocol during a May 2012 consultative meeting. The meeting helped bring to fruition a roadmap for advancing the SADC gender agenda. The head of the Gender Unit also shared key developments since the Protocol's adoption in 2008.

REGIONAL: SADC Gender conference vows to accelerate implementation of the Protocol

Close to 70 officials developed a roadmap to ensure full implementation of the SADC Protocol during a consultative conference on Gender and Development held from 24-26 October 2011 in Johannesburg.

Delegates included representatives from the SADC Gender Unit, senior officials from gender and women's affairs ministries and civil society. As coordinator of the Alliance, Gender Links gave an overview of the role of civil society in the process, highlighting key information captured in the regional Barometer as well as the need for costing national gender action plans. Cluster groups also presented on how best to mitigate and address regional gaps around implementation and gender equality.

An earlier meeting held in June 2011 in Windhoek, prompted the SADC Ministers responsible for gender and women's affairs to ask the SADC Secretariat to coordinate the development of a regional plan of action later endorsed at an August 2011 meeting in Luanda.

The plan defines a direction forward on implementation of regional gender commitments; clear roles, responsibilities and mandates for stakeholders; and a framework for better coordination, effective monitoring and evaluation. It also provides a springboard for resource mobilisation to ensure adequate financing for planned programmes as well as staffing at all levels.

Stakeholders identified several key priorities for each country, including aligning SADC gender policies (for those that have not done so) at state level, submission of costed gender action plans and better allocation of appropriate resources based on a clear roadmap.



Magdeline Madibela, head of the SADC Gender Secretariat, helps launch the 2010 SADC Gender Protocol Barometer in Botswana.
Photo: Vincent Galatlhwe

Member States are now using a monitoring tool developed in 2009. In April 2009 the SADC Gender Unit developed a SADC Gender and Development Protocol Monitoring Tool (SGMT). Member states are now using the SGMT to provide updates on progress towards the achievement of the Protocol's 28 targets.

Country reports were submitted in 2011: Member states are required to submit annual reports as well as more comprehensive biannual reports. Most 2010 reports were submitted late. These were synthesised into a regional report presented to Heads of State in August 2011. Members of civil society have not been privy to the contents of the final regional report.

States are beginning to align their gender policies and action plans to the Protocol: A recent tracking exercise shows opportunities and entry points for alignment.

Table 10.3: COUNTRY MAPPING OF NATIONAL GENDER POLICIES, PROCESESS AND ALIGNMENT TO PROTOCOL

Country	Gender Ministry	Gender integrated in national development plans?	Gender policy (date)	Gender action plan (date)	Aligned to Protocol? If not how feasible?	In-country Gender Responsive Budgeting (GRB) Process	Upcoming process/ entry points
Angola	Ministry for Family and the Promotion of Women.	Yes, The PRRP/ECP have defined objectives targeting women and gender equality. (Post-conflict rehabilitation and National Reconstruction Programme/ Estratégia de Combate à Pobreza).	National Strategy to Promote Gender Equality up to year 2005.	Yes, 2005.	No, not specifically but addresses sectors similarly.	Yes, gender budgeting initiative introduced in 2000. A UNIFEM programme in support of the Ministry of Finance in mainstreaming gender in budgeting processes.	Ratification of SADC Gender Protocol.
Botswana	No. Women's Affairs Department under the Ministry of Labour and Home Affairs.	Yes	Yes, draft form 2011.	Yes, based on WID Policy, 1997.	No, but strongly aligned to the SADC Gender Declaration.	UNECA assisting Botswana with gender budgeting process BOCONGO leading civil society lead effort to address GRB.	BOCONGO - feeding into government processes. National Budget Cycle - civil society strategic position. The Protocol Policy development - embed the Protocol provisions. Preparations for upcoming elections scheduled for October 2014.
DRC	Minister of Gender, Women and Children.	Yes	Yes	Not certain.	No	TBC	Advocacy around MDG3.
Lesotho	Ministry of Gender, Youth Sports and Recreation.	Yes	Yes	Yes	Yes	TBC	Ratification of the Protocol; Advocacy around MDG3.
Madagascar	No. Changes parent ministry depending on government in place. Currently Gender under the Ministry of Population.						Changing political landscape. Elections; Advocacy around MDG3.
Malawi	Yes. Ministry of Gender, Child Welfare and Community Services.	Yes, 1996-1999.	Yes, March 2000. Covering 2000 - 2005 only.	Yes, 2005 -2008.	Yes	Yes, government-driven initiatives. Donor influence CIDA.	Ministry of Finance Strategic Plan. Review of Gender National Policy - lapsed in 2005. Ratification of the Protocol. Local government elections - though the dates have yet to be announced.
Mauritius	Yes. Ministry of Gender Equality Child Development and Family Welfare.	Yes	Yes, 8 March 2008.	No, but proposals to formulate may be brought to the Gender Ministry for consideration.	To some extent.	In the process of establishing civil society initiatives around gender-budgeting.	Advocacy around signing the SADC Gender Protocol, local elections scheduled for end of 2012.

Country	Gender Ministry	Gender integrated in national development plans?	Gender policy (date)	Gender action plan (date)	Aligned to Protocol? If not how feasible?	In country Gender Responsive Budgeting (GRB) Process	Upcoming process/ entry points
Mozambique	Ministry of Women and Social Action.	Yes	Yes, March 2006.	Yes, addressing gender-based violence.	No	Yes, a joint civil society and government initiative.	Advocacy around MDG3. National Assembly elections scheduled for 2014.
Namibia	Yes, Ministry of Gender Equality and child welfare.	Yes	Yes, revised 2010 - 2020 National Gender Policy.	Yes, costed gender action plan developed in 2011.	Yes, thematically incorporates the 28 targets.	Yes, costing of the national gender action plan completed.	Waiting for cabinet to approve costed gender action plan.
Seychelles	Gender Secretariat since 2012 moved to Ministry of Social Affairs, Community Development and Sports.	Yes, but often gender neutral.	Yes, 2012 Draft National Gender Policy.	Yes, still in draft form.	Yes, integrates all 28 targets in the National Gender Policy and costed gender action plan.	Initiatives supported by UNFPA; gender mainstreaming processes supported by the SADC Gender Unit.	Cabinet to approve National Gender Policy. Process for developing costed gender action plan at an advanced stage.
South Africa	Yes. Ministry of Women, Youth and People with Disabilities.	Yes, not to a large extent.	Yes, adopted 2000.	Yes, plans addressing gender-based violence.	No, but acknowledges SADC Declaration.	Yes, gender budgeting initiatives supported by UN Women.	Debates on the Women's Empowerment and Gender Equality Bill; Advocacy around MDG3.
Swaziland	No. There is a Gender and Family Unit that has been elevated to the Deputy Prime Minister's office from the Ministry of Home Affairs.	Not certain.	Yes. National Gender Policy 2010 to be reviewed and aligned to SADC Gender Protocol.	Yes	Not yet. But process begun - government will be reviewing national gender policy and will develop a costed gender action plan from August 2012 and align to the SADC Gender Protocol.	Yes gender budgeting initiative supported by UNFPA. To build on the process to develop a costed gender action plan.	Advocacy around MDG3; Ratification of Protocol. Process to develop costed gender action plan has begun aligned to the SADC Gender Protocol.
Tanzania	Yes. Ministry of Community Development, Gender and Children.	Yes, MKUKUTA I and II.	Yes, started a review of the policy in 2011.	Yes	Not certain.	Yes, a strong civil society led process.	Constitutional Review, Revision of national gender policy.
Zambia	No. Gender in Development Division.	Yes, to some extent.	Yes, adopted in 2000.	National Action Plan on Gender-Based Violence (2008-2013).	No, but has similar targets.	Yes, as of the beginning of 2011, the national GRB launched in conjunction with UNIFEM (UN Women).	Process of developing costed gender action plan aligned to the SADC Gender Protocol has started.
Zimbabwe	Yes. Ministry of Women Affairs gender and Community Development.	Yes	Yes, adopted August 2007 and currently undergoing review.	Yes, currently developing one parallel to the national policy review process.	Yes, aligning to Gender Protocol in the revised policy.	Policy reviews, Capacity building initiatives, Budget Analysis processes and feedback Sectoral budgeting process	Gender Policy Review Constitutional drafting process. Strong engagement and buy-in with policy markers. Presidential elections, Annual Budget Process - Fiscal year.

Source: Gender Links 2011.

Table 10.3 illustrates that at least six countries (Botswana, Namibia, Seychelles, Swaziland, Tanzania and Zimbabwe) have reviewed or are in the process of reviewing their national gender policies.

Other developments include:

- Fourteen SADC countries have integrated gender in national development plans, with the exception of Madagascar, which is a fragile post-conflict state.
- Fourteen SADC countries have some sort of gender policy, again with the exception of Madagascar. At least six countries are completing or undertaking reviews after concerns that most policies are dated. Generally, gender action plans do not align to the SADC Gender and Development Protocol. Most do not align but address the same broad sectors, including governance, constitutional and legal rights, economic justice, education, health, HIV and AIDS.
- In the last year, Seychelles' developed an exemplary national gender policy held up as a best practice because it explicitly integrates all 28 targets of the SADC Gender Protocol into the National Gender Policy.
- Gender Action Plans in Botswana, South Africa and Zimbabwe somewhat align to the SADC Gender Declaration of 1997.
- 14 SADC countries have integrated gender responsive budgeting initiatives into their budgeting processes; (the Barometer could not get information on Madagascar).
- Activists reiterated the importance of costing implementation of the SADC Gender Protocol at the national Heads of State Summit in Mozambique (August 2012).
- The ratification process is another strategic entry point. As lobbying for ratification intensifies, it is important to raise awareness about the need for costing implementation of the Protocol's provisions.
- In the past year, Namibia and Seychelles have developed costed gender action plans.
- Even though Swaziland has yet to ratify it is set to begin revising its National Gender Policy and developing costed gender action plans.
- National budget cycles present an opportunity for implementation of gender costing. This should be completed before the new fiscal year so that the overall budget includes costed provisions.

Seychelles aligns its national gender policy to the SADC Gender Protocol



Seychelles is currently finalising its National Gender Policy. It is also in the process of developing a costed National Gender Plan of Action for 2012-2016. This would be the country's first national gender policy - it is also the inaugural national gender policy in the region to be fully aligned to the SADC Protocol on Gender and Development.



Reverend Christine Benoit and Marie Jose Borne, advisor to the Gender Secretariat, share notes during a January 2012 gender action planning workshop in Seychelles. *Photo: Colleen Lowe Morna*

Its Gender Secretariat currently falls under the Ministry of Social Affairs, Community Development and Sports after a move from the Ministry of Social Development earlier in 2012. The Secretariat is responsible for coordinating gender mainstreaming and related monitoring activities. Decision makers at the Secretariat have decided to prioritise the creation of a national gender policy. However, lack of sex-disaggregated statistics and limited technical and financial capacity has held the process back.

Information used for the submission of Seychelles' first CEDAW report in 2011 as well as the production of reports for the SADC Gender Protocol, including the four SADC Gender Protocol Barometer reports, helped the Seychelles overcome these challenges. These reports proved to be a rich source of information for the evidence-based planning process.

Seychelles has been able to overcome its financial capacity challenges by piggybacking onto several other initiatives. The UNFPA Country Programme 2008-2011 provided some financial support. However, funds were limited and not enough to secure technical backstopping. This changed when Gender Links offered Seychelles technical assistance to align its national gender plan to the SADC Gender Protocol, following lobbying efforts by the SADC Gender Unit.

This is one outcome of the SADC Gender Unit conference on gender and development. During the conference,

the Southern Africa Gender Protocol Alliance Secretariat, Gender Links and sector lead organisations announced their technical capacity and availability to support the costing process.

However, the Ministry proposed that efforts to ensure alignment should start with the policy before proceeding to the plan of action. Seychelles then approached the SADC Gender Unit to merge the process with gender mainstreaming training workshops in each member state.

This ensured a highly participatory approach for drafting the policy whilst also building capacity of gender focal points.

The drafting process took several steps. A November 2011 meeting first validated the draft national gender policy. A five-day workshop followed, at which government and civil society stakeholders received intensive training on gender mainstreaming, gender budgeting and costing implementation of policy and action planning. The workshop resulted in a first draft of the national gender plan of action as well as a review of the sixth draft of the national gender policy.

Linda Williams, the principal secretary in the Ministry of Social Affairs, Community Development and Sports, reiterated the country's commitment at a January 2012 validation workshop for the National Gender Policy. The ministry gives oversight to the Gender Secretariat.

"As a signatory party to the SADC Gender and Development Protocol, Seychelles has the obligation to endeavour to achieve the 50/50 target of women in decision-making levels by 2015. We have already made great strides in achieving gender parity in the national assembly."

She added: "The national gender policy and plan of action will act as a roadmap to guide us on how we are to get to where we want to be. Without a detailed and accurate map we cannot hope to strike a true path towards our final destination. It is our hope that this framework, which we have developed together, is well understood and owned by all partners. Ownership is fundamental and the key to successful implementation of any policy or plan."

The national gender policy includes all 28 targets of the SADC Gender Protocol and maps out a clear roadmap on how Seychelles will achieve its set objectives. The policy and plan of action is structured into seven clusters consisting of a pillar on implementation and the following 11 theme areas (including climate change and food security, which are not in the Protocol):

- Gender, constitutional and legal rights
- Governance
- Education and training
- Productive resources and employment, economic empowerment
- Climate change, sustainable development and disaster risk management
- Food and nutrition security
- Gender-based violence
- Health
- HIV and AIDS
- Peace building
- Media, information and communications

The Ministry of Social Affairs, Community Development and Sports plans to launch the policy and plan together with the 2012 country barometer report in 2012.



Namibia has revised its national gender policy of 2010-2020 to align it to key gender instruments, including the SADC Gender Protocol that is referenced in the preamble. It also follows priorities in Namibia's National Development Plan.

Namibia realigns its gender policy

Young boys and girls of pre-school age commenced proceedings to celebrate International Women's Day on 8 March 2012 under the theme "Connecting Girls, Inspiring Futures." Their song conveyed a message of love and a strong showing of NGO representatives; members of civil society, members of the diplomatic corps and staff from governmental agencies joined them.

Minister of Gender Equality and Child Welfare Doreen Sioka set the tone for the event when she said: "This is no ordinary day!"

Speaking at the launch of the revised National Gender Policy (2010-2020), President Hifikepunye Pohamba said the policy is one of the Namibian Government's most important interventions to address injustices caused by gender imbalance in society. According to Namibia's head of state, the policy will create synergies for the achievement of national development objectives. Pohamba said violence frequently disrupts lives and, in light of this social reality, government has implemented mechanisms to empower women; namely updating Namibia's Gender Policy.

Pohamba also took stock of achievements made thanks to the previous Gender Policy (1997) and argued that its implementation had helped increase the number of girls enrolled in primary and secondary school. He said Namibia is on track to achieve the Millennium Development Goals (MDG's), and noted that such achievements should make Namibians proud.

However, Pohamba cautioned that despite the existence of progressive laws, the problem of gender-based violence continues. He said we will live in a better, safer world when women and nations are empowered.

Furthermore, Pohamba said all policies and programmes must consistently reflect a gender perspective: one reason why a gender Task Force/Advisory Board has been established. In addition, he said if policies guide action and the mainstreaming of gender in the National Development framework it will eventually lead to gender equality in Namibia.

Section 42 of the revised Gender Policy, which focuses on gender education and training, states that the government shall "ensure that curricula, textbooks and all teaching/learning materials are free from gender-stereotyped references and illustrations at all levels of education, including teacher training programmes."



Deliberate government measures have helped more women take up leadership positions, including Laura McLeod-Katjirua, Namibia's Governor of the Omaheke region. *Photo: Gender Links*

Costing and gender budgeting

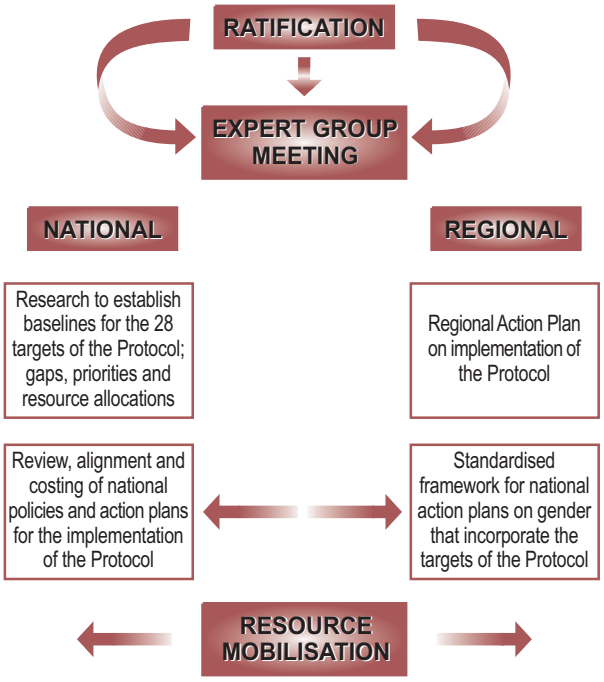
Article 33: Financial Provisions: State parties shall ensure gender sensitive budgets and planning, including the designation of necessary resources towards initiatives aimed at empowering women and girls. State parties shall mobilise and allocate the necessary human, technical and financial resources for the successful implementation of this Protocol.

The SADC Protocol underscores the need for signatories to ensure adequate resources for its implementation. In order to discover what technical, financial and human resources implementation requires, the Southern Africa Gender Protocol Alliance executed a number of regional and national initiatives over the past year.

Regional experts met to discuss the Protocol in February 2011: The Alliance, SADC Gender Unit and UN Women hosted an expert group meeting on costing the implementation of the 28 Protocol targets. Attendees agreed on a process for aligning national gender policy/action plans to the Protocol; identified key gaps and action points for meeting the 2015 targets; devised an overarching plan that identifies actions, and costed implications within the timeframes.

SADC gender ministers agreed to a roadmap for implementation in early 2011: The SADC Gender Unit hosted a SADC gender programme review meeting for the SADC Gender/Women's Affairs ministries in Windhoek in June 2011. Gender ministers agreed that there is a need for a systematic approach for implementing the Protocol at both regional and national levels. The Secretariat and Alliance partners agreed to devise a standardised framework and process for reviewing, aligning and costing the national action plans. Figure 10.1 overleaf illustrates this roadmap.

Figure 10.1: Roadmap to equality



Mobilising resources for implementation should remain high on the agenda: Figure 10.1 illustrates that ministers have agreed to call on international partners to support the implementation of the SADC Gender Protocol so that its 28 targets, in line with the Millennium Development Goals - especially MDG-3 (gender equality) - can be attained by 2015.

Gender Links has developed a model for approaching the costing exercise, which has advanced the roadmap over the past year: SADC member states have switched into high gear as they work to implement the SADC Protocol ahead of 2015. Member states committed to aligning gender policies and action plans to the Protocol and to costing these actions during the SADC Gender and Development Conference in October 2011. Senior officials responsible for gender/women affairs, and leading civil society organisations attended the conference, convened by the SADC Gender Unit. The Alliance and other gender NGOs provided technical assistance. In the process, Gender Links developed the SADC Gender Protocol Barometer- Policy-Gender action plan-Gender Responsive Building-Capacity Building Model that brings several components together.

The implementation of the SADC Gender Protocol requires a multi-sector approach as illustrated in Figure 10.2. The implementation of the SADC Gender Protocol is the broad objective. This should include:

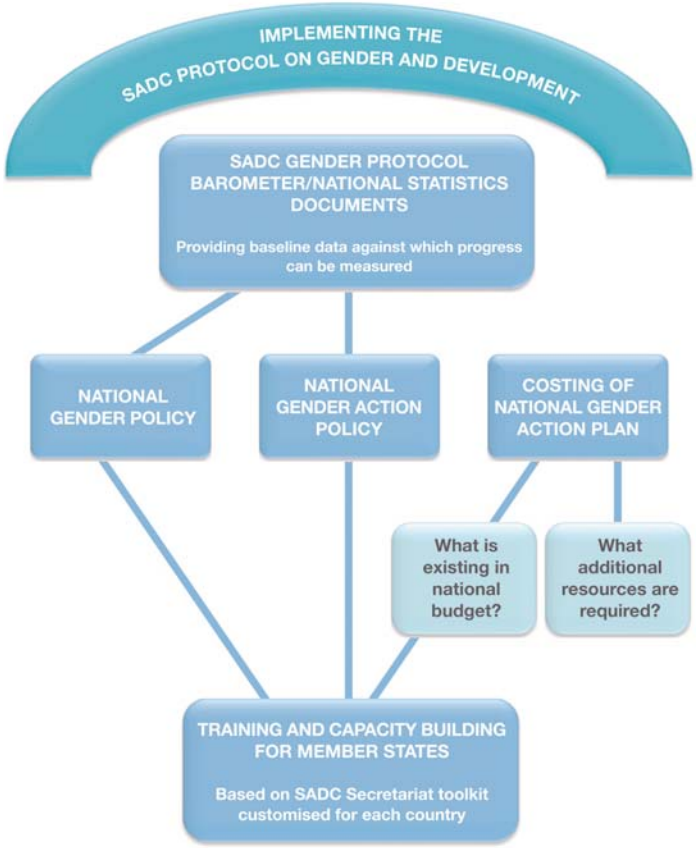
- *Gathering baseline data:* Information in the Alliance's SADC Gender Protocol Barometer provides a wealth of data that gender ministries and activists are using in these processes.
- *Training and capacity building:* The development of national gender policies and costed gender action plans requires capacity-building on gender mainstreaming, gender budgeting and costing implementation of policy at national levels. The value of integrating training into the process is that learning is contextualised and applied.
- *Resource allocation for implementation of key provisions of the SADC Protocol:* It is important for the national gender machinery to lobby for allocation of resources to ensure the implementation of the costed gender action plans. This should include examining existing resources within national budgets to find gender entry points and assessing what additional resources may be required. This strategic approach to budgeting helps to ensure resource mobilisation.

Costing the SADC Protocol at national level

SADC Member States have used the model in Figure 10.2 to begin developing costed gender action plans aligned to the SADC Gender Protocol. In a number of countries, the process is building on existing strategies or initiatives in collaboration with the SADC Gender Unit and UN agencies.

Namibia customised the SADC Gender Units Gender Mainstreaming tool kit with technical support from Gender Links, launched this, the policy and action plan in 2012. Namibia is now training the cluster teams and

Figure 10.2: Costing model developed by Gender Links



gearing up for implementation. Seychelles aims to launch its costed action plan in November 2012. At the time of writing, Zambia and Swaziland had held inception meetings on the alignment and costing of their action plans. They had plans to complete the process by the end of the year.

A technical team comprising Ministry of Gender/ Women's Affairs' officials, the Alliance country focal network, a local consultant and development partners, drive the process. There are several key steps in the costing process but it has also been adapted to each country's specific needs. During the rollout, the method has evolved and grown organically to include:

- National consultations on aligning the national gender policy (if the country is embarking on this) and a costed action plan;
- Reviews of existing national documents relating to gender as well as the national budget and mid-term expenditure framework;
- An inception meeting with key stakeholders from government and civil society sectors to agree on forward processes. A subsequent stage involves clustering of key actions/themes to inform the structure of the gender action plan;
- Administering of training needs assessment and other monitoring and evaluation tools;
- Ensuring key stakeholders agree on planning tools, such as the framework for the gender action plan. Key features include: specifying the SADC Protocol targets for each sector; timeframes - related to the 2015 SADC Protocol targets and MDGs; Baseline information - obtained from the SADC Gender Protocol Barometer and other national documents; and cost estimates - based on realistic costs.
- Action planning workshops that begin with capacity building on key gender concepts, gender mainstreaming and gender budgeting and costing for focal points from key line ministries and civil society; and
- Costing exercises - or as in the case of Seychelles this can be conducted separately.

Namibia and Seychelles develop costed gender action plans aligned to the SADC Protocol





Namibia and Seychelles became the first SADC countries to align their gender action plans to the SADC Protocol targets. The countries followed similar processes but tailored each plan to the country context. Namibia had already begun the process of reviewing its national gender policy but needed to develop a costed gender action plan, while Seychelles first drafted a national gender policy before embarking on the costing exercise.



Rosinah Mabokeng, director of gender at the Ministry of Gender Equality and Child Welfare, attends an October 2011 costing workshop in Namibia.
Photo: Colleen Lowe Morna

Both countries began with inception meetings that brought together key stakeholders to determine a work plan and agree on process issues. This built on existing processes in which the SADC Gender Unit supported gender-mainstreaming workshops. UNFPA supported gender budgeting processes complemented by Gender Links' efforts to hold country level costing workshops of the SADC Protocol processes.

The first step involved reviewing existing country documents. Various ministries had already undertaken work on existing strategies and action plans, including the national budgets and mid-term expenditure framework documents.

Namibia's plan has clustered its actions into six key areas: rights, education and the girl child, economic justice, governance, media and information and implementation. Meanwhile, Seychelles clustered its key areas into seven with the addition of climate change, nutrition and food security.

The action plans have:

- *Timeframes* closely related to the SADC Protocol targets to be achieved by 2015 and thus provide a roadmap for achieving these;
- *Baseline data* derived from national statistics from the central statistical offices, existing research and the SADC Gender Protocol Barometers; and
- *Cost estimates* that include realistic figures based on experience and existing budgets. Official from key line ministries and civil society experts who attended the drafting workshops came up with estimated costs and possible sources of funding in circumstances without existing budget lines.

Namibia finalised its process in December 2011 and the costed gender action plan is awaiting cabinet approval. Seychelles started in November 2011 and a second draft is now in place. Next steps involve taking the document before the forum for Permanent Secretaries before bringing it to cabinet level.

There is potential to replicate the process in other SADC countries. Swaziland and Zambia will soon begin a similar process. They will follow the same model and inception workshops are scheduled for August 2012.

Many learning points emerged during the Namibia and Seychelles process. However, no countries are ever the same and each country context should adjust in order for the project to succeed.

This entire process ensured a multi-sector approach as recommended in the SADC Gender Protocol provisions on implementation and final provisions. It is imperative that national treasuries dedicate financial and human resources to ensure that gender budgeting takes root as an institutional practice that applies to all line ministries.

Tracking national budget allocations

Table 10.4: Examples of national budget allocations to gender ministries

Country	Total 2012 National budget	Total amount gender ministry/ gender mainstreaming	% of total budget for gender/ gender mainstreaming
Namibia	US$4 177 580 000	US$64 012	0.002%
Seychelles	US$121 021 000	US$11 245	0.01% (approx.)
Zimbabwe	US$4 000 000 000[1]	US$10 492 000*	0.3%

** The Zimbabwe figure includes allocations by other line Ministries.*

Table 10.4 shows that in 2012 the gender ministry in **Namibia** received 0.002% of the national budget. A further disaggregation shows that about two thirds of this went to orphans and vulnerable children. The **Seychelles** Gender Secretariat receives 0.01% of the national budget.

Zimbabwe's 2012 National Budget[2] clearly sets aside money for gender or institutions or areas that work to improve the situation of women. However, there are other potential resources which can be used to advance gender equality and women's rights in accordance with the provisions of the SADC Protocol. For example, US$130 000 is allocated to the Ministry of Labour and Social Services for the 2012 elections and $1 million has been allocated for the Poverty Assessment Study Survey (PASS) III.

The PASS II provided a wealth of nationwide sex disaggregated data on poverty. Updating this information can assist the national machinery and government ministries in the development of programmes to address the gender dimensions of poverty in the country. Current data and resources used in this way can assist the country in pushing further towards achieving the MDGs, as well as relevant provisions of the SADC Protocol.

It is clear that Zimbabwe needs to increase the financial allocations to gender equality and women's empowerments and build on allocations currently in place. Gender budget tracking and monitoring systems are essential tools to gain a more detailed and systematic understanding of the financial and human resources allocations for advancing gender equality and women's rights in Zimbabwe.

Gender responsive budgeting exercises in all countries show that most resources for advancing gender equality rest within line ministry budgets. Gender focal persons need to become adept at identifying these entry points for gender, and costing only those areas not likely to be funded through mainstream budgets. This strategic approach is what the SADC Gender Unit and Alliance are promoting through the alignment/ costing exercises at country level.

Implementation of the SADC Protocol at local government level

The sphere of governance closest to the people, local government structures (especially councils), has emerged as a key ally in implementing the SADC Gender Protocol, as well as taking it to local communities. This comes from the realisation that the only way to have a real impact at the local level is to work at council level.

Several research studies, such as *Ringing up the Changes, Gender in Politics in Southern Africa* (2004), found that the gender and governance discourse neglects local government. Similar research conducted in ten Southern African countries in the series *At the Coalface, Gender and Local Government*, made the same observations. This led to GL's launch of the Centres of Excellence in gender mainstreaming and local government process.

[1] In July 2012, the National Budget was revised downward to US$3.4 billion in light of the low performance of some key sectors of the economy.
[2] Zimbabwe 2012 National Budget Document [Blue Book].

While policies and strategies at national level are important, these remain simply words if not translated into action on the ground. Similarly, it has become clear that the ambitious targets of the SADC Protocol on Gender and Development need to be localised.

GL is working with 150 councils in ten SADC countries to cascade the COE model and has formed strategic partnerships with local government associations, ministries of local government, community-based organisations and other role players to ensure that local government is an avenue for promoting gender equality and equity.

Key targets of the local council gender-planning framework align to the SADC Protocol on Gender and Development. Flagship projects include local economic development, climate change and ending GBV.

The three regional Local Government and Gender Justice Summits - and in 2012 country level summits - provide testimony of the impact the work has at the local level. Gender champions have emerged to carry forward the work for sustainability. The process encourages peer learning.

The work at the local government level has therefore evolved. Some of the key achievements arising from taking implementation of the SADC Protocol to local level through the COE model include:



Rachel Mwelwa, deputy mayor of Kabwe, Zambia, is a gender champion. *Photo: Colleen Lowe Morna*

Raising awareness about the SADC Protocol at local level: The mayor of Madagascar's Ivato Aeroport, Rasoamiaramanana Goddefin, says, "Prior to the COE workshops the SADC Gender Protocol was unknown. Now we are aware of the 28 targets. We have found that the Protocol is a good instrument to work with to attain gender parity." In Chibombo, Zambia, a council without a COE, managers said they had not heard of the SADC Protocol: "In the rural areas you have to start with changing the attitudes of women, let alone the attitudes of men," one said.

