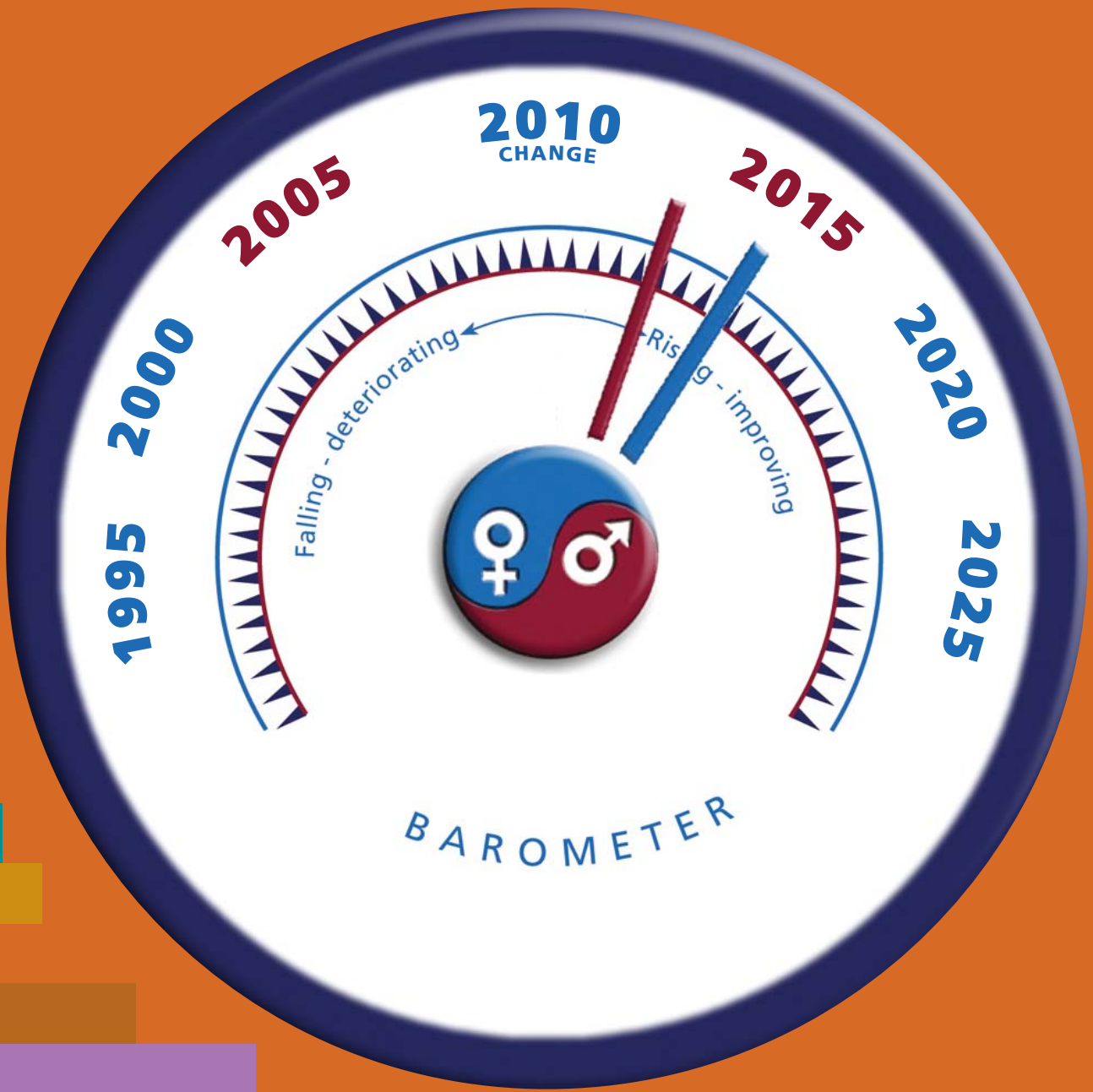
SADC GENDER PROTOCOL 2013

BAROMETER



Edited by Colleen Lowe Morna, Kubi Rama, Lucia Makamure and Mukayi Makaya-Magarangoma

Alliance partners

Coordinator
Gender Links
Constitutional and legal
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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.

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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: Colleen Lowe Morna, Kubi Rama, Lucia Makamure and Mukayi Makaya-Magarangoma
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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 four Barometers.



Kubi Rama (South Africa) is Gender Links' Chief of Operations. 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 this report.



Lucia Makamure (Zimbabwe) is the Alliance and Partnerships Officer at Gender Links. She is responsible for coordinating the SADC Gender Protocol Alliance network and the annual SADC Gender Protocol Barometer research. Makamure, who also updated the Education chapter of the regional report joined the organisation in 2011 and is responsible for much of the desktop and administrative follow up and support on this project. Previously she worked for the *Zimbabwe Independent* as a political reporter. Makamure co-edited the regional barometer report.



Mukayi Makaya Magarangoma (Zimbabwe) joined Gender Links in 2008, she serves as manager of the Gender Links Services Unit. Previously she worked in Zimbabwe at the Southern African Research and Documentation Centre (SARDC) as Marketing and Communications Officer. Makaya Magarangoma has contributed to several publications at Gender Links including previous Barometer Regional and Country Reports. Makaya Magarangoma holds a BBA Honours Degree in Marketing and is currently studying towards a Masters in Gender and Development. She updated the Governance and Constitutional and Legal Rights chapters and co-edited the regional barometer report.



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 of Mozambique, working to ensure that gender is integrated into climate issues for the empowerment of women and communities. 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 co-updated the Angola Country Barometer report.



Florence Boloko (DRC) is an activist from 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. Since 2010, Boloko was appointed Champion in the 'Wheel of Change'

with SADC and UNECA. She is Member of FEMNET, COCAFEM, and GL (a Great Lakes Women Network on peace and security). She is also Member of the International Action Network on Small Arms (IANSA). Boloko updated the DRC Barometer Country report.



Saeanna Chingamuka (Zimbabwe) is a freelance Media Consultant currently studying towards a PHD in Media with the University of Pretoria. Prior to that, during the period 2008 - 2012, she served as the Gender and Media Diversity Centre Manager at Gender Links. She was responsible for creating and editing knowledge on gender, media and diversity issues; engaging in national and regional media debates and ensuring that gender is mainstreamed in these discussions. She also managed 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.



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 co-ordinator 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 on the SADC Gender and Development Index (SGDI).



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.



Bertha Chiroro (Zimbabwe) is a researcher and lobbyist. She holds a Masters of Philosophy Degree in Political Science from the University of Durham - UK; an MSC in International Relations and a BSC Honours in Political Science from the University of Zimbabwe. She has over ten years experience teaching Democracy and Governance in Africa, International Relations and Foreign Policy Analysis at both post and undergraduate levels at the University of Zimbabwe. She spent the past ten years working in NGOs on different democracy and governance issues ranging from Economic Justice, Climate Change, Democratisation, Gender Justice, Elections and Political Processes including Electoral System Reforms. Chiroro has published several articles and journals. Recent co-edited books include "The Challenges of Conflict, Democracy and Development in Africa" (2007), and "The State Democracy and Poverty Eradication in Africa" (2008). Chiroro updated the Implementation chapter of the Barometer.



Karina Loferte Dulobo (Mozambique) serves as a Programme Assistant with Forum Mulher. She joined the organisation in 2011. Her position involves work in the Politics Participation Program that aims to promote Gender Equality through Women's Political Participation. Before joining Forum Mulher, she worked at the Civil Society Support Mechanism as a Facilitating Agent (Focal Point and Capacity Developer of the Program) for three provinces (Gaza, Inhambane and Maputo). Dulobo holds a degree in Sociology obtained in Eduardo Mondlane University. She is currently studying towards a Masters in Rural Sociology and Management Development.



Chrispin Chomba (Zambia) is regional Head of Monitoring and Evaluation at SAFAIDS overseeing monitoring and evaluation work in ten Southern African Countries. With over eight years professional work experience, he has a strong background in monitoring and evaluation, research and documentation. He has experience in areas ranging

from HIV/AIDS, budgeting, information technology, and applied ethics, and strategic planning. Chomba has conducted several social, market researches and baseline studies including work on regional outcome assessments. He has also been a lecturer and researcher at the University of Zambia. Chomba updated the HIV and Aids chapter of the Barometer.



Matrine Chuulu (Zambia) is Regional Coordinator of Women and Law in Southern Africa Research and Educational Trust (WLSA); the lead organisation for the Southern Africa Gender Protocol Alliance and Constitutional and Legal Rights Cluster. Chuulu coordinates the cluster and is a member of the Southern Africa Gender Protocol Alliance Think Tank. Previously, she served as the Expert for Zambia during the drafting and elaboration of the African Union Protocol on the Rights of Women in Africa; as well as in drafting of the SADC Protocol on Gender and Development. She is an Advisor to the African Women's Rights Observatory of the African Union. Published articles include the Law of Maintenance in Zambia; 1992, Inheritance in Zambia; Law and Practice 1994, the Changing Family in Zambia, 1997 combined Third and Fourth CEDAW Country Report for Zambia 1998, Justice in Zambia: Myth or Reality; Women and the Administration of Justice 2000, A Critical Analysis of Women's Access to Land in the WLSA countries, 2001. Chuulu updated the Constitutional and Legal Rights chapter of the Barometer.



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 2013 Zimbabwe Country Barometer Report.



Cheryl Hendricks (South Africa) is a Professor in Politics at the University of Johannesburg. She previously worked in the Conflict Management and Peace building Division of the Institute for Security Studies. She has engaged on issues of gender, peace and security sector reform for the past six years and has published and presented widely on the issues. She, on behalf of the ISS and SADC Gender Protocol Alliance, has been instrumental in incubating a network of gender, peace and security scholars and activists in the region. She is also a member of the African Security Sector Network. Hendricks has written the peace and security chapter of the Barometer since its introduction in 2010.



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.



Emma Kaliya (Malawi) is Programme Manager at the 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. The network is the focal point for the Alliance in Malawi. She also co-ordinates 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 Think Tank. She wrote and updated the Malawi country barometer. She is the proud winner of the 2009 Drivers of Change Award bestowed to her by the Southern African Trust/Mail & Guardian Newspaper of South Africa in recognition of her work promotion of the 50/50 campaign during the 2009 Malawi General Election.



Dorah Marema (South Africa) has worked with a wide range of NGOs and in different sectors both at rural and urban setting levels since 1997. She has been involved in issues of sustainability since 2000 and she worked with a wide range of multi-stakeholder participatory initiatives involving communities, NGOs, government and other institutions in various sectors including small-scale agriculture, environment, climate change, renewable energy, gender and land-rights at local, national and international levels. She helped establish an NGO called Green House Project an Environmental Sustainability Demonstration Centre in inner-city Johannesburg, which also managed for 5 years. She also set up Gender CC - Southern Africa (Gender CC-SA) as a non profit organisation, which is coordinating NGOs, community-based groups and individuals who are lobbying and advocating around gender and climate change issues in South African and internationally. Through this organisation, she implemented a gender and climate change capacity building project in South Africa which provided information about Climate Change. She is the current President of Gender CC International. She updated the climate change chapter of this report.



Matšeliso 'M'a-Tlali Mapetla (Lesotho) is a Senior Lecturer in the Department of Political and Administrative Studies of the National University of Lesotho. She is a former Director in the Institute of Southern African Studies where she also worked over two decades as a researcher and heading the Gender and Development Research Programme. Mapetla holds a Masters in Public Administration from Carlton University in Canada, a Graduate Diploma in Public Administration from the same institution and a Graduate Diploma in Human Rights of Women from University of Graz, Austria. She has lectured in Lesotho, USA, Germany and Sweden and Europe, extensively published in these areas including editing five books as well as receiving UNECA award for SADC Gender Champions. Mapetla is a local, international, and regional consultant who has, since 2009, produced the Lesotho SADC Gender Protocol Barometer.

Margaret Machila (Zambia) holds a Masters Degree in Adult Education from the University of British Columbia, Vancouver, Canada (1986); she served as



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 freelance consultant, Gender and Human Rights Activist and a Trustee for One World Africa, a network on Information Communication Technologies (ICTs) for sustainable development. She wrote and updated the 2013 Zambia Country Barometer report.



Stuart Marr (South Africa) brings wide experience of freelance editing, publications and communications work, much of it in the NGO and human rights sectors. Recent clients include Gender Links, the Helene Perold and Associates, the Commission on Gender Equality, Wits Language School, Southern Africa Resource Watch, the Open Society Initiative for Southern Africa, and various educational publishers. He holds a BA Honours from the University of KwaZulu-Natal, and is a member of the Professional Editors Group and the English Academy of Southern Africa.



Nomthandazo Mankazana (South Africa) serves as the South Africa Alliance Programme Coordinator. She had been with Gender Links since March 2011 serving in the Gender and Governance programme and later as Executive Assistant to the CEO. Mkanzana studied a double major in International Relations and Criminology at Monash University in South Africa. She trained with Honeydew Police Station as a trauma counsellor. She attended the First African Symposium of Victimology in 2008 and is a member of the World Society of Victimology. Mankazana updated the South African Barometer.



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 Gemsa Zimbabwe (GemZi). She worked as a volunteer in Phuket, Thailand following the December 2004 Tsumani. Ndlovu holds a Masters in Media Studies with the University of Witwatersrand, a Bachelor of Arts Degree and a Post Graduate Diploma in Media and Communication from the University of Zimbabwe. Ndlovu updated the Media chapter of this report.



Shuvai Nyoni (Zimbabwe) is an independent Consultant 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 Economy chapter of the regional report.



Vatiswa Poswa (South Africa) is a Consultant specialising in Climate Change, Sustainable Development and Renewable Energy. She has worked with a number of organisations, government departments and private sector entities to implement adaptation and mitigation strategies and provides scenario mapping.



Noro Ravaozanany (Madagascar) is a sociologist, specialising in qualitative research and gender, working in the domains of human rights, governance, education, and public health. To her credit, she was a gender expert and leader of a project for the International Labour Office (1990-1999), before moving on to become a national then international consultant to countries in the Indian Ocean region and French-speaking Africa (Comoros, Mali Central African Republic, Senegal) for bilateral and multilateral bodies. In Madagascar, she conducted the baseline survey for the SADC Gender Protocol Barometer, Gender Links (2009) and updates annually (2010 to 2013). Other publications worked on include the analysis of political party documents from gender perspectives, Institute for Democracy and Electoral Assistance (2011), Gender and Electoral Processes, and Electoral Institute of Southern Africa (2009). Ravaozanany is the President of Madagascar's National Council of Women (CNFM) and advisor for habitat for the International Council of Women (ICW). She updated the Madagascar report.



Katherine V Robinson (South Africa) joined Gender Links (GL) in 2013. She serves as GL's Communications Manager and Editor for the Opinion and Commentary Service. Robinson holds a Bachelor of Journalism, having specialised in broadcast journalism. She has worked as a freelance journalist, part-time photography lecturer at Cape Peninsula University of Technology and as a Director of Photography, script writer and executive audio-visual editor at a production company in Mpumalanga.



Tessa Siu (Seychelles) has worked in the Gender Secretariat, Ministry of Social Development and Culture in Seychelles for more than six years. She holds an 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.



Bayano Valy (Mozambique) is GL Lusophone Opinion and Commentary Service Editor and Media Coordinator in Mozambique. He is a journalist with over 15 years of experience - he cut his teeth at AIM (Mozambique News Agency). He has stringed for Bloomeberg, IPS and other titles. He also worked as a researcher/writer for the Southern African Research Documentation Centre (SARDC), where he was part of the team that researched and published Mozambique's Human Development Report on behalf of UNDP for four years. He sits on a weekly television panel that discusses gender and masculinities.



Roos van Dorp (Netherlands) 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 Communications from the University of Amsterdam, in Netherlands. She also studied International Relations and International Development Studies. She co-authored the Botswana Country Barometer Report with Elsie Alexandar, and updated the 2013 Barometer Country Report.



Loga Virahsawmy (Mauritius) serves as GL Director, Mauritius and Francophone Office and Board Member of Gender Links. Her research work includes Gender and Media Baseline and Progress Study; HIV and AIDS and Media Baseline Study; Gender in Local Government; Gender in Media Education; Gender in Advertisement; Gender and Tabloids; Gender and Politics. She collaborated with media houses to develop HIV and AIDS and Gender Policies. She authored the Mauritius Country Barometer Report and has been updating annually. As Chairperson of Media Watch Organisation, she has been successful in having at least 12 sexist advertisement removed from the market space. She is a regular writer of personal testimonies of women who are victims of violence and also edited a book launched by the Prime Minister "Speak Out" - personal testimonies of people affected and infected by HIV and AIDS. Virahsawmy was awarded the high distinction of Grand Officer of the Star and Key of the Indian Ocean (GOSK) by the President of the Republic at the recommendation of the Prime Minister in July 2009. She updated the Mauritius Report.