Stories gathered by COE councils, including individual "Changing Lives" stories, show that the SADC Protocol is improving lives: COE councils are displaying various external symbols of their commitment to the Protocol. For example, some councillors have displayed award certificates from gender summits in their council chambers. In Zimbabwe, Gweru City Council has created a gender resource room and the town of Kapiri Mposhi in Zambia has been renaming streets after women.

Women are taking up leadership in response to the 50/50 SADC Gender Protocol target: A women councillor in Ramapepe, Lesotho, said: "Life has changed dramatically... as councillors we are now empowered to speak out to the community and raise crucial issues that impact on all areas of our lives - family life, land allocation use and gender violence."

Rachel Mwelwa, deputy mayor and gender champion in Kabwe, Zambia, added, "Everything about me has changed... I now have the ability to do research and to be confident in everything I do. My motto is, yes we can, the time is now!"

COE Councils cited several examples where women have been exposed to leadership opportunities outside political office. Many COE councils have stepped up the appointment of women managers: Gweru, Zimbabwe, now has 34% and Curepipe, Mauritius, now has 40%.

Meanwhile, Kapiri Mposhi, Zambia, has water committees with a 50% quota for women and Beit Bridge, Zimbabwe, stipulates that at least four members of its seven-member borehole committees must be women. In Manjakandria, Madagascar's best performing council, women lead, or are the deputy heads, of ten of the 24 *fokontany*, which is the smallest local sub-unit.

Access to justice: Chiredzi, Zimbabwe's Bernadette Chipembere often takes up women's cases of "justice denied." Similarly, mayor of Manjakandriana, Madagascar, Eva Ravaloriaka, organises mass weddings so that children of unmarried parents can get identity documents and obtain paternal support.

COE councils have distinguished themselves by keeping gender-disaggregated data and using it to inform strategies for eradicating poverty and empowering women, as illustrated in the example from Chiredzi, Zimbabwe.

Table 10.5: Women's access to productive resources in Chiredzi in 2011			
Sector	**Total**	**No of women**	**% women**
Housing	364	74	20%
Commercial stands	38	16	42%
Market stalls	500	310	62%

Table 10.5 shows a good example of a COE council using gender-disaggregated data.

In Zambia, where the government has passed a law giving women access to at least 30% of land title deeds, COE's there have taken this provision to heart. In Kabwe, for example, several women got access to land because of the Council's gender policy. Kabwe's Council is also assisting women to access finance through registering women's clubs, helping women open bank accounts and linking them to credit providers like the Copperbelt Environmental Project.

Women and men challenging gender stereotypes: COE councils have cited several examples of women and men in non-traditional roles. In Kapiri Mposhi, Zambia, a woman-owned business won a road construction tender for the first time. Men are also participating in council meetings around subjects once considered "women's issues." In Zimbabwe, Chiredzi and Gweru local councils have formed women's soccer teams while Beitbridge Council employed women drivers for the first time. Mayor Eva Ravaloriaka said that in Manjakandriana, Madagascar, "there is no male or female job."

Entrepreneurship: Several councils have highlighted how they support women entrepreneurs. Zimbabwe's Chiredzi council has a targeted plan to help women from the "majarada" (council housing) into informal trade, and to help informal traders into small and medium scale enterprises. Josephine Chavari, a single mother of two, described how, with the support of the council, she has "graduated" from selling in the local market place to becoming a successful cross-border trader who shuttles regularly between Chiredzi, Dubai and South Africa. She is also an active member of the local business women's association that supports widows, caregivers and vulnerable children.

Health, HIV and AIDS and Sanitation: A male councillor in Gweru proudly showed GL a partnership project that included women. Located in his high-density Mutapa ward, it provides private sanitation for poor families that were previously sharing facilities. Gender focal person Unity Jaji said because of its gender action plan, her council ensured a maternal health clinic remained open despite budget cuts that had threatened it. The clinic helps reduce maternal mortality in Zimbabwe's fourth largest city.

Going green, going clean: Mauritius capital Port Louis and Zimbabwe border town Beitbridge both lead the way on gender and climate justice. Port Louis is undertaking a vast green project in which women constitute 90% of the change agents. In Beitbridge, Deputy Mayor Pat Ndlovu leads the "going green, going clean campaign" which collects garbage at central refuse points. Poverty-stricken women who turn plastic into soap, cans into trinkets, and paper into building boards then sort this.

365 days of local action to end violence: While non-COE councils still struggle to understand the role of local government in ending violence, all COE councils have flagship projects to end GBV. These councils provide tangible evidence of what is possible. Curepipe, the number one performing council in Mauritius, is the only locality with a 24-hour hotline that provides support for women. Kabwe and Kapiri Mposhi in Zambia have both set aside budget money for streetlights and the clearing of empty fields in areas that have a history of attacks on women. Gweru has turned 90 dangerous empty spaces into gardens mostly run by women, many who are HIV-positive. Gardener Mavis Ngwaru is a grandmother caring for eight AIDS orphans. "This project is helping to reduce violence and feed our families," she said.



Loveness Jambaya Nyakujarah, GL Alliance and Partnerships Manager, interviews Zimbabwe Minister of Local Government Ignatius Chombo at the annual Local Government and Gender Justice Summit in April 2012. *Photo: Trevor Davies*

Zimbabwe: the clock is ticking at the Ministry of Local Government



Zimbabwe's Ministry of Local Government, Urban and Rural Development has committed to implementing the SADC Protocol targets. Because the ministry is responsible for the coordination of all government programmes at sub-national level, it is in a very good position to influence gender mainstreaming at the local level. Minister of Local Government, Urban and Rural Development Ignatius Chombo affirmed his commitment to achieving gender equality using the SADC Protocol as a tool during the Zimbabwe Local Government and Gender Justice Summit.

In his keynote address at the April 2012 event, he said: "Promoting gender equality and improving the status of women remains a top priority on Zimbabwe's development agenda... It is in this spirit that Zimbabwe took the opportunity to ratify the SADC Protocol on Gender and Development in 2009. Let me assure you that the government of Zimbabwe is committed to achieving the 28 targets set for 2015."

Chombo's Ministry has led by example. A pictorial display board of SADC Gender Protocol articles relating to the ministry sits in its reception area. The ministry measures its progress on this display photographic evidence accompanies data.

For example, the display board records the proportion of women's representation in local government structures and rates movement toward gender parity. In order to relate to citizens, the photos on the board portray real examples and they accompany the statistical evidence. The display changes regularly and boasts photos of female chiefs, engineers or town clerks.

Erica Jones, Deputy Permanent Secretary, says: "The Ministry is not going to hide that we are still lagging in some articles of the SADC Gender Protocol. Anyone who comes in the reception area can read the board. We do not provide magazines - read our boards."

Jones says the need to mainstream gender issues in everyday matters inspired the ministry to take up the initiative. In addition, she says local authorities will not champion the 28 Articles of the Protocol if the ministry does not do the same. "By having the display board we are always be reminded of gender issues," said Jones.

The project targets:
- Ministry staff
- Local authority councillors and staff
- Traditional leaders
- Ordinary women and men from communities

The project is just one of the ministry's gender mainstreaming initiatives. Jones says it has produced results and helps educate citizens about gender issues. By advertising progress, the ministry motivates those who have made the effort. "We are constantly reminded of the areas still needing our attention," says Jones. "Some people who did not know about the SADC Gender Protocol are now aware and some are even asking about progress."

However, there are several challenges to the ministry's gender mainstreaming initiatives. Some frontline staff members, including district administrators, are not gender sensitive. For this reason the ministry has included gender mainstreaming as part of its training and it works closely with the Zimbabwe Women's Resource Centre on this.

In addition, most human resource officers at the sub-national level are men; just one is a woman. The ministry has planned gender training to ensure staff members can handle gender-specific complaints.

Chombo says he wants to be certain that the ministry maintains its commitment to gender equality. He has noted the importance of a multi-sector approach to achieving gender equality that includes local government. "Chiefs and headmen have received gender training and have been made aware of the contents of the SADC Gender Protocol as an endorsed policy," he said, noting that he thinks the proportion of women in local government will be much higher than men in ten years time. He says women are suited to the job and have shown they can be empathetic about the challenges faced by local communities.

National level efforts to implement the SADC Protocol are thus clearly trickling down to the local level. Some of the achievements highlighted by the minister include:

- 18% of urban councillors and 19% of rural district councillors are women. Chombo hopes this proportion will increase in the final election before 2015;
- The vice chairperson of the Local Government Board is a woman, as are three of its six members;
- Bindura Rural District Council in central Zimbabwe appointed a woman as Chief Executive Officer while the mining town of Redcliff has the country's first ever woman town clerk;
- The ministry is an equal opportunities employer and ensures gender equality in training allocations. Already women comprise 44% of directors in the ministry's head office, 31% of district administrators and 33% of provincial administrators;
- All state land leases are written in the names of both spouses and all manuals on the administration of land, both urban and communal, contain sections to ensure gender sensitivity;
- The council's induction training manual, produced by the ministry, includes a section on the definition and

importance of gender mainstreaming into all council activities;
- The ministry participates in and supports the local government gender forum;
- Chiefs and headmen have received gender training and have been made aware of the contents of the SADC Protocol as a government-endorsed policy;
- The ministry promotes gender mainstreaming as part of good governance;
- The ministry practises gender budgeting and has participated in, and supported the production of, a handbook for gender-based budgeting in local authorities;
- The ministry has a policy that stipulates that at least 70% of revenue collected by local authorities goes to service delivery. It is cognisant of the fact that women form the majority of primary users of services offered by councils; and
- In a bid to ensure equal employment opportunities in local authorities, all submissions from rural district councils are analysed carefully to avoid gender bias.

One example of action on the ground is a group of 46 women gathered under a tree for a monthly 50/50 campaign meeting in Chiredzi, southeast Zimbabwe.

Several interest groups mobilised by Councillor Benadett Chipembere explain enthusiastically how they have been applying the sub-regional instrument in their daily lives. They include aspiring councillors (Zimbabwe is due to hold elections in 2013); widows; caregivers; informal traders; unemployed women; survivors of gender violence; those fighting trafficking to neighbouring South Africa and sex workers. The hot button issue is a petition led by Chipembere for the release of dozens of women rounded up by police during a crackdown on sex workers. The women argue that police should also target the male clients of sex workers.

One of the winners in the 2010 Gender Justice Local Government Summit, councillor Chipembere[3] has made sure her council develops a gender action plan; monitors local police action on gender violence, helps widows fight legal battles, and promotes women's economic empowerment.

Inspired by the national launch of the 50/50 campaign as part of the Southern African Gender Protocol Alliance governance cluster, Chipembere vowed to take the campaign door to door in her community, targeting the poorest neighbourhood (known as majarada) where families share rooms and toilet facilities.

"As a councillor I cannot just sit there and say 'I do policy' when things are not right on the ground," says Chipembere. "If you do not get on the ground, you cannot be effective."

The Southern Africa Gender Protocol Alliance

The Alliance is a "network of networks" started as a coalition in 2005 when the campaign for the adoption of the SADC Protocol on Gender and Development began. As the SADC Gender Protocol campaign shifted from signing and ratification to lobbying for implementation, the need for the network to reorganise to be effective in monitoring implementation by member states became apparent.

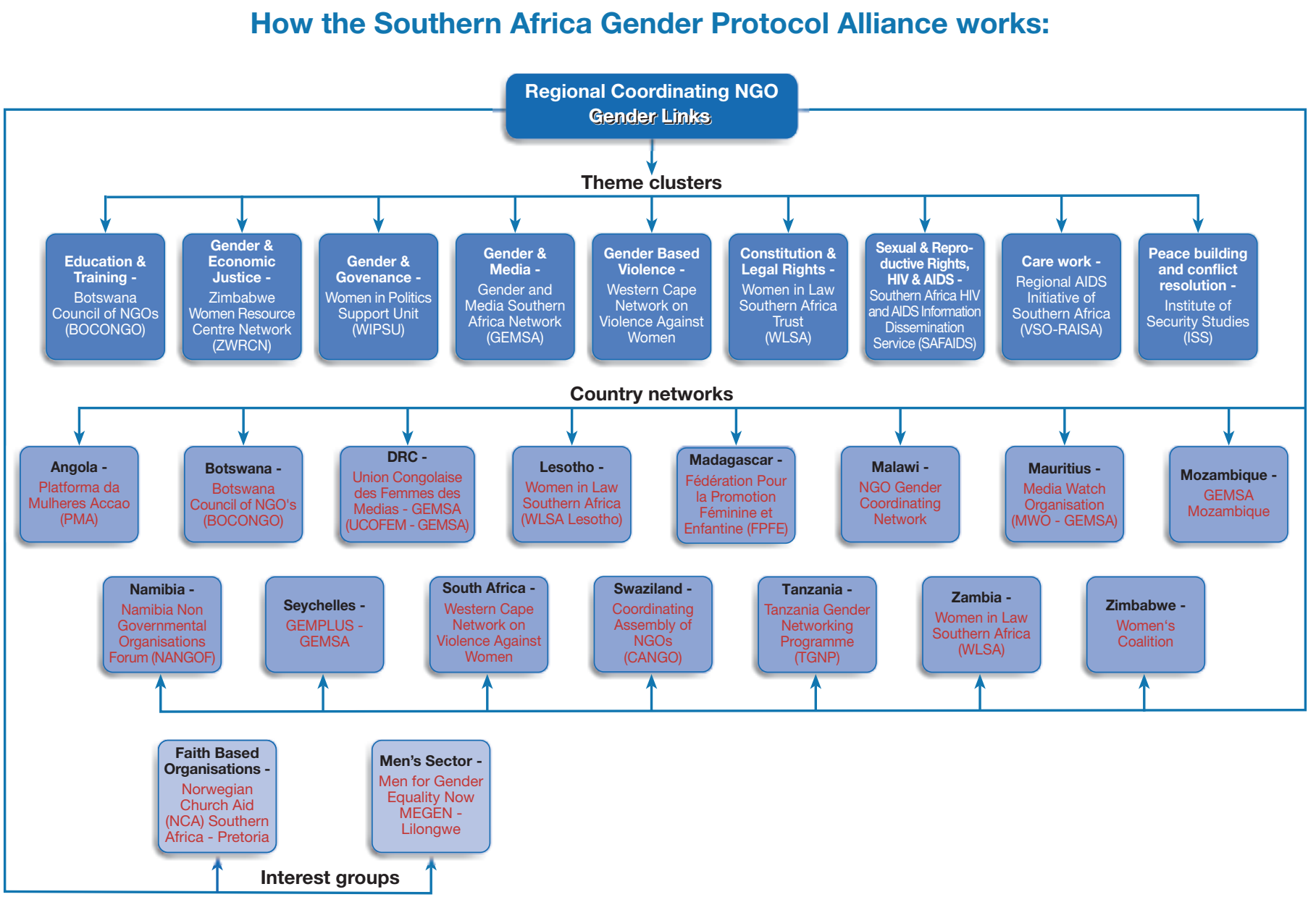
As a result, the Alliance has grown to comprise 15 country focal networks and eight theme clusters led by organisations with comparative advantage in their respective areas. These constitute the Steering Committee. In August 2011, the Alliance elected a sub-committee called the Think Tank, comprising five senior members who oversee the day-to-day work of the Secretariat.

The Alliance steering committee tasked the Constitutional and Legal Rights cluster with writing a discussion paper to explore the options available to help strengthen the Alliance's institutional mechanisms. The Alliance needed to formalise the network and individual gender NGOs without becoming too rigid in approach so that it can benefit from partner technical expertise, human and financial resources and experiences through creating synergies.

The task team met in August 2012 to review the institutional mechanisms paper before its presentation to the annual meeting of the steering committee in August 2012. The steering committee resolved that the Alliance remain as a coalition of independently registered and governed institutions coordinated by the Secretariat, and not seek a separate legal identity, at least in the critical period until 2015. While partners recognised the disadvantages of a loose structure, they also pointed to several successes, and the dangers of a separate entity that has to start from scratch in developing credibility, including with funders. Figure 10.3 illustrates the Alliance structure.

[3] See profile:http://www.genderlinks.org.za/article/bernadette-chipembere-2012-05-28.

Figure 10.3: Organisational structure of the Southern Africa Gender Protocol Alliance



Key activities and successes

Activities and successes at a glance
In the last year, the Alliance:

- Produced the third annual SADC Gender Protocol Barometer which introduced a new feature - the Southern Africa Gender and Development Index;
- Held eight reference group meetings to validate the key findings of the country SADC Gender Protocol Barometers;
- Re-launched the 50/50 campaign in August 2011;
- Created four national working groups for the gender, peace and security cluster;
- Established a rapport with most SADC governments which now have an appreciation of the role and significance of civil society;
- Implemented a comprehensive strategy - from adoption, to ratification to implementation - with a new focus on aligning national action plans with the Protocol and costing its provisions. For example, the Alliance is a key stakeholder in costing the implementation of the SADC Protocol at national level and it gave technical assistance to Namibia and Seychelles to develop costed gender action plans aligned to the SADC Protocol;
- Held three regional and five country launches for the 2011 SADC Gender Protocol Barometer in Angola, Malawi, Mozambique, Seychelles, South Africa and Zimbabwe;
- Launched a campaign for an addendum to the SADC Gender Protocol on gender and climate change;
- Continues to be a broad, credible, relevant and innovative network working to promote gender equality in Southern Africa; SADC and regional institutions such as the SADC Council of NGOs recognise the value of Alliance work;
- Emerged as a strong catalyst for mobilising the women's movement in SADC; and
- Strengthened monitoring and evaluation mechanisms; this includes collecting case studies from the ground.

The 2011 Gender Protocol Barometer measures change: GL and Alliance partners launched the 2011 regional Gender Protocol Barometer in seven SADC countries. This included three regional launches: in Angola during the Heads of States Summit; in Harare at the inaugural Health and HIV and AIDS cluster meeting; and in Johannesburg at the close of the annual Alliance steering committee meeting. A total of 775 people attended theses launches: 451 (58%) women and 174 (22%) men, and 150 (19%) unspecified.

Table 10.6: Breakdown of village level meetings on the SADC Gender Protocol

Country	No of meetings	Female	Male	TOTAL
Botswana	13	212	198	410
Lesotho	10	122	57	179
Madagascar	37	627	542	1169
Mauritius	12	138	27	165
Mozambique	8	91	123	214
Namibia	25	281	173	454
South Africa	5	49	30	79
Swaziland	14	165	167	332
Zambia	7	70	84	154
Zimbabwe	12	190	182	372
TOTAL	**143**	**1945**	**1583**	**3528**
Proportion of women and men		**55%**	**45%**	

Village level workshops continue to provide a forum for empowering citizens to use the Protocol to claim their rights: Table 10.6 provides a breakdown of village level meetings conducted in 2011/2012. Over the year, ten countries hosted 143 village meetings, which reached 3528 people. Participants included local government council officials, councillors, representatives from community-based organisations and ordinary women and men. Of these, 1945 attendees (55%) were women and 1583 (45%) were men.

The Alliance continues to contribute to costing and implementation by providing technical assistance and baseline data: As noted in an earlier section, members of the Alliance network take part in the gender action plan costing process. This year country barometers probed resource allocations, which provide rich source material for the next steps in this process. These include the alignment of country policies and action plans to the Protocol; and identification of gaps, actions and resource requirements. The process, piloted in Namibia and Seychelles, will contribute to a deepening work at county level, as well as collaboration between governments and civil society.

Country focal networks

Organising and mobilising - coalition building at country level: The last 12 months has seen a considerable strengthening of the Alliance's institutional base. As per tradition, the Alliance held its annual meeting in August 2011 in Johannesburg ahead of the SADC Heads of State Summit.

As of this year, 14 country focal networks (excluding Angola) have MOUs with the regional Secretariat: As coordinating NGO of the Alliance, Gender Links has MOUs with all country focal networks. Tanzania is a new addition: it signed in March 2012. While MOUs had existed with Mozambique, Namibia and Swaziland, recent changes meant new MOUs were drawn up over the past year.

The past year saw a change in focal networks in Mozambique and South Africa: In July 2012, the Alliance nominated Forum Mulher as the new Mozambique Alliance focal point. The organisation is a network of Mozambique women's organisations advocating for a just society while contributing to the socio-cultural transformation of society from a gender perspective.

South Africa Women in Dialogue (SAWID) is the new focal network for South Africa. SAWID is an independent South Africa Women's forum committed to improving the status of women by engaging national government, the private sector, civil society organisations (NGOs, FBOs and CBOs) and donors; and forming partnerships to shape development agendas.

The two new networks held meetings in August 2012: Forum Muhler held its first Mozambique Alliance Network meeting on 9 August to introduce the Alliance Network to potential network members and map out national gender champions working toward SADC Protocol targets. SAWID held a session on 27 August to introduce the Alliance to its membership, including members from all nine provinces as well as its governing body, the National Council. The National Council formally accepted that SAWID becomes the national focal network during this meeting.

Mapping of gender champions at national level: A move to replicate the theme networks and to identify champions for each of the 28 targets has occurred at national level.

Theme clusters

Eight theme cluster lead organisations have signed MOUs with the Secretariat: Eight out of the nine lead theme cluster organisations have signed MOUs with the regional Secretariat. The interest groups clusters representing faith-based organisations and the men's sector have yet to sign MOUs. The partnership between SADC-CNGO and the Alliance continues to strengthen. In 2012, the Alliance became the SADC regional civil society representative for the gender sector.

The peace-building and conflict resolution cluster continues to organise regionally and nationally, setting a good example for other clusters: The peace and security cluster, led by the Institute for Security Studies (ISS), has entrenched its role as a gender movement for peace-building and conflict resolution in SADC. Four countries have already joined the bold initiative: DRC, Madagascar, Malawi and Zimbabwe. The cluster will hold its second regional meeting (its first was in November 2010) from 10-12 September 2012.

Peace and security theme cluster takes off



Magdalene Madibela (standing), head of the SADC Gender Unit, works with VSO-RAISA's Kurayi Konayi and Cheryl Hendricks of the Institute for Security Studies. *Photo: Colleen Lowe Morna*

The Institute of Security Studies (ISS) has established four national working groups- in DRC, Madagascar, Malawi and Zimbabwe - since taking the the lead on gender, peace and security work within the Alliance. These are all countries characterised by political conflict and violence.

Each of the country focal points has convened at least one meeting in order to replicate the structure at national level. In Madagascar, this culminated in a national conference on gender, peace and security in November 2011. Early results include: increased awareness about SADC Gender Protocol Article 28; successful lobbying and advocacy for development of national action plans on UNSCR 1325 by SADC countries; and increased women's representation in the peace and security sectors at regional and country level.

ISS comments: "The Alliance needs more strategic planning exercises - one once a year is not sufficient. We will continue to work with Gender Links to strengthen the Alliance. The formation of an alliance think tank, when operative, should go far in consolidating the work."

For full profile on this sector visit the Gender Links website.

The gender-based violence cluster met in February 2011: The cluster discussed institutional mechanisms and conducted an evaluative meeting of national action plans/strategies to end gender-based violence. This meeting took place in the context of the regional UNiTE campaign and SADC Protocol on Gender and Development. Alliance members hope this will help galvanise the civil society movement. The cluster mainly reviewed the role of government gender machinery in implementing action plans. The group also discussed new ways of aligning action plans to the SADC Protocol provisions.

VSO-RAISA has renewed its commitment to lead the care work cluster: In 2010, VSO-RAISA and the Gender and Media Southern Africa Network lobbied governments to adopt stand-alone policies - in line with SADC Protocol provisions - for those who care for people living with HIV and AIDS. VSO-RAISA agreed to lead the care work cluster in March 2011 and it has since committed to build the national clusters over the coming year.

The governance cluster meeting re-launched the 50/50 campaign in August 2011: In its capacity as the lead of the governance theme cluster, Women in Politics Support Unit (WiPSU) held a governance cluster meeting in Harare, Zimbabwe on 4 August 2011. This culminated in the high profile re-launch of the 50/50 women in decision-making campaign on 5 August (see Chapter two - Governance).

SADC-CNGO has asked the Alliance to be a civil society representative in the SADC Regional Poverty Observatory (RPO): Alliance member Naome Chimbetete has represented the Alliance at all regional SADC RPO meetings. Chimbetete is a member of the Alliance think tank and also represents the Zimbabwe Women Resource Centre Network in its role as gender and economic justice cluster lead organisation. This year the Alliance also assisted in election preparedness in Lesotho.

Economic Cluster represented at Regional Poverty Observatory meeting



Naome Chimbetete, Executive Director of the Zimbabwe Women's Resource Centre Network. The ZWRCN is the lead organisation of the Alliance Economic Justice Cluster. *Photo: Colleen Lowe Morna*

SADC member states and civil society groups met in Gaborone from 23 to 24 May to discuss the Regional Poverty Observatory (RPO). The Zimbabwe Women Resource Centre Network (ZWRCN), the focal point for the economic justice cluster, represented the Alliance. SADC established the RPO in order to provide an institutional framework within the Secretariat that would facilitate a statistics database on poverty indicators and trends in the SADC region.

The RPO consists of two main structures: a stakeholder forum consisting of all stakeholders and a steering committee that provides direction for the RPO. The stakeholder forum will meet every two years to discuss poverty and development trends in the region.

The steering committee comprises one senior official from each member state; five representatives from regional civil society apex and private sector organisations; three SADC experts on poverty and development and two development partner representatives who sit on the committee in an advisory capacity.

The steering committee will meet at least once every year. The SADC Council of NGOs (SADC-CNGO) nominated the Alliance to sit on the steering committee because of its role as a gender interest group. Either the Alliance Secretariat or the Economic Justice Cluster lead organisation will represent the Alliance Network.

Information generated via the RPO will assist regional stakeholders in making informed, harmonised and timely decisions about potential reforms in poverty reduction strategies and policies and programmes. It will also help identify and capitalise on successful initiatives.

Poverty is one of SADC's major challenges. About 40% of the population lives in abject poverty. Prevailing social indicators show high levels of malnutrition, illiteracy, unemployment, underemployment, and unsatisfactory access to basic services and infrastructure needed to sustain basic human capacities. In many places life expectancy is declining.

Appropriate monitoring and evaluation are crucial to ensure that poverty reduction strategies deliver the desired outcomes. The regional level needs a model for monitoring poverty trends. Alliance members hope a model will deepen the regional integration process by locating critical areas of policy intervention across countries. It would also improve efficiency, create synergies, and possibly help align good practices and lessons learned in areas such as legal and institutional framework.

Responding to emerging issues, the Alliance has started a campaign on gender and climate change: Because of its active networks across the region the Alliance has been able to respond to emerging issues and concerns in all areas of SADC. This includes the threat of climate change, which has already affected SADC, for example recent flooding in Mozambique. The Alliance is now championing an addendum to the SADC Gender Protocol on gender and climate change.

Regional: The Alliance goes green

In 2011, the Alliance embarked on a campaign calling for an addendum to the SADC Protocol on gender and climate change. This is a way of influencing regional policy building on past successes.

During the launch of the 2010 SADC Gender Protocol Barometer, Alliance partners in Mozambique pointed out that the Protocol is silent on sustainable development and climate change. Speaking at the meeting in March 2010, Saquina Mucavele argued that the Alliance should begin a campaign to add gender and climate change to the Protocol.

At a Windhoek meeting in October 2010, gender ministers noted the importance of integrating gender into climate policies as women and men contribute differently to the causes of climate change. Climate change and its impacts affect women and men differently. Women are not mere victims but instead agents of coping and survival strategies. Addressing the gender dimensions of the causes of climate change is critical to an analysis of the gender implications of mitigation and adaption strategies.

The Alliance demonstrated its ability to engage and influence regional processes when representatives (led by the Alliance regional secretariat) provided technical inputs at the Gender/Women's Affairs Ministers and Senior Officials meetings in November 2011. The meeting engendered the SADC Regional Strategy for the 17th Conference of the Parties to the UN Framework for the Convention on Climate Change (COP 17).

The South Africa Department of International Relations and Cooperation co-opted Gender Links into a national ten-member team of technical experts on gender and climate change as part of preparations for COP17. The Alliance regional secretariat also gave inputs into the Issues Paper on Gender and Climate Change, which accompanied the strategy. One of the Alliance's key recommendations, taken up by the Issues Paper, is the creation of an addendum on climate change to the SADC Gender Protocol.

In the absence of provisions on gender and climate change in either the SADC Gender Protocol or any other sub-regional instrument, civil society - led by the Alliance - is concerned that interventions will be ad hoc and piecemeal. Stakeholders must begin thinking of ways to address this in a coherent and systematic way.



Signing the climate change petition at the Gender Justice and Local Government Summit. *Photo: Trevor Davies*



It is an opportune time to draft additional articles for inclusion in the Protocol. It will be important to ensure that SADC leaders integrate the key outcomes of the COP17 into the new articles or amendments and embed this in policy frameworks to sustain interventions.

The Alliance has launched a petition campaign calling on SADC governments to adopt, as matter of urgency, the principle of an addendum or amendments to the Protocol. The initiative builds on the momentum of COP 17 when gender was high on the agenda for the first time. As a result, the Alliance has drafted a model addendum. A new regional campaign has led to a petition campaign on the SADC Gender Protocol webpage (www.sadcgenderprotocol.org).

The Alliance has already begun gauging country progress against the draft addendum. This informs the baseline information provided in Chapter 11 in this edition of the Barometer.

Making the links from local to global levels

The Alliance continues to make the links at local, national, regional and international levels: The Alliance provides a platform for Southern African gender NGOs to forge strategic partnerships with relevant networks and make links from local, sub-regional, continental up to global levels.

The Alliance is the official representative of the gender sector in the sub-regional SADC Council of NGOs and it forms part of the steering committee. The Alliance continues to be the official representative of the gender sector in the SADC Council of NGOs (SADC-CNGO). Since its formation in 2005, the Alliance has engaged with SADC-CNGO as an observer at annual civil society forums. The Alliance lobbying process for the SADC Gender Protocol recognised as a best practice during the SADC-CNGO's fifth Civil Society Forum, attended by 140 NGO participants, strengthened the relationship. This created an opportunity for Alliance process and case study materials to inform similar campaigns for social change in the region. SADC-CNGO invited the Alliance to represent the gender sector within its broad umbrella. The group lobbies SADC member states on a range of issues from poverty reduction, to climate change, to support for fragile states.