Review of the 2013 SADC Gender Protocol Barometer

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Case study contributors

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Acronyms

ABC	All Basotho Convention
ABC	All Basotho Congress for Democracy
AIDS	Acquired Immune Deficiency
ALAT	Association of Local Authorities in Tanzania
ANC	African National Congress
ANC	Antenatal Care
ANEX	Activists networking against the exploitation of children
APP	All People's Party
ART	Anti-retroviral treatment
ARV	Anti-Retroviral drug
AU	African Union
BCP	Botswana Congress Party
BDP	Botswana Democratic Party
BEST	Basic Education Statistic in Tanzania
BNF	Botswana National Front
BNP	Basotho National Party
BOCONGO	Botswana Council of Non-Governmental Organisations
CCM	Charna cha Mapinduzi
CEDAW	Convention on the Elimination of All Forms of Discrimination
COE	Centre of Excellence
CHADE	MACha Cha Demokrasia in Tanzania
CHBC	Community Home Based Care
CSC	Citizen Score Card
CMFD	Community Media for Development
CoD	Congress of Democrats
COPE	Congress of the People
COSATU	Congress of South African Trade Unions
CREW	Credit Empowerment for Women (in Tanzania)
CRP	Constitutional Review Process (Zimbabwe)
CSO	Civil society Organisations
CSW	Commission on the Status of Women
CUF	Civic United Front
CW	Commonwealth Secretariat
DA	Democratic Alliance
DPN	Democratic Party of Namibia
DPP	Democratic Progress Party
DRC	Democratic Republic of Congo
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
EPSE	Personal and Social Education Programme (Seychelles)
FemAct	Feminist Activist Coalition
FMG	Female Genital Mutilation
FPTP	First Post the Post
FRELIMO	Frente de Libeartacao de Mocambique Liberation Front
G-BEM	Botswana Girl/Boy Education Movement
GBI	Gender Budgeting Initiative
GBV	Gender Based Violence
GEM SUMMIT	Gender and Media Summit
GEMSA	Gender and Media Southern Africa
GMDC	Gender and Media Diversity Centre
GIME	Gender in Media Education in Southern Africa
GSC	Gender Scored Card
GENOL	Gender and Energy Network of Lesotho
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)
HAM	Higher Media Authority (DRC)
HIV	Human Immuno deficiency Virus
IBA	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
ILFS	Integrated Labour Force Survey
IMCI	Integrated Management of Childhood Illness
IWMF	International Women's Media Foundation
IOM	International Organisation for Migration
ISPDC	Interstate Politics and Diplomacy Committee
IT	Information Technology
LCA	Lesotho Communication Authority
LCD	Lesotho Congress for Democracy
LEP	Lesotho Education Party
LHRC	Legal and Human Right Centre
LPPA	Lesotho Planned Parenthood Association
MAG	Monitor Action Group
MAP	Media Action Plan
MAP	Madagascar Action Plan
MBC	Mauritius Broadcasting Cooperation
MCDGD	Ministry of Community Development and Gender and Children
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
MCM	Media Council of Malawi
MISA	Media Institute for Southern Africa
MFP	Marematlou Freedom Party
MFPWA	Mauritius Family Planning and Welfare Association
MINFAMU	Ministry for Family and Women
MLP	Mauritius Labour Party
MMC	Millennium Challenge Compact
MMD	Movement for Multiparty Democracy
MMP	Media Monitoring Project
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
NANGO	National Association of Non-Governmental Organisations
NBS	National Bureau of Statistics
NCC	National Constitutional Conference (Zambia)
NCOP	National Council of Provinces
NCRF	National Community Radio Forum
NDMC	Namibia Democratic Movement for Change
NEC	National Electoral Commission
NGO	Non-Governmental Organisation
NGOGCN	Gender Coordinating Network
NICTS	New Information and Communication Technologies
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
NUDO	National Unity Democratic Organisation of Namibia
OSHA	Occupational Health Safety Act
OVC	Orphans and Vulnerable Children
PANAGED	Gender and Development National Action Plan (Madagascar)
PAPCBP	Pan African Capacity Building Program
PCAR	Primary Curriculum Assessment Reform (Malawi)
PEP	Post Exposure Prophylaxis
PLWHA	People Living with HIV and AIDS
PMTCT	Prevention of Mother to Child Transmission
PPRD	Peoples Party for Reconstruction and Democracy
PR	Proportional Representation
RDP	Rally for Progress
RP	Republic Party of Namibia
RPTC	Regional Peace Training Centre
SA	South Africa
SABC	South African Broadcasting Corporation
SADC	Southern Africa Development Community
SGPA	SADC Gender Protocol Alliance
SGP	SADC Protocol on Gender and Development
SAEF	South Africa Editors Forum
SANDF	South Africa National Defence Force
SANTAC	Southern Africa Network against Trafficking
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
SGDI	SADC Gender and Development Index
SGPA	Southern Africa Gender Protocol Alliance
SIDA	Swedish International Development Cooperation Agency
SPPF	Seychelles People Progressive Front
SSP	Safe School Programme
STI	Sexually transmitted Infections
SWAPO	South Western Africa's People Organisation
TACRA	Tanzania Communications and Regulatory Authority
TAMWA	Tanzania Media Women's Association
TANU	Tanganyika African National Union
TACRA	Tanzania Communications and Regulatory Authority
TAWLA	Tanzania Women's Lawyers Association
TCCIA	Tanzania Chamber of Commerce Industry and Agriculture
TEVETA	Technical, Entrepreneurial and Vocational Education and Training Authority (Mauritius)
VMCZ	The Voluntary Media Council of Zimbabwe
TLP	Tanzania Labour Party
TNGP	Tanzania Gender Networking Program
TPFNet	Tanzania Police Female Network
TSC	Teaching Service Commission
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 Development Programme
UNDPKO	United Nations Department for Peacekeeping Operations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNSCR	United National Security Council Resolution
URT	United Republic of Tanzania
USAID	United States for International Development
VCT	Voluntary Counselling and Testing
VSO-RAISA	Volunteer Service Overseas-Regional AIDS Initiative Southern Africa
WCNOVAW	Western Cape Network on Violence Against Women
WCoZ	Women Coalition of Zimbabwe
WDF	Women Dignity Project
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
ZWLA	Zimbabwe Women Lawyers Association
ZWRCN	Zimbabwe Women Resource Centre Network

Editors' note














The 2013 Barometer is the fifth in the Barometer series, a landmark year for tracking, naming and shaming, in the crucial countdown to 2015. The new feature in each chapter this year is the **tracking box** from 2009 to 2013, with a column at the end showing the 2015 targets. The gap between 2013 and 2015 is the major concern of this Barometer. The Southern Africa Gender Protocol Alliance (SGPA) began with the slogan, *"accele-rating gender equality in SADC"*. This became: *"The time is now"*. In the Barrack Obama era the slogan switched to, *"Yes we can."* Now the slogan is an urgent plea: *"Yes we must!"*

With the Southern African Protocol on Gender and Development (SGP) going into force in September 2012, the Alliance believes that governments must be held accountable in what remains of the period up to 2015: the deadline for the 28 targets of the Protocol and MDG 3. As the representative of the gender sector in the Southern African Development Community (SADC) Council of NGOs (SADC-CNGO), the Alliance is also actively engaged in post-2015 deliberations.

Where gender equality and women's empowerment are concerned discussions have focused on the structural impediments to full gender equality (UN Women, 2013). Progress towards achieving the current MDGs on gender equality demonstrates that some of the MDG targets can be met but they do not address the structural concerns that lead to gender inequalities.

The Post-2015 debates vindicate the drive eight years ago, during the Beijing Plus Ten assessments, for a sub-regional instrument that encompasses existing commitments to gender equality and enhances these through time-bound targets. The ten theme areas include freedom from violence; capabilities and resources; voice, leadership and participation. The SGP has indeed been ahead of its time as it already incorporates many of the targets for gender being proposed in the post-2015 agenda.

As in past years, the Barometer draws from the rich data base of the SADC Protocol@Work case studies. This issue features 75 case studies from 13 countries; most of these drawn from the SADC Protocol@Work summits that took place in 12 SADC countries before the regional summit in Johannesburg in 2013 - see Table 1.

Table 1: SADC Protocol@Work case studies used in the 2013 Barometer

Theme	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi	Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe	Regional	
Constitutional and legal						1		1				1			1		4
Governance			1		1		1				1				2		6
Education				1			1		2			1					5
Economy		2		1							1			2	2		8
GBV		1		1		1	2	1	1		2			1			10
Health			1		1	1		1			1	1			2		8
HIV						1					1	1	1	2	1		7
Peace Building		1											1		1	2	5
Media					1	3	1				1				2	3	11
Implementation						1					1			1	1	2	6
Climate Change				1	2			1						1			5
Total		**4**	**2**	**4**	**5**	**8**	**5**	**4**	**3**		**8**	**4**	**2**	**7**	**12**	**7**	**75**

Executive summary

The regional SADC Gender Protocol@Work Summit, attended by over 300 people in April 2013, unveiled a large clock counting down to SADC Day, 17 August 2015: months, weeks, days, hours, minutes and seconds. Finalists from the 12 national summits, held during March and early April competed head to head to secure awards for pushing the gender agenda forward. They all had one message: *yes we can*, and *yes we must!* Former South African deputy president Phumzile Mlambo-Ngcuka, who in August 2013 took up the post of head of UNWOMEN, gave the key note address.

"Even though we have made great strides in the emancipation of women, gender justice and the struggles of women remain challenging, from gender based violence, high poverty amongst women, exclusion of women in significant positions, the burden of disease and more. Our work is not yet done," she said. "We need to work just as hard to mobilise key institutions in society: our churches, schools, sporting bodies, who must continue the struggles. We also need to broaden the base as many more people are needed for us to overcome the complex battles we face. As foot soldier in this struggle we need to continue to lead from the front, back and sideways."

"As people of SADC let us use the SADC Protocol on Gender and Development to entrench and advance the women's cause in our countries. The Protocol must be a living document in all our countries: we must take it to the people", Mlambo-Ngcuka added.

Overall, the Southern African Gender and Development Index (SGDI) remained stagnant at 66%. There are just about as many red lights as there are green lights in both the narrative summary (Table I) and the data Table IV. 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, HIV and AIDS, media, information and communication.

But the big news this year is that women and men in Southern Africa gave their governments a score of 66% - nine percentage points up from last year - using the Citizen Score Card (CSC) that went out to 8860 citizens: 4787 women and 4073 men (a sample four times bigger than last year).

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



Marching ahead: Zambian delegation to the SADC Protocol@Work Summit. *Photo: Gender Links*

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. This spurt of optimism shows that women and men are beginning to feel that gender concerns are on the agenda, even if their objective realities have not changed much.

The Southern African Gender Protocol Alliance (SGPA) - 15 country networks and eight theme groups that campaigned for the protocol, its ratification, and now its implementation - is taking its campaign to greater heights in the countdown to 2015.

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 Malawi in August 2013: the first such meeting to be chaired by a woman president. 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.



Since November 2011, the SGPA has been driving a campaign for an Addendum to the SADC Gender Protocol on Gender and Climate change. At a meeting held in Maputo in February 2013 against the backdrop of floods in Mauritius claiming several lives, gender ministers accepted the principle of the Addendum. Since then the tussle has been over whether to mainstream gender in the forthcoming SADC Protocol on Climate Change, or argue for an addendum to the SGP. The Alliance is arguing for both.

With ten elections in the region between August 2013 and December 2015 (including in Malawi) the Alliance is targeting the 2013 Heads of State Summit to make a significant push on this front, under the leadership of the NGO Gender Coordination Network - NGO GCN - the Alliance focal network in Malawi.

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

Red light	Green light
Constitutional and legal rights	
Five SADC countries still have "claw back" clauses in their Constitutions that undercut gender equality provisions. The recent Constitutional Court ruling in Lesotho denying the daughter of a chief the right to succession underscores deeply entrenched patriarchal values.	Ten SADC countries have undertaken constitutional reforms of one kind or the other that have a bearing on gender since the first Barometer in 2009. In 2013, Zimbabwe adopted a new Constitution in which gender activists estimate they have achieved 75% of their demands.
	Mauritius amended its Constitution to make way for a quota for women in the local elections held last year. This aspect opened the possibility of Mauritius signing the SADC Protocol on Gender and Development.
	There has been a progressive improvement in citizen perceptions of performance in this area, from 60% in 2009, to 66% in 2013. It is especially significant that there has been an eight percentage point increase in the CSC between 2012 and 2013, also the period in which there have been the most number of countries undertaking Constitutional reviews. This reflects the increasing optimism in one of the most strategic areas for advancing women's rights.
Abortion, sex work, marital rape and sexual orientation do not feature in the SADC Gender Protocol.	Leaders in Malawi and Mauritius have made progressive pronouncements on Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) rights.
Child marriage is an emerging issue which puts girls at the risk of violence and ill health much more than the boys.	
Governance	
At 24%, SADC slid from second to third place (after the Nordic countries and the Americas) in a global regional comparison of women in parliament.	In 2012, representation of women in parliament in Seychelles increased from 29% to 45%, putting the island in the global top ten on this score.
Overall representation of women in parliament has remained at 24% in the year under review, and is one percentage point lower than in 2011.	
Women's representation in parliament in Angola decreased from 38% to 34%.	
Currently Madagascar and Zambia (6%) have the lowest representation of women in local government. Women's representation in urban elections in Swaziland slid backwards from 19% to 14% in elections held in late 2012.	With 49% women in local government, Lesotho has the highest proportion of women in any area of political decision-making in SADC.
	Mauritius scored a goal for gender equality with the fourfold increase of women in local government to 26% in the December 2012 elections.
The quota for women in parliament in Zimbabwe in the new Constitution unfortunately does not extend to local government. Efforts by activists to get the provision in Section 17 of the Constitution (that provides for "both genders to be equally represented in all institutions and agencies of government at every level") extended to the local government electoral law failed to yield fruit.	Zimbabwe held presidential, national and local elections on 31 July 2013, with a Constitutional quota that will guarantee women a minimum of 22% of the seats in the national assembly.
Mauritius comes last with only 8% women in cabinet.	South Africa has consistently had the highest percentage of women in cabinet at 41%.
Education	
Less than half the fifteen SADC states have achieved the gender parity targets at each of the three levels - primary, secondary and tertiary. With the exception of Lesotho and Seychelles, women in Southern Africa have lower literacy levels than men.	Six countries in the region: Mauritius, Seychelles, South Africa, Botswana, Zambia and Swaziland have higher proportions of women than men at tertiary level.
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%.	Namibia, Swaziland, Malawi, Tanzania, South Africa and Zambia have laws and policies that make primary education free and compulsory.
DRC has 36% young women in secondary school, consistently the lowest.	Six countries (Botswana, Lesotho, Namibia, Seychelles, South Africa and Swaziland) have 50% or more young women in secondary schools.
Gender violence in schools remains a major challenge.	Lesotho has a considerably higher proportion of girls than boys in secondary school (57% girls) because of boys herding cattle. South Africa, Namibia, Botswana and Mauritius have slightly more girls than boys, which is consistent with demographics. Seychelles and Swaziland have an equal number of girls and boys in secondary school.
Economic justice	
Women and men are not benefitting equally from the economic boom being experienced by several Southern African countries.	The Southern Africa Gender and Development Index (SGDI) score of 73% is six percentage points above the Citizen Score Card (CSC) score of 67%.
Trade policies remain gender-blind, and only a few procurement policies make specific reference to women. Gender-blind trade policies can introduce new gender inequalities or entrench existing ones.	The proportion of women in economic decision-making rose by eight percentage points from 18% in 2009 to 26% in 2013.

Red light	Green light
Figures on women's land ownership remain patchy, but range from 11% (Seychelles) to 25% (in DRC and Tanzania).	Zambia has blazed a new trail in the region with a policy requiring that 30% of all new land be allocated to women.
Women still struggle to access credit, although most SADC countries now have programmes of one kind or the other to help women gain access to credit.	All SADC countries make legal provision for maternity leave, but only 40% make provision for paternity leave.
Gender violence	
Citizens scored their government an overall 68% of where they need to be by 2015 in terms of meeting the targets related to gender violence. This is up ten percentage points from a score of 58% in 2012.	The Violence Against Women Baseline Study has now been conducted in six SADC countries - Botswana, Mauritius, four provinces of South Africa, four districts of Zambia, Lesotho and Zimbabwe.
The prevalence of all forms of violence against women, especially physical and sexual violence, continues to be high despite relatively strong GBV legal frameworks in the region.	There is a strong legislative framework for GBV in most countries across the Southern African region. Domestic violence and sexual assault legislation exists in 12 countries.
Recent studies show lifetime prevalence rates of 25% (Mauritius) to 89% in the four districts of Zambia: Kitwe, Mansa, Kasama and Mazabuka.	
Insufficient budgets undermine implementation.	Provision of post exposure prophylaxis (PEP) has improved over the last several years - from only one country, South Africa, providing PEP from 2009-2012 to a total of six countries in 2013. This is still much lower than it should be and less than half of SADC countries.
Sexual violence against women and girls remains one of the major causes of HIV infection.	Six SADC countries have completed Violence Against Women (VAW) baseline studies and adopted a composite index to measure GBV. The findings of these baseline studies should guide GBV strategies and budgeting processes. The index will also assist in ongoing monitoring and evaluation of the efficacy of GBV strategies.
Violence against lesbians is on the increase with gruesome cases of "corrective rape" and murder reported in South Africa during the year under review.	
Progress in passing legislation on domestic violence and sexual assault has slowed substantially in the last two years.	
SADC Legislators have lagged in terms of implementing the provisions of the laws. While 12 countries have accessible, affordable and specialised services, including legal aid, to survivors of GBV, the reality is that these service providers remain under-resourced with limited capacity to deliver on their mandates.	
One of the biggest concerns in the region is the lack of places of safety and secondary housing for GBV survivors. Governments rely on civil society organisations to provide this service which is not a sustainable solution.	
Reliable and comprehensive quantitative data on GBV is difficult to obtain. Police statistics are highly contested because of underreporting of GBV and inadequate data collection tools.	
Health	
Maternal mortality ratios in Southern Africa have increased over the last two decades, when they are declining in other regions, mainly as a result of HIV.	Improved access to treatment is beginning to reverse this trend.
Estimates indicate that mortality and morbidity rates among HIV positive women are double those among HIV negative women.	
DRC has the region's lowest rate for contraceptive usage at 5%.	At 76%, Mauritius has the highest rate of contraceptive usage in the region.
Between 44% and 46% of births in Tanzania and Madagascar are not attended by skilled personnel.	Mauritius and Seychelles have achieved 100% attendance by skilled personnel for all births.
Only four of the 15 countries in the SADC region mentioned any campaigns that involve men in family planning (Lesotho, Mauritius, Malawi and Zambia).	
HIV and AIDS	
The nine countries with the highest adult HIV prevalence rates in the world can all be found in SADC: Swaziland (26%), Botswana (23.4%), Lesotho (23.3%), South Africa (17.3), Zimbabwe (14.9%), Namibia (13.4%), Zambia (12.5%), Mozambique (11.3%) and Malawi (10%).	AIDS-related deaths have decreased by 32% since 2001 due to the expansion of antiretroviral therapy.
In 13 of the 15 SADC countries, women have a higher HIV prevalence than men.	In seven of the 15 countries - Botswana, Namibia, South Africa, Zambia, Mauritius and Swaziland - coverage of antiretrovirals for preventing mother-to-child transmission of HIV is higher than 80%.

Red light	Green light
In six of the 15 SADC countries, less than 50% of People Living with HIV and AIDS (PLWHA) receive antiretroviral drugs.	Impressive gains have been made in cutting deaths from tuberculosis (TB) in people living with HIV. Between 2004 and 2011, TB-related AIDS deaths fell by 28% in sub-Saharan Africa. The last 24 months saw a 13% decrease in TB-related AIDS deaths.
In nine of the 15 countries, less than 50% of the 15-24 year old population has a comprehensive knowledge of HIV and AIDS.	There is evidence that prevention campaigns have begun to change sexual behaviour patterns and lead to a reduction in HIV and AIDS. However, gender disparities continue to be a major driver of the epidemic in the region.
Women account for 58% of those living with HIV and AIDS in sub-Saharan Africa. Young women, aged 15-24 years, remain particularly vulnerable, accounting for 64% of infections in this age group worldwide.	Zimbabwe adopted a progressive policy on care work. Several other countries, including Mozambique, Zambia and Malawi have begun work on the development of a care work policy.
Peace and security	
The potential for conflict in Madagascar, Zimbabwe and DRC remains high, while the militarisation of politics in Swaziland is a concern.	Women constitute 27% of the defence forces in South Africa; 38% of the police in Seychelles and 52% of correctional services staff in Seychelles.
There are low proportions of women in defence.	
Women bear a disproportionate burden of conflict wherever it occurs, yet are absent from peace processes and decision-making.	
Only six countries provide sex disaggregated data on correctional services.	There has been a vast improvement in the provision of sex-disaggregated data on security services in the region since the Barometer began tracking this parameter in 2010. Ten countries (compared to five) now provide sex disaggregated data on defence and 13 (compared to five) provide sex disaggregated data on the police.
Major gaps still persist, with several countries still not providing data; having no women at all in certain security areas, or low levels of 1% to 6%.	
	There is an improvement in availability of sex disaggregated data on the police, with 13 SADC countries (compared to five in the past) making such data available.
	The SADC Human Resources Working Group has agreed to make gender a standard agenda item for their meetings. This template will track the existence of gender related policies, structures, targets and representation. This is a major advancement for the collation of this data as throughout Africa data for women in the security sector is scanty.
SADC countries need to review legislation governing the security sector to ensure gender sensitivity and regular collection of data. This should start with the SADC Security Organ and strategic plan, that remain gender blind.	
In many countries the proportion of women sent on peace keeping missions ranges from 2% to 6%.	Namibia has consistently provided the highest proportion of women (46%) although (due to its larger size) South Africa has provided the largest absolute number of women to such missions
	Eight SADC countries now contribute women peace keepers to UN peace keeping missions, compared to seven when the Barometer first started tracking this area of work.
Media	
Media laws and policies have weak gender provisions.	GL is working with 108 gender and media Centres of Excellence (COEs) in 12 SADC countries.
	There is evidence that media houses are beginning to take gender mainstreaming seriously with 47 media institutions representing 90 newsrooms in SADC having gender policies.
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.	The self-monitoring exercise conducted in 76 media COEs shows that the proportion of women sources in the media has gone up by five percentage points from 19% in the Gender and Media Baseline Study (GMBS) to 22%.
There are more women than men in media studies, but many more male than female lecturers.	In the past year, GL provided on-the-job training for the media on the ten themes of the Protocol.
	Participants from ten institutions of higher learning from six countries participated in the training of trainers to mainstream gender in journalism and media curriculum.
	Students from institutions of higher learning acknowledge the role of gender and media literacy in improving their knowledge on gender.

Red light	Green light
Climate change	
Climate change will affect all countries, in all parts of the world. But its impacts will be spread differently among different regions and different groups of people (IPCC, 2001). The most affected are likely to be the poor and women living in developing countries. As the climate changes, the people likely to suffer most from the impacts of climate change are those least responsible for causing it. It is widely recognised that the developing countries are expected to suffer more from the devastating effects of climate change than the developed countries. In Southern Africa, the poor, the majority of whom are women, will be the hardest hit by the impacts of climate change.	The campaign for an Addendum on Gender and Climate Change gained momentum with an online petition signed by 1027 citizens (55% men; 45% women). Gender Ministers have formally backed this proposal at their meeting in Maputo in February 2013.
Women only account for 20% of key decision-makers in ministries concerned with climate change and sustainable development, up two percentage points from 2012 but still far from the 50% target.	Zambia has surpassed parity in terms of women's representation in climate change and sustainable development related decision-making bodies at 60%. South Africa and Namibia follow with 42% and 33% representation respectively. Mozambique and Angola perform fairly well at 29% and 27% respectively. with Tanzania (7%) and Madagascar (9%) scoring in the single digits. Mauritius, Malawi, Swaziland, Botswana and Zimbabwe fall in the middle.
Implementation	
Botswana and Mauritius have still not signed the SGP.	Thirteen out of 15 countries have signed the SGP.
DRC has not deposited its instruments of ratification.	Twelve countries (up from nine in the last year) have ratified the Protocol, with Malawi being the latest to ratify and deposit its instruments.
The majority of SADC countries have not integrated the targets of the SGP into their planning and budgeting processes.	Four countries Namibia, Swaziland, Zambia and Seychelles have developed costed gender action plan aligned to the SGP.
	Malawi and Zimbabwe are in the process of updating their gender policies.
	Seychelles has 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.
	Six SADC countries - Lesotho, DRC, Mozambique, Tanzania, Malawi and Zimbabwe - expressed an interest in updating their gender policies and aligning these to the targets of the SADC Gender Protocol at a learning and sharing workshop in June 2013.
The Southern Africa Gender Protocol 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 work.
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.

What's new in 2013?

Tracking change: The main new feature in the 2013 Barometer is the tracking box at the beginning of each chapter. Authors and editors have pulled out key indicators that can be tracked over five years to show what progress has been made and what challenges still lie ahead. The first few pages of the chapters provide a snapshot that can be used for action planning.



The Gender Progress Score: Over the years the Alliance has been tracking knowledge of the SADC Gender Protocol and attitudes towards gender. This year, the Barometer draws on the Gender Progress Score (GPS) online tool developed by Gender Links for scoring responses to the 20 - question attitude survey, from zero (regressive) to 100 (very progressive). Across the region almost 50 000 citizens used this tool, and registered an overall score of 65% with significant country variations. Knowledge of the SADC Gender Protocol (based on five simple questions) stood at 53%. This reflects the need for continuing mobilising, public awareness and behavior change.

Key challenges

- ***Patriarchal attitudes still abound,*** reflected in 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. The case of a Lesotho woman denied the right to take over the chieftaincy after her father died is a chilling reminder of deeply entrenched patriarchal values. Hate crimes against lesbian women (widely publicised in South Africa) serve as another reminder of the lethal combination of homophobia and misogyny that still dog many countries in the region.
- ***Gender violence remains the most telling indicator of women's lack of rights and agency:*** The shockingly high levels of gender violence revealed by recent prevalence surveys (from 25% in Mauritius to nearly 80% in four districts of Zambia) 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.
- ***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 Angola and Swaziland 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 serve as a reminder of the fragile gains made by women in the political sphere.
- ***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 essential for preventing the spread of HIV and AIDS. Women's lack of "voice" reflects in the media, where the proportion of women sources has risen only marginally from 17% in 2003 to 22% in a self-monitoring exercise covering 76 media houses in the region.
- ***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 AIDS.



Women in Mauritius claim their space in local government. *Photo: Loga Virahsawmy*

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.
- ***Tangible benefits of Constitutional Reviews:*** One of the major Alliance successes over the last year has been getting gender onto the agenda of Constitutional reviews in ten countries, notably Mauritius, Zimbabwe and Zambia. As witnessed over the past year, this is beginning to yield benefits. In Mauritius, the Constitutional amendment paved the way for a quota in local government that led to a fourfold increase in women at the local level in the December 2012 elections. The new Zimbabwe Constitution does away with claw- back clauses and guarantees women 22% of the seats in the national assembly.
- ***50/50 campaigns go for the bulls eye:*** There are ten elections in the SADC region between August 2013 and December 2015. Detailed projections in the Barometer show that if the re-launched 50/50 campaign is rigorously pursued, the region should achieve the original target of 30% women in decision-making at local and national level, with four countries coming close to or exceeding the 40% mark.
- ***Good news on HIV for the first time:*** The 2013 Barometer carries good news on HIV for the first time. AIDS related deaths in the region have reduced by 32% since 2001 due to the expansion of antiretroviral therapy. In seven SADC countries, Prevention of Mother to Child Transmission (PMTCT) is higher than 80%. Although gender disparities continue to be a major driver of the pandemic, there is some evidence of changes in sexual behaviour patterns leading to a reduction in HIV and AIDS.
- ***A better understanding and more holistic approach to GBV:*** The six Violence Against Women Baseline Studies have helped to establish the disparity between police and actual GBV figures. The studies 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.
- ***Focus on implementation:*** Now that the Protocol has been ratified, the focus has shifted to implementation. The SADC Gender Unit, Alliance national focal networks, and Gender Links as the alliance coordinator have developed a learning and sharing model to cascade and upscale these efforts.
- ***Change from the ground upward:*** Local government across the region has joined the SADC Gender Protocol campaign. 300 local councils have become Centres of Excellence (COE's) for Gender in Local Government. Examples of how the SADC Gender Protocol is being localised abound in the 2013 Barometer, which has the richest collection yet of bottom-up case studies.
- ***The Protocol@Work: Nothing succeeds like success!*** Raw numbers do not always capture the mobilising and inspirational qualities of the Protocol. The Alliance has collected over 1000 case studies; some showcased in this report. These reflect the extent of ownership, engagement and application sparked by the SGP.



From left: Magdeline Madibela, Head of Gender Unit, SADC; Honourable Inonge Wina Minister of Gender and Child Development (MGCD); Namatama Chinyama, Documentalist at MGCD; Edwidge Mulate, Permanent Secretary in the MGCD and Colleen Lowe Morna, Chief Executive Officer of GL at 2012 Zambia Barometer launch - Lusaka, November 2012. *Photo: Loveness Jambaya*

Key priorities

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.

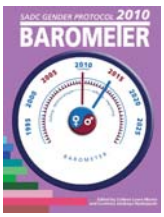
SADC GENDER PROTOCOL MILESTONES

- **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 instruments. 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.



Margaret Machilla from Zambia shares her experience on alignment and costing of the SGP. *Photo: Lucia Makamure*

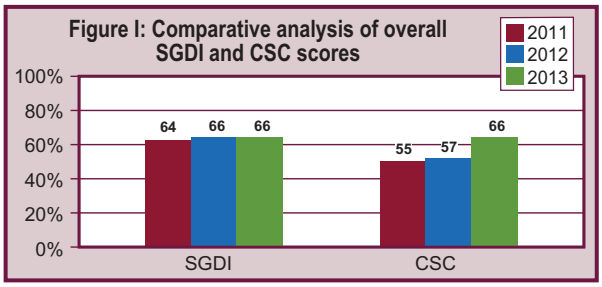
- **2009/2010:** Alliance devises a Citizen Score Card that is used to gauge citizen perceptions of government progress and is administered at village meetings.
- **August 2010:** Progress Barometer and Alliance annual meeting. Alliance gets better organised into country and theme clusters, each leading on a key issue, e.g. 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.
- **February 2013:** Gender ministers meeting in Maputo ahead of the 57th meeting of the Commission on the Status of Women (CSW) commit to take forward the Addendum. Alliance releases a progressive statement on gender justice concerns in the region. Mounts a presence at the CSW and produces a daily newsletter; generates debate on the post 2015 agenda.
- **March-April 2013:** Twelve country summits and a regional summit lead to 672 case studies being gathered on the SADC Protocol@Work from NGOs, CSO, Faith-Based Organisations and government ministries.
- **June 2013:** Lesotho, DRC, Malawi, Mozambique, Tanzania, Zambia and Zimbabwe learn from Seychelles, Namibia, Zambia and Swaziland on aligning their policies and action plans to the SADC Protocol and costing implementation.
- **August 2013:** Alliance annual meeting ahead of the SADC Heads of State Summit in Malawi with a key focus on implementation, the 50/50 campaign, gender and climate change and Coalition Building. Round table meeting with the new Southern African head of UNWOMEN, Phumzile Mlambo-Ngcuka. Study visit to the Gauteng *Women Demand Action Now* Alliance networking meeting sparks ideas for strengthening country, provincial and district-level networking.

Overall, performance by SADC countries improved over the three years as shown by the increase in the regional Southern Africa Gender and Development Index (SGDI) score from 64% in 2009 to 66% in 2013. However, with gains and losses balancing out, the SGDI remained static between 2012 and 2013. On the contrary, the Citizen Score Card (CSC) that complements the SGDI increased dramatically by eleven percentage points, from 55% to 66%.



How the CSC and SGDI work

Table II: CSC sample 2013

	Score cards		
Country	**Female**	**Male**	**Total**
Angola	54	48	102
Botswana	108	59	167
DRC	74	81	155
Lesotho	841	711	1552
Madagascar	238	184	422
Malawi	44	41	85
Mauritius	736	831	1567
Mozambique	266	253	519
Namibia	1103	953	2056
Seychelles	25	24	49
South Africa	349	206	555
Swaziland	256	45	301
Tanzania	50	50	100
Zambia	469	486	955
Zimbabwe	174	101	275
Regional	**4787**	**4073**	**8860**

The CSC has been running for four years now, and it is a key accountability tool. The CSC gives ordinary men and women the opportunity to hold their government accountable. Annex One summarises the findings of the CSC over the four years. The sample size for the CSC increased this year to 8860 - 54% and 46% men.

As detailed in **Annex Two**, there have been several attempts globally and in Africa to develop empirical indexes for measuring progress towards attaining gender equality. Each of these are fraught with the challenges of how to measure gender inequalities using often incomplete quantitative data.

Because information on political participation and education as well as some economic indicators is most readily available, gender-related indexes have tended to draw heavily on these. But such indicators do not adequately capture the more rights-based issues, such as voice; agency; the right to make decisions about one's body; safety and security. Over the five years of gathering information for the Barometer, the team had been able to assemble empirical data on 23 indicators in six sectors (see **Table IV**). Figures in red indicate backward movement over the last year while those in green reflect positive developments. Compared to the various efforts at global and continental level to develop a basket of indicators for measuring gender equality (see **Annex Two**) this represents one of the most comprehensive indicators available.