SADC-CNGO sectors are mainstreaming Alliance clusters, such as peace and security, governance and economic justice. SADC-CNGO has asked the Alliance to assist with gender mainstreaming in its work. In one example of this, the Alliance, with the help of a gender expert, reviewed the indicators for tracking poverty and living conditions in SADC as part of SADC-CNGO's contribution to the SADC Regional Poverty Observatory.

The Alliance has helped build capacity in East Africa: East African partners have been learning about the process of developing the SADC Gender Protocol thanks to the work of the Alliance. Its representatives have participated in a range of meetings with partners from East Africa.

Africa: Alliance campaign for SADC Gender Protocol emulated in East Africa

The growing body known as the Eastern African Sub-regional Support Initiative (EASSI) has drafted a Protocol similar to the SADC Gender Protocol, the Protocol on Gender Equality (2009). It aims to begin an engagement with the East African Community to establish a Protocol that speaks to gender-related issues in the region.

A coalition known as the East African Declaration on Gender Equality (EAGE)[4] will pursue this goal.

With the support of Diakonia Sweden, EASSI and its network members developed a draft Gender Protocol and presented it at a September 2010 meeting. Representatives of regional institutions and member states attended the meeting.

Participants discussed different views about possibilities for, and components of, an East African Community Gender Protocol, which resem-bles the Gender Protocol adopted by SADC. Matrine Bbuku Chuulu, Alliance member and regional coordinator of Women and Law in Southern Africa (WLSA), discussed the Alliance's experiences around engaging with SADC member states, noting strategies, gains, and lessons learnt over the past several years.



Matrine Bbuku Chuulu, head of WLSA and Alliance constitutional and legal rights cluster leader, gives feedback during the August 2012 annual meeting. *Photo: Loveness Jambaya*

Source: Excerpt from an article on SID and EASSI Civil Society Consultative meeting for the adoption of a Gender Protocol for the East Africa Community. http://www.sidint.net

[4] Source: An evaluation of regional, sub-regional and national legal instruments for the advancement of the Rights of African women, 22 August 2011: Human Rights Institute of South Africa.

The Alliance continues to link with other continental bodies in order to sharpen coordinating mechanisms and share good practices: Think tank member Matrine Bbuku Chuulu attended a regional civil society networks meeting convened from 30 May to 1 June 2012 in Abuja Nigeria. Bbuku Chuulu leads the Constitutional and legal rights cluster representing Women in Law Southern Africa. The Centre for Citizens' Participation on the African Union (CCP-AU) convened the meeting.



Maimbo Ziela, National Coordinator, Women and Law in Southern Africa (WLSA), the Alliance focal point in Zambia, makes a point at the Annual Alliance Steering Committee Meeting. *Photo: Gender Links*

The Alliance Secretariat and partner organisations continue to participate in international events, including the Commission on the Status of Women: Over the past four years the Alliance has held side events and provided strategic inputs at various international fora. For example, Alliance partners have hosted side events at the Commission on the Status of Women, including launches of the SADC Protocol Barometer, thanks to the help of the African Women's Development and Communication Network, FEMNET. While the Alliance did not have a speaking slot at this year's session, it used meeting spaces to distribute the 2011 Barometer. Various organisations have approached the Alliance Secretariat to develop an African Gender Barometer. The Alliance continues to take part in global policy dialogues, such as on gender and climate change, which will be discussed in Chapter 11.

The Alliance plans to participate in post 2015 development dialogues as part of the committee of African Women led by FEMNET: The Alliance Secretariat has been co-opted into the regional committee of African Women's NGOs as part of consultations that will be submitted to a UN Panel developing the document that will succeed the Millennium Declaration.

Challenges

The Alliance continues to face a number of challenges. The effectiveness of Alliance work is highly dependent on robust national structures. Gender Links merely plays a regional coordination role as the Secretariat and does not have a presence in all countries. Some countries have capacity challenges for a variety of reasons.

Some of the challenges highlighted during a SWOT analysis at the Alliance August 2012 annual meeting include:

- Not everyone has clear knowledge of how the Alliance works. This could be attributed to lack of proper handover information at country network level when individuals leave organisations;
- Alliance Network constituent members have different levels of strength - so effectiveness at country level differs;
- The network is dependent on one organisation to fundraise for the regional activities;
- There is continuous movement of members from the Alliance, which leads to the need for continuous capacity building, and loss of institutional memory. This has resulted in a lack of consistency in terms of the leadership in cluster and country focal networks;
- A number of countries do not have local level coordination and structures that allow them to increase the effectiveness and efficiency of national level Alliance work;
- Not enough work is being done at country level;
- There is a lack of a mechanism to document the good work being done by many of the Alliance constituent members;
- In a number of cases, poor communication mechanisms exist and because of vast distances in the region, the steering committee cannot have regular meetings; and
- There is a lack of funding to facilitate implementation and monitoring and evaluation, particularly at country level.

Monitoring and evaluation

Since 2010, the Alliance has used monitoring and evaluation tools to measure change. This helps quantify its contribution to regional knowledge and implementation of the SADC Gender Protocol. The Alliance also measures whether gender attitudes have become more progressive. As the Secretariat, Gender Links spearheads data collection and analysis.

The monitoring and evaluation tools used include:

- Citizen scorecards calculate citizen perceptions. These are referred to in the executive summary and throughout all chapters in this barometer;
- Knowledge quizzes measures the extent of women and men's knowledge of the SADC Gender Protocol to see if advocacy efforts have made a difference;

- Gender attitudes quizzes measure the extent to which gender attitudes are becoming more progressive; and
- Qualitative monitoring and evaluation: the SADC Gender Protocol@Work provides examples of good practices that demonstrate application of Protocol articles in the work of organisations and individuals across all sectors.

Gender Links and Alliance partners administered these monitoring tools with ordinary citizens, local councillors, council officials, civil society partners and politicians in all 15 countries.

Table 10.7: Sample size for monitoring and evaluation tools administered

Country	Attitudes quiz			Citizen Score Card			Knowledge quiz		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
Angola	52	15	67	-	-	-	17	1	18
Botswana	709	603	1312	105	57	162	52	26	78
DRC	240	300	540	199	261	460	193	248	441
Lesotho	230	32	262	56	30	86	258	168	426
Madagascar	202	92	294	74	34	108	162	72	234
Malawi	42	37	79	23	29	52	32	35	67
Mauritius	444	64	508	109	111	220	458	57	515
Mozambique	145	158	303	50	55	105	128	130	258
Namibia	125	97	222	115	63	178	84	65	149
Seychelles	134	45	179	80	63	143	95	32	127
South Africa	1613	1392	3005	141	41	182	148	75	223
Swaziland	48	46	94	49	43	92	38	19	57
Tanzania	35	44	79	45	28	73	28	68	96
Zambia	202	177	379	96	114	210	210	198	408
Zimbabwe	127	133	260	130	128	258	154	139	293
Total	**4348**	**3235**	**7583**	**1272**	**1057**	**2329**	**2057**	**1333**	**3390**
Percentage	**57%**	**43%**	**100%**	**55%**	**45%**	**100%**	**61%**	**39%**	**100%**

Table 10.7 gives an overview of the number of forms administered in each of the SADC countries. The ideal sample included equal numbers of women and men and country distribution according to population size. Given the voluntary nature of this exercise, the Alliance team did not achieve this ideal. However, the samples and gender balance represent considerable improvement on last year, and provide a reasonable basis on which to draw conclusions. The Secretariat has put in place several measures for improving data collection in 2013.

The attitudes survey had the highest sample size with 7583 respondents of which 4348 (57%) were women and 3235 (43%) were men. The knowledge quiz follows this at 3390 respondents: 2057 (61%) women and 1333 (39%) men. The Citizen Score Card received the least respondents with 2329 forms collected: (1272 - 55% women and 1057- 45%) men.

Knowledge of the SADC Protocol on Gender and Development

Following the adoption of the SADC Protocol in August 2008, GL designed a short quiz to gauge citizen's knowledge of the document. The quiz is available on the Alliance website and frequently administered at events throughout the region, including village workshops and Barometer launches. The 2010 Barometer contained the first analysis of quiz results. Thanks to lessons learned in 2010, quiz results are now sex disaggregated.

Figure 10.4: Women and men who responded to the quiz

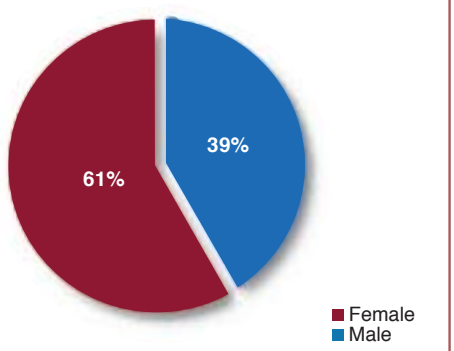


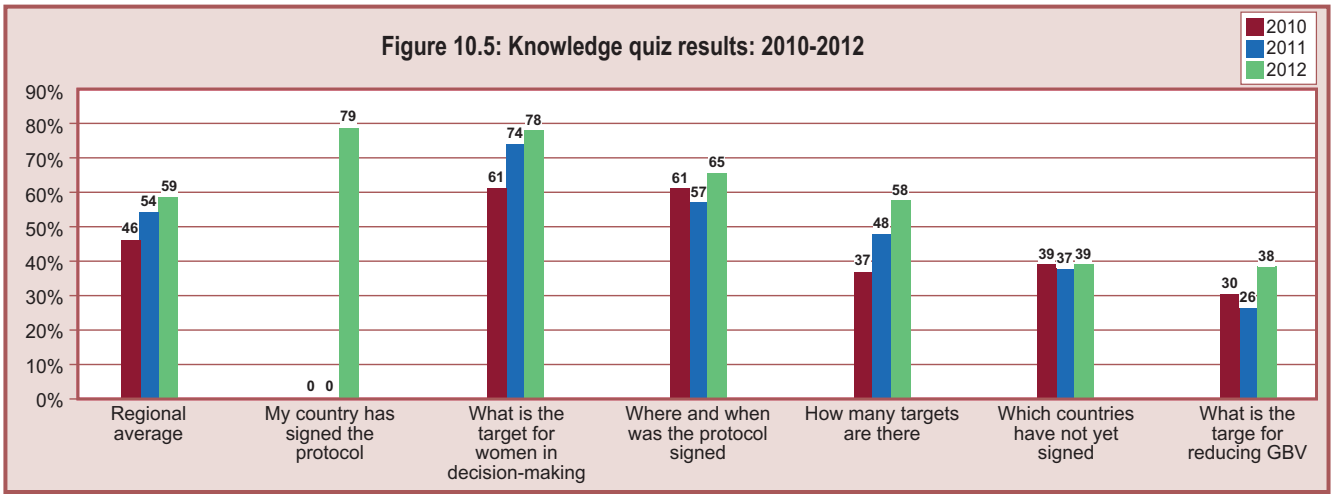
Table 10.8: Socio-demographic characteristics of participants											
Age						Educational attainment					
Below 30 years		31-50 years		50+ years		Secondary school		Tertiary/ Vocational		Adult literacy	
No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
913	39.9	1038	45.3	339	14.4	745	37.5	968	48.7	33	1.7

Source: Gender Links. *Some of the participants did not fill in their age group or educational attainment.*

Table 10.8 illustrates that women between the ages of 30-50 constituted the majority of those who completed the knowledge quiz. Participants achieved various levels of education: 48.7% attended vocational or tertiary education while 37.5% attended secondary school. Only 1.7% had attended adult literacy programmes.

The quiz questions include:
1. Where and when was the SADC Protocol on Gender and Development signed?
2. Which two countries have not yet signed the SADC Protocol?
3. How many targets does the SADC Protocol?
4. What is the target for women's representation in decision-making and when should it be achieved by?
5. What is the target for ending or reducing gender-based violence?
6. My country has signed the Protocol.

Although the questions have multiple answer choices, only one is correct. This analysis groups the participant answers into only two possible outcomes: correct or incorrect. These answers are used to assess the level of knowledge and awareness about the Protocol.



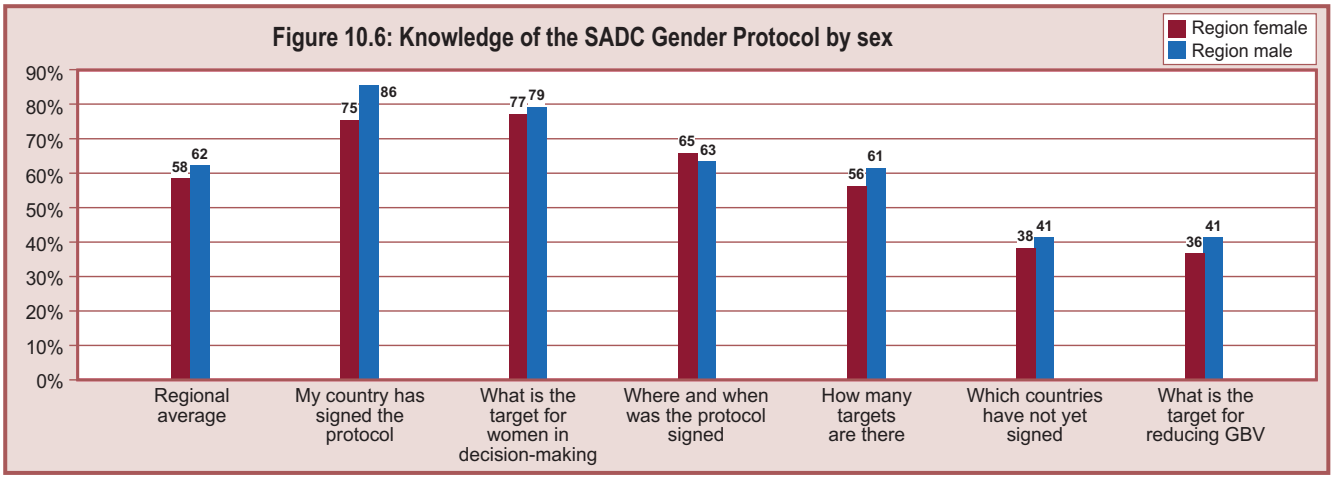
Source: Gender Links 2010-2012.

Overall knowledge has increased to 59% over the last two years: The efforts of the Alliance and other strategic partners appear to be paying off. Knowledge has increased by 13 percentage points to 59% since 2010, the baseline year. Knowledge scores could increase to 75% by 2015 if the current trend continues (assuming about a 5% increase each year). This means most SADC citizens between 15-50 years will have some level of awareness about the SADC Protocol.

Most knowledge on who has signed the Protocol: Figure 10.5 illustrates that the new question on who has signed the Protocol elicited the highest proportion of correct answers (79%).

There is also a steady increase in those who know the target for women in decision-making (78%) and those who know the number of Protocol targets (58%, up from 48% in 2011). This reflects the impact of campaigns on increasing women's representation at all levels.

For the third year running respondents were least likely to know the target on halving gender violence by 2015 - a disappointing outcome. This means work on gender-based violence must play a larger role in Alliance work.



Source: Gender Links 2012.

Figure 10.6 shows that a higher proportion of men (62%) know about the SADC Gender Protocol compared to women (58%). This is an 18 percentage point increase compared to last year's men's knowledge of the Protocol (44%). However, the proportion for women decreased from 61% to 58%. Interestingly, men's had better knowledge on most questions. This may be due to men's higher level of access to information.

Protocol @ work

Swaziland: Awareness-raising incorporates arts and edu-tainment



The Swaziland Alliance of Mayors Initiative for Community Action on AIDS (AMICAALL) is using arts and edu-tainment in its local level education and awareness programmes about women and children's rights issues.

As part of its community mobilisation strategy, AMICAALL has been working with local level community members (religious groups, local and traditional leaders, business people and youth) to raise awareness on the SADC Gender Protocol provisions.

The AMICAALL strategy's major objective involves disseminating information (including Information Education Communisation materials) about the SADC Protocol during local training sessions. The project has a small budget and makes use of special dates, such as the Day of the African Child and Women's Day, to educate communities about their rights using Protocol provisions and other gender related instruments.

With the help of the Gender Links Swaziland Office, the Piggs Peak council and AMICAALL received training on gender mainstreaming in order to create a gender programme. AMICAALL then conducted village level workshops aimed at empowering women and men about their rights using the SADC Protocol. This is now an integral part of AMICAALL's work.

The project uses drama and theatre about gender-based violence (GBV) issues and HIV and AIDS to communicate key provisions of the Protocol.

AMICAALL has also created an essay writing competition for school children. Students are encouraged to reflect on GBV and child abuse. This helps them communicate better and increases their awareness of these important issues.



AMICAALL's Bonsile Ntuli shares information about village level workshops during the Local Government and Gender Justice Summit in April 2012 in Johannesburg. *Photo: Trevor Davies*

AMICAALL's strategy also focuses on ensuring access to sexual and reproductive services. It provides services such as PMTCT, condoms, counselling, contraceptives and HIV and AIDS testing.

Changing male attitudes has proven challenging. The strong patriarchal culture of the community, which is reinforced by the chieftaincy, results in serious misconceptions about the meaning of gender.

Since April 2011, AMICAALL has reached more than 1000 people each month. Its gender disaggregated data shows an increase in men's participation in the meetings. However, overall numbers show that more women and youth attend meetings.

The strategy has seen one important outcome: the emergence of gender champions at village level. These champions motivate difficult to reach sectors of the community such as the community police. The programme has also seen an increase in the number of GBV cases reported to police as well as an increase in reporting on intra-family GBV. This shows that attitudes are changing.

Academics taking a healthy interest in the SADC Gender Protocol: A google search yielded several references to the Protocol in the worlds of academia and international development. For example, academics have used the instrument to frame research papers, arguments, and in some case have even made the Protocol the subject of research.

Ripple effects: The SADC Gender Protocol fires academic enthusiasm

SADC Protocol on Gender and Development: Road map to equality? Is it another 'gender document'? SADC Law Journal, Volume One, 2011 Mulela Margaret Munalula.

This article studies whether the Protocol is necessary. It concludes that the substantive content of the Protocol is not necessarily new but it introduces a new approach to the implementation of gender equality goals and objectives, and articulates areas of inequality not previously conceptualised. The hope is that this fresh approach will result in a breakthrough in the stalemate that seems to characterise sub-regional attempts to move beyond its many commitments made on paper. The revised approach specifically means that SADC states will now be legally bound to speed up efforts towards gender equality. - *http://www.kas.de/wf/doc/kas_23107-1522-2-30.pdf?110721140859*

Beyond Barriers, The Gender Implications of Trade Liberalization in Southern Africa, Sheila Kiratu and Suryapratim Roy, 2010, Trade Knowledge Network, International Institute for Sustainable Development.

This refers to the economic provisions of the Protocol and the importance of operationalising them. - *http://www.iisd.org/publications/pub.aspx?pno=1229*

Gender Inequality and HIV/AIDS in Lesotho: A Human Disease Ecological Perspective, Dipane Hlalele and Puleng Relebohile Letsie, Journal of Human Ecology, 36(3): 159-165 (2011).*

This looks at land practices in Lesotho that directly contradict the SADC Gender Protocol. - *http://www.krepublishers.com/02-Journals/JHE/JHE-36-0-000-11-Web/JHE-36-3-000-11-Abst-PDF/JHE-36-3-159-11-2218-Hlalele-D/JHE-36-3-159-11-2218-Hlalele-D-Tt.pdf)*

A critical analysis of gender violence and inequality in and around schools in South Africa in the age of Aids: Progress or retreat? by Relebohile Moletsane, Claudia Mitchell and Thandi Lewin presented at the United Nations Girls Education Initiative (UNGEI) in Sengal in May 2010.

This refers to South Africa's commitments and obligations in terms of the SADC Gender Protocol. The article recommends: (1) a paradigm shift of structural gender dynamics; (2) making AIDS care programmes both gender sensitive and gender neutral; (3) Strengthening gender mainstreaming; (4) diluting cultures and patriarchy; (5) and signing and domesticating SADC gender protocol and other gender friendly international agreements by Botswana government. - *http://www.e4conference.org/wp-content/uploads/ 2010/04/10en.pdf*

The Perfidious Experiences of Men as Palliative Caregivers of People Living with HIV/AIDS and other Terminal illnesses in Botswana. Eclectic Data Sources Simon Kangethe, the Indian Journal of Palliative Care.

This article calls on Botswana to sign and ratify the SADC Gender Protocol. - *http://www.jpalliativecare.com/article.asp?issn=09731075;year=2010;volume=16;issue=3;spage=174;epage=179;aulast=Kangethe*

Rural development within the context of development, sustainability and rural issues - some constitutional, policy and implementation perspectives, NJJ Olivier, C van Zyl, C Williams, 2010, Volume 13, No 1.

This article refers to the SADC Gender Protocol as one of the most relevant to rural development. - *http://www.ajol.info/index.php/pelj/article/view/55355*

Attitudes

Table 10.7 illustrates that the attitudes survey grew by more than 450% -- from 1624 respondents last year to 7583 this year. Researchers administered questionnaires in all 15 SADC countries.

Of the total respondents to questionnaires administered between June 2011 and May 2012, 4348 (57%) were women and 3235 (43%) were men. Respondents in the 18-30 age group (44%) constituted the bulk of respondents, followed by the 31-40 age group (24%).

Meanwhile, 42% had tertiary education, down from 52% last year. For analysis, researchers categorised responses as strongly progressive, progressive and non progressive (see Table 10.9).

Figure 10.7 shows that overall, 60% of respondents hold views considered progressive. The proportion of women with progressive gender attitudes is 63%. This is eight percentage points higher than men (55%).

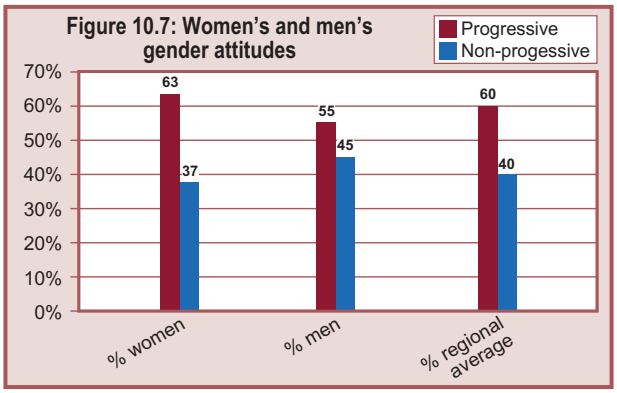


Table 10.8: Desired sample size

Statements about gender relations	Percentage in strongly agreed 2012			Overall Assessment
	Women	Men	Overall	
People should be treated the same whether they are male or female	88	88	88	Strongly progressive
Gender means women and men	90	88	89	Strongly progressive
There is nothing a woman can do if her husband wants to have girlfriends	17	17	17	Strongly progressive
If a man beats a woman it shows he loves her	7	15	10	Strongly progressive
The media is untouchable, we have just to accept what they produce	18	20	19	Strongly progressive
Men should share the work around the house with women such as doing dishes, cleaning and cooking	76	70	74	Progressive
A woman can refuse to have sex with her husband	52	50	51	Progressive
Children belong to a man and his family	27	44	34	Progressive
A woman needs her husband's permission to do paid work	35	44	39	Progressive
If a woman works she must give money to her husband	23	34	27	Progressive
If a man has paid *lobola* (bride price) for his wife, he owns her	21	37	28	Progressive
A man should have the final say in all family matters	29	56	41	Progressive
If a wife does something wrong her husband has the right to punish her	22	33	27	Progressive
The media interviews equal numbers of women and men for stories	52	58	54	Progressive
Using sexy images of women in the media makes more people buy them	45	51	47	Progressive
Women do not like the news they are only interested in soapies and gossip	29	49	36	Progressive
A woman should obey her husband	73	88	79	Non Progressive
Sisters should obey brothers	48	60	52	Non Progressive
If a man has paid *lobola* (bride price) for his wife, she must have sex when he wants it	15	30	21	Non Progressive
The media includes stories for mainly men	31	28	30	Non Progressive

Table 10.8 shows that of 20 questions on gender relations, five received strongly progressive responses; 11 progressive and four not progressive.

There are however several contradictions. For example a high proportion of men and women (88%) believe that "people should be treated the same whether they are male or female." Yet 73% of women and 88% of men believe that "a woman should obey her husband." Some 30% of men believe that "if a man has paid *lobola* for his wife, she must have sex when he wants it." Over two thirds of women and men believe that men should help with housework. Yet 56% of men believe that a man should have the final say in family matters. More than a quarter (29%) of women and nearly half of men (49%) believe that women do not like news and are only interested in soapies and gossip. This illustrates the deep-seated assumptions men have about women. It also shows that some women have normalised this stereotypical notion.

The SADC Protocol at work: Since collection of case studies of the SADC Protocol@work began, nearly 600 have been collected; 460 through the three annual Gender Justice and Local Government Summits. These can be accessed at *http://www.genderlinks.org.za/page/protocol-work* as well as *http://www.genderlinks.org.za/page/gender-justice-and-local-government-summit-2012*.

Next steps

- ***Accountability begins at home:*** While it is important to hold governments to account, civil society organisations also need to account for what they have been doing. There are several examples through-out the Barometer of on-the-ground work aimed at advancing the gender Protocol. In that regard, the Alliance continues to do well. However there are still some challenges.

- ***National coordination depended on institutional structures of coordinating partner organisations:*** The programme's success depends on strong institutional partner structures as well as for members of the Gender Protocol Alliance, both at regional and country level. Strengthening the organising mechanisms requires more work at country level.

- ***Pushing the envelope on climate change:*** Weaknesses have emerged within the instrument itself during canvassing. This is not surprising as compromise and consensus are necessary for the adoption of an instrument of this kind. However, there is a need to amend protocols and similar instruments in light of experience, similar to the constitution of a country. For example, the SADC Declaration on Gender and Development has an addendum on violence against women and children. The Protocol does not reflect climate change, a hot button global concern. Momentum is increasing for an addendum to the Protocol on this issue. While ministers are reluctant to advocate additions when they are so far behind on the existing commitments, they are under pressure to be proactive on this front.

- ***There is a need for workshops on barometer progress at national level*** in order to fill country level information gaps and help guide actions to ensure better annual results and achievement of targets.

- ***Accelerating implementation through costed national action plans aligned to the SADC Gender Protocol:*** There is a need to intensify initiatives aimed at implementation, including the alignment of national action plans with Protocol targets.

- ***Budgetary allocations necessary to achieve the key targets:*** It is imperative that governments allocate adequate human, financial and technical resources for the full implementation of the SADC Protocol based on costed gender action plans

- ***Concerted campaigns in the run up to 2015:*** With barely two and a half years to go there is need to turn up the pressure for the implementation of the SADC Gender Protocol.

Summits in 2013 aim to turn up the tempo

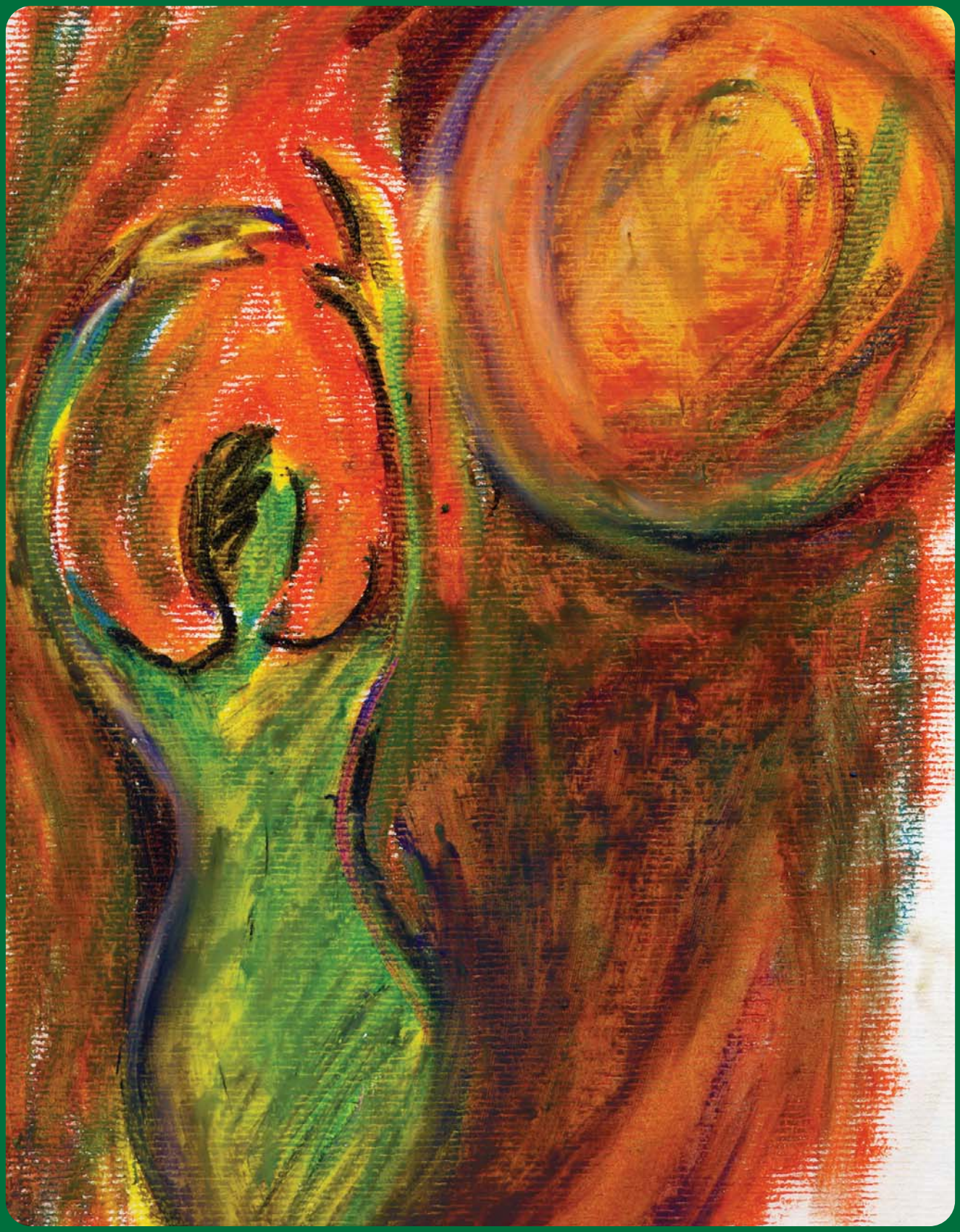
By 2013, five years will have passed since the historic adoption of the Southern African Development Community (SADC) Protocol on Gender and Development. There will be a mere two years to go before 2015, the deadline for the 28 targets of this unique sub-regional instrument that brings together existing global and continental commitments to gender equality. 2015 is also the deadline for the MDGs. MDG 3 is gender equality.

Following four Gender and Media (GEM) summits and three Gender Justice and Local Government (GJLG) summits, Gender Links (GL) and partner organisations are now seeking to turn up pressure for implementation and accountability leading up to 2015 by combining these efforts. The Southern African Gender Protocol Alliance has turned its focus to implementation. At consultative meetings in June and August 2012, media, local government and alliance partners agreed to work together to host several country and one regional summit that will show case good practice in making use of this instrument.

The country summits are significant in that they will increase visibility and participation at national level as well as build synergies across the different programme areas leading up to 2015. Summits will take place in Botswana, DRC, Lesotho, Madagascar, Mauritius, Mozambique, Namibia, Swaziland, Tanzania, Zambia and Zimbabwe. This is the first time that media, governance and SADC Gender Protocol Alliance will come together in a joint summit. The three groups will hold separate thematic streams to address specific interests.

These summits will bring together civil society, local government associations, government ministries, media partners and citizens to share strategies and best practices in the quest to achieve gender equality by 2015. With only two years to go before 2015, this summit will highlight local and community level initiatives as well as award best practices through the Gender and Media (GEM) and the Gender Justice and Local Government (GJLG) awards. The award winners will proceed to the regional summit and awards to take place in Johannesburg from 6-8 May 2013.

Key partners in this initiative include the SADC Gender Unit, Gender Links, the SADC Gender Protocol Alliance, the Gender and Media Diversity Centre (GMDC) and the Sol Plaatjie Institute (SPI). The GMDC is a partnership of media training institutions; media development NGOs as well as gender and media networks committed to "connecting, collecting, and collaborating." The SPI is a media management and training institution based at Rhodes University.



Anushka Virahsawmy

CHAPTER 11

Gender, climate change and sustainable development



Taking gender and climate change to heart: Unity Jaji, Gender Focal Person, Gweru, Zimbabwe. *Photo: Colleen Lowe Morna*

KEY POINTS

- Climate change in Southern Africa is exacting a heavy toll through droughts and floods playing havoc with livelihoods, especially of the poorest, the majority of whom are women and children.
- The SADC Gender Protocol Alliance has embarked on a regional campaign to lobby and advocate for the adoption of an Addendum to the SADC Gender Protocol on climate change and sustainable development.
- By mid August 2012, the Alliance had collected 854 signatures from 15 SADC countries in favour of the Addendum. The Alliance tasked Forum Mulher, the Mozambican focal network, with presenting this to senior officials during the Summit 16-17 August 2012.
- Women only account for 21% of key decision-makers in ministries concerned with climate change and sustainable development, far from the 50% mark.
- Several countries now have policies to address climate change and also make efforts to comply with international norms and adhere to global obligations; few to none of these policies have clear gender considerations.
- Adaptation and mitigation programmes exist in parts of the different countries; women benefit from these but are not primary target groups.
- There is a dearth of statistics on effects of extreme climatic events on women and other vulnerable individuals.
- SADC countries are making good progress in developing and introducing sustainable, cleaner and renewable sources of energy, but these are gender blind.

There is no doubt that the overall climate is changing, and this poses serious global challenges. This is because climate change is an environmental, social, economic, energy, food, political, ethical and moral challenge. It is a crisis perpetuated by the endless pursuit of growth and prosperity.

Ultimately, the world faces not just a climate crisis, but also a crisis of sustainability. The key contributor to global warming is human-induced climate change, because of exploitative, unsustainable economic growth, consumption and production patterns, applied especially by the global North and the elites in developing countries. Women in the south contribute the least to climate change yet feel its effects the most.

Against this background, the Southern African Gender Protocol Alliance has embarked on a campaign for an Addendum on Gender and Climate Change (see Chapter Ten). This underscores the fact that like a Constitution, a Protocol is a living document that should be open to amendment, reflecting specific needs and concerns at any given time. This is yet another example of how - by being organised and strategic - civil society is yet again prying open democratic spaces and getting gender into key areas of the regional agenda.

There are precedents in the region to governments elaborating on gender instruments in response to civil society demands. In 1998, a year after the signing of the SADC Declaration on Gender and Development, Heads of State adopted an Addendum on violence against women and children. Just as women's organisations drafted this Addendum, so the Alliance has drafted an Addendum on Gender and Climate Change for consideration by Heads of State through their ministers.

Even before the adoption of this Addendum, the Alliance decided in 2012 to include an eleventh chapter in the Barometer on gender and climate change. This measures the performance of governments against the draft provisions of the Addendum. The message is simply that there is no time to waste. While governments prevaricate on legal niceties, citizens - especially women - demand accountability.

Background

Southern Africa has already seen a warming trend over the past few decades. The Intergovernmental Panel on Climate Change (IPCC) working group predicts that Africa's warming trend will be 1.5 times more than the global trend, and that Southern Africa will be about 3 to 4°C warmer by the close of the century.

The IPCC reported in 2007 that by 2020, between 75 and 250 million Africans will likely suffer increased water stress, with serious implications for agriculture. It is now widely accepted that the sub-region's climate will be hotter and drier in the future. Droughts are

Table 11.1: CHANGES IN CLIMATE PATTERNS IN SOUTHERN AFRICA

COUNTRY	CLIMATE AND ENVIRONMENTAL CHANGE
Botswana	Severe and prolonged drought
DRC	Deforestation and environmental degradation
Lesotho	Torrential rains
Madagascar	Cyclones and longer dry spells
Malawi	Prolonged drought and floods
Mauritius	Deforestation, drought, rising sea levels and coastal erosion
Mozambique	Cyclones, prolonged drought and flooding
Namibia	Flooding and rising sea levels
Seychelles	Coastal erosion and extreme sea surface temperatures
South Africa	Urban flooding, extreme cold and hot temperatures, loss of national habitat
Zambia	Flooding and prolonged drought
Zimbabwe	Prolonged drought and dry season, extreme heat and cold temperatures

expected to be more frequent and intense, with especially devastating consequences for the rural poor. Sectors most likely to be affected are water, agriculture, forestry, biodiversity and ecosystems, human health, urban environment and rural livelihoods.

Maize production in **Southern Africa** may decline by up to 30% in the next 20 years; wheat production by up to 20%.[1] All SADC countries have experienced an increase in the number of extreme climatic events:



Crops are beginning to feel the effects of climate change in Zimbabwe. *Photo: Trevor Davies*



Botswana: Drastic shifts in climate patterns and seasons has continuously manifested in prolonged dry spells and delayed rainfall in Botswana. At the end of July 2012 the Government of Botswana declared the year 2012/2013 a partial drought year. This drought has had an effect on the physical environment as well as on the humanitarian situation in the country. Livestock survival is under threat as available grazing land cannot sustain current herds until the next grazing season. At the same time, there is a real threat of overgrazing owing to increase in herd size. Water levels in the dams supplying central areas have significantly decreased. Botswana's food security situation has significantly deteriorated - only 34% of national staple food requirements will be met with certainty. Children under 5 years of age are at risk of malnutrition and being underweight. Prevalence in children has increased from 3.6% in 2010 to 4.7% in the first quarter of 2012. The government of Botswana has announced several measures to mitigate the drought including drought resistant seed distribution and subsidies on agricultural inputs. Humanitarian support includes priority in food provision for vulnerable groups such as: orphan and vulnerable children, children under 5 years of age, lactating mothers and TB outpatients.[2]



Mozambique is already one of the Southern African countries most affected by natural disasters, and this is likely to be increased by climate change. In the event of poor global mitigation results - the 'too little, too late' scenario - temperatures in Mozambique could rise by as much as 2°C to 2.5°C by 2050. Rainfall variability would increase, the start of the rainy season would likely shift, flood risk would be higher, and the centre of the country would suffer more intense cyclones and droughts.[3]



Zambia is experiencing increasing droughts and floods, and other knock-on effects: 'social, economic and environmental problems, such as increased poverty and deforestation due to charcoal burning'.[4]



South Africa's climate zones are already shifting. Western South Africa is drying, and eastern South Africa is becoming wetter. Droughts, floods and heat waves are increasing, average temperatures are up by 0.5°C since 1960 (1 to 2°C in Western Cape, where rainfall is declining, threatening agriculture and tourism); 50% of the Cape *fynbos* floral kingdom may be destroyed in the next few decades, threatening tourism and biodiversity.



Tanzania's semi-arid areas have seen declining crop yields, poor livestock production, and increasing domestic animal diseases. Many communities have abandoned the production of traditional crops. But farmers in areas of high rainfall are also in difficulty.



Namibia is concerned with increased water stress and extreme weather events. "Food security, health and other development goals could be turned upside down. The projected rise in sea levels due to global warming could submerge coastal islands and affect the entire marine industry and the coastal economy."[5]

[1] Copanhagen Synthesis Report: "Global Risks, Challenges & Decisions", outcome of conference in Copanhagen, 10 -12 March 2009, p.23.
[2] Press release: 2012 - 2013 Declared a partial drought year, Sekwawa, S.M, Permanent Secretary, Ministry of Finance and Development Planning, 30 July 2012. Botswana.
[3] Report on the INGC Climate Change Report by Mozambique's National Disaster Management Institute (INGC). IRIN, "Mozambique: Climate change adaptation can't wait", 28 May 2009, www.irinnews.org/Report.aspx?ReportId=84604
[4] Zambia 'hard hit' by climate change", 21 May 2007, www.inthenews.co.uk/news/uk/zambia-hard-hit-by-climate-change-$1087447.htm
[5] Namibia Ministry of Environment and Tourism. The climate change programme. Website accessed 8 May 2010. www.met.gov.na/dea/env_issues/climate/conclusion.htm

Gender and climate change

The increase in natural disasters and extreme climate variations in the SADC region have already begun to point to serious threats to the livelihoods of Southern Africans. Coupled with increased income inequalities, unemployment, skyrocketing inflation and depressed production levels because of the global financial crisis, the effects on women and other vulnerable groups are severe. It is therefore impossible to imagine a SADC that has achieved economic justice for women outside of considering climate change and sustainable development imperatives.



Environmental campaign in Beitbridge, Zimbabwe. *Photo: Colleen Lowe Morna*

While climate change affects everyone, it does not affect everyone equally. The poor and vulnerable in Africa and other developing countries that have the least responsibility for climate change suffer the most as they experience violence, exclusion and loss of sovereignty over natural resources. Women make up 70%[6] of the worlds poor and this places them on the frontline of coping with disproportionate climate impacts on their livelihoods.

Of the people who die in climate-induced natural disasters 85% are women, while 75% of environmental refugees are women. Owing to these and other vulnerabilities that emerge from women's social role and status, their voices and interests need amplification within policy-making around climate change.

It is important to understand the human face of climate change, not least because climate change has particular gender characteristics. Women suffer more from the impacts of climate change because of their limited access to services and goods. A growing body of literature on the gendered impact of climate change highlights aspects such as:

- Food insecurity - the stresses placed on women to provide sufficient food for their families;
- Water - the added effort required to secure sufficient water for family and access to clean water to prevent water borne diseases;
- Health - interruptions to health services delivery for example anti-retroviral treatment or TB treatment, and impacts on those caring for the terminally ill (unpaid care work);
- School drop out - girl children who drop out of school because of responsibilities on the home front; and
- Migration and displacement - threats to women's safety and security because reliable water sources are further away or forced displacement owing to natural disaster. In the case of floods and tsunamis, for instance, women are the majority of victims because they stay to protect children.
- Women are more likely to be the unseen victims of resource wars and violence as a result of climate change.

In 2009, the Heinrich Boll Stiftung commissioned research on gender and climate in Southern Africa. The research included country studies in Botswana, Namibia, Mozambique and South Africa. Key findings include:



Botswana: Malaria, HIV-AIDS and cholera are the health challenges in Botswana. These affect men, women and children, especially children and those with a compromised immune system, such as HIV-positive people. With reduced livelihood options, climate-induced poverty and lifestyle changes, women get poorer and cope through prostitution to sustain families. This increases the number of HIV and AIDS cases, and other sexually transmitted diseases. It is also expected that with increased temperatures due to climate change, the prevalence of malaria-carrying mosquitoes will likely increase, not only affecting the most vulnerable group - women and children - but also increasing the burden on women caring for the sick.



Mozambique: Droughts over the past two years have increased male migration to South Africa and other places in search for jobs. This imposes pressure on women, who have to seek other ways of generating income. These jobs provide an additional income for the family, but the consequence is that they have less time to dedicate to children and home.



South Africa: During women's focus group discussions and individual interviews, all women participating in the study reported that, because it is their role and responsibility to ensure household food security, they work harder to find the means and resources to sustain the food supply during spells of harsh climate that affect food security. Women noted they therefore have to be innovative to diversify their livelihoods, as it is the only way to continue providing food. They therefore participate in various income activities. As a result of the extra workload, the women tend to work longer hours than men,, who reportedly have more leisure time.

[6] UNFCC 2009 cited in Heinroch Boll Stuftung.

Table 11.2: Gender dimensions of climate change	
AREA OF CONCERN	**GENDER IMPLICATIONS**
Food security	Productivity in Southern Africa is expected to drop by 20-50% in extreme El Nino years. Women are the main producers of staple crops, accounting for up to 90% of the rural poor's intake.
Water	Climate change is likely to exacerbate water shortages. Women are largely responsible for water management in communities and in the home. Shortages will result in greater time spent fetching water, exacerbate disease, and divert women from other economic pursuits.
Division of labour	Crop and livestock production changes could affect the gendered division of labour and have negative effects on incomes of women and men.
School drop out	Increased household chores may lead to larger numbers of girls dropping out of school.
Land	Women's already tenuous rights to land could be eroded further.
Transport	Men generally have a much higher carbon footprint than women, as women use more public transport and walk more.
Health	Women are the most affected by ill health in communities, as they bear the brunt of caring for the sick. Climate variability can fuel nutrition-related diseases and epidemics like malaria, increase the spread of vector and water-borne diseases,,and reduce drinking water availability, exacerbating heat stress and respiratory illness.
Stress	Stress levels and related diseases may increase for both women and men. Because they're expected to provide for the family, men experience and express stress in different, often more devastating ways than women.
Migration	Resource shortages may increase male migration and increase the burden of work and family care on women.
Gender violence	Adolescent girls report high levels of sexual harassment and abuse in the aftermath of disasters, as a result of families living together in open spaces, lack of privacy for dressing and bathing etc. Scarce resources worsen conflict, and there is often a gender dimension to this.
Mortality	A study of disasters in 141 countries has shown that women and children are 14 times more likely to die than men.
Decision-making	Most key decision-making institutions relating to climate change have a male-dominated hierarchy.

Impact of climate change in Malawi[7]



Action Aid Malawi conducted a study on the Impact of Climate Change on Women Farmers as one way of developing evidence based messages for COP 17. It is notable that women in Malawi are bearing the brunt of climate change impact. Women have given their say on how climate change is affecting their farming.

Eleanor Kenti, a 55-year-old mother of five has experienced the combination of floods and drought in Nsanje District that has resulted in the disruption of people's livelihood and ability to produce adequate food for their families.

"I used to grow maize, beans, rice and vegetables twice a year during the rainy and winter seasons. In the past, I was able to harvest food with a lot of surplus that I could sell for income to meet other needs like sending my children to school".

"Things began to change in the late 1980s and it got worse in the early 1990s when we experienced frequent floods and droughts. These changes have disrupted my ability to farm". Although I manage to find food to feed the family every day, it is barely enough. We manage to eat three meals a day but we get no surplus to sell. We now have floods every rainy season. The river banks burst and the fields get destroyed. Government and other organisations like Action Aid Malawi come to our aid but it is never enough," says Kenti.

Because of these problems, the food production in her house dwindled from all year round to four to six months. Kenti, a mother of five, worries about the welfare of her family. Because of the high interest rates in lending institutions, Kenti is unable to borrow money to support the needs of her family.

According to Kenti, the families that live too close to the river banks face far worse problems during the rainy season. Their children are unable to go school and when they do go, they sometimes go without breakfast. Kenti belongs to a Community Based Organization and they managed to express their grievances to the District Assembly.

"What I want the most is to be self reliant even if the climate is changing. I want to grow rice, maize and keep poultry, so that I am able to feed my family. I also need subsidized fertilizers to supplement the compost manure I make," says Kenti.

[7] http://www.actionaid.org/malawi/stories/climate-change-malawi



COP17 marchers in Durban, South Africa. *Photo: Trevor Davies*

Since its arrival on the global international political agenda, climate change has been a divisive and controversial topic, pitting north against south and left against right. While some countries and international bodies were quick to recognise the threat posed by the heating of the earth, and changing weather patterns, others have denied climate change and fought to maintain the status quo.

Environmental activist and eco-feminist Vandana Shiva argues that: "When we think of war in our times, our minds turn to Iraq and Afghanistan. But the bigger war is the war against the planet. This war has its roots in an economy that fails to respect ecological and ethical limits."

Almost as if speaking from the same script, a former weapons inspector in Iraq interviewed by the *New York Times* in 2003 commented: "I am more worried about global warming than I am about any major military conflict."

The most universally recognised treaty on climate change is the 1992 United Nations Framework on Climate Change (UNFCCC). The Kyoto Protocol was a 1997 update of the original treaty aimed at tackling global warming. It officially entered into force in 2005 and has been signed and ratified by 191 states. Under the Kyoto Protocol, the worst industrialised global emitters commit themselves to reduce four greenhouse gases: carbon dioxide, methane, nitrous oxide and sulphur hexafluoride.

In November and December 2011 world leaders gathered in Durban, South Africa for the 17th Conference of Parties (COP17) to continue climate change negotiations. This meeting resulted in the launching of the Green Climate Fund and adopted a second commitment period of the Kyoto Protocol. However, this covers only a relatively small fraction of global emissions, with Canada formally stepping back from the Protocol. The US never stepped in. Russia, Japan and Australia rejected the second commitment period. COP 17 tasked an ad hoc working group on the 'Durban Platform for Enhanced Action' with adopting a legal agreement by 2015 at the latest.

More recently, world leaders and climate change activists met to commemorate the 20th Anniversary of the United Nations Conference on Environment and Development in Rio de Janeiro, Brazil in June 2012. The conference had two main themes namely: a green economy in the context of sustainable development, and poverty eradication and developing the institutional framework for sustainable development. The summit's two key decisions on gender equality read:



Making sure all citizens have clean water in South Africa. *Photo: Trevor Davies*

"We recognise that sustainable development is linked to and depends on women's economic contributions, both formal and informal. We note with concern that persistent social and economic inequities continue to affect women and children, who make up the majority of those living in poverty."

"We call for removing barriers that have prevented women from being full participants in the economy and unlocking their potential as drivers of sustainable development, and agree to prioritise measures to promote gender equality in all spheres of our societies, including education, employment, ownership of resources, access to justice, political repre-

sentation, institutional decision-making, care giving and household and community management."[8]

Climate change and sustainable development presents a number of opportunities for enhancing gender equality including:

- Promoting cleaner burning fuel for household use that will reduce air pollution and cut annual cooking costs for women by 25%.
- Ensuring women and men's equal participation in climate change decision-making.
- Strengthening gender mainstreaming at all levels, especially local government, to ensure that women and men's specific needs are addressed.

SADC frameworks for climate change

SADC States are committed to addressing climate change. Botswana, Namibia, Madagascar, Malawi, Mauritius, Mozambique, Seychelles and South Africa have identifiable adaptation and mitigation programmes. Malawi, Mozambique, Madagascar, Namibia, and Seychelles have National Action Programme(s) for Adaptation in line with the United Nations Framework Convention for Climate Change (UNFCC).

SADC Ministers responsible for environment and natural resources management approved the "SADC Support Programme on Reducing Emission from Deforestation and Forest Degradation (REDD+)" at a meeting held in Windhoek, on 26th May 2011. This groundbreaking initiative to support member states in their efforts to combat climate change and achieve their development goals through reduced emissions in the forestry sector is the first of its kind by a regional organisation in Africa.

SADC has many mitigation options, especially sustainable forest management, agriculture, energy and infrastructure, given the fact that a large part of Africa's emissions result from high levels of biomass and are related to land-use. The SADC Support Programme on REDD is designed to provide a comprehensive framework for the region to actively participate in and benefit from the carbon market, and will contribute to the social and economic development in the member states.

For REDD+ to be successful, the SADC region will have to create the right conditions and acquire both financial and technological resources to prepare for adequately. SADC is committed to support REDD+ preparations and to promote co-operation on shared forest ecosystems through the implementation of ecosystem approaches, as well as to address regional issues arising from the implementation of REDD+ such as leakage and monitoring, reporting and verification, throughout the four-year process.

DRC, Madagascar, Tanzania, Zambia, Madagascar and Mozambique have submitted proposals, while Tanzania has earmarked several activities to be piloted. The REDD+ proposals and strategy documents of Mozambique and Madagascar clearly outline the need for gender considerations in implementing REDD+.

Climate change and the SADC Gender Protocol

The Southern African Gender Protocol Alliance gave technical inputs at the Gender/Women's Affairs ministers' and senior officials' meetings in November, on the SADC Regional Strategy for the 17th Conference of the Parties to the UN Framework for the Convention on Climate Change (COP 17). Gender ministers have accepted the principle of an Addendum to the SADC Gender Protocol on Gender and Climate Change (see Chapter Ten).

Petition gains ground

The Alliance has drafted an Addendum for consideration, and launched a petition campaign.

By the eve of the 2012 SADC Heads of State Summit, the Alliance had collected a total 854 signatures from all 15 SADC countries at various events such as the Sixteen Days Campaign activities, village level meetings to raise awareness on the SADC Gender Protocol, gender workshops and randomly collected from ordinary women and men. Out of these 172 signatures were collected through an online petition.



The Alliance also collected signatures from the over 200 delegates who attended the Gender Justice and Local Government Summit in 2012 in a sign-up sheet. About 120 representatives of civil society organisations, individuals, politicians and officials also took time to sign up at the SADC CNGO meeting in Maputo ahead of the Heads of State Summit.

Forum Mulher, the focal network for Mozambique, the country hosting the 2012 SADC Heads of State Summit, will hand over the petition to the Mozambican Ministry of Environment on behalf the Alliance. The Alliance requests the Minister to hand the petition over to SADC. Below are some examples of comments in the Petition:

- I sympathise with people of Mozambique because they are the most affected by climate change - *Botswana*

[8] United Nations Conference on Sustainable Development, (2012). "The Future we Want" - Rio +20 Zero Draft Outcome document. Available at [http://www.uncsd2012.org/futurewewant.html].

- Climate change affects women and the girl child more than anyone else. They are the ones travelling long distances to get fuel wood and water. In the process they face various types of abuses from the men folk e.g. rape or being asked to pay high fees for the commodities, yet we know that most women who do this are poor. So how can we be talking about poverty reduction? - *Malawi*
- Governments must stop the talk show on poverty reduction and begin to take serious actions that will indeed improve the lives of poor women and girls. They need to embark on programmes that will improve the environment and make natural resources vibrant once again - *Malawi*
- We all get affected by the effects of climate change; we must teach the new generation how to behave and adopt good practices to minimise the effects of carbon printing. In Mauritius, we are actually facing increasing water problems; one of our main reservoirs deserving the most populated district is under 20% of its normal capacity and the Meteorological services has predicted if it does not rain heavily by end of year,we should be facing trouble - *Mauritius*
- Climate change worsens the situation for those living in poverty, creating a vicious cycle. Disasters due to climate change can take away people's basic needs for survival and their dignity, as well as undermine any progress made in reducing poverty - *Mauritius*
- Climate change is indeed a major issue that concerns everyone of us more particularly the women. State governments and local governments should indeed take commitments to reduce further degradation of the environment. These commitments should then be put into concrete actions and properly monitored in order to yield effective results - *Mauritius*



Signing the petition: Village meeting on the SADC Gender Protocol in Massinga, Mozambique. *Photo: Gender Links*

The online petition can be found on: http://forms.genderlinks.org.za/view.php?id=125

Despite the Addendum still being in draft form, alliance networks have gathered evidence of government performance against the draft provisions, presented for the first time in the 2012 Barometer.

Women and men in decision-making in environment and agriculture



It is proposed that the Addendum on Gender and Climate Change makes reference to ensuring women and men equal participation in all decisions related to climate change at all levels by 2015, as specified in Article 12-13 of 2008 SADC Gender Protocol.

Environmental affairs affect a range of issues that fall under the responsibility of SADC national governments. It is rare for SADC countries to have government ministries that focus on environmental issues in isolation. In Southern Africa, environmental affairs ministries often fall under tourism, water affairs, fisheries, and wildlife. In other instances environmental affairs cover issues related to energy, mining, natural resources and geological affairs. For example in Zambia, environmental affairs, local government, housing and early education all fall under one ministry.

TABLE 11.3: REPRESENTATION OF WOMEN AND MEN IN KEY DECISION-MAKING POSITIONS RELATED TO THE ENVIRONMENT

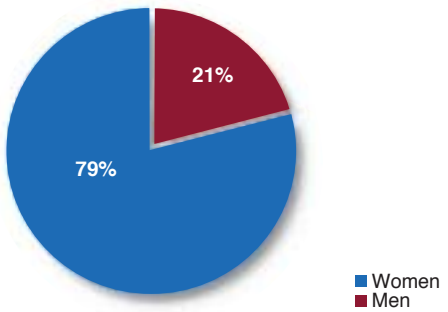
	Angola		Botswana		DRC		Lesotho		Madagascar		Malawi		Mauritius		Mozambique		Namibia		Seychelles		South Africa		Swaziland		Tanzania		Zambia		Zimbabwe		Total Female	Total Male	Female %	Men %
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M				
Year	2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012		2012					
Minister of Environmental Affairs (Tourism/ Wildlife)	1			1		1	1			1	1			1	1		1			1	1									1	6	6	50%	50%
Deputy Minister of Environmental Affairs		1								1		1			1			1			1										2	4	33%	67%
Permanent secretary/DG				1				1	1	1		1		1		1	1			1		1							1		3	8	27%	73%
Minister of Agriculture		1		1		1		1		1		1		1		1		1			1			1		1				1	12	8%	92%
Deputy Minister of Agriculture		1		1		1		1		1		1				1		1		1		1				1				1	0	12	0	100%
Permanent secretary/DG	1[9]	1		1		1		1		1	1			1		1		1				1		1		1				1	2	12	14%	86%
Minister of Tourism		1										1		1		1						1		1		1	1			1	1	8	11%	89%
Deputy minister of Tourism		1																			1					1					1	2	33%	67%
Permanent secretary/DG													1		1							1	1			1				1	3	3	50%	50%
Minister of Fisheries/ Water Affairs	1	1		1				1		1		1		1		1		1			1					1		1		1	2	11	15%	85%
Deputy Minister Fisheries/ Water Affairs										1						1		1			1					1		1			1	5	17%	83%
Permanent Secretary Fisheries/ Water Affairs	1	1		1				1		1				1		1	1				1	1				1				1	3	9	25%	75%
Other key persons	1[10]	4[11]	1[12]	1[13]		3[14]	1[15]	1[16]		1[17]		1[18]	2[19]	3[20]						4[21]	1[22]	5[23]	1[24]	5[25]	1[26]	5[27]	2[28]			1[29]	10	34	23%	77%
TOTAL	5	12	1	8	0	7	2	7	1	10	2	7	3	10	3	8	3	6	0	6	8	11	2	8	1	14	3	2	1	9	35	129	21%	79%
PERCENTAGE	29	71	11	89	0	100	22	78	9	91	22	78	23	77	27	73	33	67	0	100	42	58	20	80	7	93	60	40	10	90				

[9] Secretary of State - Rural Development.
[10] Deputy Minister of Geology and Industrial Mining.
[11] Minister - Geology and Industrial Mining; Secretary of State - Geology and Industrial Mining; Minister - Petroleum; Deputy Minister - Petroleum.
[12] Deputy Director - Department of Water Affairs.
[13] Director - Department of Water Affairs.
[14] Minister - Land Affairs; Minister - Rural Development; Minister - Hydrocarbons.
[15] Permanent Secretary - Ministry of Forestry and Land Reclamation.
[16] Minister - Ministry of Forestry and Land Reclamation.
[17] General Manager of Planning and Control - Minsitry of Agriculture.
[18] Minister of Lands and Housing.
[19] Senior Chief Executive - Energy and Public Utilities; Permanent Secretary - Housing and Lands.
[20] Chief Agricultural Officer - Ministry of Agro-Industry and Food Security; Minister - Energy and Public Utilities; Minister - Housing and Lands.
[21] Minister - Natural Resources and Industry; Principal Secretary - Natural Resources and Industry; Chief Executive - Seychelles Agricultural Agency; Minister - Land Use and Housing.
[22] Deputy Minister - Human Settlements.
[23] Minister - Human Settlements; Director General - Human Settlements; Minister - Rural Development and Land Reform; Deputy Minister - Rural Development and Land Reform; Director General - Rural Development and Land Reform.
[24] Minister - Natural Resources and Energy.
[25] Permanent Secretary - Natural Resources and Energy; Director - Department of Water Affairs; Head of Department - Tourism; Head of Department - Forestry; Head of Department - Meterology.
[26] Minister - Lands, Housing and Human Settlements.
[27] Deputy Minister - Lands, Housing and Human Settlements; Permanent Secretary - lands, Housing and Human Settlements; Minister - Livestock and Fisheries; Deputy Minister - Livestock and Fisheries; Permanent Secretary Livestock and Fisheries.
[28] Minister - Local Government, Housing, Early Education and Environmental Protection; Deputy Minister - Local Government, Housing, Early Education and Environmental Protection.
[29] Minister of Lands and Rural Resettlement.