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. In the 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 (worst performance) to 100 (best 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 III illustrates the sectors for which there are SGDI and CSC scores, and CSC scores only:

Table III: 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	✘	
Peace building and conflict resolution		✘
Media, information and communication	✘	✘
Implementation		✘

Table IV: 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	33	8	10	26	14	22	19	39	25	44	42	22	31	12	16
Local government	n/a	19	2	49	6	n/a	26	36	42	n/a	38	18	34	6	19
Cabinet	20	14	17	22	27	30	8	32	20	27	41	25	20	11	16
EDUCATION															
Primary School	46	50	46	49	49	50	49	47	49	50	50	48	50	49	50
Secondary School	44	52	36	57	49	45	48	44	53	50	55	50	44	45	46
Tertiary level	40	53	n/a	n/a	48	40	61	38	53	n/a	58	51	32	52	43
ECONOMY															
Economic decision making	29	43	21	21	10	27	33	25	25	33	23	40	21	23	23
Labour force participation - Women	76	72	70	55	84	76	37	86	63	68	49	53	50	73	37
Labour force participation - Men	77	82	72	73	89	98	63	83	69	79	62	71	90	86	62
Unemployment - Women	n/a	20	36	25	5	10	12	n/a	32	5	28	n/a	6	11	57
Unemployment - Men	n/a	15	n/a	21	2	5	5	n/a	23	4	23	n/a	4	14	31
Women in non-agricultural paid labour (% of labour force)	24	43	26	63	38	15	38	11	41	54	45	32	31	22	36
Length of maternity leave (weeks)	12	12	12	12	14	8	12	9	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	67	67	0	100	100	100	100	100	100	60	0	100	100	100
SEXUAL AND REPRODUCTIVE HEALTH															
Maternal mortality rate (out of 100,000)	593	160	549	620	498	460	62	550	449	0	176	736	449	440	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	73	100	53	81	99	91	74	51	57	66
HIV and AIDS															
Comprehensive knowledge on HIV and AIDS women	7	40	21	29	54	42	87	34	65	67	27	52	45	38	46
Living with HIV as proportion of total	61	58	58	58	58	58	19	60	50	42	59	57	55	57	60
HIV positive pregnant women receiving PMTCT	14	95	6	62	8	53	95	51	85	95	95	95	74	86	54
MEDIA															
Overall	n/a	46	22	73	33	23	33	27	40	n/a	50	40	36	33	13
Board of directors	n/a	24	18	47	10	27	36	25	39	n/a	38	33	22	27	38
Management	n/a	37	10	52	19	24	23	32	37	na	34	29	27	28	11
Female staff in institutions of higher learning	n/a	37	18	67	44	29	79	28	47	n/a	50	33	28	29	25
Proportion of students in institutions of higher learning	n/a	54	77	73	71	50	82	26	60	n/a	64	37	60	61	57
News sources	n/a	24	17	32	24	24	25	17	20	31	20	21	19	21	15

Source: Gender Links 2013.
Numbers in red have regressed whilst numbers in green have progressed over the last year.
na = not available

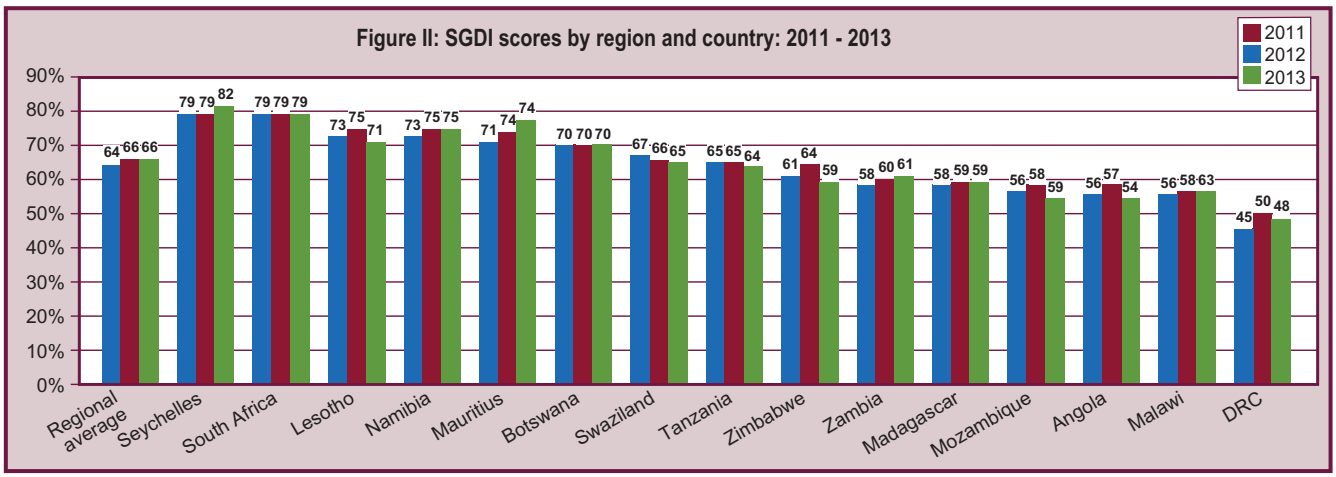


Figure II compares the SGDI scores from 2011 to 2013. The regional average has gone up by two percentage points since 2011 from 64% to 66%. At 82%, Seychelles scored highest, with a three percentage point increase on 2012. South Africa in second position remained constant at 79%. Nine countries received a rating that is above the 2011 score. The SGDI for Malawi has moved the most over the past three years from 56% in 2011 to 63% in 2013. Although DRC ranked the lowest for the past three years, it registered the third highest increase from 45% to 48%.

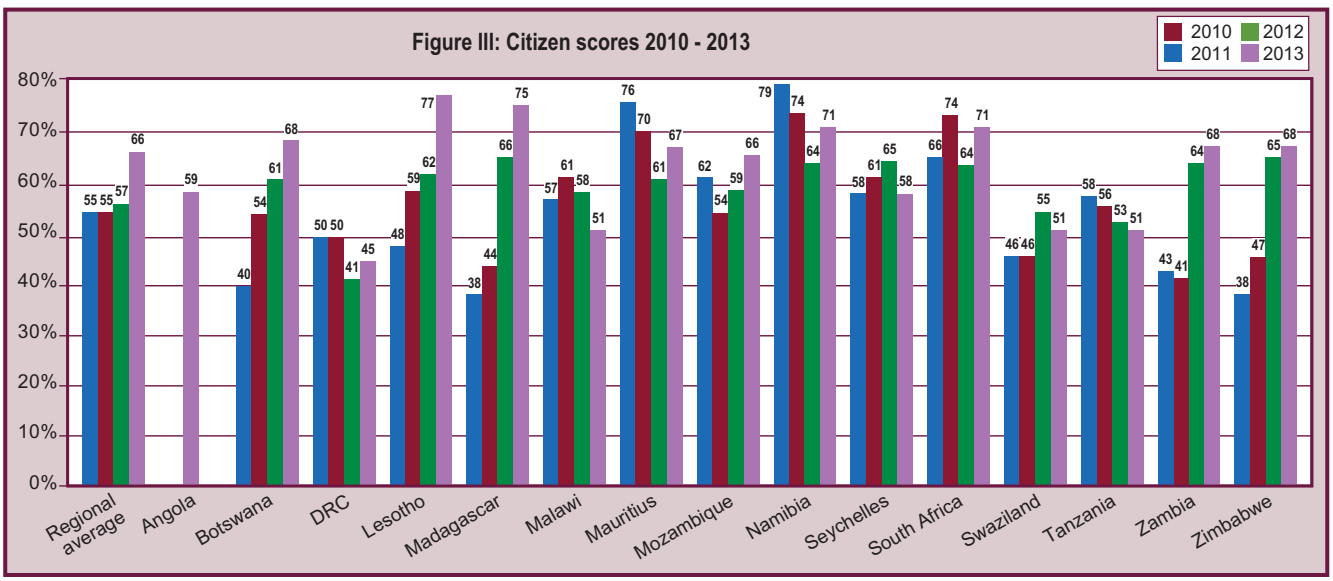


Figure III shows that overall there has been a dramatic positive trend in citizen scores. Citizens in eight SADC countries scored their countries upwards over the last five years. Madagascar (from 38% to 75%) and Zimbabwe (38% to 68%) stand out for the substantial rise in scores. Bursts of optimism are 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 43% to 68%. 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 Mozambique and Swaziland. Mauritius experienced a decline from 76% to 67%.

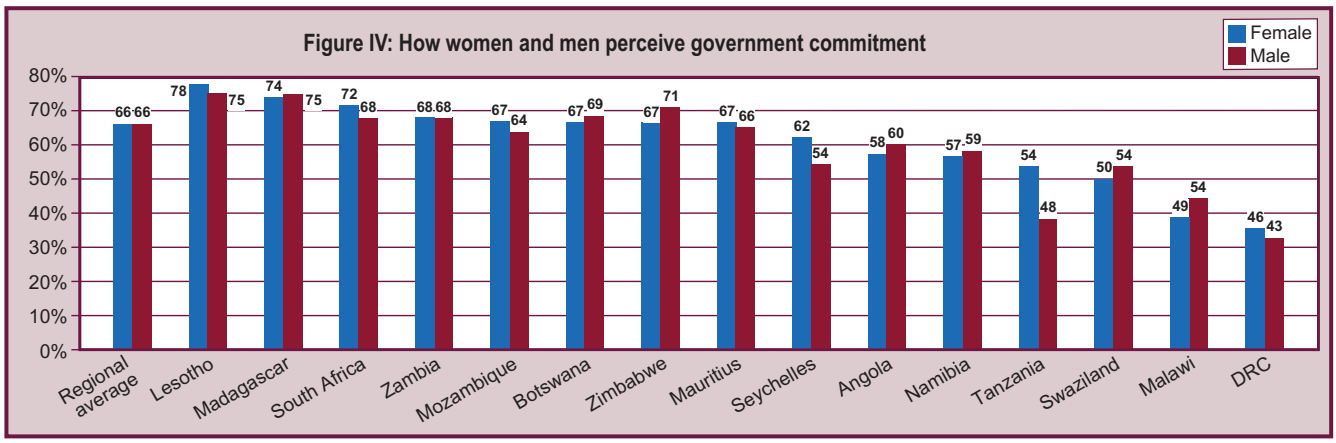
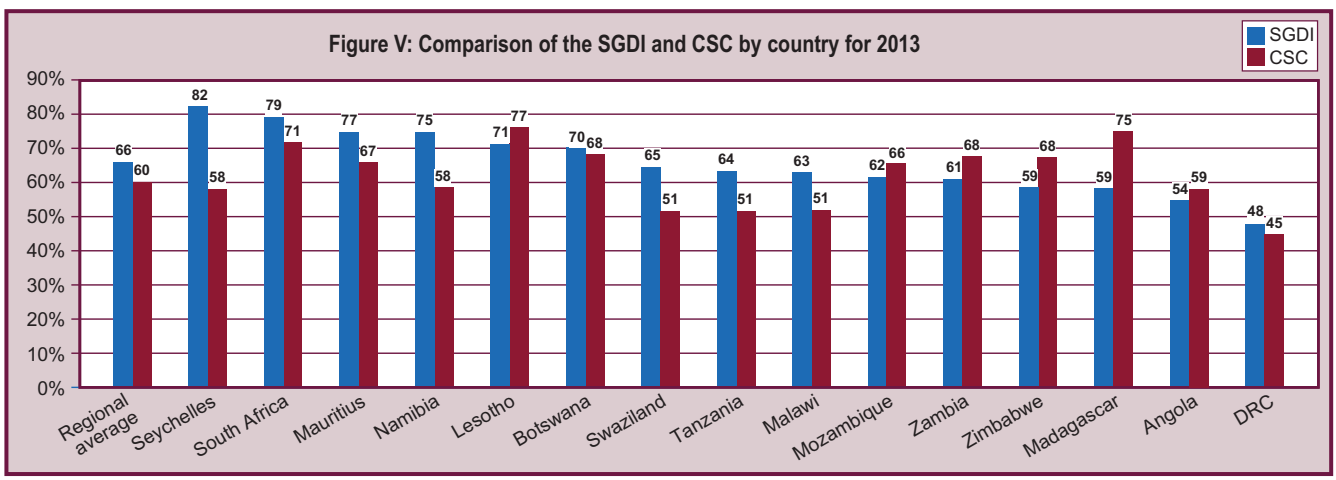


Figure IV shows that overall, there is no major gender gap in the CSC scores of women and men. Women scored their governments higher than men in Seychelles, Lesotho, Mozambique, South Africa, Tanzania and Mauritius. The opposite is true in the other countries. Malawi, Swaziland and Zimbabwe registered the biggest gender gaps (four percentage points). This gap in perceptions points to the underlying social conservatism, with men apparently perceiving a far more conducive environment than women.



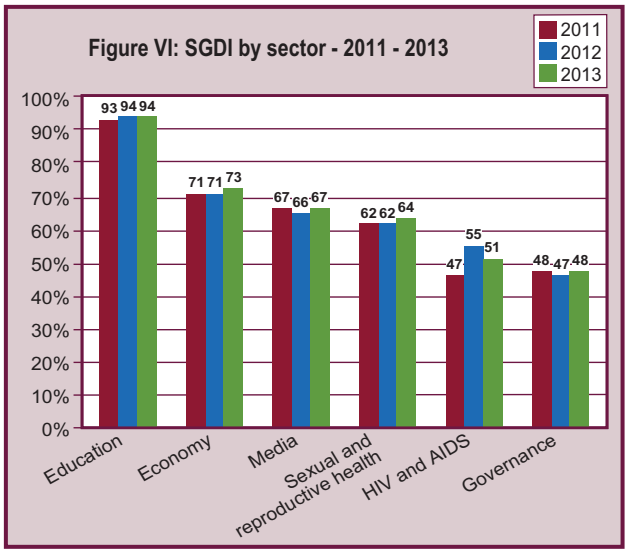
The SGDI and CSC are not directly comparable since the latter is based on perception and covers all 28 targets of the SADC Gender Protocol in ten sectors compared to 23 indicators in six sectors in the case of the SGDI. It is, however, important to compare the extent to which citizen perceptions correlate 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. The biggest gap is in Seychelles, which scores highest on the SGDI (82%) but is among the lowest for the CSC (58%).



Nomthandazo Mankazana (right) assists women in Chiredzi, Zimbabwe, to fill out the Citizen Score Card. *Photo: Colleen Lowe Morna*

Figure VI shows that SGDI scores on four sectors have remained relatively constant from 2011 to 2013, 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 51%.



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.



Bargaining in Chingola market, Zambia. *Photo: Gender Links*

- 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.

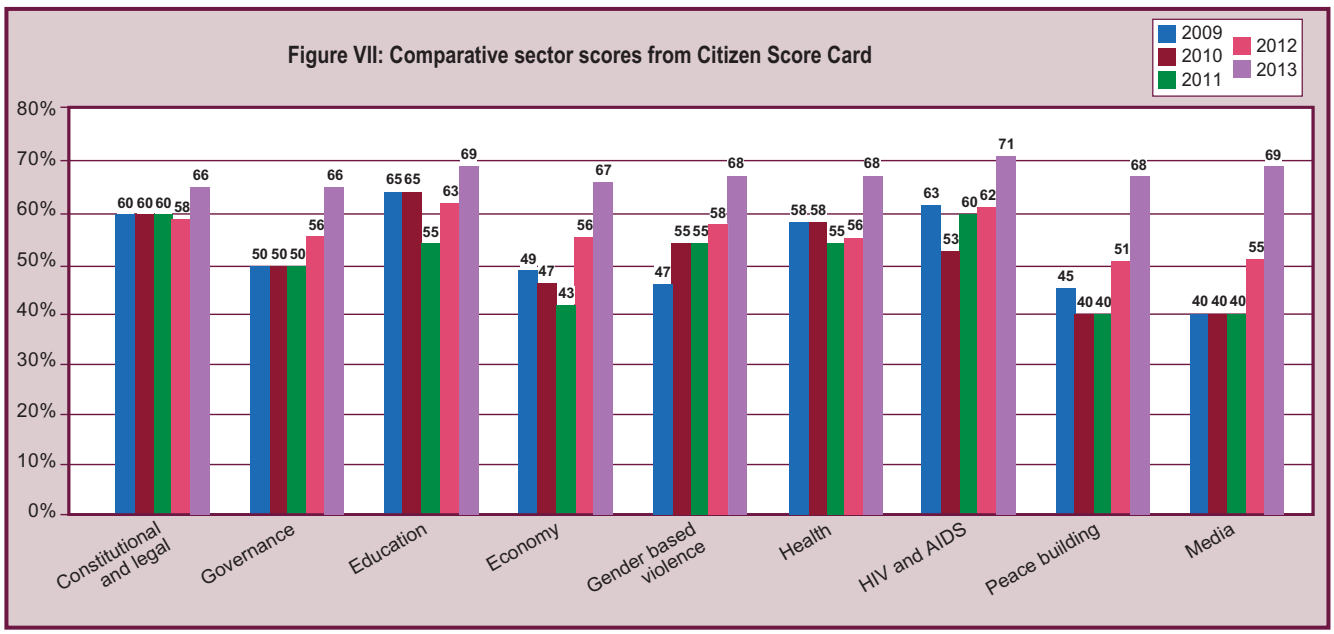


Figure VII shows the trend for the CSC for sectors from 2009 - 2013. Over the past five years the media sector has achieved the highest CSC increase from 40% in 2009 to 69% this year. This may reflect that hands-on work in the media sector with 109 media houses in 13 countries now joining the Centres of Excellence for Gender in the Media programme. Following close by is the peace building sector with a 23 percentage point increase from 45% in 2009 to 68% in 2013. 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.