Data represented in Table 11.1 indicates the distribution of men and women across ministries. How-ever these figures are by no means conclusive given the merging of ministries in various countries. The decision-making data also includes ministries for rural development and land related affairs who control and influence on policies and programmes that impact on climate change.

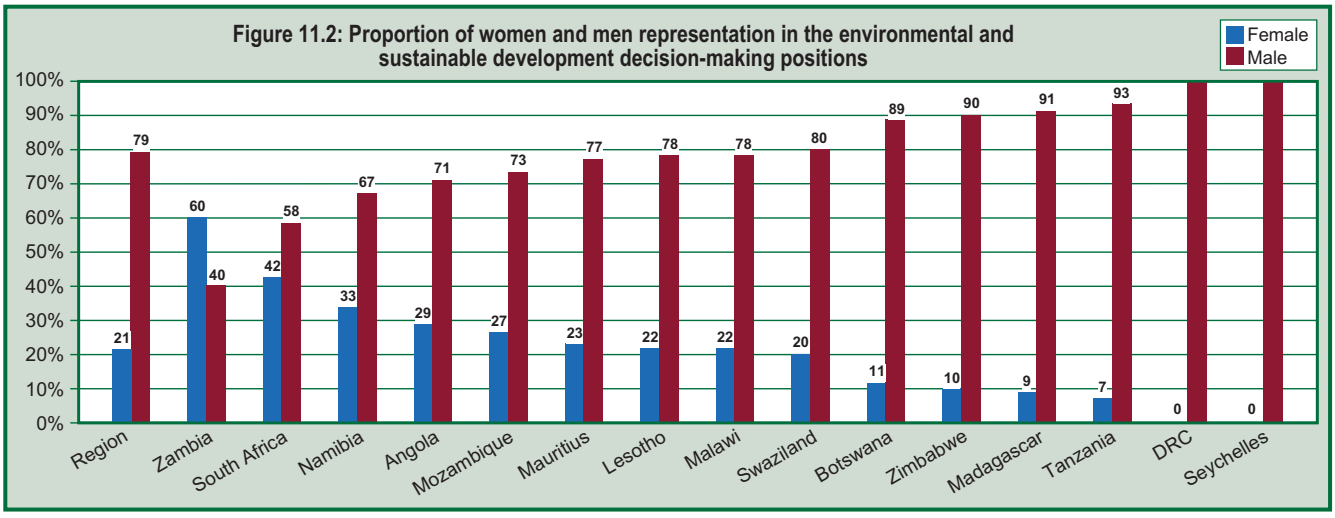
Women account for only 21% of representation in key environmental affairs and sustainable development ministries. Figure 11.1 shows similarities in these government sectors with overall economy related ministries where women make up less than 30% of decision makers. Men make up 79% of key environmental affairs and sustainable development decision-makers. Decision-makers in the selected sectors include ministers, deputy ministers, permanent secretaries, heads of departments and other key persons.

Figure 11.1: Proportion of women and men in the environmental and sustainable development sector



Source: Gender Links (2012).

Figure 11.2: Proportion of women and men representation in the environmental and sustainable development decision-making positions



Source: Gender Links (2012).

Zambia has surpassed parity in terms of women representation in climate change and sustainable development related decision making bodies at 60%. Figure 11.2 shows that South Africa and Namibia follow with 42% and 33% representation respectively. Mozambique and Angola perform fairly well at 29% and 27% respectively. The DRC and Seychelles have no women at the top decision making levels with Tanzania (7%) and Madagascar (9%) scoring in the single digits. Mauritius, Malawi, Swaziland, Botswana and Zimbabwe fall in the middle.

Six countries have women Environmental Affairs Ministers: Angola, Lesotho, Malawi, Mozambique, Namibia and South Africa translating of 40% of SADC Ministers of Environment are women.

However women constitute only 8% of the Ministers of Agriculture in the region: South Africa is the only country with a woman at the helm of the agricultural sector. Women make up between 80% to 90% of rural and small scale farmers across the African continent. To have only 8% (ministers) and 14% (permanent secretaries) women's representation in agriculture in SADC calls to question focus on rural and small scale farmer women's concerns. Five women are responsible for decision making related to lands (reclamation), rural development and human settlements issues in Lesotho, Mauritius, South Africa, Tanzania and Zambia. Women make up 23% of other key persons in decision-making positions relating to the environment and sustainable development.

Institutional, legal and policy framework

It is proposed that the Addendum calls on all SADC states to ensure, by 2015, that the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism takes into consideration the different roles and impacts on women and men when integrating the concerns and priorities of local communities and forest dependent communities; and of sharing of benefits, land and forest rights.



Mozambique: The Ministry for Coordination of Environmental Affairs (MICOA) is the government agency that has the responsibility for monitoring compliance with the requirements deriving from the UNFCCC and other conventions of Rio de Janeiro. To our knowledge, this is the only government institution that until now that has a Strategy and Action Plan for Gender, Environment and Climate Change addressing the issue in a comprehensive and concrete manner. The document sets out priorities related to gender for existing plans and programs that deal with environmental issues.

The strategy focuses on gender and environmental impacts of climate change on social, economic, political and cultural, which will gradually assist in changing the behaviour of women and men to more equitable relationships. This document focuses its attention on the sustainable use of natural resources and its link to poverty eradication and access to and control of natural resources by men and women, as well as climate change adaptation and mitigation technologies.

The National Gender Policy adopted in 2007 by the Government of Mozambique encourages equal participation and access to natural resources by both men and women and recognises their role in sustainable development. Its principles are based on the promotion and empowerment of women and men at all levels. This policy clearly states the need to ensure access, use and possession of natural resources by women, promotion of legal mechanisms for ownership, control, access to inheritance, and increase the capacity of women in management and environmental conservation.



Namibia is another example of the few countries with specific gender considerations in policies relating to climate change, environmental affairs and sustainable development. Three main policies exist in this regard: National Policy on Climate Change for Namibia (2011), the proposed Climate Change Strategy and Action Plan (2009) and the National Gender Policy (2012 -2020). These policies all take cognisance of particular vulnerabilities of women and children and the differentiated impact of the severe and often unpredictable changes in climate on women, men and children. The policies place emphasis on: empowering communities, information sharing and education, mainstreaming gender concerns in local, regional and national plans and existing laws, women's participation in sustainable environmental management, promoting and protecting use of knowledge, innovations, practices and women's indigenous knowledge and design of projects that benefit women.



Botswana has developed an integrated set of activities aimed at providing effective early warning and response when drought occurs. Gender considerations are not outlined in these policies. Of primary importance is the National Policy on Disaster Management (1996). Climate change policy is integrated across Botswana government departments. This policy aims to: establish and maintain optimum systems for response to disasters (drought and famine); create a framework for development of appropriate plans and requisite legislation; provide clarity on responsibilities of key individuals; develop a set of working definitions; and ensure cross sectoral complementarity and synergy.



In **Lesotho** there are no clear climate change and/ or sustainable development related policies. Current government environmental considerations are silent on climate change because of limited technical knowledge on the issue in the country. Opportunities to mainstream gender into environmental polices lies in related policies such as Lesotho Water and Sanitation Policy (2007). There is a limited focus on climate change, and therefore gender, and there is need for these policies to be expanded to accommodate gender considerations. An additional entry point is the planning towards 2020 . In order to sufficiently address climate change and its impacts in Lesotho, there is need for vulnerability and adaptation analysis in different regions. Government and NGOS need to gather and assess views and experiences and needs of women and men and map important natural resources. WLSA Lesotho has conducted training programmes on women's rights and climate change.



Madagascar has the National Action Plan for Climate Change Adaptation (NAPA) and has submitted the country's Second National Communication under the United Nation's Framework Convention on Climate Change (UNFCC). Other policies include the National Policy for Environmental Action Plan (NEAP), Action Plan for Rural Development (PADR) and national action plans for adaptation and mitigation. These policies do not carry any specific gender considerations and simply refer to the most vulnerable groups of the population.



Bolstered by a multi-stakeholder approach **Malawi** has embarked on several initiatives in response to the country's climate change challenges. The Malawi Climate Change Programme (CCP) (2010) is aimed at mainstreaming climate change issues in the national development agenda through: National Programme for Managing Climate Change in Malawi, and part of the regional response, Africa Adaptation Programme Building Capacity for Integrated and Comprehensive Approaches to Climate Change Adaptation in Malawi (AAP - Malawi). The aim of these programmes is to develop a national climate change response framework and strategy to support national and local government institutions in delivering long term climate resilient and sustainable development. There are no gender considerations within these policies. The National Environmental Policy (NEP) holds government and other stakeholders responsible for a decrease in gas-house emissions. The Malawi National Strategy on Sustainable Development (MNSSD) compliments NEP and the National Biodiversity Strategy and Action Plan (NBSAP) focuses on protection and preservation of wildlife and other species. The Malawi Growth and Development Strategy (MGDS II) is an overarching development strategy that prioritises environmental concerns. Malawi has a National Action Programme for Adaptation (NAPA). Despite these comprehensive policies, there is no clear indication of the extent of gender mainstreaming within them. References are only made to vulnerable communities and there is a need for monitoring the implementation of these policies.



Mauritius has demonstrated a serious response to the challenges posed by climate change and the issue is handled



Minister of environment distributed medicinal plants to councillors to boost entrepreneurship in Moka Flacqk Council.
Photo: Ghirish Singh Abdhoosee

from the Prime Minister's office - the Mauritius Durable Island (MID) project. The MID is born out of a consultative process that guarantees the equal participation of women and men. Mauritius climate change policies are designed to benefit both men and women equally.



Seychelles: The Seychelles Development Strategy (SSDS) (2010 - 2020) has a key section referring to social and human development and the importance of including women - especially as this related to the "design, implementation and evaluation of environmental health programmes". Other policies include Seychelles First National Communication to UNFCC (2000); Environmental Management Plan of Seychelles (2000-2010); Food Security Strategy (2008-2011); and Seychelles National Climate Change Strategy (2009). A need to zero in on gender has been identified for the National Climate Change Strategy.



Swaziland's National Gender Policy (NGP) (2010) calls for an increase in women's participation and involvement in environmental planning. In addition, the Ministry of Environment is tasked with implementing environmental specific aspects of the NGP. The Draft Land and Agricultural policies acknowledge the need for gender equality (also supported by the National Constitution). There is a need for reforms to related legislation, for example the Marriage and Deeds Registry Acts, in order to allow women to benefit from these progressive policies.

Gender disaggregated data

It is proposed that the Addendum calls on all SADC states to establish, by 2015, a system to collect sex disaggregated data and develop qualitative and quantitative indicators on climate change.

No country in SADC has successfully collected or collated sex disaggregated data on the effects of climate change or natural disasters: Where reporting has been carried out, for example in Namibia, it has been conducted by international NGOs and/ or UN agencies. Where impacts of natural disasters and climate change events are known, these are based on qualitative reports whose initial purpose in collecting the data is not to investigate the gendered impacts.

Important data that can be useful for developing measurement criteria/indicators that could be developed into a framework by various countries, has been collected in Namibia: The Namibia Post Disaster Needs Assessment after the 2009 floods and the UNFPA/ NRCS Field Visit Report on Protection, Flood Relief Recovery (July 2011) gathered this data.

Many of the indicators for gendered effects of climate change are the result of displacement in the aftermath of a natural disaster. These include separation of families, leading to increased risk of sexual exploitation and abuse; increase in transactional sex in exchange for goods and services; compromised and interrupted service delivery of HIV/ AIDS treatment and other health services; increase in GBV[30] and child abuse; increase number of orphaned and vulnerable children (OVCs).

Women living in the inner cities of South Africa are faced with serious challenges, especially where there is no evacuation after an extreme climatic event: These include the increase in water borne diseases and limited mobility. Climate change places additional strain on women caregivers of OVCs and the terminally ill; and heat related deaths, likely to affect the elderly, children and the sick[31].

Namibia is one of the few that have shown progress toward developing these systems: Outcomes of the 2011 UNFPA field visit included the Drought and Flooding Risk Assessment Tool for Gender Specific Decision Making Summary Report, and National Gender Policy (2010- 2012), which make clear recommendations for increased studies and data collection.

Increase in community projects to raise awareness and involvement of communities in disaster risk management, and to develop early warning systems and adaptation: With all these, collection of gender disaggregated data is a priority, at least on paper. The Seychelles Sustainable Development Strategy (SSDS) is an example, and provides a key opportunity for gender disaggregated data to be collected. The strategy identifies a "need to understand the linkages between population, environmental, social development, health and gender concerns."

In order to develop robust systems for collecting gender disaggregated data the following are key: Co-ordination of all relevant government institutions, humanitarian agencies and UN agencies; emphasis on protection of individuals; and development of effective early warning mechanisms.

Sustainable technology

It is proposed that the Addendum calls on all SADC States to develop, deploy and disseminate sustainable technology that is responsive to women and men, for example, promoting cleaner burning fuel for household use that will reduce air pollution and cut annual cooking costs for women by 25%.

In the majority of SADC countries women and men have traditionally relied on wood for cooking: Campaigns are underway to shift citizens to use cleaner energy sources but success will clearly depend on the extent of populations' involvement and interest in the initiatives in addition to the associated costs of these alternative sources. In DRC, Madagascar, Malawi, Mauritius, Seychelles and Namibia, initiatives include: eradication of the use of wood for cooking, a shift to use of gas, use of solar heating systems, and research on large scale renewable energy sources.



A woman cooking using an energy saving wood stove in Zambia. *Photo: Cynthia Kalizinje*

[30] No data is available to verify an increase in GBV because of displacement and this indicator is derived from anecdotal evidence.
[31] Phalatse, L. (2011), Gender and Climate Change, City of Johannesburg.

South Africa has a growing biomass sector: and continues to research and make use of various energy sources, for example wind energy. Women's access to these energy sources is uncertain. Namibia introduced the Namibia Renewable Energy Programme (NAMREP) in 2003 and the country boasts other public and private sector financing initiatives for renewable energy technologies. However, women most in need of these resources have limited to no access.

Public education and awareness raising on gender and climate change

It is proposed that the Addendum calls on all SADC States to conduct gender sensitive education, training and public awareness campaigns on climate change and sustainable development and; ensure that public media plays a significant role in sharing information on gender dimensions of climate change and sustainable development.

Climate change remains a highly technical and specialised field. However, numerous efforts to increase public awareness and knowledge are gaining momentum. Programmes and initiatives to build capacity range across sectors and include: different government departments, university research units and think tanks, NGOs, CBOs, communities and schools.

In **Botswana** a joint UNDP/Government of Botswana Environmental Support Programme has engaged in capacity building for government personnel from various departments responsible for climate change mitigation, vulnerability and adaptation assessment. The University of Botswana Environmental Science Department provides training on environmental issues. Funding is available for building capacity on mitigation and vulnerability assessments. There is little media focus on gender and climate change.

Madagascar has ongoing sectoral projects that provide non-formal education and public awareness on climate change. Some of the organisations targeted within the sector include: the Ministry of Population and Social Welfare, Women's Association, Association of Parents as well as whole communities, resettlement centres and foster homes. Environmental education is also included in formal school curricula. None of these programmes prioritise women. However, the state did make a commitment to UNFCC to prioritise women and issues of gender in climate change related training. Malagasy media has recorded an increase in climate change reporting.

In addition to government efforts, civil society in **Malawi** formed the Civil Society Network on Climate Change (CISONECC) with a goal of building communities resilient to the impacts of climate change. This network focuses on activities including research, policy analysis, lobbying, advocacy, capacity building, information sharing and monitoring and evaluation. The Centre for Environmental Policy and Advocacy (CEPA) is a public interest organisation that provides advice and conducts research in climate change. Little to none of these efforts have a specific gender focus.



A community leader stressing a point at a Natures Gift permaculture project meeting in Malawi. *Photo: Colleen Lowe Morna*

Mauritius has an established public awareness programme co-ordinated through various government ministries and institutions. The private sector and various NGOs also play a role. Public sensitisation involves a variety of dialogues, exhibitions, TV and radio spots, distribution of posters, brochures and flyers as well as

broadcasting short films. The Mauritian government has successfully motivated the public to participate in activities such as street cleaning, waste removal, tree planting, compost making and generally adopting sustainable lifestyles. The Indian Ocean Commission and United Nations Environment Programme are key drivers of these programmes and the Mauritian media plays a very active role in public awareness raising on issues of climate change.



In **Namibia**, public education and awareness raising programmes predominantly occur through partnerships between the government, UN agencies, research institutions, NGOs and CBOs. The programmes focus on raising awareness within Namibian communities include Community based Adaptation to Climate Change Pilot Programme, involving the youth; Namibia Climate Change Adaptation Youth Action Programme, training government personnel as climate change ambassadors; Climate Change Adaptation Ambassadors Programme, providing formal training for community members; and 'Let's Act to Adapt' - Dealing with Climate Change. Media coverage of climate change still occupies a small proportion of total media reporting relative to the scale of the problem. Public awareness may be rising but the understanding of climate change, and its causes and consequences remains low. An opportunity exists to train journalists and other media practitioners on the impact of climate change and its effects on the livelihoods of ordinary and the most vulnerable citizens.

The limited extent of media coverage on climate change and sustainable development across the region exposes an opportunity for training of journalists and other media practitioners on bringing attention to the issue.

Gender and climate change financing

It is proposed that the Addendum calls on member states to ensure that women and men can equally access climate change financing vehicles available to SADC.



The World Bank and US agencies fund climate change and sustainable development in **Botswana**. In 2005 the World Bank Carbon Finance Assist Programme provided the Botswana Government USD 60,000 and the United Nations Environmental Programme provided USD 78,000. Figures of national budgetary allocations to ministries such as Wildlife, Environment and Tourism or Departments of Water Affairs or Disaster Risk Management were not readily available at the time of compiling this report. There is no indication of targeted gender financing where climate change and sustainable development are involved.



Madagascar has no particular gender considerations attached to the budget of the Ministry of Environment and Forests. Each department within various government ministries do however have gender focal points. In addition to national budget allocations, climate change initiatives have been supported by bi-lateral partners such as the Global Environment Facility (GEF).

A study of **Malawi**'s 2012/2013 national budget by the CEPA and the Malawi Economic Justice Network revealed a general stagnation in the allocation of public resources towards Ministry of Natural Resources, Energy and Environment and the Department of Environmental Affairs. There is no indication of resources earmarked for addressing the gender dimensions of climate change. More advocacy in the area of financial allocation to climate change interventions is required.





In **Mauritius** financial incentives have been put in place by the government to promote the use of climate friendly equipment and technology. These incentives are disbursed as grants and soft loans given to ordinary citizens. Climate change financing is not gender sensitive.



Namibia does not have any gender specific climate change financing facilities. Anecdotal evidence suggests that gender is mainstreamed into all Namibian ministerial budgets, however the Medium Term Expenditure Framework 2012/2013 to 2014/2015 makes no particular reference to gender prioritisation. The majority of funding for climate change research and programming is provided by the GEF while the UNDP acts as an implementing partner. UNDP includes gender aspects in its programming.

Madagascar: Championing gender and climate justice on the ground



Liditte Angèle is a member of the Association of Women Tsara Laza, in the rural council of Antanamitarana in Madagascar. Angèle was a winner in the April 2012 SADC Gender Justice and Local Government Summit in the category climate change. She also won the category in a preliminary round in the in-country summit held in Madagascar.

Troubled by the various climatic changes and environmental challenges in her community and the threat to the safety and security of women there, Angèle embarked on an initiative to save water and protect the environment. Since August 2010, through Tsara Laza, she has been working with the community of Antanamitarana to ensure access to safer and reliable drinking water and tree planting to guarantee sustainable development.

Agriculture is the principal economic activity in Antanamitarana, meaning there is great dependence on water for irrigation. In recent times, there have been periods of limited rainfall that has affected both food production and availability of safe drinking water. In addition, the quality of the soil in the area is rapidly deteriorating. The community has a heavy economic reliance on the forest and as a result, over time, the area has been destroyed through over-exploitation. Bush fires are a common occurrence.

The increase in frequency and duration of floods and cyclones has resulted in displacement of the population and an exodus of community members to urban areas.

The rivers and other water sources are located far from the villages within the council, which exposes women to violence. The water is dirty, resulting in exposure to water borne diseases and their rapid spread.

Climate change threatens food production. In Antanamitarana, producers are failing to keep up with the demand. In addition, water borne diseases are rapidly spreading with unpleasant consequences.

Angèle decided to take action in her community because of her belief that a protected and sustainable environment is the guarantee of life for people. She carried a conviction that protecting the environment is the responsibility of every citizen.

This project draws its inspiration from three targets of the SADC Protocol, namely Articles 4 to 8 on gender discrimination, Articles 15 to 19 on access to drinking water and land ownership and Articles 2 to 8 on women's participation in decision-making and conflict resolution processes.



Liditte Angèle, Winner of climate change and sustainable development category, Madagascar. *Photo: Zotonantenaina Razanadratefa*

Angèle and her organisation Tsara Laza began to inform people in the locality about climate change, its effects and strategies to respond to the phenomenon that could be undertaken at a local level. The campaign to "Save Water and Protect the Environment" involves sensitisation on *reforestation* and the importance of tree planting; planting fruit trees near river banks; planting Eucalyptus trees for charcoal; and lobbying for the adduction of drinking water and the construction of a public drinking fountain and well.

Because of Tsara Laza's intervention, the local council's deliberations gave the organisation the responsibility to oversee the running of the public drinking fountain. This project started in August 2010. The initiative also includes tree planting undertaken once a year during the rain season.

The initiative involves all members of the locality and men and women benefit equally; all members of the locality have direct and equal access to the drinking fountains and use water for irrigation. Other key stakeholders of the process include the Ministry of Water, the Jirama and other organisations such as Society Colas and Jardin d'Elemiah.

The monitoring process involves regular reporting and feedback through different components of the project. A monthly report comparing income and expenditure on water is produced and is accompanied by strict systems on authorisation of expenditure. The funding model provides for substantial support to maintenance of the water system. There is regular counting of the number of trees planted and monitoring of their growth on a six month basis.

The project has led to improvement in the quality of water; decrease from 30% in 2009 to 2% in 2011 of children affected by water borne diseases; opportunities for women to produce food for commercial purposes - women planting vegetables for sale such as tomatoes; and 75% increase in the production of vegetables and rice.

The specific outcomes are: peaceful households because men and women are able to provide for their families and make a living - men and women equally participating in the upkeep of their families.

Other results include increased revenues of individual households; return of young people from urban centres to the community because of increased opportunities of employment within agricultural sector. Women and girls are enjoying more safety and security because of the fountain in a central part of the community. The project has led to the creation of associations for combating gender based violence and decrease in the number of water borne diseases because of dirty water.

The project benefits from strong partnership and collaboration with the local council. This means that for as long as there is political will it can continue. Other regions can also replicate this project as it provides real solutions to the challenges of climate change and sustainable development; no region is being spared from the effects of climate change and this project stands out as a best practice.

The Gender Justice and Local Government Summit convened by GL in six SADC countries with a regional summit in Johannesburg in April 2012 show cased several examples of women champions of gender and climate justice.

- ***In Namibia***, Elsie Khaises, community-based natural resource management ranger in Swakopmund, initiated a project to protect the dune belt and gravel plains from destruction.
- ***In South Africa***, Linda Phalatse, City of Johannesburg climate change specialist is spearheading community projects to respond to urban flooding and severe temperature fluctuations.
- ***In Zimbabwe*** Ward 12 councillor in Bulawayo, Thembeni Khoza, spearheaded a solid waste clean up of the ward that had become an eye sore and was a threat to the environment.
- ***In Johannesburg***, 6 out of 7 finalists in the climate change category of the SADC Gender Justice and Local Government Summit were women. The overall winner was a woman.

Next steps

- Lobby for the Addendum to the SADC Gender Protocol on Gender and Climate Change and nominate gender, climate change and sustainable development champions and ambassadors amongst relevant government ministers to run with the campaign for an Addendum.
- Increase women in sustainable development decision-making through partnerships with the women already occupying strategic positions, for example in agriculture and rural development and land resettlement.
- Map climate change effects on women through an initial qualitative study that can be developed into country and region specific quantitative frameworks.
- Intensify public awareness campaigns.
- Build capacity of women from different contexts on climate change issues; and
- Together with women from communities, develop adaptation and mitigation programmes that are replicable.
- Governments to commit to gender concerns in national budgets with specific regard climate change and environmental affairs.
- Set clear short and long-term targets for reducing carbon emission that keep average global temperature increases well below 1.5°C, and support a shared vision that enables gender equality and avoids adverse effects on vulnerable groups - especially women.



A community leader stressing a point at a Natures Gift permaculture project meeting in Malawi. *Photo: Colleen Lowe Morna*

Annex 1

SADC GENDER PROTOCOL BAROMETER CITIZEN SCORE CARD

MAIN PROVISIONS	SPECIFIC TARGETS TO BE ACHIEVED BY 2015	SCORE OUT OF TEN			
ARTICLES 4 - 11: CONSTITUTIONAL AND LEGAL RIGHTS		2009	2010	2011	2012
Provides for all Constitutions in the region to enshrine gender equality and to give such provisions primacy over customary law. All laws that are discriminatory to women are to be repealed. It also provides for equality in accessing justice, marriage and family rights and the rights of widows, elderly women, the girl child, women with disabilities and other socially excluded groups.	1. Endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices.	6	6	6	6
	2. Review, amend and or repeal all discriminatory laws.	6	6	6	7
	3. Abolish the minority status of women.	6	6	6	6
ARTICLES 12-13: GOVERNANCE (REPRESENTATION AND PARTICIPATION)					
Provides for the equal representation of women in all areas of decision-making, both public and private and suggests that this target be achieved through Constitutional and other legislative provisions, including affirmative action. It further stipulates that Member States should adopt specific legislative measures and other strategies, policies and programmes to ensure that women participate effectively in electoral processes and decision-making by, amongst others, building capacity, providing support and establishing and strengthening structures to enhance gender mainstreaming.	4. Endeavour to ensure that 50% of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures.	5	5	5	4
ARTICLE 14: EDUCATION AND TRAINING					
This article provides for equal access to quality education and training for women and men, as well as their retention at all levels of education. It further provides for challenging stereotypes in education and eradicating gender based violence in educational institutions.	5. Enact laws that promote equal access to and retention in primary, secondary, tertiary, vocational and non-formal education in accordance with the Protocol on Education and Training and the Millennium Development Goals.	7	7	6	6
	6. Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender based violence.	6	6	5	6
ARTICLES 15-19: PRODUCTIVE RESOURCES AND EMPLOYMENT, ECONOMIC EMPOWERMENT					
This Article provides for the equal participation of women in economic policy formulation and implementation. The article has provisions and targets on entrepreneurship, access to credit and public procurement contracts, as well as stipulations on trade policies, equal access to property, resources and employment.	7. Ensure equal participation by women and men in policy formulation and implementation of economic policies.	4	4	4	6
	8. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.	5	4	3	5
	9. Adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors.	5	5	5	6
	10. Review national trade and entrepreneurship policies, to make them gender responsive.	4	4	4	6
	11. With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including through public procurement process.	5	5	4	5
	12. Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.	5	5	4	5
	13. Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.	6	6	6	6
ARTICLES 20-25: GENDER BASED VIOLENCE					
This article makes provision for the implementation of a variety of strategies, including enacting, reviewing, reforming and enforcing laws, aimed at eliminating all forms of gender based violence, and trafficking. There are specific stipulations for the provision of a comprehensive package of treatment and care services for survivors of gender based violence, including the access to Post Exposure Prophylaxis and the establishment of special courts to address these cases. There are specific provisions on human trafficking. A section which provides for monitoring and evaluation sets targets and indicators for reducing gender based violence levels by half by 2015.	14. Enact and enforce legislation prohibiting all forms of gender-based violence.	6	5	6	7
	15. Ensure that laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault.	6	6	6	6
	16. Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.	6	6	5	6
	17. Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society.	5	5	5	6
	18. Enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment.	5	5	5	6
	19. Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015.	6	6	6	6
ARTICLE 26: HEALTH					
This article provides for the adoption and implementation of policies and programmes that address the physical, mental, emotional and social well being of women with specific targets for reducing the maternal mortality ratio and ensuring access to quality sexual and reproductive health services.	20. Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.	6	6	6	6
	21. Reduce the maternal mortality ratio by 75%.	6	6	6	6
	22. Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men; and	6	6	5	6
	23. Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.	5	5	5	5
ARTICLE 27: HIV AND AIDS					
This article covers prevention, treatment care and support in relation to HIV and AIDS.	24. Develop gender sensitive strategies to prevent new infections.	6	6	6	6
	25. Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.	7	6	7	7
	26. Develop and implement policies and programmes to ensure the appropriate recognition, of the work carried out by care-givers, the majority of whom are women; the allocation of resources and psychological support for care-givers as well as promote the involvement of men in the care and support of People Living with Aids.	6	4	5	6
ARTICLE 28: PEACE BUILDING AND CONFLICT RESOLUTION					
This provides for the equal representation of women in conflict resolution and peace building processes as well as the integration of a gender perspective in the resolution of conflict in the region.	27. Put in place measures to ensure that women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes, in accordance with UN Council Resolution 1325 on Women, Peace and Security.	4.5	4	4	3
ARTICLES 29 - 31: MEDIA, INFORMATION AND COMMUNICATION					
This article provides for gender to be mainstreamed in all information, communication and media policies and laws. It calls for women's equal representation in all areas and at all levels of media work and for women and men to be given equal voice through the media. The Protocol calls for increasing programmes for, by and about women and the challenging of gender stereotypes in the media.	28. Take measures to promote the equal representation of women in ownership of, and decision-making structures of the media, in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.	4	4	4	3

2009 Total = 154 / 280 x 100 = 55% | **2010 Total = 152 / 280 x 100 = 54.3%** | **2011 Total = 153 / 280 x 100 = 54.6%** | **2012 Total = 159 / 280 x 100 = 56.7%**

Annex 2

BACKGROUND NOTE ON GENDER AND RELATED INDICATORS

This background note provides information on the various existing indicators considered in developing the ***SADC Gender and Development Index (SGDI)*** that is introduced for the first time in this Barometer.