Although education has always been ranked higher given the positive trends in the sector its score has only moved by four percentage points (65% to 69%) since 2009. 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.

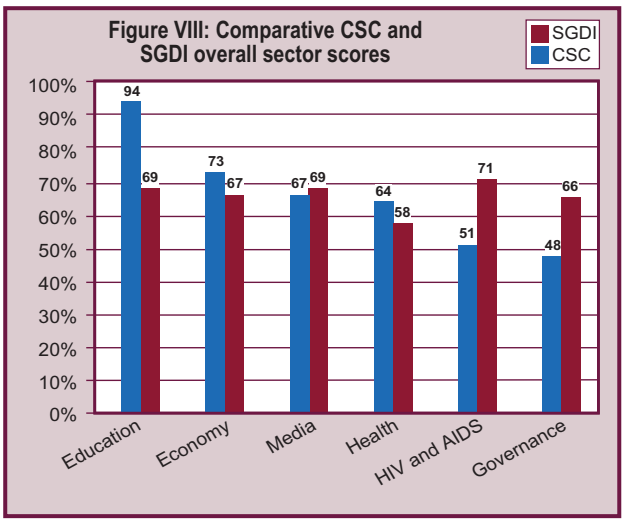
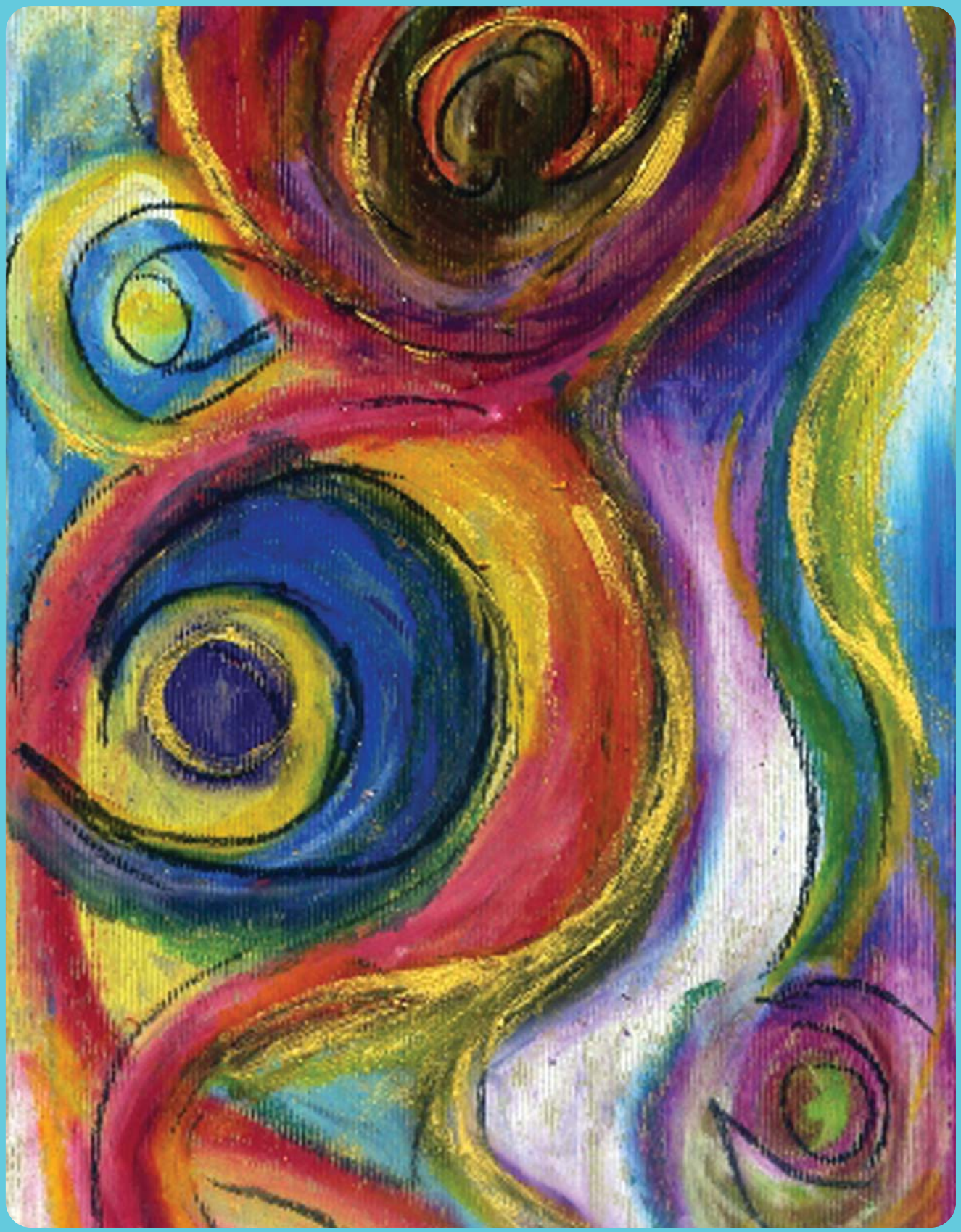


Figure VIII compares the SGDI (empirical scores) and CSC (perception) scores in the six sectors that have both these scores. While the scores are constructed in different ways, the trends are interesting, as they reflect the extent to which perceptions and reality either converge or diverge. The graph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

- The SGDI ranks education highest (94%) while at 69% the CSC score for education is number two in the region.
- The SGDI ranks productive resources second, while the CSC ranks education 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.
- Both the SGDI and the CSC rank governance 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 (66%) reflects the desire by citizens for their governments to redouble their efforts in this area.
- The CSC scores media second highest 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 factor is likely to account for the sometimes low CSC score. The divergence between the two scores shows why both scores are important in understanding what is happening within a sector.



Driver of change: Adélia Munguambe a petrol attendant in Mandlakazi, Moçambique. *Photo: Ruben Covane*



A question of culture *Anushka Virahsawmy*

CHAPTER 1

Constitutional and legal rights

Articles 4-11



Women in Matsatseng, Lesotho, demand their rights. *Photo: Malepota Mafeka*

KEY POINTS

- Women and men gave their governments 67% and 65% respectively using the Citizen Score Card (CSC) that gauges citizen perceptions of progress made thus far. There is no SGDI score for this sector. South Africa scored highest and Swaziland lowest.
- Most SADC constitutions enshrine non-discrimination generally as well as non-discrimination based on sex.
- Ten SADC countries have undertaken constitutional reforms of one kind or the other that have a bearing on gender since the first Barometer in 2009. In 2013 Zimbabwe adopted a new constitution in which gender activists estimate they have achieved 75% of their demands.
- Twelve out of fifteen SADC countries now have affirmative action provisions in their constitutions, up from eight in 2009.
- Mauritius amended its constitution to make way for a quota for women in the local elections held last year. This aspect opened the possibility of Mauritius signing the SADC Protocol on Gender and Development.
- Five SADC countries still have "claw back" clauses in their constitutions that undercut gender equality provisions. The recent constitutional Court ruling in Lesotho denying the daughter of a chief the right to succession underscores deeply entrenched patriarchal values.
- Abortion, sex work, marital rape and sexual minorities do not feature in the SADC Gender Protocol, but there is important progress on this front. Leaders in Malawi and Mauritius have made progressive pronouncements on LGBTI rights.
- Child marriage is an emerging issue which puts girls at the risk of violence and ill health much more than the boys.

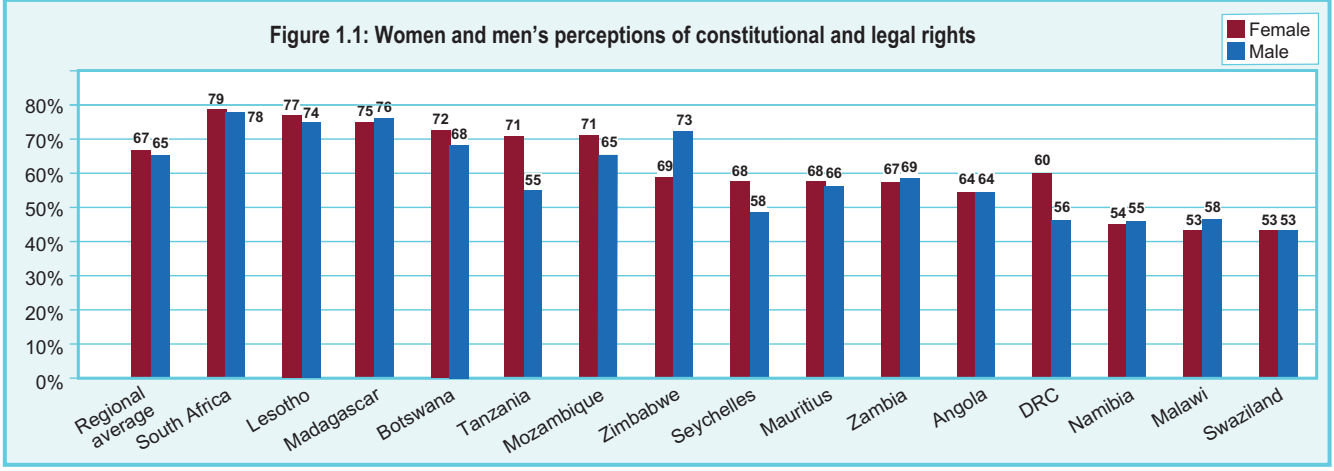
TRENDS TABLE – CONSTITUTIONAL AND LEGAL RIGHTS						
	2009	2010	2011	2012	2013	TARGET 2015
CONSTITUTIONAL REFORMS THAT HAVE A BEARING ON GENDER						
Countries undertaking constitutional reforms and review processes		Zambia Zimbabwe	Zambia Zimbabwe Mauritius	Zambia Zimbabwe Madagascar Seychelles Mozambique Namibia Tanzania	Angola DRC	The SADC Protocol on Gender and Development 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.
Constitution provides for affirmative action	8	9	9	10	13	15
Citizen Score Card	60%	60%	60%	58%	66%	100%

Legislators in many Southern African Development Community (SADC) member states have been working hard to implement sounds legal frameworks and policies to advance gender equality. There remains a challenge, however, around implementation of these policies.

As reflected in the tracking box, ten SADC countries have undertaken constitutional reforms of one kind or the other that have a bearing on gender since the first Barometer in 2009. Thirteen out of fifteen SADC countries now have affirmative action provisions in their constitutions, up from eight in 2009. The major new additions, reported on extensively in successive barometers, are Madagascar, Mauritius, Zambia and Zimbabwe. Progressive provisions in constitutions are among the most important examples of the SADC Gender Protocol@work. As witnessed in Mauritius, amending the constitution to allow for affirmative action led to a fourfold increase in women's representation in local government in one election in December 2012. This marked a "point of no return" for the Indian Ocean Island.

It is difficult to empirically measure change in the area of constitutional policy, which means this chapter does not have a SADC Gender and Development Index (SGDI) score. Instead, assessment of performance in this area is best studied through citizen perceptions, as measured in the Citizens' Score Card (CSC), which is disaggregated by sex to highlight any differences between the way that women and men view this category. As reflected in the tracking box, there has been a progressive improvement in citizen perceptions of performance in this area, from 60% in 2009, to 66% in 2013. It is especially significant that there has been an eight percentage point increase in the CSC between 2012 and 2013, also the period in which there have been the most number of countries undertaking constitutional reviews. This reflects the increasing optimism in one of the most strategic areas for advancing women's rights.

Figure 1.1: Women and men's perceptions of constitutional and legal rights



Source: Gender Links 2013 with data derived from citizens' score cards administered in the respective countries.

Figure 1.1 shows that on average, women and men gave their governments 67% and 65% respectively on constitutional and legal rights. This is an increase from 58%, the score both women and men gave in this category in 2012. For the most part citizens in all countries scored higher in this area in 2013 than in 2012, with South Africa increasing significantly to 79% for women and 78% for men compared to 2012 scores of 66% (women) and 67% (men). Citizens in DRC, Malawi, Namibia and Swaziland scored their countries at 60% or less – a change from last year when DRC, Mozambique, Swaziland and Tanzania sat in the bottom four.

While scores in all countries increased marginally, a consistency in rankings may indicate frustration at the limited progress made in policy implementation. Further, most women and men scored their governments similarly, with the largest gender gap in Tanzania (women 71% and men 55%) – a 16 percentage point difference. Seychelles also saw a 10 percentage point disparity, with women scoring 68% and men scoring 58%. Interestingly, Seychelles currently has the highest percentage of women in parliament at 44%.

Female citizens in Zimbabwe felt their country had improved in this area, moving up ten percentage points to 69%. This is likely due to the country's new constitution, which saw Zimbabwean women achieve 75% of their submissions. However, men in Zimbabwe still scored higher (73%) than women. Citizens in Swaziland, the only SADC country with a traditional monarchy as its seat of government, gave their political leaders scores of 52% (women) and 53% (men), a slight increase from 2012 but still the lowest in the region.

Background

Legal frameworks lay the foundation for advancing gender equality. While most SADC countries have signed and ratified major international and regional treaties, implementation remains piecemeal. Some of these frameworks include protocols and conventions like the the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW 1979), Convention on the Rights of the Child, the African Union Protocol on the Rights of Women in Africa, the Beijing Declaration and Platform for Action (1995) and the United Nations Millennium Declaration (2000) that spells out the Millennium Development Goals (MDG's) – all of which became vital to the drafting of the SADC Protocol on Gender and Development.

The SADC Declaration on Gender and Development and its Addendum on the Prevention of Violence against Women and Children (1998) also inspired the SADC Protocol on Gender and Development with its 28 targets set to be achieved by 2015. The SADC Protocol on Gender and Development is an omnibus framework that enhances all these existing international and regional instruments into what is referred to as "the roadmap to equality."



Lawyers in Madagasar facilitate access to justice. *Photo: Zotonantenaina Razanadratefa*

Despite these commitments, the rights of women throughout the SADC region have yet to be fully respected or protected. Women remain under-represented at all levels of government; 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 no access to land; and are disproportionately affected by the HIV and AIDS pandemic.

Implementing laws and policies to legislate gender equality in SADC is complex due to the existence of plural legal systems in the region. This pluralism allows for conflict between formal and customary law, which is generally discriminatory against women and can be a hindrance to their advancement.

Southern Africa: Pushing the boundaries of gender equality



In February 2013 I sat in an air-conditioned room at the Polana Hotel going through a long to-do list, wondering if I had nothing better to do than listen to government officials making wordy statements about gender equality.

Like the head of any gender NGO, my mind drifted between the speeches and so many other preoccupations - evaluations, log frames, funding, 12 summits, staff issues, our annual report, an upcoming board meeting and so much else. Do meetings like the SADC Gender Ministers meeting in preparation for the UN Commission on the Status of Women (CSW) in March make any difference, I asked myself?

As the speeches continued, a sense of *déjà vu* mingled with a realisation of change overcame me. Sixteen years ago, NGOs lobbied for a SADC Declaration on Gender and Development. Eight years ago, the Southern African Gender Protocol Alliance (SGPA) stepped up the pressure, making the case for a legally binding SADC Protocol on Gender and Development.

As I recalled the heated debates and compromises in the seven drafts that finally led to this unique regional instrument that sets 28 targets for gender equality to be achieved by 2015, I realised that over the course of time, gender discourse in our region is becoming bolder, daring to push the no-go boundaries of the past.

At Livingstone in 2007 - the last meeting before the Heads of State summit that adopted the Protocol in August 2008 - officials virtually declared custom, culture and tradition out of bounds. I remember one male official asking with much passion: "Who is SADC to tell me how many wives I can marry?"

Fast forward to the Maputo meeting that focused on gender violence, the theme of the CSW. We did not quite reopen the topic of polygamy. But when NGOs insisted that the SADC position paper make reference to the root causes of GBV, including harmful religious, customary and traditional practices, the wording sailed through with relative ease.

My most pleasant surprise occurred at the caucus meeting of the NGOs to draft our own statement for the ministers meeting. Let me clarify that in past meetings one of the complete no-go areas concerned sexual orientation.

Governments sniffed this out in any wording suggested by South Africa (the only country in the region that outlaws discrimination based on sexual preference in its constitution) and certain NGOs. Even the term "marginalised groups" denoted sexual orientation in the eyes of wary officials. Women's NGOs also remained deeply divided on the issue: some for, others against, others cautioning that pushing too hard on this issue would compromise fragile gains.

Yet in caucus meetings of NGOs from all 15 SADC countries in the wings of the ministers meeting, the need to start pushing the boundaries on this issue received widespread support. Emma Kaliya, an NGO activist from Malawi, member of the Southern African Gender Protocol Alliance think tank and spokesperson for the NGOs at the summit, gave this matter her personal push.

She declared before the ministers assembled: "Marginalised groups - the poor, rural dwellers, the disabled, sex workers, and sexual minorities among others - must be acknowledged and accorded their rights; rights cannot be given with one hand and taken away with another. Rights must not be confused with morality."



SADC Gender Minister's Meeting, Maputo, Mozambique, February 2013. *Photo: Colleen Lowe Morna*

Malawi is an interesting microcosm of the change in gender discourse taking place in Southern Africa.

Although one of the most conservative countries in SADC, Malawi now has the region's first woman head of state (Joyce Banda) who has hinted at lifting the laws against homosexuality in her country.

(Excerpt from an article for the GL Opinion and Commentary Service by Colleen Lowe Morna, Chief Executive Officer of Gender Links.)

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

This is a major gender justice issue that SADC countries need to conclusively tackle by outlawing customary and religious practices that discriminate against and disadvantage women and girls. SADC member states also need to address the issue of constitutional "claw back" clauses that have progressive provisions for gender equality on one hand, but bow to customary law on the other.

Constitutional reforms and review processes in the region

Following the adoption and ratification of the SADC Protocol on Gender and Development by SADC member states, Madagascar, Seychelles, Tanzania, Zambia and Zimbabwe implemented constitutional reforms and reviews. In addition, Mozambique lawmakers have recently embarked on a similar process. Regional women's organisations have been proactive on this front, raising awareness and mobilising citizens to participate in these processes in order to ensure that the end result is gender sensitive.

Because of this, many SADC women's organisations have taken part in constitutional reforms and reviews, lobbying policymakers and advocating change with women from across the region on issues that concern them. They have ensured that language is gender sensitive and that the principles in the SADC Protocol on Gender and Development – as well as national gender policies – have been domesticated in any new constitutions. In some cases women's groups have been instrumental in addressing and mitigating the conflict between constitutional provisions and customary law.

Women's movements have also pressured lawmakers to address harmful traditional practices in new constitutions and ensured that these documents make provision for women's equal participation in electoral processes. They have formed task forces to create and publicise position papers that demand the inclusion of women's rights in the region's new constitutions. Perhaps most importantly, SADC women's movements have maintained momentum around women's issues, ensuring that women remain stakeholders in all new constitutional processes.

Constitutional reform and review processes in Madagascar, Seychelles, Tanzania, Zambia and Zimbabwe have allowed the women's movements in these countries opportunities to strengthen and entrench principles of gender equality and women's rights in the new constitutions in line with the targets of the SADC Protocol on Gender and Development. In most cases this has guaranteed that new constitutions in these countries meet the Protocol standards around gender responsiveness and gender sensitivity. This has provided valuable lessons for the rest of the region and for all of Africa.



Mauritian barrister Smita Bhojohory reviews legal documents before heading into a Port Louis district court.
Photo: Menakshi Gopaul

For example, the Group of 20 (G-20) in Zimbabwe - a coalition of women's groups tasked with ensuring gender sensitivity in the country's new constitution - described Zimbabwe's constitutional reform process as "a working space for women around issues of engendering the new Constitution."

The role of the G-20 included:

- Lobbying and advocacy (as a pressure group);
- Strategy development;
- Negotiating with strategic partners and stakeholders to ensure the implementation of women's demands in the constitutional process;
- Monitoring the gender components of the constitution;
- Providing advice and feedback to the drafting committee; and
- Implementation of constitutional issues following completion.

The G-20 also helped develop information, education and communications campaigns to build broader support with women at the national level. As a result, women's delegations spoke with one voice during the submission process.

Table 1.1: Summary of Constitutional Review processes in SADC	
Country	**Key gender dimensions**
Completed the process	
Madagascar	The new Constitution gives all individuals equal rights and protection by the law and from discrimination on the basis of sex. It guarantees equal access and participation in political, economic and social positions but does not set specific targets.
Mauritius	In 2011 amended its Constitution to allow for affirmative action, paving the way for a gender neutral quota in the December 2012 local government elections.
Seychelles	The Constitution guarantees freedoms to both men and women but does not explicitly refer to protection from discrimination for women. A 2009 report recommended protections for working mothers as well as mothers who are not economically active.
Tanzania	Activists put the SADC Protocol on Gender and Development to good use in constitutional reforms and reviews in these three countries – see case studies in this chapter about the SADC Protocol at work.
Zambia	
Zimbabwe	
Still in progress	
Mozambique	Still in progress
	A recently-established Constitutional Review Commission has received six issues for review, including Section 25 of the Constitution, which has a property clause. This is an opportunity to strengthen the provision to ensure it guarantees the right to property, for widows in particular. It is also 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 submitted a request to address legislated quotas to deal with inconsistency in the country between legislated quotas for local and national governments.
Angola	Angola has undertaken a review of all discriminatory laws in accordance with the SADC Protocol on Gender and Development requirements.
DRC	Since 2006, DRC has a new Constitution that ensures equality and equity between men and women and urges the government to ensure the elimination of all forms of discrimination against women and to ensure the protection and promotion of human of women in Articles 14 and 15. However, there are some previous legal provisions to the promulgation of the new Constitution that still discriminate against women, particularly in the Family Code, the Labour Code, and the Penal Code.

Table 1.1 illustrates that six SADC countries (Madagascar, Mauritius, Seychelles, Tanzania, Zambia and Zimbabwe) have completed constitutional reforms and reviews, while four others (Angola, DRC, Mozambique and Namibia) have embarked on similar processes. Across the region, there have been calls for further inclusion of women's rights in constitutions in line with regional and international frameworks.

This chapter also assesses progress on access to justice, especially by women and children. It will analyse how countries have implemented affirmative action measures; the extent of existing discriminatory legislation; marriage and family laws; and the rights of the girl child compared against the principles of the SADC Protocol on Gender and Development.

The SADC Protocol fails to address many difficult areas of the law, topics Namibia's Legal Assistance Centre (LAC) refers to as being "at the far edge of the political agenda." These include abortion, sex work, marital rape and sexual minorities. Despite this exclusion, the Gender Protocol Barometer also assesses progress on these hot button issues because they remain critical for moving the regional gender justice discourse forward. While change is slow, SADC has made many big strides in firmly laying a foundation for gender transformation.

Constitutional provisions



The SADC Protocol on Gender and Development 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 SADC constitutions truly reflect the generally accepted principles of equality and democracy. Gender equality should thus be a fundamental value of any constitution.

The entrenchment of an actionable bill of rights in a constitution means that 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 these rights. However, they also have a duty to prevent the violation of citizens' rights. There remain many variations between countries on this front, as reflected in Table 1.2.

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, Article 21 and 35	Yes, Article 36 and 77	No	Yes, Article 239	No
Botswana	Yes, Article 15 (1) and (2)	Yes, Article 15 (1) (2) and (3)	Yes, Article 15 (3)	No	No	Yes, Article 15 (4), (5), (6), (7), (8) and (9)	No	No
DRC	Yes, Articles 11, 12 and 13	Yes, Articles 14, 36 and 45	Yes, Articles 40	Yes, Article 14	Yes, Article 16	No	No	Yes, the national policy of gender mainstreaming, promotion of women, of the family and children
Lesotho	Yes, Article 1 and 18	Yes, Article 18	No	Yes, Article 26 and 30	Yes, Article 8	Yes, Article 18	Yes, Article 18	Yes Article 18 and 26
Madagascar	Yes, Article 8	Yes	Yes, Article 8	No	Yes, Article 17	No	Yes, Article 160	Yes
Malawi	Yes, Article 20	Yes, Article 20	Yes, Article 13 and 20	Yes, Article 13	Yes, Article 19 and 18	Yes, Article 26	Yes, Article 5	Yes, Article 30
Mauritius	Yes, Article 3	Yes, Article 16	Yes, Article 16	Yes, Article 16	No	Yes, Article 16	No	Yes, Article 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	Yes
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	No
South Africa	Yes, Chapter 1	Yes, Chapter 2	Yes, section 9	Yes, section 9	Yes, section 12	No	Yes, section 15, 30	Yes, Article 187
Swaziland	Yes, Article 20	No	No	Yes, Article 28	Yes, Article 28	Yes, Article 20	Yes, Article 2 (1) and Article 20 (4)	Yes, Article 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	Amended	Yes, Article1(1)	Yes
Zimbabwe	Equality and Non-Discrimination Section in the Declaration of Rights	Section 23(2), Declaration of Rights.	Section 23(2), Declaration of Rights	Gender equality is listed among the Founding Values and Principles; gender balance is one of the Sections articulated in the National Objectives.	The Declaration of Rights in the new Constitution has been expanded to include Equality and Non-Discrimination.	The new constitution invalidates customary law and practices that infringe on women's rights.	A law review and reform process has started to align the countries laws, policies and practices to the provisions of the new Constitution	Yes, Section 23 (3) (g)

Source: Gender Links, 2013

Most SADC constitutions provide general protections from discrimination as well as discrimination on the grounds of sex: All SADC constitutions protect against discrimination generally and almost all refer to non-discrimination based on sex. The following are some examples:



South Africa is widely acclaimed as having one of the most progressive constitutions for gender equality in the world. Chapter 1 of the Constitution details the founding provisions: human dignity; the achievement of equality and the advancement of human rights and freedoms; non-racialism and non-sexism; supremacy of the constitution and the rule of law. It provides for the establishment of one sovereign state, a common South African citizenship and a democratic system of government committed to achieving equality between men and women and people of all races. It further provides for the prohibition of racial, gender and all other forms of discrimination, and promotes the celebration of formal (*de jure)* and substantive (*de facto)* equality. Section 9 provides that neither the state, nor any person, may discriminate directly or indirectly on the grounds of gender, sex, pregnancy, marital status or any other ground or combination of grounds listed or unlisted in s 9 (3). To clarify its approach to equality, the Constitution further states that: "*Equality includes the full and equal enjoyment of all rights and freedoms. To promote equality, legislative and other measures designed to protect or advance persons or categories of persons disadvantaged by unfair discrimination may be taken"*



The **Namibian Constitution** is one of the few constitutions in the world that uses gender-neutral language throughout and explicitly forbids discrimination on the grounds of sex. It provides for equality in all aspects of marriage and gives special emphasis to the position of women in the provision authorising affirmative action. Women and men are treated equally with respect to citizenship, including acquisition of citizenship by marriage. In reality however, women's lives continue to be governed by an often contradictory dual legal system. Women's rights advocates made a submission to the constitutional reform and review process asking for a quota for women's political participation.

Claw back clauses continue to erode the effectiveness of constitutions: Some constitutions have derogations and claw back clauses that contradict their Bill of Rights. Some of these have been 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. As reflected in Table 1.2, this continues to be a concern in five SADC countries – Botswana, Lesotho, Malawi, Mauritius and Swaziland.



Botswana: Article 3 of Botswana's Constitution guarantees equality before the law. Discrimination is prohibited in Article 15, and clause 3 specifically outlaws discrimination on the grounds of sex or gender. Lawmakers amended Article 15 in 2005 by adding the term "sex" to the list of descriptions that define the expression "discriminatory." Botswana has 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 law and contains various claw back clauses regarding personal law, which could be detrimental to women.

In a landmark 2012 ruling, Botswana High Court Judge Key Dingake struck down a discriminatory customary law that only allowed men to inherit the family home. The High Court deemed the customary law unconstitutional and ruled that the inheritance law discriminated against women. Critically, Dingake made it clear that discrimination cannot be justified on cultural grounds. "It seems to me that the time has now arisen for the justices of this court to assume the role of the judicial midwife and assist in the birth of a new world struggling to be born," said Dingake, urging the government to take all discriminatory laws off the statute books. "Discrimination based on gender has no place in our modern day society." The case - Mmusi and Others v Ramantele and Others - challenged a Ngwaketse customary law that granted the last born son the right to inherit the family property, which clearly violates the right to equality enshrined in Section 3 of the Botswana Constitution (OSISA 2012).



Section 16 of the **Constitution of Mauritius** guarantees gender equality for all citizens. It provides that no law shall make discriminatory provisions 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.

Constitutions are not static. Reviews and reforms have taken place, or are planned, in at least ten SADC countries: As noted in Table 1.1, Madagascar, Mauritius, Seychelles, Tanzania, Zambia, and Zimbabwe have taken part in constitutional reform and review processes. Meanwhile, Angola, DRC, Mozambique and Namibia have begun similar reviews and/or reforms. Several recent examples show how contradictions between Constitutions and statutory provisions are being addressed head on.



The Tanzanian Constitution is one of the few to address contradictions between customary law and the

Swaziland: Gender analysis of the Constitution



Swaziland delegation to the SADC Protocol@work Summit.
Photo:Thandokuhle Dhlamini



Although gender equality is enshrined in the Constitution of the Kingdom of Swaziland, women still encounter challenges - mainly due to the duality of the country's legal system. Swazi Law and Custom (SLC) and the Roman Dutch Common Law operate simultaneously, each system having authority to deal with legal matters according to its own rules and interpretations with separate structures responsible for their application.

It is common for a conflict between laws to result in confusion that leads to different decisions taken on a particular legal matter simply because of the legal system used for its resolution. This duality also affects the enforcement of legal rulings. Women do not have equal legal protection under both systems allowing them to access legal redress if their rights have been violated.

Chapter IV of Swaziland's draft constitution contains provisions relating to the "Protection and Promotion of Fundamental Rights and Freedoms" (commonly known as a Bill of Rights). Rights and freedoms recognised in it include the rights to life, personal liberty, equality before the law and to a fair hearing as well as freedom of conscience or religion, assembly and association, expression, and of movement. The chapter also includes protection of the rights and freedoms of specialised groups, namely, women, children and workers.

With regards to the protection of the "Rights and Freedoms of Women," section 29 states:

(1) Women have the right to equal treatment with men and rights shall include equal opportunities in political, economic and social activities.
(2) Subject to the availability of resources, the government shall provide facilities and opportunities necessary to enhance the welfare of women to enable them to realise their full potential and advancement.
(3) A woman shall not be compelled to undergo or uphold a custom to which she is in conscience, opposed.

This provision is progressive in that it expresses recognition of women's rights; noting the special attention required to bring about gender equality and address past imbalances. It also expressly entrenches women's' rights to equality in treatment and in opportunities. The section goes further to protect women from harmful customary practices.

However, Swaziland faces a challenge around the practical enforcement of women's rights in a country where traditional attitudes put women at a disadvantage in most situations. This is particularly true of the current Constitution, which does not clearly differentiate between its principles and customary law and its enforcement.

Gender activists recommend that the Constitution clearly subject Swazi law and custom to the same standards as any other laws and that it abolish customary practices that undermine the dignity of women.

constitution. It does not have claw back clauses. The constitutional reform and review process opened the door for the public at large, political parties and civil society organisations to demand a full review of the constitution to accommodate the gender principles in the SADC Protocol on Gender and Development and to address the problem of conflicting laws.



Article 1 of the new **Zambian Constitution** has also addressed contradictions between customary laws and the constitution. It provides that the Constitution is the supreme law of the Republic of Zambia and any other law or customary practice that is inconsistent with any of its provisions is void to the extent of the inconsistency.



The new 2013 **Zimbabwe** constitution has removed claw back clauses which invalidate customary law and practices that infringe on women's rights. Going forward, these provisions will be instrumental in facilitating legislative and policy reforms to make them consistent with constitutional aspirations. Key gains include provisions for the full and equal participation of women in all spheres of society; for legislative measures to ensure equal representation in all institutions and government agencies; and equal rights in the custody and guardianship of children.

Zimbabwe: Women's perspectives on a history of Constitution-building



During Zimbabwe's first constitution-making process in 1999-2000, women active in advocacy and lobbying formed alliances and coalitions with broader civil society movements. This resulted in a women's movement rallying for a "No" vote in that referendum because it was a non-participatory government-led process without transparency. During the second constitution-making process (2009-2013), Zimbabwean women left nothing to chance. This time around, women stayed singularly focused on women's needs, rights and concerns when lobbying for constitutional provisions and principles and decided not to be swayed by politics or political divisions.

With technical and financial support from UN Women and UNDP, women activists, senior politicians, women parliamentarians and academics formed what they dubbed the Group of 20 (G-20), a gender equality and women's rights constitutional lobby group. This group strategised, drafted constitutional provisions, lobbied the constitutional drafters, and honed their lobbying and advocacy skills to become a key information source on gender equality, women's rights and the constitution.

When the draft constitution was first released in July 2012, 28-year-old Rudo Chigudu recalls that it seemed like a huge and very technical document that people said would be hard to understand. "But through [UN Women's Gender Forum] dialogues on gender and how it is reflected in the draft constitution, the massive document became accessible to me," said Chigudu, who is one of the coordinators of Katswe Sistahood, an organisation working with young women on sexual and reproductive health rights. "I realised how the day-to-day lives of women relate to the constitution and the rights spelled out there; from feeding children, having access to quality health care, shelter, education — all of these issues are in the constitution."

More than three million citizens voted in favour of the draft constitution, closing the curtain on the arduous four-year long negotiations. The constitution limits presidential terms to two, guarantees freedom of expression, protects citizens from all forms of violence and promises gender equality. Although positive, activists dub these gains "potential" given that rights and privileges on paper do not automatically translate into reality on the ground.