The ***Human Development Index (HDI)*** - which is **not** a gender indicator - has four components which are meant to reflect Amartya Sen's "capability" approach to poverty rather than a simple income/expenditure monetary measure of poverty. The HDI components are (a) life expectancy at birth for health, (b) adult (15+ years) literacy rate and (c) combined gross enrolment rate for primary, secondary and tertiary education for education, and (d) gross domestic product (GDP) per capita for income. The four component scores are averaged to get the HDI number. The HDI thus gives a single simple (some would say simplistic) measure of the average achievement of the country in terms of human development. A league table was published in the annual Human Development Reports of the UNDP until 2009, and is widely quoted.

The HDI - like all measures - can be criticised on many grounds. Some of the criticisms are relevant from a gender perspective.

Firstly, composite indices are appealing because there is only one number. But having a single number is not useful for policy-making purposes unless one knows WHY the single number is lower than one wants it to be. For example, South Africa's HDI has fallen in recent years. The main reason for this is a significant drop in life expectancy, which is one of the four components. The HDI indicator cannot tell you this. It is only by looking into the components that you can see it.

Secondly, there are data problems. UNDP uses international data-sets in the interests of having a uniform approach. This is probably the only feasible approach for an index covering so many countries and compiled from a single office. However it results in the use of data that are relatively old, and thus indicators that our out-of-date. It also results in individual countries contesting the indicators. The need to have indicators for as many countries as possible can also lead to the use of lowest-common-denominator variables, rather than the variables that would best reflect what the indices aim to measure. Where data are not available, sometimes heroic assumptions have to be made. In the case of the ***Gender-related Development Index (GDI)*** (see below), this is especially the case in relation to sex-disaggregation of GDP.

Thirdly, the indicators are all based on averages, and thus do not capture inequalities within a single indicator.

In 1995, at the time of the Beijing Conference, UNDP developed two gender-related indices - the Gender-related Development Index and the ***Gender Empowerment Measure (GEM)*** - to complement the HDI.

The GDI uses the same variables as the HDI, but each of the components is adjusted for unequal achievement between women and men. The GDI thus shares all the problems that the HDI has, but also has some further problems.

One problem with the GDI is that it assumes that equality on longevity would mean equal life expectancies for men and women. However, biologically women can expect to live longer than men. So when life expectancies are equal this suggests that women are disadvantaged in some way. This is not reflected in the GDI.

A confusing feature of the GDI is that the method uses only the male-female gap, without considering whether it is males or females who are "doing better". So a country where women outperform men in education will have the same penalty as a country where men outperform women by the same amount. We might think this is not a problem (in that men and boys should not be disadvantaged), but it does complicate how we interpret the GDI if the index combines some components where males are advantaged and others where females are advantaged.

Probably the biggest problem with the GDI is that it is heavily influenced by the income variable, so that wealthier countries will - all other things being equal - be reflected as having less inequality than poorer countries. Analysis has shown that for most countries the earned-income gap is responsible for more than 90% of the gender penalty. Exacerbating this problem is the fact that the income estimates are based on "imputed" rather than real data. Thus for many developing countries the earned income gap is assumed to be 75% because reliable data are not available. The 75% was chosen on the basis of 55 countries (including both developed and developing) for which data are available. Yet another exacerbating feature is that the data for the 55 countries relate only to formal non-agricultural wages. Yet in many African countries only a small proportion of the workforce - and an even smaller proportion of employed women - is employed in the formal non-agricultural sector.

The final problem to be raised here is lack of sex-disaggregated data in some cases. As a result, each year there are fewer countries that have GDI scores than have HDI scores. This means that a higher place in the inter-country ranking for the GDI than the HDI does not necessarily mean that the country is doing relatively well on gender.

The GEM focuses on political, economic and social participation rather than Sen's capabilities. The components are women's representation in parliament, women's share of positions classified as managerial and professional, women's participation in the labour force and their share of national income. Fewer countries have data on all of these elements than on the GDI elements and each year there are therefore fewer countries in the GEM index than in the GDI index.

The GEM measures income in more or less the same way as the GDI, so this component has the problems described above. The influence of the absolute level of income - and thus the bias favouring wealthier countries - is, in fact, stronger for the GEM than the GDI. The political component is problematic in that a parliamentary quota for women will automatically increase the GEM score, but will not necessarily mean that women exercise greater political power in the country.

The ***Millennium Development Goals (MDGs)*** are eight goals that 192 United Nations member states and at least 23 international organisations committed themselves to achieving by 2015. One or more targets have been agreed in respect of each goal, with one or more indicators for each of the targets.

Goal 3 is to promote gender equality and empower women. Target 4 is assigned as the measure of achievement in respect of Goal 3. Target 4 is expressed as eliminating gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015. There are four indicators, the first of which has three elements.

The third and fourth indicators relate to employment and decision-making respectively. These additional indicators were included by the team which proposed the standard indicators to emphasise that education is not only an end in itself, but also a means to other ends. The third and fourth targets thus reflect back on the goal, which is about "empowerment" as well as equality. The targets attempt to measure the economic and political aspects of empowerment. The four indicators are: (a) ratio of girls to boys in primary, secondary and tertiary education; (b) ratio of literate females to males of 15-24 year olds; (c) share of women in wage employment in the non-agricultural sector; and (d) proportion of seats held by women in national parliament.

These indicators are very similar to those used in the other well-known international indices. The second education indicator differs from most other indices by focusing on 15-24 year olds. This focus captures changes in education levels better than a measure that covers all adults, as the all-adult measure will be biased downwards by past discrimination against women rather than reflecting what is happening now within education.

The MDG Gender Task Force proposed that further indicators be added to the standard set to measure (a) gender gaps in earnings in wage and self-employment; (b) the hours per day or year that women and men spend fetching water and collecting fuel; (c) the percentage of seats held by women in local government bodies; and (d) the prevalence of domestic violence. These additional indicators were not added to the standard set.

Development of the ***Gender Equality Index (GEI)*** was motivated, at least in part, by the standard measures' lack of attention to issues related to the body and sexuality, religious, cultural and legal issues, ethics, women's rights and care.

The index was called the GEI, rather than the ***Gender Inequality Index (GII)***, so as not to focus only on gender imbalances. Instead, the index would measure the extent to which gender equality was achieved in any country.

It was recognised that as a global, comparative measure, the GEI would lose cultural and national specificity and would not capture gender equality in all its dimensions. It was thus proposed that each country also describe the historical and cultural context, and develop country-specific "satellite" indicators to complement the GEI.

The GEI covers eight dimensions, each of which has a number of indicators. The dimensions are:
- Gender identity;
- Autonomy of the body;
- Autonomy within the household;
- Political power;
- Social resources;
- Material resources;
- Employment and income;
- Time use.

The availability and adequacy of the GEI indicators have been tested only in Japan and Indonesia. These tests revealed the especial difficulty of measuring the first two dimensions quantitatively.

In the early 2000s, the United Nations Economic Commission for Africa (UNECA) developed the African ***Gender Status Index (GSI)*** and the ***African Women's Progress Scoreboard (AWPS)***. The AWPS is based on more qualitative judgments, although these are given numeric scores. The existence of the AWPS alongside the GSI is noteworthy, as it highlights the realisation that some aspects of gender equality cannot be adequately captured by quantitative indicators. The GSI is similar to the GDI and GEM in being computed from quantitative data. A major difference is that there are far more indicators - 43 in all!

The use of 43 indicators has two major drawbacks. Firstly, it means that most countries are likely to lack data on at least one indicator, or be forced to use unreliable data from small samples. Secondly, it means that the meaning of the index - and its direct usefulness for policy-making purposes - is even more obscure than for the HDI, GDI or GEM as one has to examine all the elements in detail to work out why a country is scoring higher or lower. The developers of the GSI acknowledge that there may be too many indicators.

UNECA tested the index in twelve countries (Benin, Burkina Faso, Cameroon, Egypt, Ethiopia, Ghana, Madagascar, Mozambique, South Africa, Tanzania, Tunisia, Uganda). The process took substantially longer than predicted. The delays in part reflected the challenges involved in collecting and checking so many indicators. Even with these delays and despite specifying five-year periods for each indicator, it was not possible to find all the indicators for each country.

The indicators are divided into three blocks, namely social power, economic power, and political power. The indicators all deal with gender issues, understood as the relations between women and men, and thus as needing to compare indicators for men and women. This means that maternal mortality and violence against women are not covered because they only concern women.

Each indicator represents a simple arithmetic comparison of the number of women to the number of men, thus reflecting the gender "gap". (A few of the indicators need a bit of manipulation to be able to get a gap.) Unlike the HDI and GDI, the GSI does not take the overall level of achievement into account. As a result, a good score on the GSI could reflect a high level of equality, but at a level of achievement that is poor for both women and men (girls and boys).

For weighting purposes, each of the three blocks - social, political and economic - has equal weight. Further, within each component of each block, each of the indicators has equal weight. In effect, this means that indicators that are in a component with relatively few indicators "count" more than those in a component with a greater number of indicators. The developers of the GSI suggest that other weighting approaches could be considered, such as:

- Weighting more heavily the components or blocks where there are the biggest gaps.
- Weighting more heavily those that can be changed more easily in the short term so that one can more easily "see" the impact of advocacy and policy changes.
- Giving less weight to the "political power" block because it deals with a small population than the other two blocks.

The table shows all the GSI indicators, and the component and sub-component into which they fit.

In the 2010 Human Development Report the GII replaced the GDI. This measure, unlike the GDI, is not influenced by the absolute level of achievement or development. Instead, like the GSI, several of the components focus on the degree of inequality in achievement between males and females on different measures while others focus on levels of women's achievement. The consequence is that a country can score well on this measure even if absolute levels of achievement are low as long as the measures for females and males are equally low.

The three equally weighted dimensions covered by the GII are reproductive health (maternal mortality ratio, adolescent fertility rate), empowerment (share of parliamentary seats held by women and men, attainment at secondary and higher education levels) and labour market participation (labour market participation rate). The rating works in the opposite direction to that of the GDI i.e. a level of 0 indicates no inequality while 1 indicates extreme inequality.

The SGDI on the status of women in SADC countries is based on 23 indicators. The indicators are grouped under six categories, namely Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). There are, unfortunately, no indicators for the Protocol articles on Constitutional and legal rights, gender-based violence and peace building and conflict resolution. The fact that there are no indicators for some topics reflects the difficulty in finding appropriate indicators with reliable data for these. These are areas that the Southern African Gender Protocol Alliance hopes to address these gaps in future years.

Within some of the categories there are disappointing gaps. Ideally, the SGDI would have included an indicator measuring the disparity in pay between women and men doing paid work. Unfortunately, as discussed in the section on other indicator measures such as the GDI, the

available datasets of disaggregated earned income are heavily based on assumptions rather than on empirical data. In respect of the maternity leave indicator, the time given to a woman worker does not necessarily mean that she will receive pay while on leave. In some cases, no pay is guaranteed, in other cases only a proportion of the pay is guaranteed, and in some cases paid leave is only available to certain categories of employees, such as those employed by government. For next year's index, more detailed information on maternity leave as well as paternity leave will be included.

To create the composite index, two challenges needed to be addressed. The first was the differing number of indicators in the various categories and how this should be dealt with in weighting. This was necessary so that, for example, media was not given twice the importance ("weight") of governance or education because it had six indicators while governance and education each had three indicators. The second challenge was the difference in the range of "raw scores" that were possible for each indicator and how these could be standardised so that averages were not comparing apples and giraffes. If this standardisation were not done, an indicator for which the score could range from 0 to 50 would have only half the weight of another indicator for which the score could range from 0 to 100.

Weighting
Each category was given equal weight by calculating the average score across the indicators in that category. So, for example, for categories with three indicators, the score for that category was the average across the three. This approach also solved the problem of how to deal with countries for which some indicators were missing, as the average was calculated on the available indicators for each country. Nevertheless, while this generated a score for all categories across all countries except for media in Angola, the averages for countries with missing indicators should be treated with caution as they are not exactly comparable with those of countries for which all indicators were available. The number of missing indicators ranged from zero for Madagascar, Mauritius, Namibia, South Africa, Tanzania and Zamiba, to nine for Angola.

Standardisation
Standardisation aimed to convert all "raw scores" into values that range from 0 (for the worst possible performance) to 100 (for the best possible performance). The indicators consist of several types in terms of what they are measuring:

- Many of the indicators measure the female percentage of people with given characteristics. All the governance, education and media indicators have this form. For these indicators, the raw score could range from 0 to 100. However, if our aim is to ensure that women do not face discrimination, then a raw score of 50 is the target. In standardisation, all scores of more than 50 - of which several were found, for example, for tertiary education - were therefore changed to 50.
- Several of the indicators measure the percentage of women and girls with a given characteristic. Two examples of such indicators are the percentage of women using contraception and the percentage of women aged 15-24 with comprehensive knowledge on HIV and AIDS. For these indicators, the raw score could range from 0 to 100 and the score therefore did not need further standardisation.
- Several of the indicators measure the female rate for a given characteristic as a percentage of the male rate. Examples here are female labour force participation as a percentage of male labour force participation, and the female unemployment rate as a percentage of the male unemployment rate. In these cases possible scores could range from 0 to more than 100 where the female rate is more than the male rate. In the one case where the score was more than 100 (unemployment rate in Zambia), the score was changed to 100.
- Finally, two of the indicators that relate specifically to gender or women's issues have scores that fall outside the above categories. The first is the number of weeks of maternity leave to which employees are entitled. The second is the maternal mortality rate, which is expressed as the number of deaths for every 100,000 live births. For the first of these indicators, we assumed that the possible range was from 0 to 16 weeks, and calculated the actual number of weeks as a percentage of 16. For the second of these indicators, we set the possible range between 0 and 2000 out of 100,000 (see http://en.wikipedia.org/wiki/Maternal_death), and calculate a score out of 100 by dividing the raw score by 20.

A further challenge in the standardisation process was that while the majority of indicators measure a desirable characteristic, for which a high score indicates good performance, there are a few indicators that measure undesirable characteristic for which higher scores reflected poorer performance. The negative indicators are the ones relating to unemployment rate, female share of people living with HIV, and maternal mortality rate. For these indicators the rate was inverted by subtracting the standardised rate from 100.

Components of the Gender Status Index			
Block	**Component**	**Sub-component**	**Indicator**
Social power 'Capabilities'	Education	Enrolment	Primary enrolment rate
			Secondary enrolment rate
			Tertiary enrolment rate
		Dropout	Primary dropout ratio
			Secondary dropout ratio
		Literacy	Ability to read and write
			Primary school completed
	Health	Child health	Stunting under 3
			Underweight under 3
			Mortality under 5
		Life expectancy at birth	
		New HIV infection	
		Time spent out of work	
Economic power 'Opportunities'	Income	Wages	Wages in agriculture
			Wages in civil service
			Wages in formal sector (public and/or private)
			Wages in informal sector
		Income	Income from informal enterprise
			Income from small agricultural household enterprise
			Income from remittances and inter-household transfers
	Time-use or employment	Time-use	Time spent in market economic activities (as paid employee, own-account or employer)
			Time spent in non-market economic activities or as unpaid family worker in market economic activities
			Time spent in domestic, care and volunteer non economic activities
		Employment	Or: Share of paid employment, own-account and employer in total employment
	Access to resources	Means of production	Ownership of urban plots/houses or land
			Access to family labour
			Access to credit
			Freedom to dispose of own income
		Management	Employers
			High civil servants (class A)
			Members of professional syndicates
			Administrative, scientific and technical
Political power 'Agency'	Public sector		Members of parliament
			Cabinet ministers
			Higher courts judges
			Members of local councils
	Civil society		

Bibliography

Botswana:

BALA,Third Edition, Quarterly Newsletter, November 2009,BALA,Gaborone
BCP/BAM (2009), *BAM and BCP Manifesto 2009-2014*. Botswana, 2009
BDP (2009), *BDP Party Manifesto 2009-2014*, Botswana 2009
BNF (2009), *BNF 2009 General Elections Manifesto*. Botswana 2009
BIDPA/UNECA (2008). *The Progress of Good Governance in Botswana 2008 - Final Report of the UNECA Project measuring and Monitoring Progress Towards Good Governance in Africa; The African Governance Report II (AGR II)*. Gaborone
BOCONGO, Gender Links, GEMSA (2007),Draft Botswana 365 Day National Action Plan to End Gender Violence. Gaborone, Botswana, 2007
BOCONGO, Gender Pitso 2010: Gender and Development: Whose Agenda is it, BOCONGO, Gaborone
BOCONGO, Botswana NGO's Shadow Report to CEDAW, BOCONGO, Gaborone
Botswana Police Service (2008), Report on the Handling of Gender Based Violence - Cases by the Botswana Police Service. Prepared for Women's Affairs Department (WAD) - Ministry of Labour and Home Affairs, Gaborone, Botswana, 2008
Botswana Police Services (2009), Commissioners Annual Report, Botswana Police Service, Gaborone
Botswana Government, The Children's Act, Chapter 28:04, Gaborone
CSO (2002), *Population of Towns, Villages and Associated Localities* Government Printing and Publishing Services, Gaborone, Botswana 2002
CSO (2003), *Report on the Second National Survey on Literacy in Botswana*. Central Statistics Office and Department of Non Formal Education, Gaborone, Botswana, 2003
CSO (2008),*2005/06 Labour Force Report*. Central Statistics Office, Gaborone, Botswana, 2008
CSO (2008), Stats Brief - *Education Statistics 2008*, Published by Central Statistics Office, Gaborone, Botswana, 2008
CSO (2009), *Education Statistics 2006*, Published by Central Statistics Office, Gaborone, Botswana, 2009
CSO (2009), *Stats Brief - Vision 2016 and Millennium Development Goals Indicators Report*, Central Statistics Office 2009
Gender Inequity, Stigma and Discrimination, Cambridge, Massachusetts, USA, 2007
CSO (2009), 2007 Informal Sector Survey Report. Published by Central Statistics Office, Gaborone, Botswana, 2009
CSO (2010), Stats Brief, Formal Sector Employment, Central Statistics Office, Gaborone
CSO (2010), Stats Brief, Education Statistics 2010, Central Statistics office, Gaborone
Dube, P. Sethunya (2005) *Too Little, Too Late for Women in Botswana*. In Gender Links, Missing the Mark, Audit of the SADC Declaration on Gender and Development, Women in Decision Making, D.S Media, Johannesburg, 2005
FINACCO, Alweshie, S.T., Andersen, J., Machacha, L., Adjah, C.K., (2003). *Draft Report on Mainsteaming Gender into Vocational Educational and Training in Botswana, submitted to Botswana Training Authority*. Gaborone: Botswana.
Gender Links (2009), *At the Coalface - Gender and Local government in Botswana*. Johannesburg, South Africa, 2009
IEC (2002),*Voter Apathy Report*, IEC, Gaborone Botswana 2002
IEC (2005), *Report to the Minister of Presidential Affairs and Public Administration on the 2004 General Elections*. Independent Electoral Commission, Gaborone, Botswana 2005
IEC (2009),Personal communication with Independent Electoral Committee 2009
Madisa, M. Motsei (1999) *A Voluntary Party-Based Quota in a Constituency System: The Case of Botswana; a report of the proceedings of a conference held in Gaborone, Botswana, 28-1 April 1999*
Maundeni, Z (2004). Mapping Local Democracy in Gaborone City.,BALA, Gaborone, Botswana, 2004
Ministry of Agriculture, Livestock Management, and Infrastructure Development (LIMIT): programme Evaluation, Division of Research and Statistics, Gaborone.
Ministry of Agriculture, Rapid Evaluation/Assessment of the Integrated Support Programme for Arable Agriculture (ISPAAD), Department of Research and Statistics, Gaborone.
Ministry of Finance and Development Planning (2003), National Development Plan 9 - 2003/04-2008/09 Gaborone, Botswana, 2003
Ministry of Finance and Development Planning (2006), *Mid-term review of NDP9*, Gaborone
Ministry of Finance and Development Planning (2007), Development of A Comprehensive Citizen Economic Entrepreneurship Strategy Study - reference group meeting, 17 October 2007.
Ministry of Health (2003). *Adolescent Sexual and Reproductive Health Implementation Strategy*. Family Health Division, Ministry of Health.
Ministry of Health (2008), Policy Guidelines to Male Involvement in SHR, HIV and AIDS and Gender Based Violence Prevention and Management, UN & MOH, Gaborone.
Ministry of Health / UNFPA (2007). *A National Strategy and Programme of Action for Male Involvement in Sexual and Reproductive Health and Rights, the Prevention of HIV/AIDS and Gender-based violence 2007-2012*. Botswana.
Ministry of Labour and Home Affairs (2008), Botswana Country Statement at the 52nd Session of the Commission on the Status of Women. New York, USA, 2008
Ministry of Labour and Home Affairs, Department of Gender and Development (2008), *National Policy on Gender and Development,* July 2008
Ministry of Labour and Home Affairs, Women's Affairs Department & UNDP (2002) Gender Disaggregated Data Report 2002, Gaborone, Botswana, 2002
Ministry of Labour and Home Affairs, Women's Affairs Department (2002).,*Botswana's Response to the Questionnaire to Governments on Implementation of The Beijing Platform for Action (1995) and the outcome of The 23rd Special Session of The General Assembly (2000)*. Gaborone, Botswana, 2002
Mmegi Newspaper (2008). *Female 'bliss' slow on take off*. By Mqondisi Dube, published 20 November 2008.
Mmegi Newspaper (2007). *Women Politicians Push Gender Issues*. By Ryder Gabathuse, published 5 November 2007.
Molokomme, A (1999). *Equality in Politics: A Democratic Imperative in Strengthening and Consolidating Democracy; a paper presented at conference entitled 'Strengthening and Consolidating Democracy in SADC through the Electoral Process*', Gaborone, Botswana, 20-22 June 1999
Mookodi, G. (2004). The Dynamics of Domestic Violence Against Women in Botswana Botswana Journal of African Studies, vol. 18. no 1, 2004
National Aids Coordinating Agency (NACA) (2009). *National Campaign Plan - Multiple Concurrent Partnerships*. Gaborone
NACA (2008) Botswana HIV/AIDS Impact Survey 111 Results, NACA and CSO, Gaborone
Republic Of Botswana, 2010, National Development Plan 10 Towards 2016, MFDP
Physicians for Human Rights (2007). *Epidemic of Inequality Women's Rights and HIV/AIDS in Botswana & Swaziland - An Evidence-Based Report on the Effects of*
UN Botswana (2007), Second Common Country Assessment for Botswana - Final Report. United Nations System in Botswana, Gaborone, Botswana, 2007
Sebudubudu, D. & Osei-Hwedie, B.Z.(2004). *Democratic Consolidation in SADC ñ Botswana' s 2004 Elections*. EISA Research Report No 11.
Therisanyo (2006), Volume 1
Therisanyo (2007a) Volume 2
Therisanyo (2007b) Volume 3
UN & Republic of Botswana (1998), National Gender Programme Framework. Gaborone, Botswana, 1998
UN & Republic of Botswana (2004). *Botswana Millenium Development Goals Status Report 2004 ñ Achievements, Future Challenges and Choices.* United Nations.
UN & Republic of Botswana MDG's Progress Report, 2010, United Nations
UN & Government of Botswana Implementation Programme 2010-2014, UN
UNICEF (2005). *Botswana Child Monitor: A Bulletin of Recent Events, Statistics and Acquisitions About Children*. Consolidated by UNICEF. November to December 2005
UN & Republic of Botswana (2004) *Botswana Millenium Development Goals Status Report 2004 - Achievements, Future Challenges and Choices*. United Nations, 2004
WAD (2008). *National Policy on Gender and Development*,Department of Gender and Development - Ministry of Labour and Home Affairs, Gaborone, Botswana, 2008
Womens NGO Coalition and SARDC WIDSAA (2005). *Beyond Inequalities 2005 - Women in Botswana* WNGOC/SARDC, Gaborone and Harare, 2005
WAD (2011), Gender Statistics Botswana 2011, MLHA, WAD, Gaborone
World Bank (2008). *Africa Development Indicators 2008/09 - Youth & Employment in Africa, the Potential, the Problem and the Promise* World Bank, USA, 2008
World Health Organisation (WHO) 2011 Statistics report
World Health Organization (WHO), Joint United Nations Programme on HIV/AIDS (UNAIDS) and United Nations Children's Fund (UNICEF. (2008). *Epidemiological Fact Sheet on HIV and AIDS: Core data on Epidemiology and response: Botswana: 2008 Update.* Retrieved June 5, 2009, from http://apps.who.int/globalatlas/predefinedReports/EFS2008/full/EFS2008_BW.pdf
www.aceproject.org
www.botswanadirect.co.bw

Lesotho:

All Basotho Convention Election Party Manifesto
Brief on Laws and Policies that Affect Sexual and Reproductive Health Rights in Lesotho PPA
Bureau of Statistics Lesotho (2010). Lesotho Population and Housing Census, Analytical Report, Volume IIIB Socio Economics Characteristic. Maseru. Lesotho.
Bureau of Statistics "Population Census Report 2006 Statistical Tables "2010
Bureau of Statistics (2008) Integrated Labour Force Survey Preliminary Results Report, National Statistical System of Lesotho, Statistical Reports No. 9:2009
Bureau of Statistics (2006)2006 Census Preliminary Report, Maseru
Bureau of Statistics (2004) Household Budget Survey, Maseru
Bureau of Statistics (2007), 2002/03 and 1994/95 Household Budget Survey: Analytical Report, Maseru
Delport Elize (2007) 'Human Trafficking in Lesotho: Root Causes and Recommendations', Policy Paper Poverty Series No. 14.6 http:www.commint.com/node 269648/38 last checked by author on 19 June 2009
De Wet Corene (2006) *'School Violence in Lesotho: the perceptions experiences and Observation of a group of learners'*, South African Journal of Education Vol 27:673-689
Development for Peace Education, (2009). *Report on the Dialogue for Local Government Stakeholders in the Mohale'sHoek District.*
Electoral Institute of Southern Africa 2007 Election updates (on line)
Government of Lesotho, Bureau of Statistics 2008 Integrated Labor Force Survey Preliminary Results Report No.9 2009
Government of Lesotho, Bureau of Statistics, *Labor Force Survey*, 1997
Government of Lesotho, *Lesotho Demographic and Health Survey 2004*, Ministry of Health and Social Welfare, Maseru
Government of Lesotho, MOHSW and WHO, 2003 Gender Violence in Lesotho, Prepared by I Kimane, M. Mpetla, ans N. Mapetla.
Government of Lesotho, UNICEF, UNFPA, and WHO, *Roadmap for Accelerating Reduction of Maternal and Newborn Morbidity and Mortality in Lesotho 2007-2015*
Government of Lesotho, Ministry of Education and Training, 2003 Report of the Gender Audit on the Education Sector in Lesotho
Government of Lesotho, Ministry of Education Bulletin 2006
Government of Lesotho, Ministry of Finance and Development Planning 2007 Lesotho Population Data Sheet. Ministry of Finance and Development Planning, Lesotho. (Not collected)
Government of Lesotho, Ministry of Health and Social Welfare. Roadmap for Accelerating Reduction of Maternal and Newborn Morbidity and Mortality in Lesotho 2007-2015
Government of Lesotho and UNDP (2004), ' Millennium Development Goals Status Draft Report', Maseru
Government of Lesotho Gazette Extraordinary Vol. LVI No. 8 Local Government (Amendment) (No. 2) Act, 2011
Government of Lesotho "Lesotho National Budget 2010-11" Government Printer Maseru, Lesotho

Government of Lesotho, 2009. Ministry of Health and Social Welfare. 2010. Lesotho Demographic and Health Survey
Global Policy Network http://www.gpn.org.
Kapa Anthony, (2007) "Lesotho's local government system: A critical note on the structure and implications for popular participation and service delivery", Roma, NUL: Unpublished.
Kimane I., Ntimo-Makara M. and Mapetla. E.R.M. (1992). Gender Planning Strategy: Enhancing the Participation and Perfomance of Both Female and Male Civil Servants in Lesotho. Report Prepared for the Ministry of Public Service, Government of Lesotho.
Lesotho Congress for Democracy (2007) Election Manifesto
LECAWU (2006), Highlights of Current Labour Market Conditions in Lesotho
Lesotho UNGASS Country Report: 'Status of the National Response to the 2001 Declaration of Commitment on HIV/AIDS January 2006
Lesotho Review (2008): 'An overview of the kingdom of Lesotho's economy. 2007 Edition', Wade publishing cc, Maseru.
Lesotho Times Newspaper, June 2-8 2011
Sunday Express, June 29, 2011 "Six to battle for BNP top post". http://sundayexpress.co.ls/?p=3667 <http://sundayexpress.co.ls/?p=3667>
Lesotho Times March 11, 2011 "Lone woman in the BNP Running"http://www.lestimes.com/?p=5679Letsie Moipone, 2011, Children and Youth as Cross cutting Issues. Unpublished Background paper for MFDP, Lesotho. Letuka Puleng, Keiso Matashane, Morolong Bantu (1995) *Beyond Inequalities Women in Lesotho* WLSA Lesotho and SARDC-WIDSAA, Maseru and Harare,
Letuka Puleng Mapetla Matšeliso, Matashane-Marite (2004) *Gender and Elections in Lesotho Perspectives on the 2002 elections* EISA Research Report No. 4.
Matšeliso M, (2000). The Study of the Status of Women in Politics and Decision-making in Lesotho: SADC Gender Unit.
Mapetla Matšeliso, Croome David, Chaka Nthabiseng and Letsie Moipone, 2011. *Gender, Elderly, Disabilty, Youth and Children as Cross Cutting Issues in Lesotho: A Background* Research Paper Prepared for Ministry of Finance and Development Planning, Government of Lesotho. March.
Mapetla Matseliso 2009. Gender Links Alliance Lesotho 2009 Barometer Report
Mapetla Matšeliso, 2003. *Assessment of Capacity Needs of National Gender Machineries for Gender Equality A Lesotho Report. Diagnostic Phase.* SADC-Gender Unit, Gaborone Botswana
Mapetla Matšeliso, (2000). The Study of the Status of Women in Politics and Decision-Mking in Lesotho. Prepared for the Gender Unit, SADC, Gaborone Botswana.December
Mapetla Matšeliso, 2009. *SADC Gender Protocol Barometer Baseline Study: Lesotho Report.* Southern African Gender Protocol Alliance & Gender Links, South Africa.
Mapetla, M. D. Croome, N. Chaka and M. Letsie 2011 "Children and Youth as Crosscutting Issues" In Background on Gender. Elderly, Disability, Children and Youth as Crosscutting Issues. Prepared for the Ministry of Finance and Development Planning. GOL. March 2011.
Millennium Challenge Account-Lesotho, 2010. Gender Equality in Economic Rights Project Activity Monitoring Plan, September. p.5)
Mokoma Mokoma (2011), *Basic Conditions of Employment for Public Officers* Government of Lesotho, Ministry of Public Service Newsletter *Mosebeletsi,* Volume 4 1ssue 1 April. p.2the Public Service
Molefi Tsepe v The Independent Electoral Commission, The Minister of Local Government and others. Court of Appeal (CIV) No. 11 of 2005 (unreported)
Moqolotsi, a Newsletter of MISA Lesotho. Vol.4 No.1 Jan-March, 2009
National AIDS Commission (2006). *Lesotho National AIDS Policy*, 2006. www. Safaids.nt/?9=node/43
National AIDS Commission. 2009. National HIV and AIDS Estimates for Lesotho 2009.
National University of Lesotho, NUL Order 1992, section 51 (2)) Roma.
Ntimo-Makara Matora and Matobo Thope (2007) 'Living Conditions of Student Mothers and Fathers at the National University of Lesotho' In: Mapetla M. Schlyter A. and Bless B. D. (Eds.) (2007) *Urban Experiences of Gender Generations and Social Justice.* Institute of Southern African Studies, National University of Lesotho. ISBN 99911-31- pp193-214
Setsabi Setsabi, (2009). 'Gender perspectives of political parties' Work for Justice, Vol. 01 Issue, and 30 June, 2009. Pp.15-19
The Mirror June 01 06 2005
UNDP (2007). National Human Development Report 2006: Lesotho.
UNESCO (2007) Human Trafficking in Lesotho: Root Causes and Recommendations. Policy Paper Poverty Series No. 14:6 (e) Paris 2007
UNGASS. 2009. Lesotho UNGASS country report: Status of the national response to the 2001 declaration of commitment on HIV and AIDS.
United States of American Embassy. Human rights report: Lesotho. Bureau of democracy, human rights, and labor. 2010 country reports on human rights practices <http://www.state.gov/g/drl/rls/hrrpt/2010/index.htm> . April, 2011
United Nations Human Development Report 2007/2008,
United Nations Development Programme "Progress Report on Attainment of MDGs in Lesotho" 2010 UNDP, Maseru Lesotho
United Nations Development Assistance Framework Annual Work Plan, 2010, Maseru, Lesotho, March 2010
WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation Coverage Estimates Improved Sanitation. Updated July 2008. Lesotho.
2008 World Population Data Sheet-Population Reference Bureau