The final draft constitution recognises gender equality as one of the constitutional founding principles and outlaws discrimination. The former Lancaster House Constitution, which has to date co-existed with common law, saw many women and girls being discriminated against based on customary law and tradition, and in the private sphere this reigned supreme. Rights within marriage and upon dissolution aim to protect women from dispossession during divorce or upon the death of their spouse. Equal citizenship for women will also bring equal rights to guardianship of children. In the past women struggled to get paternal relatives to approve applications for travel and identity documents for their children.

Article 124 of the new constitution provides that for the life of the first two parliaments "an additional 60 women, six from each of the (ten) provinces of Zimbabwe, shall be elected on a proportional representation (PR) basis to the 270 existing National Assembly seats that are open to both women and men." This guarantees women 18% of the seats in parliament through the PR provision, with the possibility of additional seats through the openly contested elections.

By recognising sexual and reproductive health rights, the constitution also addresses a key challenge that has seen most women having no power of negotiation to determine the start and frequency of child bearing. This better enables women to assert their rights, reduces their vulnerability to HIV and AIDS, and increases access to employment and economic empowerment.

The new constitution and an equal representation of women and men in commissions such as the Zimbabwe Electoral Commission, the Human Rights Commission and the judiciary will help achieve a gradual mainstreaming of gender balance. A new Gender Commission will also oversee the implementation of various regional and international instruments adopted by Zimbabwe like the SADC Gender Protocol. *(Adapted from articles by Pat Made and Virginia Muwanigwa).*

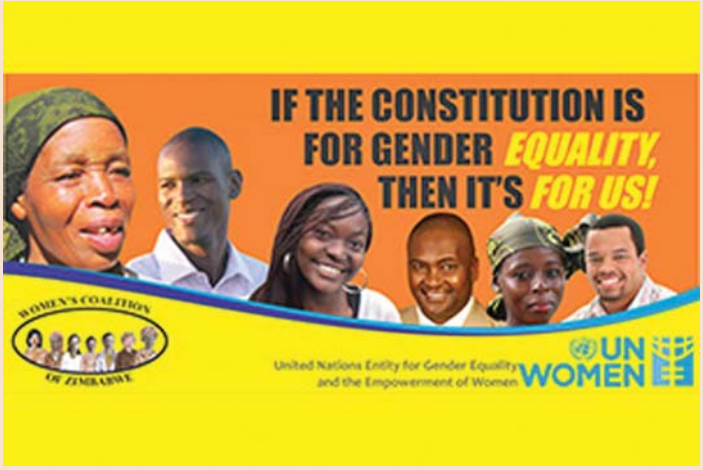


Table 1.3. How Group of 20 demands and the new Zimbabwe Constitution align to the SADC Gender Protocol

Key demands	Key achievements	Relevant provisions of the SADC Protocol on Gender and Development
Elimination of all forms of discrimination	80 Rights of women: (1) Every woman has full and equal dignity of the person with men and this includes equal opportunities in political, economic and social activities. (2) Women have the same rights as men regarding the custody and guardianship of children, but an Act of Parliament may regulate how those rights are to be exercised. (3) All laws, customs, traditions, and cultural practices that infringe the rights of women conferred by this Constitution are void to the extent of the infringement.	Article 6 on domestic legislation: review, amend or repeal laws that discriminate based on sex or gender.
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.
The elimination of cultural norms, practices and aspects of customary law which do not conform to the Bill of Rights	16 Culture: (1) The State and all institutions and agencies of government at every level must promote and preserve cultural values and practices which enhance the dignity, well-being and equality of Zimbabweans.	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	289 (b) " . . . every Zimbabwean has a right to acquire, hold, occupy, use, transfer, hypothecate, lease or dispose of agricultural land regardless of his or her race or colour; (c) "the allocation and distribution of land of agricultural land must be fair and equitable, having regard to gender balance and diverse community interest."	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	19 Children: (1) The State shall adopt policies and measures that ensure that in matters relating to children, the best interest of the children concerned are paramount. (2) The State must adopt reasonable policies and measures, within the limits of the recourses available to it, to ensure that children – (a) Enjoy family or parental care, or appropriate care when removed from the family environment; (and it goes on to detail other provisions for children).	Article 11: Ensures development and protection of the girl and boy child.
A legislated quota of 50/50 representation of women in all decision-making bodies	17 Gender Balance: 17 (1) The State must promote full gender balances in Zimbabwe society, and in particular – (a) the State must promote the full participation of women in all spheres of Zimbabwean society on the basis of equality with men; (b) the State must take all measures, including legislative measures, (i) both genders are equally represented in all institutions and agencies of government at every level; and (ii) women constitute at least half the membership of all Commissions and other elective and appointed governmental bodies established by or under this Article 124 of the new Constitution provides that for the life of the first two parliaments "an additional 60 women, six from each of the (ten) provinces of Zimbabwe) shall be elected on a proportional representation basis to the 270 existing National Assembly seats that are open to both women and men." This guarantees women 18% of the seats in parliament through the PR provision, with the possibility of additional seats through the openly contested elections.	Article 5 on affirmative action.
An electoral system that facilitates women's equal participation in politics and governance	Article 17 (b): "Both genders are equally represented in all institutions and agencies of government at every level" – gives scope for this to be taken up in legislation.	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.
The creation of a Gender Commission to promote gender equality	245 Establishment and composition of Zimbabwe Gender Commission: (1) "There is a commission to be known as the Zimbabwe Gender Commission consisting of. . ." (2) Members of the Zimbabwe Gender Commission must be chosen for their integrity and their knowledge and understanding of gender issues in social, cultural, economic and political spheres, and the genders must be equally represented on the Commission."	Articles 32-36 of the Protocol concern institutional arrangements for the implementation of the Protocol at country and regional level.

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 Protocol on Gender and Development calls on Member States to implement affirmative action measures, with particular reference to women, in order to eliminate all barriers preventing their meaningful participation in all spheres of life, while creating conducive environments for such participation. Gender equality, equity and the empowerment of women and girls 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.



Legislated quotas for local elections have facilitated women's entry into politics in Namibia: march by the Association of Local Authorities in Namibia. *Photo: Sarry Xoagus-Eises*

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

Currently just more than half of SADC countries have some form of affirmative action measure. This calls for concerted action and temporary measures to improve the situation of women and girls. This section dovetails with Chapter 2, which highlights electoral systems and quotas in the category of governance.

Affirmative action is important in helping achieve 50/50 representation in SADC: 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. Twelve SADC countries – all but Angola, Botswana and Seychelles - make provision for gender equality.

Mauritius adopted a quota for women's representation at the local government 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 for either sex at 30% (see Chapter 2). The Act - a first in Mauritius - breaks new ground at the local government level. The 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).

In **Tanzania**, Articles 66(1) (b) and 78(1) of the Union Constitution provides that 30% of the seats in the national assembly should 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.



Madagascar adopted a new Constitution in November 2010 through a 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 on the grounds of sex. A further 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 provision lacks specific targets.



Namibia has made significant progress in achieving affirmative action. 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 in 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.



Even **Swaziland** has some affirmative action provisions: The constitution provides 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. Article 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.



Affirmative action is still not viewed favour-ably in some countries. **Seychelles** feels affir-mative action is a foreign concept. Decision-makers interviewed during the process of producing the 2012 Barometer said that gender equality already exists in Seychelles and there is no need to introduce affirmative action programmes. With 45% of 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 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.



The **Zambian** draft constitution proposes that the government and political parties 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 10% in Parliament. However, the 30% target falls short of the 50% target of women's representation at all levels of decision-making. Article 87 (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. The new constitution will apply when Zambians go to the polls in 2016.



Lawmakers put the SADC Protocol on Gender and Development to good use in Constitutional reforms and reviews in Zambia.
Photo: Gender Links

Discriminatory legislation

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

Rights are more than just legal matters. A right is an entitlement and 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 on duty bearers 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. In order to ensure that legal frameworks meet the SADC Protocol on Gender and Development, it iss important for lawmakers to review and repeal discriminatory laws.



Lesotho has seen a comprehensive review and development of the following laws since the establishment of the Law Reform Commission (LRC) in 1997:

- *Sexual Offences Act of 2003* – protects women from sexual abuse;
- *Legal Capacity of Married Persons Act of 2006* – removed 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* – repealed to allow women to be directors of companies and set up their own companies;
- *Lesotho Bank Amendment Act 13/2008* – removed the minority status of women in seeking credit and making financial transactions and/or investments.[1]
- *Land Act of 2010* – a landmark piece of legislation that addressed challenges in achieving gender equality in relation to women's access to, and control of, productive resources;
- *Anti-Trafficking in Persons Act of 2011* – prohibits all forms of human trafficking, provides for protection and support of victims who are usually women and girls; and
- *National Assembly Electoral Act 2011* – provides for the 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 Protocol on Gender and Development, including abolishing their minority status. The Law Reform Commission is working towards pushing for economic rights of women through amendment of discriminatory economic laws. This will include customary law provisions regarding intestate succession, inheritance laws and the administration of estates. This work by the Commission is ongoing.



Angola has undertaken a review of all discriminatory laws in accordance with the SADC Protocol on Gender and Development 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 Codes to align with regional and international standards that guarantee gender equality. The government passed a Domestic Violence Act in June 2011.



Seychelles lawmakers have changed many of the country's laws to provide better protection for women and children. This includes 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:

[1] Personal interviews, May 2011

Zimbabwe is one such country with the Legal Age of Majority Act of 1982 and Namibia with the Married Persons Act, but other provisions often contradict these laws. The recent case concerning the denial of the right to succession by a woman chief, Senate Masupha, in Lesotho, is a major setback to the SADC Gender Protocol.

Lesotho: Court ruling a major setback for women's rights



The recent judgement passed by Lesotho's Constitutional Court denying Senate Masupha's succession to chieftainship has taken the country on a complete U-turn from the direction it was heading in achieving gender equality and non-discrimination against women. Masupha, along with her legal team and other organisations in support of her case intend to appeal the ruling.

However, the Constitutional Court maintains that the ruling is non-discriminatory since Lesotho's customary law states that daughters, based on their sex cannot succeed their fathers to chieftainship. Masupha, daughter of Chief Ha 'Mamathe, brought the case to court after her brother and half-brother vied for the position of chief after their father died. As the first-born child, Masupha believes the role is rightfully hers to inherit. However, Section 10 of the Kingdom's Chieftainship Act only allows men to inherit the role of chief.

In its judgement, the court also relied heavily on provisions of Article 18 of the 1993 Constitution of Lesotho that allows discrimination, provided it is based on culture and custom.

In 1995, Lesotho ratified the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), with the exception however of Article Two, which relates to inheritance and succession to the throne.

Local and international gender equality activists have been calling for full commitment to CEDAW and the repeal of this section of the constitution, as many believe it has no place in a modern Lesotho that seeks to recognise all women as equal citizens of the country.

Lesotho also signed and ratified the SADC Protocol on Gender and Development, which requires member states to commit to 28 targets for achieving gender equality by 2015. The SADC Gender Protocol requires member states to enshrine gender equality in their constitutions and to ensure that this is not undermined by any tradition, custom or practise.

In compliance with the Protocol, Lesotho enacted the Legal Capacity of Married Persons Act 2006, which removes men's exclusive marital power and gives women the same rights as men. The country also incorporated gender equality in the National Assembly Electoral Act (2011), the Local Government Elections Act (1998) and the Land Act (2010). Furthermore, Lesotho's 2003 Sexual Offences Act protects women from sexual abuse; the 2008 Companies Amendment Act allows women to be directors of companies and the 2008 Lesotho Bank Amendment Act removes the minority status of women when seeking credit and making financial transactions and investments.



Senate Masupha.

Thus, the court's ruling comes as a shock. It contradicts all these strides in achieving gender equality and goes against a regional trend to uphold the rights of women. Other countries such as South Africa, Tanzania, Kenya, Nigeria and Ghana have repealed or amended laws that deny women the right to inheritance and succession to chieftainship based on gender. Based on this judgement, it is clear that while Lesotho is signatory to regional and international instruments, customary laws still prevail. It also highlights the other customary practices, specifically those regarding citizenship and employment that still stand in the way of gender justice, reminding us that women's struggle for equality continues.

Lesotho and other SADC countries need to commit unconditionally to ending inequality and all forms of discrimination against women. SADC states need to address the contradictions between progressive constitutions that have provisions for gender equality on one hand, but still bow to "claw back" clauses and customary laws on the other. It is also time to give ordinary Basotho women and men an opportunity to voice their opinions on inheritance, chieftainship and on how they view the space for their daughters in modern-day Lesotho. Culture and custom evolves with time and should not be exempt from challenge and critique, especially if aspects of it perpetuate the minority status of women – (*Excerpt from an article for the GL Opinion and Commentary Service by Advocate 'Mabolae Mohasi, former Coordinator of the Democracy and Human Rights Commission within the Lesotho Council of NGOs).*

Malawi: Opponents of Gender Equality Bill threaten women's rights

Religious groups and civil society organisations are putting continued pressure on President Joyce Banda to reconsider the Gender Equity Bill she passed in March. Certain groups have threatened to take the issue to court if parliament does not review the bill.

The president recently assented to the draft law, which seeks to empower women to participate in decision-making and development activities, ensures equal access to education, sexual reproductive health rights and prohibits sexual harassment and violence against women.

However, many religious leaders and organisations are condemning the bill for sections they deem immoral. A petition against the Gender Equality Bill addressed to the president, drawn-up by *Umunthu Pressure Group* also claims that the draft law does not reflect the interests, aspirations and understanding of Malawians. It further asserts that Malawians were not educated and consulted on certain sections.

The primary contention lies in Section 19, which ensures the right to adequate sexual and reproductive health services as well as enshrining the right to choose whether to have children. Some groups see this as an indirect form of legalising abortion and feel that criminalising medical practitioners for refusing to conduct family planning methods contravenes their right to freedom of religion and belief.

Emma Kaliya, a renowned Malawian gender activist differs with the group, arguing, "Most notable clauses in the law are not new because they are taken from regional and international human rights treaties which Malawi either ratified or is a signatory."

The sections within the bill are not different from those found in the United Nations (UN) International Conference on Population and Development (ICPD) and the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), of which Malawi is a signatory. The section is also in line with the SADC Gender and Development Protocol, which demonstrates Malawi's commitment to reaching gender equality by 2015.

CEDAW's Article 16 states: "Parties shall take all appropriate measures to eliminate discrimination against women in all matters relating to marriage and family planning relations and in particular shall ensure, on the basis of equality of men and women, the same rights to decide freely and responsibly on the number and spacing of their children and to have access to the information, education and means to enable them to exercise these rights."

Many Malawian cultural and religious beliefs discriminate against women since many married women seldom have any say on the number of children they bear. Some faith groups also prohibit women from practicing any family planning methods.

The 2012 SADC Gender Protocol Barometer states that Malawi has the lowest contraceptive usage and the highest abortion rate in Southern Africa. Most abortions are unsafe and contribute to the ever-increasing maternal and infant mortality rates. Although Malawi has reduced the maternal mortality, the rate is still high with 675 women dying per 100 000 live births. Abortion complications account for 17% of these deaths.

Furthermore, having no say in sexual reproduction obstructs participation in social and economic activities, leaving many rural women economically dependent on their male counterparts. Gender activists argue that this dependency contributes to violence against women and worsens women's overall vulnerability.



The Gender Equality Bill would empower Malawian women.
Photo: Frank Windeck

The Gender Equity Bill is therefore essential for protecting the rights of women and ensuring gender equality in the country. It further cements the existing legislation that guarantees equality, prohibits discrimination based on sex or gender, protects women from domestic violence and sexual harassment.

On the upside, local and international gender and human rights activists have hailed the country for this progressive law. In a statement signed by the National Coordinator of Coalition for Prevention of Unsafe Abortion, Chrispin Sibande assured citizens that "people who believe in real human rights and activists will respond accordingly to any attempts to fight gender equality and the gender law."

(Excerpt from an article for the GL Opinion and Commentary Service by Daud Kayisi).

Minority status inhibits women's economic empowerment: Legal constraints inhibit women from accumulating assets such as property and from managing 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 claim and 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.

Backlash is a concern: Progressive legal developments on women's rights have met with backlash in some cases. The Malawi Gender Equality Bill is a case in point.