LAWS

Anti-trafficking in Persons Act, 2011
- Labour Code Order 1992
- Government of Lesotho. Lesotho Constitution of 1993
- Government of Lesotho, Gender and Development Policy 2003
- Government of Lesotho Sexual Offences Act 2003
- Legal Capacity of Married Persons Act 2006
- *Brief on Laws that Affect Sexual and Reproductive Health Rights in Lesotho (nd.). Lesotho Planned Parenthood Association (LPPA), and WLSA the*
- *The National Assembly Amendment Act 2001 (S36 A)*
- *The Sexual Offences Act, 2003*
- *The Local Government Election Act 2004*

Policies
- Gender and Development Policy (2003).
- National Adolescent Health Draft Policy 2003
- National Social Welfare Policy 2006
- National HIV and AIDS Policy 2006
- National Policy on Orphans and Vulnerable Children 2006
- Health and Social Welfare Draft Policy (2004).
- National Population Policy for Sustainable Development (2005)
- Science and Technology Policy (2006)



Madagascar:

Chemonics International Inc (2007) USAID Anti-Trafficking In Persons Programs In Africa: A Review
DRV - Dinika sy Rindra ho an'ny Vehivavy (2005a) *Rapport national sur L'IDISA - Indice de Développement et des Inégalités entre les Sexes en Afrique volume I L'indice de la Condition de la Femme - (National report on the Index of development and gender inequities in Africa)* - ICF
DRV - Dinika sy Rindra ho an'ny Vehivavy (2005b) Rapport national sur L'IDISA - *Indice de Développement et des Inégalités entre les Sexes en Afrique volume 2- (National report on the Index of development and gender inequities in Africa)* - ICF
Focus development Association (2006) 'Women's legal Rights Madagascar, rapport final' *(Women's legal rights Madagascar, Final report)* : Ministry of Justice, USAID-WLR
Focus Development Association (2008) *Genre & Développement : Un état des lieux - Madagascar (Gender and Development : a situation analysis)* - Indian Ocean Commission, UNFPA
Elizabeth, K. B. (2005) *Vers une réalisation de normes internationales en matière de droit de la femme : une analyse du Code de la famille malgache (Towards achievieng international norms in women's rights : an analysis of the Malagasy Family Act)* : USAID
Bénédicte, G. and Gathier, L. (2007) *Etude ELVICA : Enquête sur la Violence Conjugale envers les femmes à Antananarivo* : ENDA-OI, IRD
Cabinet COEF RESSOURCES (2009) 'Evaluation du plan d'action National Genre et Développement (PANAGED) *(Evaluation of the national Gender and Development action plan)* on behalf of the Ministry of Health and Family Planning/UNDP - Final evaluation report (final draft)
Focus Development Association (2004) *Contribution à la connaissance des réalités Malgaches : droit de la famille, violence contre les femmes et vie citoyenne (Contributing to a better understanding of Malagasy realities: the law on family, violence against women, and civil life)* : Women's Legal Rights - USAID
Focus Development Association (2005) 'Rapport d'atelier de renforcement de capacités des mécanismes institutionnels en genre et développement pour la mise en oeuvre et le suivi du PANAGED': Ministère de la Population, de la Protection Sociale et des Loisirs
Focus Development Association (2006) 'Rapport d'atelier de renforcement de capacités genre et développement du staff et des Chefs de Service en matière d'intégration du genre dans les activités du Ministère de la Population, de la Protection Sociale et des Loisirs' : Ministère de la Population, de la Protection Sociale et des Loisirs
Focus Development Association (2006) 'rapport d'atelier de renforcement de capacités genre et développement des cellules Genre des Ministères pour la mise en oeuvre et suivi du PANAGED': Ministère de la Population, de la Protection Sociale et des Loisirs
Focus Development Association (2008) 'Genre et éducation à Madagascar, étude de cas de 6 Circonscriptions SCOlaires' : UNICEF, 2008
Gender links *Glass Ceilings: Women and men in Southern Africa Media - Madagascar*
Marie, R. (2007) Intégrer les questions du Genre dans le Secteur Forestier en Afrique -Madagascar : FAO
Maholy, R. (2003) *Le Fonds de Garantie* : Centre de Recherche, d'Etudes et d'Appui à l'analyse économique à Madagascar (CREAM)/The African Capacity Building Foundation
Noroarisoa S. Ravaozanany (2007) 'Socialisation différentielle des filles et des garÀons par l'école Le cas de l'Ecole Primaire Publique d'Antsahabe' : Université d'Antananarivo
Ravaozanany, N, Haingo, R Mina, R. 2008 'Genre et processus electoral - Madagascar': EISA
Renée, G. (2006) *MMC Madagascar Projet Foncier : Matières relatives au genre à prendre en compte*
SE.CNLS Rapport annuel 2004
SE.CNLS Rapport annuel 2005
SE.CNLS Rapport annuel 2006
SE.CNLS Rapport annuel 2007

Action Plans and reports

Enquête Périodique auprès des Ménages 2001(2001)
Enquête Périodique auprès des Ménages 2005(2006)
Annuaire statistique de santé 2008
Politique Nationale de la Promotion de la Femme pour un développement équilibré homme - femme
Politique Nationale de santé des adolescents et des jeunes à Madagascar
Politique Nationale en Santé de la Reproduction
Stratégie de communication en Planification Familiale
Plan sectoriel en Planning Familial 2007 - 2012 pour la mise en oeuvre du Madagascar Action Plan
Normes et procédures en Santé d la Reproduction
Protocole de traitements ARV

Plan de Développement du Secteur Santé et de la Protection Sociale 2007 - 2011
Plan Stratégique National de Lutte contre le VIH/Sida (PSN) 2007-2012
Politique Nationale sur La Prévention De La Transmission Mère - Enfant du VIH : Madagascar
Programme National de Soutien à l'Emploi -PNSE (2006)
Madagascar Action Plan
Rapport National sur le Développement Humain 2003: Gender, human development and poverty
Plan d'Action National Genre et Développement 2004 - 2008 (National gender and development action plan 2004-2008) (2003)
Rapport périodique d'application de la convention relative aux droits de l'enfant -Madagascar
Ministère de la Fonction Publique, du Travail et des Lois Sociales/ Organisation International du Travail/ Observatoire malgache de l'emploi et de la formation professionnelle continue et entrepreneuriale - Organisation Internationale Du Travail *Indicateurs Clés du Marché DU Travail*
Laws and jurisprudence
National :
Act n° 2009- 002 (Political Party)
Constitution révisée de 2007
Code Pénal mis à jour du 31 Octobre 2008
Décret n° 62-152 du 28 mars 1962 fixant les conditions de travail des enfants, des femmes et des femmes enceintes *(J.O. n° 216 du 7.4.62, p.582)*
Décret n° 95-645 relatif au Plan d'Action National pour l'Education des Filles (PANEF) *(JO n° du 25 décembre 1995 p. 3743)*
Décret 92 - 026 du 16 février 1992 portant création d'un conseil national de lutte contre les infections sexuellement transmissibles (IST) et le Syndrome d'Immuno Déficience Acquise (SIDA)
Décret n° 2007-532 portant réorganisation de l'Ecole Nationale de la Magistrature et des Greffes (ENMG)
DECRET n° 2007-1109 Portant application de la loi n° 2006-031 du 24 novembre 2006, fixant le régime juridique de la propriété foncière privée non titrée
Annexe au décret n° 2007-532 sur le règlement général du personnel de l'Ecole nationale de la Magistrature et des Greffes
Loi n° 68-012 relative aux successions, testaments et donations
Loi n° 2003-044 du 28 Juillet 2004 portant Code du Travail
Loi n° 2004-04 portant Orientation générale du Système d'Education
Loi n° 2004-009 portant régime des marchés publics
Lalana laharana faha-2005 - 019 tamin'ny 17 oktobra 2005 anaovana ny Feni-kevitra ankapobe mifehy ny satan'ny tany
LOI n° 2006-031 DU 24 Novembre 2006 fixant le régime juridique de la propriété foncière privée non titrée
Loi constitutionnelle n° 2007 - 001 du 27 avril 2007 portant révision de la constitution
Loi n° 2007 022 relative au mariage et aux régimes matrimoniaux
Loi n° 2007-023 du 20 ao˙t 2007 sur les droits et la protection des enfants
Loi n° 2007-038 modifiant et complétant certaines dispositions du Code Pénal sur la lutte contre la traite des personnes et le tourisme sexuel.
Ordonnance n° 60-064 portant code de la nationalité
Ordonnance n° 60-146 portant Code Foncier
2000 Textes mis à jour du 31 Décembre 2007
Cadre juridique sur la lutte contre le VIH et le SIDA et la protection des personnes vivant avec le VIH et le SIDA à Madagascar



Malawi :

The Constitution of the Republic of Malawi
Report on Parliamentary and Presidential elections - May 2009, Malawi electoral Commission
Ott, M. Dr. and Kanyongolo, F.E. Phd, Editors, (2009) Democracy in progress: Malawi's 2009 Parliament and Presidential Elections
Population and Housing Census 20008: Main Report - September 2009
Population and Housing Census 20008: Analytical report, Vol. 10, Economic Activity - December 2010
Draft MGDS II - 2011-2016
Extended NAF, 2010-2012
EMIS Report, 2009-2010
The Worlds Women 2010 Trends and Statistics, United Nations-Department of Economic and Social Affairs
The PDV Act 2006
The Malawi Demographic and Health Survey (MDHS) 2010 Report
The World's Women and Girls Data Sheet 2011 by The Population Reference Bureau (PRB) web: www.prb.org
CSCQBE 2010, Gender Responsive Budgeting Malawi, an Analysis of 2010/11 National Education Sector Budget
CSCQBE 2011, Gender Responsive Budgeting Malawi, an Analysis of 2011/12 National Education Sector Budget
Malawi Education Country Status Report 2008/09
Women's Land Rights in Southern Africa: Consolidated baseline findings from Malawi, Mozambique, South Africa, Zambia and Zimbabwe
GoM and World Bank (2006) Malawi Poverty Vulnerability Assessment
Ngeyi Ruth Kanyongolo PhD, *Economic Empowerment of Women: Law and Policy Review, Final Report 2011*
Kanyongolo, et al, Human Rights, Gender and Governance, November 2011
2012 Global AIDS Response Progress Report: Malawi Country Report for 2010-2011
Matilda Marcia Katopola, *The Role of Law Reform in Strengthening Legislative Processes: The Malawi Experience, a paper*
Dr. Burnett Lunan, Zoe Clements & Scott Mahony, Maternal Health in Malawi: Members' Report (2011 - 2012)
Hurdles of cross border trade - Chikondi Chiyembekeza, 28 February, 2011
Climate change and smallholder farmers in Malawi: Understanding poor people's experiences in climate change adaptation; A report by Action Aid October 2006
Climate Change Policy And Legal Framework In Malawi Towards A Comprehensive Policy Framework, Issue 1 Vol. 7 October, 2011, CEPA and Christian AID
2011/2012 Malawi National Budget Analysis With Focus On Climate Change, CEPA and MEJN
Websites
http://publications.ossrea.net/index.php?option=com_content&view=article&id=4
http://tortora.wordpress.com/2010/02/08%E280%9Cwhy-women-remain-trapped-in-informal-trade%E2%80%9D/
http://www.opportunity.org/blog/what-were-reading-women-find-freedom-through-land-ownership/
http://www.landcoalition.org/global-initiatives/womens-land-rights/womens-land-rights
http://www.cbtcomesa.com/noticeboard.php?noticeboard_id=47
http://www.zodiakmalawi.com/zbs%20malawi/index.php?option=com_content&view=article&id=4239:mhrrc-hails-police-on-gender-mainstreaming&catid=44:news-top&Itemid=123



Mauritius:

Analysis of the time use Survey _ the case of Mauritius
Child Protection act
Civil Status Act
Draft Mauritius Report for CEDAW -2009
Education Act
Employment Rights Act
Equal Opportunity Act
Family Planning and Demographic Yearbook 2007, Ministry of Health and Quality of Life
Gender Policy
Government Gazettes
Human Trafficking Act
Immigration Act
Local Government Directory
Manual for Programme -Based Budgeting
National Action Plan to combat Domestic Violence
Acts
National Pensions Act 1976 as amended
National Women Entrepreneur Council Act
Public Procurement Act
Report of the Commission on Constitutional and Electoral Reform 2001.02
SADC Protocol at a glance - the case of Mauritius - 2009
School Books - Standard 1 to VI
Sports Act 2002
The Constitution of Mauritius
The Independent Broadcasting Authority Act 2000
The Industrial Expansion Act 1993
The National Woman Entrepreneurship Council Act 1999
The Protection from Domestic Violence Act 1997
The SADC Protocol on Gender and Development
The Sex Discrimination Act
The Sugar Industry Efficiency Act 2001 as amended
Top 100 Companies - Business Magazine 2009
Widows Rights



Mozambique:

Assembéia da República (2009) - Lei da Violência Doméstica contra a Mulher
Assembléia da República (2004) - Lei da Familia
Assembleia da República (2008) - Lei de Prevenção e Combate ao Tráfico de Pessoas
Centro de Formação Jurídica e Judiciária (2008). Relatório Final do Estudo Básico sobre Mulhers nos sectores de Justiça e Polícia, incluindo estatísticas. Maputo
Conselho de Ministros () - Plano de Acção da População
Conselho de Ministros (1997) - Política Estratégica Indústrial
Conselho de Ministros (1997) - Política Estratégica Industrial, Aprovada pelo Conselho de Ministros através da Resolução Nº.23/97 de 19 de Agosto
Conselho de Ministros (2008) - Plano de Acção para Prevenção e Combate à Violencia contra a Mulher 2008-2012
Conselho de Ministros (2009) - Estraégia do Género na Função Pública 2009-2013
Conselho de Ministros (2011) - Plano de Acção para Redução da Pobreza 2011-2014
Conselho Nacional de Combate ao Sida (2004) - Plano Estratégico Nacional sobre HIV/SIDA 2005-2009. Maputo
Fundo de Apoio à Reabilitação Económica - Programa de Apoio às Finanças Rurais. http://www.fare.gov.mz/viewpage.php?page_id=4
Instituto Nacional de Estatística (2006) - Inquérito Nacional ao Sector Informal 2004
Instituto Nacional de Estatística (2006): Resultados do Primeiro Inquérito Nacional do Sector Informal (INFOR-2004)
Instituto Nacional de Estatística (2007) Anuário Estatístico de 2007. Maputo
Instituto Nacional de Estatística (2008) - Mulheres e Homens em Moçambique
Instituto Nacional de Estatística (2008): *MULHERES E HOMENS EM MOÇAMBIQUE*
Instituto Nacional de Estatística, Ministério da Saúde, Ministério de Planificação e Desenvolvimento, Centro de Estudos Africanos da UEM, Conselho Nacional de Combate ao Sida, e Faculdade de Medicina da UEM (2008). Impacto Demográfico do HIV e SIDA em Moçambique.
KPMG e Plural Editores (2008) - Código Civil.
Ministério da Educação e Cultura (2009) - Estatísticas da Educação 1998-2009
Ministério da Planificação e Desenvolvimento (2010) - Relatório sobre os Objectivos de Desenvolvimento do Milénio
Ministério da Saúde & Instituto Nacional de Estatística (2009) - Inquérito Nacional de Prevalência, Riscos Comportamentais e Conhecimento sobre o HIV e SIDA em Moçambique
Ministério da Saúde (2010) - Plano Económico e Social 2011
PNUD (2010) - Relatório de Desenvolvimento Humano
Portal do Governo de Moçambique em http://www.portaldogoverno.gov.mz/ogover/compos_conselhos_ministros/membros_cm/ acessado em 8 de Maio de 2011 as 19:00hrs.
Ribeiro, L.M. (2008) - Código do Processo Penal e Legislação Complementar
Save the Children, CARE International, Ministry of Education and Culture, REDE-CAME and the Foundation for the Development of the Community (2005). A Study Report On Sexual Abuse Of Girls In Mozambican Schools. Maputo
Teresa Buchen (2007) - Gender budget initiatives: Uganda, Mozambique and Nicaragua
Unidade Técnica da Reforma Legal (2005) - Política estratégica da Reforma Legal
United Nation Children's Fund (2008) The State Of The World's Children 2009 - Maternal And New Born: an executive summary. New York
United Nation Children's Fund. World Infant Situation 2008 - Infant Survivor. New York: Unicef 2007
United Nation Children's Fund. World Infant Situation 2008 - Maternal Health And Neonatal. New York: Unicef 2008
United Nation Population's Fund. World Population Situation 2007. New York: UNFPA, 2007



Namibia:

A Guide to HIV and Aids Mainstreaming, Ministry of Health and Social Services
A review of Poverty and Inequality in Namibia, Central Bureau of Statistics
Ashby A., and D. Lush (2005) HIV and AIDS treatment survey
Demographic and Health Survey 2006-07, Ministry of Health and Social Services
Electoral Commission of Namibia Annual Report 2003-2004
Employment Equity Commission Annual Report 2007-2008
Estimates and Projections of the Impact of HIV/AIDS in Namibia
Guidelines for the Prevention of Mother -to Child Transmission of HIV 2008 Ministry of Health and Social Services
Hopwood, G. (2008) Guide to Namibia Politics
Hopwood, G. (2008) Strengthening Political Parties
Implementation of Business support service programme, Labour Resource and Research Institute
LeBeau D, E. Lipinge, and M. Conteh (2004) Women's Property and Inheritance Rights in Namibia
Local Authorities Elections 14 May 2004 -Report
Ministry of Basic Education, Sport and Culture and the Ministry of Higher Education, Training and Employment Creation, National Policy on the HIV/AIDS for the Education Sector
Ministry of Gender Equality and Welfare Statistics on Men and Women in Management Positions in the Parastatals of Namibia 2006, Vol 2
Ministry of Gender Equality and Child Welfare: Statistics on men and women in management positions in the Public service of Namibia 2006, Vol 1
Ministry of Gender Equality and Child Welfare: Statistics on men and women in management positions in the Private Sector of Namibia 2006, Vol 3
Ministry of Health and Social Services Report of the 2006 National HIV Sentinel Survey
Ministry of Labour and Social Welfare Namibia Labour Force Survey 2004
Ministry of Lands, Resettlement and rehabilitation -National Resettlement Policy
Ministry of Regional and Local Government, Housing and Rural Development
Strengthening Local responses to HIV/AIDS in Namibia Strengthening Local responses to HIV/AIDS in Namibia
Namibia Employment Equity Commission Annual Report 2006-2007
Namibia Demographic and Health Survey Ministry of Health and Social Services 2006/7
Namibia Household Income and Expenditure (2003) Central Bureau of Statistics
Namibia Labour Force Survey 2008
National Gender Policy 1997, Office of the President
National Guidelines for Antiretroviral Therapy Second Edition April 2007 Ministry of Health and Social Services
National Land Policy, April 1998
National Plan of Action for Orphans and Vulnerable children in Namibia 2006-2010
Nico Horn N., and A. Bosl (2008) Human rights and the Rule of Law in Namibia
Population Projections 2001-2031, Central Bureau of Statistics
Report on the Activities of the Electoral Commission1 July 200-30 June 2001
Report on the 1999 Voters' Registration Roll: Analysis and Recommendations
Robin S.M, (2008) Guide to Namibian Budget
Sekgoma B., and S. Samuels (2006) Survey Strategic Plan for Southern African
Development -Parliamentary Forum on HIV and AIDS 2007-2011
Spectrum 2011 provided by UNAIDS
Sherburne R., (2009) Guide to the Namibian Economy 2009
The voters' newsletter-August 2007
The voters' newsletter -January 2007
The Namibia Informal Economy Survey 2001: Report of Analysis
The Namibian Economic Policy Research Unit annual report 2003
Understanding Namibia's Labour Law: (2001) A guide to the Labour Act Labour Resource and Research Institute

Acts

Labour Act, 2007
Labour Bill
The Draft Child Care and Protection Act
Affirmative Action Employment Amendment Act, 2007
Education Act, 2006-2007
Electoral Act, 1992
The constitution of Namibia



Seychelles:

Albert, M.C. (2005) *Underperformance of Boys in Secondary Schools: Extent, Reasons and Strategies.* MBA Dissertation in Educational Leadership (International) of the University of Lincoln
Bovet, P., Chioler, A., Madeleine, G., Gabriel, A. and Stettler, N. (2006) Marked Increase in the prevalence of obesity in children in Seychelles, a rapidly developing country, between 1998 and 2004. *International Journal of Paediatric Obesity*, 1(2): p. 120-128
Brû-Rosalie, J. (2008) *National Gender Report for the Elaboration of a sub-regional IOC Gender Strategy.* Study commissioned by IOC/UNDP. Victoria, Seychelles
Gender Secretariat (2008) National Strategy on Domestic Violence 2008-2012. Ministry of Health and Social Development, Social Development Department, Social Development Policy Division. Victoria, Seychelles
Gender Secretariat (2007) *AU Solemn Declaration on Gender Equality in Africa: Consideration of reports submitted by state parties under operative paragraph 12 of the Declaration. Seychelles Initial Report Due in 2006.* Ministry of Health and Social Development. Victoria, Seychelles
Government of Seychelles (1991) Laws of Seychelles: Penal Code. CAP 158. Victoria, Seychelles
Leste, A., Valentin J., Hoareau F. (2005) *The SACMEQ II Project in Seychelles: A Study of the Conditions of Schooling and the Quality of Education.* SACMEQ, Harare, Zimbabwe and Seychelles Ministry of Education and Youth
MISD (2004) *National Population & Housing Census 2002.* Victoria, Seychelles
Ministry of Education and Youth (2002a) *Gender Differences in Educational Achievement of Boys and Girls in Primary Schools in Seychelles.* Victoria, Seychelles
Ministry of Education and Youth (2002) *Plan of Action for Gender Equality in Education 2002-2015.* Victoria, Seychelles
Ministry of Health (2001) *National Policy for Prevention and Control of HIV/AIDS/STIs.* AIDS Prevention and Control Programme. Victoria, Seychelles
Ministry of Social Development and Culture (2011) *Implementation of the Convention on the Elimination of All Forms of Discrimination against Women (1993 - 2009).* Victoria, Seychelles

Ministry of Social Affairs and Manpower Devlopment (2000) *Progress Report of the Committee for Harmonisation of Laws Concerning Children in Seychelles.* Victoria, Seychelles
NSB (2007) 2005 *Labour Force Survey.* Victoria, Seychelles
Pardiwalla, M. (2008), *Progress Report on Integrating Gender into School and Classroom Processes In Seychelles.* Report submitted to the Commonwealth Secretariat
Pardiwalla, M (2009), Gender Socialisation Socialization in the Home: Its Impact on Boys' Achievement in Primary and Secondary Schools. A study commissioned by the African Development Bank and the Ministry of Health and Social Development.
Republic of Seychelles (2007) *Seychelles Strategy 2017.* Victoria, Seychelles
Republic of Seychelles (1994) *Laws of Seychelles: Constitution of the Republic of Seychelles.* CAP 42. Victoria, Seychelles
Republic of Seychelles (1991) *Employment Act,* 1990 (Act 9 of 1990). Victoria, Seychelles
Seychelles Institute of Management (2001) *National Report Seychelles: Prevention and Eradication of Violence against Women and Children.* A study commissioned and funded by SADC. Victoria, Seychelles
Seychelles Nation (2010) *National Information Services Agency.* Wednesday 28 April 2010. Victoria Seychelles
Social Development Division (2003) Ten-Year *Review and Appraisal of the Dakar/Ngor Declaration and the ICPD +10 Programme of Action.* Ministry of Social Affairs and Employment. Victoria, Seychelles
SPPF (2006) *Manifesto: En Leker pou tou Seselwa.* Victoria, Seychelles
United Nations (2009) *Seychelles Common Country Assessment 2007*



South Africa:

Albertyn, C. (2006) Centre for Applied Legal Studies. 'African Gender and Development Index': South African Report
Centre for applied Legal Studies, University of Witwatersrand for the Commission on Gender Equality, and (1998) *Audit of Legislation that discriminates on the basis of Sex/Gender*
Constitution of the Republic of South Africa, No 108 of 1996
Department of Education (2009) Education Statistics in South Africa 2007
Department of Justice and Constitutional Development. *Publication of Prevention and Combating of Trafficking in Persons Bill.*
Department of Health (2003), South Africa Demographic and Health Survey 2003, Preliminary Report
Faces of Government - The Star Supplement. 17 July 2009
GCIS Contact Directory (2009) www.gcis.za/docs/directories/index.html
Gender Links (July 2008). GBV Indicators in Southern Africa Report on Think Thank Meeting.
Haffejee, S. (2006) 'Waiting Opportunities: Adolescent girls' experiences of gender-based violence in schools' Centre for the Study of Violence and Reconciliation
Kornegay, E. (2000) ' South Africa's National Policy Framework for Women's Empowerment and Gender Equality' prepared by the Office of the Status of Women
Lowe-Morna, C; Rama, K and Mtonga, L. *Gender in the South African Elections 18 May 2009.* Gender Links.
South African Human Rights Commission, (2006) Report of the Public Hearing on School -based Violence.
South Africa Quarterly labour force survey
South African Police Services. Crime Information Management, *Rape in the RSA per Province for April to December 2001 to 2007*
Statistics South Africa (July 2009), Quarterly Labour Force Survey: Quarter 2 (April to June), 2009.
Statistics South Africa (May 2009). Quarterly Labour Force Survey: Quarter 1 2009.
The Presidency, South African CEDAW Report - Progress made on the implementation for the period 1998 to 2008
United Nations General Assembly Special Session on HIV and AIDS. (Jan 2006 - Dec 2007). Progress Report on Declaration of Commitment on HIV and AIDS
University of the Western Cape Gender Equity Unit, Centre for Applied Legal Studies and Women in Development Southern Africa Awareness Programme. *Beyond Inequalities 2005: Women in South Africa. (*2006)
UNAIDS, WHO and UNICEF (2008). Epidemiological Fact Sheet on HIV and AIDS: Core data on epidemiology and response
2008 Report on the Global AIDS epidemic. *'The global HIV challenge: assessing progress, identifying obstacles, renewing commitment'*
UNAIDS 2010 country report

Acts and Laws

- Criminal Law (Sexual Offences and Related Matters)Amended Act
- Domestic Violence Act, No. 116 of 1998
- Summary of the Discussion Paper on Adult Prostitution
- Reform of Customary Law of Succession and Regulation of Related Matters Act,2009
- Minister for Justice and Constitutional Development. Criminal Law (Sexual Offences) Amendment Bill
- Publication of Prevention and Combating of Trafficking in Persons Bill
- Education Laws Amendment Act,2007
- Maintenance Act , No 99 of 1998
- South African Schools Act, No 84 of 1996
- National Education Policy Act , No 27 of 1996
- Marriage Act ,1961
- Guardianship Act ,No 193 of 1993
- Interstate Succession Act 81 of 1987
- Skills Development Act, No 97 of 1998
- Employment Equity Act ,No 55 of 1998
- Choice of Pregnancy, No 92 of 1996
- Marriage Act, 1961
- ntestate Succession Act, No 81 of 1987
- Reform of Customary Law of Succession and Regulation of Related Matters Act, No 11 of 2009
- Women's Empowerment and Gender Equality Draft Bill

Websites

www.unaids.com
www.avert.org.za
www.statssa.gov.za/safricastats.htm South Africa HIV & AIDS Statistics
www.eisa.org.za
www.elections.org.za



Tanzania:

United Republic Of Tanzania, Ministry of Finance and Economic affairs, *Tanzania Gender Indicators 2010*
Policy Forum, *The Citizen's Budget, a Simplified Version of the National Budget 2010/11*
Legal and Human Centre, *Tanzania Local Government Elections Monitoring Report 2009*
Policy Forum, *Utawala wa Kidemokrasia Katika Jamii*
Tume ya Taifa ya Uchaguzi,*Wanawake na Uchaguzi 2010*
FemAct and TGNP, *Ilani ya Uchaguzi ya Wapiga Kura 2010*
Tume ya chaguzi, *Mwongozo wa watu wenye Ulemavu katika Kupiga Kura 2010*
Creating Opportunities for Women.
The International Bank for Reconstruction and Development / The World Bank www.worldbank.org
Jamhuri ya Muungano Wa Tanzania Wizara ya Fedha na Uchumi (2009) Hali ya Uchumi wa Taifa Katika Mwaka 2008
Jamhuri ya Muungano wa Tanzania (2008), Hotuba ya Wazirin wa Fedha Kuhusu makadirio ya Matumizi ya Fedha Mwaka 2008/09
Justinian C.J (2005) , Returns to Investment in Education: Startling Revelations and alternative Before Tanzanians, University of Dar es Salaam
Legal and Human Rights Centre (2008), Human Rights Report
Liebling, Helen,(2007) "Researching Sensitive Topics: Investigations of the Sexual Abuse in Uganda amd Girls in Tanzania", University of Warwick - Electronic Law Journals,
Ministry of Community Development, Gender and Children. (2001). A National Plan of Action for the Prevention and Eradication of Violence against Women and Children
Ministry of Health and Social Welfare (2008), National Road Map Strategic Plan to Accelerate Reduction Of Maternal New Born and Child Deaths In Tanzania 2008-2015
Monica E. Magoke-Mhoja (2006), Child-widows Silenced and Unheard: Human Rights Sufferers in Tanzania; as well as: Rodrick Ndomba, "Silent urgency of child widows", This Day (Tanzania), 14 June 2006.
National Bureau of Statistics (Tanzania) and ORC Macro.(2005). *Tanzania Demographic and Health Survey. Calverton*, MD: National Bureau of Statistics and ORC Macro.
National Bureau of Statistics (2007), Integrated Labour Force Survey 2000/01-2006, Key Indicators of the Labour Market
NBS/URT (2002). Integrated Labour Force Survey Report.Year 2006
Tanzanian Vice President's Office.(2005). National Strategy for Growth and Reduction of Poverty
Shayo R (2005) Parties and Political Development in Tanzania. Published by EISA
The Atrium 41 Stanley Avenue, Auckland Park Johannesburg, South Africa 2006.
Tanzania Women Lawyers' Association (TAWLA). (2004) *Review of Gender Discriminative Laws in Tanzania.* Dar es Salaam: TAWLA.
United Republic of Tanzania, Basic Education Statistic in Tanzania (2004-2008) National Data
United Republic of Tanzania (2007), Poverty and Human Development Report
United Republic of Tanzania (2005), Taarifa ya Tume ya Taifa ya UchaguziKuhusu Uchaguzi wa Rais, Wabunge na Madiwani
United Republic of Tanzania (2007) Integrated Labour Force Survey 2006
United Republic of Tanzania (2000) Reprt of the National Electoral Commission on the 2000 Presidential, Parliamentary and Councillors Elections.
United Republic of Tanzania (2005) Tanzania Assistance Strategy Implementation Report FY 2002/03-2004/05
URT, (2007) National Sample Census of agriculture 2002/03 Vol ix Gender Prefile of Smallholder Rural Agriculture Population in Tanzania Mainland
United Republic of Tanzania Ministry of Health and Social Welfare (2008), the National Road Map Strategic Plan To Accelerate Reduction of Maternal Newborn and Child Deaths in Tanzania 2008-2015
United Republic of Tanzania (2005), Katiba ya Jamhuri ya Muungano wa Tanzania 1977
United Republic of Tanzania (2005), Country Report on Implementation of the Beijing Platform for Action and the Outcome Document of the Twenty Third-Special Session of the General Assembly-Beijing +10
The united republic of Tanzania (1994)The law reform commission of Tanzania final report on designated legislation in the Nyalali commission report
USAID/HEALTH POLICY INITIATIVE (2008), Gender Based Violence in Tanzania, An Assessments of Policies, Services and Promising interventions
World Health Organisations (WHO) 2012 Statistics



Zambia:

Anti-Human Traffickimg Act No. 11 of 2008
Central Statistical Office (Zambia) Census 2008. Lusaka. Zambia. Central Statistical Office
Civil Society for Poverty Eradication (Zambia) 2008 Mid Term Evaluation Report. Lusaka. Zambia. Civil Society for Poverty Reduction.
Directorate of Planning and Information (MoE) (Zambia) Ed-ASSIST Zambia. Lusaka, Zambia. Ministry of Education
Directorate of Planning and Information (MoE) (Zambia) 2008 Educational Statistical Bulletin. Lusaka, Zambia. Ministry of Education
Directorate of Planning and Information (MoE) (Zambia) 2008 Educational Statistical Bulletin. Lusaka, Zambia. Ministry of Education
Directorate of Planning and Information (MoE) (Zambia) 2010 Educational Statistical Bulletin Lusaka, Zambia. Ministry of Education
Gender In Development Division (2000). National Gender Policy. GIDD Information Department, 2011
Lusaka. www.gender.gov.zm
Gender In Development Division (n.d). National Gender Monitoring & Evaluation Plan (2011-2015).
www.gender.gov.zm
Gender In Development Division (2009). National Plan of Action to reduce HIV Infection among Women and Girls 2010-2014.
www.gender.gov.zm
Gender In Development Division (2010). Strategy and implementation Plan for Engendering the Public Service.
www.gender.gov.zm
GIDD (2010). Report on Mapping on the implementation of the provisions of the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) in Zambia
GRZ, Fifth National Development Plan
GRZ, Sixth National Development Plan
GRZ: The Zambian penal CODE Chapter 87 (Amendment act number 15 of 2005 on Sexual Offenses
Chapter 87 (Amendment act number 15 of 2005).
The Interstate Succession Act, Cap 59 of the Laws of Zambia
The Referendum Act, Cap 14 of the Laws of Zambia
The Professional Boxing (Amendment) Act, No 33 of the Laws of Zambia
Living Conditions Monitoring Survey (LCMS), 2010.
Ministry of Health (2006). Consultancy Report on Gender Mainstreaming in the Health Sector of Zambia.
Ministry of Finance and national Planning (2010). 2011-2013 Medium Term Budget Call Circular: Budget and Economic Affairs Division, Lusaka.
Ministry of Finance and National Planning (2012). Estimates of Revenue and Expenditure (Activity Based Budget) for the Year 1st January, 2012 to 31st December, 2012. Lusaka
Documents from the Ministry of Gender and Child Development:
Minimum Standards for engendering the National Constitution (2012).
Comments on the Draft Constitution by the Women's Movement (2012).
Advocacy Strategy on Engendering the Constitution (2012).
The National Guidelines for the Multidisciplinary Management of Survivors of Gender Based Violence in Zambia (2011)
The National Anthem Act, Cap 7 of the Laws of Zambia
2011 Zambia Education Act
2011 Anti-Gender Based Violence Act
The Anti-Human Trafficking Act
Ministry of Health: Zambia Country Report: Monitoring the Declaration of Commitment on HIV and AIDS and the Universal Access
Biennial Report (2010).
NAC (2009). Joint Mid-term Review of the National AIDS Strategic Framework, 2006-2010.
Mulungushi Declaration on the National Constitution, 2012,NGOCC
Documents from the Technical Committee on Drafting of the National Constitution:
Road Map, February 2012
First Zambian Republican Draft National Constitution, April 2012.
The Constitution Consultative Process Guidelines, 2012
The Penal Code, Cap 88 of the Laws of Zambia



Zimbabwe:

Anti Domestic Violence Strategic Plan 2009 - 2011
ILO Decent Work Country Programme for Zimbabwe 2009-2011
WiPSU (2009) Are Political Parties Serious about Gender Equality and Women's Rights? A Gender Audit of Political Parties in Zimbabwe.
Audit of Gender in Media Education- Zimbabwe Country Report, 2010, Gender Links and the Gender and Media Diversity Centre
Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009
Constitution of Zimbabwe (Draft 17 July 2012)
Costs of Gender Based Violence in Zimbabwe, A study commissioned by SIDA Zimbabwe and conducted by Triconsult Pvt Limited, Dr Neddy Matshalaga, moderator, November/December 2009
DFID Zimbabwe Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy
Draft report of the Working Group on the Universal Periodic Review, Zimbabwe, Human Rights Council, Working Group on the Universal Periodic Review, Twelfth session, Geneva, October 21, 2011, A/HRC/WG.6/12/L.12
2010 Gender and Media Progress Study Zimbabwe Country Report, Gender Links, South Africa
Glass Ceilings: Gender in Southern African Media Houses, 2010
Health Transition Fund, A Multi-donor Pooled Fund for Health in Zimbabwe, Ministry of Health and Child Welfare, October 2011
Media Coverage of Gender in the Constitution-Making Process, Gender an inconvenient sideshow, MMPZ, February, 2012
2010 Millennium Development Goals Status Report Zimbabwe
2011-2012 Progress of the World's Women, In Pursuit of Justice, UN Women New York, 2011
National Baseline Survey on Life Experiences of Adolescents Preliminary Report 2011, Zimbabwe Government, Collaborating Centre for Operational Research and Evaluation, UNICEF, ZIMSTATS
No Shortcuts to Power, African Women in Politics and Policy Making, Anne Marie Goetz and Shireen Hassim, ZED Books, London 2003
Progress of the World's Women 2008/2009, Who Answers to Women? Gender and Accountability, UNIFEM/UN Women, New York, 2008
Stop Violence against Girls in School, ActionAid International, 2004
10 reasons why Zimbabwean women need a New Constitution, Zimbabwe Women Lawyers Association (ZWALA) information leaflet
Using child helplines to protect children from school violence, Plan International and Child Helpline International, March 2011
Women Entrepreneurs in Zimbabwe, An analysis of the Enabling Environment and Potential for Women's Empowerment, by Dr Charity Manyeruke, Women Alliance of Business Associations in Zimbabwe and Zimbabwe National Chamber of Commerce, 2011
Zimbabwe Accelerated Country Action for Women, Girls, Gender Equality and HIV, A call for action, 2011-2015
The Zimbabwe drive towards equality in decision-making positions, Women in Politics Support Unit (WIPSU), 2011-2012
Zimbabwe Demographic and Health Survey, 2010-2011
Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012
Zimbabwe 2012 National Budget Document [Blue Book]
Zimbabwe Republic Police: Women Police Officers Contribution to the United Nations Peacekeeping Operations, PGHQ Training, July 2012
ZWRCN Gender Analysis of the 2012 National Budget
ZWRCN: Local Government Gender Budgeting Experience, unpublished document, ZWRCN, 2012

REGIONAL

Asiimwe A, Koleros A, Chapman J (2009). *Understanding the dynamics of the HIV epidemic in Rwanda: modelling the expected distribution of new HIV infections by exposure group.* Kigali, National AIDS Control Commission, MEASURE Evaluation.
Auvert B et al. (2008). Estimating the resources needed and savings anticipated from roll-out of adult male circumcision in sub-Saharan Africa. PLoS ONE, 3(8):e2679.
Auvert B et al. (2005). Randomized, controlled intervention trial of male circumcision for reduction of HIV infection risk: the ANRS 1265 trial. PLoS Medicine, 2:e298.
Bailey RC et al. (2007). Male circumcision for HIV prevention in young men in Kisumu, Kenya: a randomised controlled trial. Lancet, 369:643-656.
Baeten JM et al. (2007). HIV-1 subtype D infection is associated with faster disease progression than subtype A in spite of similar plasma HIV-1 loads. *Journal of Infectious Diseases*, 195:1177-1180.
Banleghbal B (2009). Optimal time for neonatal circumcision: an observation-based study. *Journal of Pediatric Urology*, 5:356-362.
Baral S et al. (2009). HIV prevalence, risks for HIV infection, and human rights among men who have sex with men (MSM) in Malawi, Namibia, and Botswana. *PLoS ONE*, 4(3):e4997.
Bärnighausen T et al. (2008). High HIV incidence in a community with high HIV prevalence in South Africa: findings from a prospective population-based study. AIDS, 22:139-144.
Bénin Ministère de la Santé (2008). *Rapport de surveillance de l'infection par le VIH et de la syphilis au Bénin-annee 2007.* Porto-Novo, Ministère de la Santé.
Bosu WK et al. (2009). *Modes of HIV transmission in West Africa: analysis of the distribution of new HIV infections in Ghana and recommendations for prevention.*
Botswana Ministry of Health (2008). *2007 Botswana ANC second generation HIV/AIDS sentinel surveillance technical report.* Gaborone, Government of Botswana.
Bunnell R et al. (2008). HIV transmission risk behavior among HIV-infected adults in Uganda: results of a nationally representative survey. *AIDS, 22:617-624.*
Celum C et al. (2008). Effect of acilclovir on HIV-1 acquisition in herpes simplex virus 2 seropositive women and men who have sex with men: a randomised, double-blind, placebo-controlled trial. *Lancet, 371:2109-2119.*
Central Statistical Office, Macro International (2008). *Swaziland demographic and health survey 2006-2007.*Mbabane, Central Statistical Office, Macro International.
Coffee M, Lurie MN, Garnett GP (2007). Modelling the impact of migration on the HIV epidemic in South Africa. *AIDS, 21:343-350.*
Conseil National de Lutte contre le SIDA (2008). *Enquete combinee de surveillance des comportmements face au VIH/SIDA/IST et d'estimation de la sereporevalence du VIH/SIDA au Burundi.* Bujumbura, Conseil National de Lutte contre le SIDA.
Department of Health (2009). *2008 national antenatal sentinel HIV and syphilis prevalence survey, South Africa.* Pretoria, Department of Health.
Direction Nationale de la Statistique, ORC Macro (2006). *Enquête démographique et de santé, Guinée, 2005.* Calverton, USA, Direction Nationale de la Statistique, ORC Macro.
Dominican Republic and United Republic of Tanzania) and statistically significant among women in a third (Zambia) Hallett et al., in press
Dolan K et al. (2007). HIV in prison in low-income and middle-income countries. *Lancet Infectious Diseases,* 7:32-41.
Federal Ministry of Health (2007). *HIV/STI integrated biological and behavioral surveillance survey (IBBSS) 2007.* Abuja, Federal Republic of Nigeria.
Freeman EE (2006). Herpes simplex virus 2 infection increases HIV acquisition in men and women: systematic review and meta-analysis of longitudinal studies. *AIDS, 20(1):73-83.*

Forum for Collaborative HIV Research (2009). *Evaluation of impact of adult male circumcision programs on HIV incidence and prevalence: current research, gaps in knowledge and recommendations for additional research.* Washington, DC,George Washington University.
Garcia-Calleja JM, Gouws E, Ghys PD (2006). National population based HIV prevalence surveys in sub-Saharan Africa: results and implications for HIV and AIDS estimates. S*exually Transmitted Infections,* 82 (Supp. 3):iii64-iii70.
Garnett G (2009). *Consultation on concurrent sexual partnerships: recommendations from a meeting of the UNAIDS Reference Group on Estimates, Modelling and Projections held in Nairobi, Kenya, April 20-21st 2009.* UNAIDS Reference Group on Estimates, Modelling and Projections.
Gelmon L et al. (2009). Kenya: *HIV prevention response and modes of transmission analysis.* Nairobi, Kenya National AIDS Control Council.
Gray RH et al. (2007). Male circumcision for HIV prevention in men in Rakai, Uganda: a randomised trial. *Lancet, 369:657-666.*
Gregson S et al. (2006). HIV decline associated with behavior change in eastern Zimbabwe. *Science, 311:664-666.*
Gouws E et al. (2006). Short term estimates of adult HIV incidence by mode of transmission: Kenya and Thailand as examples. *Sexually Transmitted Infections*, 82 (Supp. 3):iii51-iii55.
Gouws E et al. (2008). The epidemiology of HIV infection among young people aged 15-24 years in southern Africa. *AIDS,* 22 (Supp. 4):S5-S16.
Hallett TB et al. (in press). Estimates of HIV incidence from household-based prevalence surveys in sub-Saharan Africa. *AIDS.*
Hargreaves JR et al. (2008). Systematic review exploring time trends in the association between educational attainment and risk of HIV infection in sub-Saharan Africa. *AIDS, 22:403-414.*
Hauri AM, Armstrong GL, Hutin YJ (2004). The global burden of disease attributable to contaminated injections given in health care settings. *International Journal of STDs and AIDS,* 15(1):7-16.
Hemelaar J et al. (2006). Global and regional distribution of HIV-1 genetic subtypes and recombinants in 2004. *AIDS, 20:W13-W23.*
Hendricks C., Musavengana, T., - Unpublished ISS Monograph; SAPS Annual Report 2008/2009;
Institut National de la Statistique et al. (2006) *Enquête sur les indicateurs du sida, Côte d'Ivoire 2005.* Calverton, USA, Macro International.
Kenya Ministry of Health (2009). *Kenya AIDS indicator survey 2007.* Nairobi, Kenya Ministry of Health.
Khobotlo M et al. (2009). *Lesotho: HIV prevention response and modes of transmission analysis.* Maseru, Lesotho National AIDS Commission.
Kimani J et al. (2008). Reduced rates of HIV acquisition during unprotected sex by Kenyan female sex workers predating population declines in HIV prevalence. AIDS, 22:131-137.
Kiwanuka N et al. (2008). Effect of human immunodeficiency type 1 (HIV-1) subtype on disease progression in persons from Rakai, Uganda, with incident HIV-1 infection. *Journal of Infectious Diseases,* DOI:10.1086/527416.
Lane T et al. (2009). High HIV prevalence among men who have sex with men in Soweto, South Africa: results from the Soweto men's study. *AIDS and Behavior,* DOI:10.1007/s10461-009-9598-y.
Lane T et al. (2008). Alcohol and sexual risk behavior among men who have sex with men in South African township communities. AIDS and Behavior, 12 (Supp. 1):78-85.
Leclerc PM, Garenne M (2008). Commercial sex and HIV transmission in mature epidemics: a study of five African countries. *International Journal of STD & AIDS,* 19:660-664.
Leclerc-Madlala S (2008). Age-disparate and intergenerational sex in southern Africa: the dynamics of hypervulnerability. *AIDS, 22:S17-S22.*
Lowe Morna, C. Walter, D,. (2009) SADC Gender Protocol Baseline Barometer, Chapter 1 on 'Constitutional and legal rights'
Lowndes CM et al. (2008). *West Africa HIV/AIDS epidemiology and response synthesis: implications for prevention.*Washington, DC, World Bank.
Lyerla R, Gouws E, Garcia-Calleja JM (2008). The quality of sero-surveillance in low- and middle-income countries: status and trends through 2007. *Sexually Transmitted Infections,* 84 (Supp. 1): i85-i91.
Macro International (2008). *HIV prevalence estimates from the demographic and health surveys.* Calverton, USA,Macro International.
Marinda E et al. (2007). Child mortality according to maternal and infant HIV status in Zimbabwe. *Pediatric Infectious Disease Journal,* 26(6):519-526.
Mathers BM et al. (2008). Global epidemiology of injecting drug use and HIV among people who inject drugs: a systematic review. *Lancet, 372:1733-1745.*
Mermin J et al. (2008a). Mortality in HIV-infected Ugandan adults receiving antiretroviral treatment and survival of their HIV-uninfected children: a prospective cohort study. *Lancet, 371:752-759.*
Mermin J et al. (2008b). Risk factors for recent HIV infection in Uganda. *Journal of the American Medical Association,* 300(5):540-549.
Ministère de la Santé Publique, Ministère à la Présidence Chargé de la Lutte contre le SIDA. (2002). *Enquete nationale de seroprevalence de l'infection par le VIH au Burundi. Bujumbura.*
Ministère de la Santé Publique and Ministère à la Présidence Chargé de la Lutte contre le SIDA.
Ministère du Plan, Macro International (2008). *Enquête démographique et de santé, République Démocratique du Congo 2007.* Calverton, USA, Ministère du Plan, Macro International.
Ministry of Health and Social Welfare (2009). *Report of the 11th round of the Swaziland HIV sentinel surveillance. Final report 2008.* Swaziland Ministry of Health and Social Welfare
Mishra V, Bignami-Van Assche S (2009). *Concurrent sexual partnerships and HIV infection: evidence from national population-based surveys.* DHS Working Papers No. 62. Calverton, USA, Macro International.
Mishra VR et al. (2007). HIV infection does not disproportionately affect the poorer in sub-Saharan Africa. *AIDS, 21* (Supp. 7):S17-S28.
Mishra V et al. (2008a). *Evaluating HIV seroprevalence estimates from Ethiopia: further analysis of the 2005 Ethiopia demographic and health survey.* Calverton, USA, Macro International.
Mishra V et al. (2008b). *The association between medical injections and prevalent HIV infection: evidence from a national sero-survey in Uganda.* Calverton, USA, Macro International.
Morris M, Kretzchmar M (2000). A microsimulation study of the effect of concurrent partnerships on the spread of HIV in Uganda. *Mathematical Population Studies,* 8(2):109.
Mngadi S et al. (2009) *Swaziland: HIV prevention response and modes of transmission analysis.* Mbabane, National Emergency Response Council on HIV/AIDS.
National AIDS/STI Control Programme (2009). *2007 Kenya AIDS indicator survey: final report.* Nairobi, National AIDS/STI Control Programme.
National AIDS Control Council, National AIDS/STI Control Programme. *Sentinel surveillance of HIV and AIDS in Kenya 2006.* Nairobi, National AIDS Control Council, National AIDS/STI Control Programme.
National Bureau of Statistics, ORC Macro (2005). *Tanzania demographic and health survey 2004-5.* Dar es Salaam, National Bureau of Statistics, ORC Macro.
Ndayirague A et al. (2008a). *Enquete combinee de surveillance des comportements face au VIH/SIDA/IST et d'estimation de la seroprevalence du VIH/SIDA au Burundi: rapport provisoire chez les hommes en tenue.* Bujumbura, Conseil National de Lutte contre le SIDA.
Ndayirague A et al. (2008b). *Enquete combinee de surveillance des comportements face au VIH/SIDA/IST et d'estimation de la seroprevalence du VIH/SIDA au Burundi.* Bujumbura, Conseil National de Lutte contre le SIDA.
Odek-Ogunde M et al. (2004). Seroprevalence of HIV, HBC and HCV in injecting drug users in Nairobi, Kenya: World Health Organization drug injecting study phase II findings. XV International Conference on AIDS, Bangkok. Abstract WePeC6001.
Opio A et al. (2008). Trends in HIV-related behaviors and knowledge in Uganda, 1989-2005: evidence of a shift toward more risk-taking behaviors. *Journal of Acquired Immune Deficiency Syndromes,* 49:320-326.
Ottosson D (2009). *State-sponsored homophobia: a world survey of laws prohibiting same sex activity between consenting adults.* Brussels, International Lesbian, Gay, Bisexual, Trans and Intersex Association.
Parry C et al. (2008). Rapid assessment of drug-related HIV risk among men who have sex with men in three South African cities. *Drug and Alcohol Dependence,* 95(1):45-53.
Piot P, Greener R, Russell S (2007). Squaring the circle: AIDS, poverty, and human development. PLoS Medicine, 4(10):e314.
Sander EJ et al. (2007). HIV-1 infection in high risk men who have sex with men in Mobasa, Kenya. AIDS, 21:2513-2520.
Routledge (2010) 'Military Balance 2010: The annual assessment of global military capabilities and defence economic.'
Sherr L et al. (2007). Voluntary counselling and testing: uptake, impact on sexual behaviour, and HIV incidence in a rural Zimbabwean cohort. AIDS, 21:851-860.
Shisana O et al. (2009). *South African national HIV prevalence, incidence, behaviour and communications survey 2008: a turning tide among teenagers?* Cape Town, South Africa, HSRC Press.
Smith AD et al. (2009). Men who have sex with men and HIV/AIDS in sub-Saharan Africa. Lancet, DOI:10.1016/S0140-6736(09)61118-1.
Stover J et al. (2008). Estimated HIV trends and program effects in Botswana. *PLoS ONE*, 3(11):e3729.
Stringer EM et al. (2008). Declining HIV prevalence among young pregnant women in Lusaka, Zambia. *Bulletin of the World Health Organization,* 86:697-702.
Tanzania Commission for AIDS et al. (2008). *Tanzania HIV/AIDS and malaria indicator survey 2007-2008.* Dar es Salaam, Tanzania Commission for AIDS.
Todd J et al. (2007). Time from HIV seroconversion to death: a collaborative analysis of eight studies in six low and middle-income countries before highly active antiretroviral therapy. *AIDS* (Supp. 6):S55-S63.
Uganda Ministry of Health, ORC Macro (2006). Uganda *HIV/AIDS sero-behavioural survey 2004-2005.* Calverton, USA, Uganda Ministry of Health, Macro International.
UNAIDS (2008). *Report on the global AIDS epidemic.* Geneva, UNAIDS.
UNAIDS Outcome Framework 2009-2011:
UN Security Council Open Debate on Women and Peace and Security, 5 October 2009
United Nations Development Programme (2008). *Human development report 2007-2008.* New York, United Nations Development Programme.
Van der Paal L et al. (2007). Effect of pregnancy on HIV disease progression and survival among women in rural Uganda. *Tropical Medicine and International Health,* 12(8):920-928.
Van der Pol B et al. (2008). Trichomonas vaginalis infection and human immunodeficiency virus acquisition in African women. *Journal of Infectious Diseases,* 197:548-554.
Van Tieu H, Koblin BA (2009). HIV, alcohol and noninjection drug use. *Current Opinion in HIV and AIDS,* 4:314-318.
Wabwire-Mangen F et al. (2009). *Uganda: HIV modes of transmission and prevention response analysis.* Kampala, Uganda National AIDS Commission.
Wade AS et al. (2005). HIV infection and sexually transmitted infections among men who have sex with men in Senegal. *AIDS*, 19:2133-2140.
Weiser SD et al. (2006). A population-based study on alcohol and high-risk sexual behaviors in Botswana. *PLoS Medicine*, 3(10):e392.
Weiss HA et al. (2008). Male circumcision for HIV prevention: from evidence to action? *AIDS,* 22:567-574.
White RG et al. (2008). Treating curable sexually transmitted infections to prevent HIV in Africa: still an effective control strategy? *Journal of Acquired Immune Deficiency Syndromes,* 47(3):346-353.
Whiteside A et al. (2006). *The socio-economic impact of HIV/AIDS in Swaziland.* Durban, South Africa, Health Economics and HIV/AIDS Research Division.
World Health Organization, United Nations Children's Fund, UNAIDS (2009). *Towards universal access: scaling up priority HIV/AIDS interventions in the health sector. Progress report 2009.* Geneva, World Health Organization.

Acts, laws and policies

Defence White papers/Acts for Botswana, Lesotho, Malawi, Mozambique, SA, Tanzania and Zambia retrieved from online sources.
Correctional Services White Papers/Acts - Botswana, Malawi, South Africa, Tanzania, Zambia and Zimbabwe from the respective department websites
Information for the rape victims units sourced from the respective countries police websites. Accessed July 2010 accessed in July 2010 for legislation

Websites

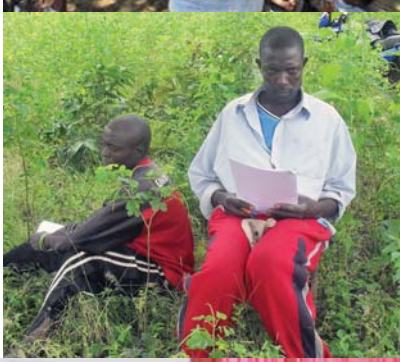
http://www.lexadin.nl/wlg/legis/nofr/legis.php (accessed July 2010)
http://www.un.org/en/peacekeeping/contributors/
http://www.madagascar-tribune.com/Accord-politique-de-Maputo,12484.html, Accord politique de Maputo
http://www.zimbabwesituation.com/may27b_2007.html, (Mbeki tea) The Zimbabwe Situation: Mbeki races against time. Retrieved: 2 August 2010
http://www.newzimbabwe.com/pages/mbeki97.18477.html. NewsZimbabwe.com: MDC, Zanu PF talks enter second day Retrieved: 2 August 2010
http://www.un.org/en/peacekeeping/contributors/, UN Department of Peacekeeping Operations: Monthly Summary of Contributors of Military and Police Personnel. Retrieved June - July 2010:
http://allafrica.com/stories/200911270901.html. Zimbabwe: Zuma Mediation Team to Pressure GNU Partners. 26 November 2009. Retrieved 2 August 2010
www.aprn.org.za: Police White Papers/Acts - Botswana, Malawi, Namibia, SA, Zambia and Zimbabwe from police websites of respective countries and the African Police Resource Network
http://www.lexadin.nl/wlg/legis/nofr/legis.php Additionally The World Law Guide 2009: legislation











The SADC Protocol on Gender and Development

GENDER EQUALITY IN SADC
THE TIME IS NOW

Encompasses

commitments made in all regional, global and continental instruments for achieving gender equality.

Enhances

these instruments by addressing gaps and setting specific, measurable targets where these do not exist.

Advances

gender equality by ensuring accountability by all SADC Member States, as well as providing a form for the sharing of best practices, peer support and review.

www.sadcgenderprotocol.org

In August 2008, Heads of State of the Southern African Development Community adopted the ground-breaking SADC Protocol on Gender and Development. This followed a concerted campaign by NGOs under the umbrella of the Southern Africa Gender Protocol Alliance.

By the 2012 Heads of State Summit, 13 countries had signed and nine have ratified the SADC Gender Protocol: two thirds of the total.

South Africa and DRC, two of the countries that have ratified, still need to deposit their instruments of ratification with the SADC Secretariat.

The clock is ticking to 2015 when governments have 28 targets that they will have to account for. In keeping with the Alliance slogan: "Yes we must," this 2012 Barometer provides a wealth of updated data against which progress will be measured by all those who cherish democracy in the region. The SADC Gender and Development Index (SGDI) introduced in 2011 complements the Citizen Score Card (CSC) that has been running for four years to benchmark progress. While there are several challenges, the successes to date strengthen our view that change is possible.

"2015, yes we must!"