No go areas

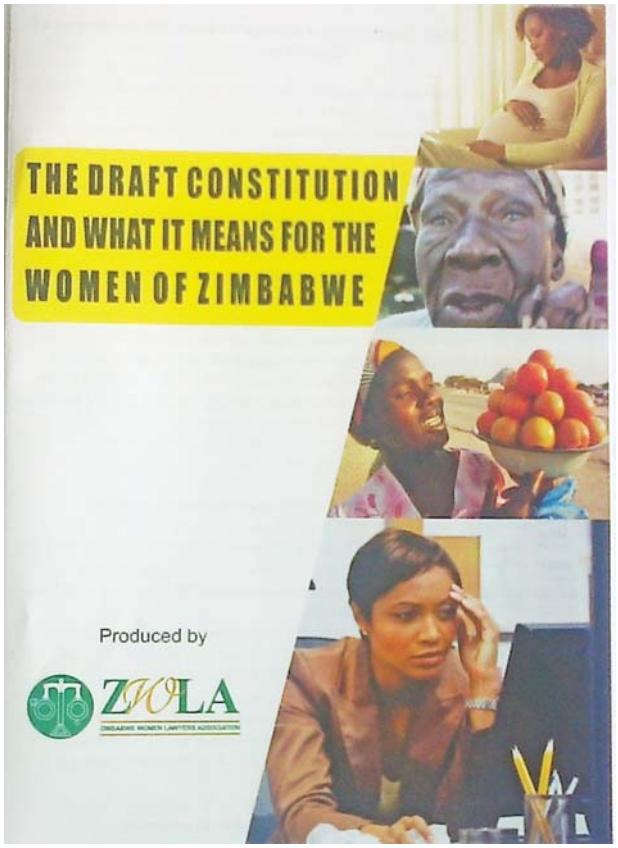
There are still a number of "no go areas" with regard to gender justice in the SADC region. These include sex work, sexual minorities, marital rape and abortion. What is interesting, however, is that even these areas are beginning to generate progressive debate in the SADC region. Abortion is addressed extensively in Chapter Six on health. This section briefly reviews the prevailing trends in the region with regard to sex work, sexual minorities and marital rape.

Sex work

In all SADC countries sex work is a criminal offence. Soccer 2010 in South Africa generated a heated debate on whether to legalise the "oldest profession in the world". This debate pitted economic opportunists against religious fundamentalists against women's rights groups who argued this from a "voice and choice" perspective.



Sex work in **Namibia** is governed by the Combating of Immoral Practices Act 21 of 1980, which criminalises a range ofactivities around prostitution without actually making sex for reward directly illegal. In practice, officials only prosecute women. A High Court judgement in the 2002 Hendricks case found some of the legal prohibitions on sex work to be unconstitutional but left them intact. The Legal Assistance Centre has argued that the current law is unconstitutional on several fronts: respect for human dignity, freedom from sexual discrimination, right to privacy in the home and communication; freedom of speech and expression; the right to associate and to practice any profession, carry out any trade or business. The LAC has recommended decriminalisation combined with a policy of compassionate discouragement.[2]



Leaflet by Zimbabwe Women's Lawyers Association.
Photo: Kevin Chiramba

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

Namibia: Decriminalisation of sex work



The Rights Not Rescue Trust is a legally registered organisation associated with the African Sex Workers Alliance and the Global Network of Sex Workers Project.

The Trust maintains that the Immoral Practice Act of 1957 and 1980, are apartheid-era laws used to criminalise intercultural or interracial sexual relations. Sex workers are often harassed and detained by police and healthcare workers. They have difficulty accessing universal health care services despite their high risk job. The justice system is also failing to protect their rights.



Nikodemus Aoxamub, Rights Not Rescue Trust, at the SADC Protocol@Work Summit.

The Constitution of Namibia guarantees all citizens the right to freedom of movement and access to the justice system and the health system. Sex work provides an income for the workers and its criminalisation makes it difficult for them to support their families.

The Trust's efforts and initiatives target policymakers, civil society, police and health workers. The Trust also raises awareness about HIV and AIDS, provides education on prevention, distributes condoms, and advocates for the human rights of sex workers.

Marital rape







Marital rape is recognised in a few African countries. **Namibia** and **Zimbabwe** have explicitly outlawed marital rape in their Penal codes.[3] In a 2010 test case in **Botswana,** a High Court judge ruled that marital rape violates the rights of women. The Botswana Network on Ethics, Law and HIV/AIDS (BONELA) assistant with this landmark judgment, helping a married woman who challenged the fact that women have no power in sexual relations even if 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 to HIV infection.

Sexual minorities

The SGP missed an opportunity to explicitly provide a framework for protecting the rights of Lesbians, Gays, Bisexual, Transgender and Intersex (LGBTI) people. This remains a contentious issue in the region and elsewhere in Africa.

Table 1.4 illustrates that same-sex activity is legal in South Africa, DRC and Mozambique. South Africa is the only country with a constitution that explicitly outlaws all discrimination based on sexual orientation. Homosexuality is illegal in most SADC countries, where homophobic legislation is often enforced and homophobic leaders such as Zimbabwe's Robert Mugabe frequently speak out against gay and lesbian citizens. But progressive statements from leaders in countries like Mauritius and Malawi suggest that the rigid positions taken by some in the region may soon change.



South Africa enshrines the rights of all people, irrespective of their sexual orientation, in its Constitution and various other pieces of legislation and policy. It is one of the world's most progressive countries when it comes to legislation protecting the rights of sexual minorities. Same-sex marriage is legal.



Senzo and Jason: gay characters in Generations, a South African TV soap opera. Gay issues have come out of the shadows in much of the SADC region. *Photo: Google Images*

[3] 2011 – 2012: Progress of the World's Women. In pursuit of justice, UN Women

Table 1.4: 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	✔ Bans some anti-gay discrimination	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	✘	
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	✘	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	✘ Constitutional ban implemented in 2013	✘	✘	Unknown	✘	Unknown

Source: LGBTI Rights in Africa: http://en.wikipedia.org/wiki/LGBT_rights_by_country_or_territory#cite_note-ILGA_2010-10. Accessed 27 July 2013.



In **Zambia,** the Technical Committee on Drafting the Zambian Constitution - the official body tasked with driving the constitutional reform process and rewriting the constitution - has included a clause that forbids marriage between people of the same sex in its draft constitution.



In a sign of changing attitudes, **Mauritius** Prime Minister Navin Ramgoolam signed the United Nations (UN) Resolution on Human Rights, Sexual Orientation and Gender Equality. This has been brought into the spotlight in the country. However, opposition leader Paul Berenger cautioned Ramgoolam, saying, "It is quite evident that the government has voted for the resolution of the Human Rights Council without having taken into account the legal implications for the country." He said there should have been a national level debate about gay rights.



Malawi outlaws same-sex marriage. However, President Joyce Banda pledged to protect the rights of gays and lesbians in her first State of the Nation address on 18 May 2012. The address echoed the sentiments of two former SADC presidents, both coincidentally made in Lilongwe in June 2011. Botswana's former president Festus Mogae and former Zambian president Kenneth Kaunda in order to reduce transmission of HIV. "We can preach about behavioural 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.[4]



In **Namibia**, gays and lesbians have found legal loopholes in the country's policies towards gay citizens and LGBTI issues have been openly debated as part of the country's review of its CEDAW report.



Zimbabwe has slightly less severe prison terms, ranging from one month to ten 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.[5] Even in Zimbabwe, however, there are signs of more progressive discourse emerging within mainstream fraternities.



Gay refugees in South Africa. Photo: ILGA

[4] Source: http://www.globalpost.com/dispatches/globalpost-blogs/chatter/malawi-president-joyce-banda-to-repeal-anti-gay-law. Last accessed on 24 July 2012.
[5] Source: www.osisa.org Special LGBTI initiative. Accessed on 19 July 2011.

Zimbabwe: HIV leads to proposals to decriminalise sex work and homosexuality



In July 2011, a consultant hired by the National AIDS Council (NAC) to review Zimbabwe's response to the HIV epidemic recommended a review of the Sexual Offences Act (2001) to deal with "homosexuality and prostitution in a pragmatic way." The law in its present form criminalises homosexuality and prostitution.

The study found that Zimbabweans must be open-minded about homosexuality and other sexual practices if the epidemic, which kills thousands of people every week, is to be brought under control. Men who have sex with men (MSM) have been singled out along commercial sex workers as a most at risk population of contracting HIV in the country. A recent study on the modes of HIV transmission indicated that MSM accounted for 4% of new infections and 0.4% for female partners of MSM. Sex workers account for 1.4% of new infections.

Zimbabwe's National HIV and AIDS Strategic Plan (ZNASP) also calls for "a review and update of the national regulatory framework to reflect the latest developments in the HIV situation and response to the epidemic."

Gays and Lesbians of Zimbabwe (GALZ) said the criminalisation of homosexuality and the prevailing homophobic climate was driving most gay people underground. "Service providers such as doctors and nurses also tend to develop negative attitudes when dealing with Lesbian, Gay, Bisexual and Trans-gendered (LGBT) people as a result of lack of information," GALZ said in a statement. "In terms of HIV prevention this is serious, particularly as GALZ is the only organisation in Zimbabwe providing services specifically to the lesbian and gay community; and very few other HIV and AIDS organisations even consider MSM/women having sex with women (WSW) in their intervention work."

Zimbabwe has no official data on HIV prevalence or sexual minorities, but studies done in Botswana and Malawi estimate that HIV prevalence among MSM is between 20 and 33%.

The studies also concluded that the risk of men acquiring HIV during unprotected receptive anal sex is ten times higher than during insensitive anal sex or unprotected vaginal sex with a woman.

GALZ said that while HIV issues were being "heterosexualised" in Zimbabwe, minority groups were even more at risk of contracting HIV through anal sex and some MSM had female partners, thus expanding the HIV network.



Photography courtesy Google Images

"The right to health should be accorded to everyone regardless of sexual orientation, gender, sex or creed," GALZ said in response to the recommendations by the NAC consultant. "Decriminalising consensual same sex practice will reduce fear, stigma and discrimination as it has to be accompanied by education, trainings and sensitisation of all stakeholders including the police.

Availability of information and proper protective barrier methods for MSM will go a long way in preventing further new infections among MSM who do contribute to the generalised epidemic in Zimbabwe (and) reduction of sexual networks or multiple concurrent relationships among these groups through education and empowerment without fear of persecution (can help)."

Adapted from a July 2011 article by Jennifer Dube *Zimbabwe proposal to decriminalize homosexuality* Accessed at http://allafrica.com/stories/201107100124.html

Harmful traditional practices

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

A number of discriminatory practices occur in SADC countries, frequently under harmful customary laws and practices. These include:

- Marital rape
- Domestic violence
- Forced marriage
- Child marriage
- Age of consent frequently 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 good enough to be guardian for children
- Economic disempowerment
- Female genital mutilation (not prevalent throughout much of the SADC region, but 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 above girl children
- Widow dispossession/property grabbing
- Lack of recognition of polygamous marriages
- Initiation rights
- Abduction
- *Lobola* (bride price)
- Wearing of mourning weeds
- Beating wives as a sign of love
- *Kuhlanta* – A practice in Swaziland where a woman is married off to her sister or aunt's husband
- *Kulamuta* – A practice in Swaziland where a man has sex 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 lead to the deaths of young men have increasingly been seen as harmful practices.

Government and civil society have 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, these practices typically occur in secret which means it is difficult to measure the impact of such programmes.

Some of these practices continue despite the presence of legislation against them: The following examples from various countries show how traditional practices continue unabated:



Lesotho customary law elevates the first-born male child above girl children and unmarried daughters, denying them the right to inherit. Custom does not stipulate a marriage age for boys and girls and traditionally marriage is allowed once they reach puberty, leaving them vulnerable to early marriage. In rural areas this usually occurs through abduction and girls in Lesotho continue to be abducted for marriage. Efforts to eliminate this include advocacy campaigns and media debates on the issue.



Malawi: While the Constitution guarantees the right to practice a culture of one's choice, it also says the State must eliminate harmful practices to women, such as:
Widow inheritance

- *Kusasa fumbi/fisi* – a practice where a male member of the community has sexual intercourse with a female as an initiation requirement; and
- *Kulowa kufa* – a practice where a male member of the community has sexual intercourse with a woman upon the death of her husband.

There is a mounting campaign in Malawi to end Child Marriages (see section on the girl child).



Mozambique: When young girls marry they go through a process of initiation rites meant to teach them to be good wives and how to be submissive and please their husbands. Widows, meanwhile, often face accusations of witchcraft after a husband's death. This can result in their expulsion from their homes – usually a ploy for what is known as property grabbing. This is common in rural areas, where illiteracy among women is common and they have no access to the formal legal system.

Zimbabwe: Providing livelihoods to albinos



Rachel Mushonga with Zimbabwe gender minister Olivia Muchena. Photo: Tapiwa Zvaraya



The Wailing Women Trust is a Faith Based Organisation operating in Harare, Zimbabwe. The organisation works primarily to assist and empower Albino women who live in and around the Kuwadzana Extension.

"It was founded in 2008 to help women become masters of their destiny through prayer and accompanying prayer with works that would not only change their livelihood but those in the communities around them," explains Pastor Rachael Mushonga, the Founder of the Trust.

Pastor Mushonga married into a village where many people with albinism resided. She noticed that many suffered from sores, burns and a variety of other skin infections, because they could not access the right medicines or take preventative measures to protect their skin. Skin infections along with stigmas made it difficult for them to attend school and participate in social activities; not only were they self-conscious but society scorned them, treating them like outcasts. Furthermore, the discrimination negatively affected their participation in the job market, access finances, capital and resources to start their own business.

Mushonga also noticed that women faced greater burdens especially because sexual partners would not support or marry them because of their albinism. Many were single mothers unable to support their children.

Realising their already difficult lives as women and how more unequal they were due to taboos, superstitions and stigmas associated with albinism, Mushonga started the Albino Initiative in an attempt to reverse their oppression and disempowerment. Using strategic links with donors, funders and community members, the project is able to help improve the lives of albino people.

The Trust places great value on education and capacity building as this contributes to economic empowerment, gender equality and reversing the cycle of poverty. "It affords every girl child a chance to an education. An educated mind is an emancipated mind. With education comes great power. This has also meant that some of the beneficiaries are economically independent, as they have acquired jobs," explains Mushonga.


Help at hand for albinos. Photo: Wailing Women's Trust

Although it initially targeted women and girls, the Trust later included young boys who were also unable to access education. The project pays the school fees for albino children to ensure they are educated, empowered and have the capacity to find employment. Thus far, girls and boys are enrolled at both primary and secondary schools and even in tertiary institutions.

Older women are also taught entrepreneurial skills as well as income generating activities. The Trust regularly evaluates their beneficiaries' level of need. "Women that have started businesses, found work or the children that have found another donor to pay for their school fees have their aid reduced so as to make way for others in desperate need of our help," says Mushonga.

The Wailing Women Trust also contributes to the health of albino women by providing sunscreen, protective ware such as hats and umbrellas, medicinal gels and treatment creams to those who are unable to afford it. In dire situations and where the Trust can spare funds, they provide people with food.

Although the Trust has garnered a lot of support, especially from Global Aid Zimbabwe, Mushonga expresses her wish and desire to make a greater difference in her community. "The challenge of feeling you are not doing enough because of the huge numbers on your waiting lists and cash constraints is a difficult one. However we cannot do it all so we refer people to other organisations that are involved in the same line of work."

The Trust aims to start an anti-stigma campaign to sensitise people about the plight of people living with albinism, to encourage an equal and unprejudiced community. Mushonga encourages all countries in SADC to replicate such initiatives, because so many people need support and so many lives need to change. "All it needs is a team of people who are passionate about changing the livelihoods of the Albinos. Anyone despite colour race, ethnicity or disability can excel if given the opportunity."

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 law;*
- *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 as 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 in the courts, including traditional courts, alternative dispute resolution mechanisms and local community courts; and*
- *Accessible and affordable legal services for women.*

All people have a right to go about their lives in peace, and free to make the most of their opportunities. They can only do so if institutions of justice and law and order protect them in their daily lives. Justice systems, which are too often remote, unaffordable, delayed and incomprehensible to ordinary SADC citizens, deny them legal protection.

The 2011-2012 Progress of the World's Women report, *In Pursuit of Justice*, provides ten recommendations to make justice systems work for women[6] :

- 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; and
- Put gender equality at the heart of the MDGs.

The global report also makes a significant link between those countries meeting the MDGs and those 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.[7]



Women in Lesotho claim their rights using the SADC Protocol. *Photo: Ntolo Lekau*

[6] 2011-2012 Progress of the World's Women, In Pursuit of Justice, UN Women New York, 2011.
[7] Ibid.

Legal obstacles deter justice: The Women and Law in Southern Africa (WLSA) study 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. Legal obstacles fall into several interelated areas and tend to be mutually reinforcing. Some of the legal problems and issues related to the following:

- 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 a 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.

Mozambique: *Assistência Jurídica à Mulheres (AJM)* provides access to justice



Violence against women is rampant in Mozambique, where it is seen by men as a form of control over women. Acknowledging this problem, the Mozambican government in 2009 approved a bill against domestic violence. It is within this context that the initiative works to provide legal assistance to rural women in the northern province of Cabo Delgado. Julia Wachave presented the work being done by AJM at the SADC Protocol@Work Mozambique and Southern African summits.

The initiative assists women by disseminating the law and training paralegals, police and other staff in the justice system. It seeks to:

- Ensure that rural women have access to legal services in Cabo Delgado.
- Increase awareness and knowledge of women's rights.

The major beneficiaries are rural women of the northern Cabo Delgado province.

An initial assessment gauged the severity of the problem. An evaluation of the justice system proposed recommendations to find ways of strengthening cooperation among the various legal institutions. A series of consultations made the local population aware of the legal services available.

The main results of the project include:

- Establishment of community conflict resolution centres throughout the province;
- More than 2000 brochures distributed;
- Six annual seminars (four at community level and two at district level);
- A workshop involving all stakeholders in the justice system;
- 50 interactive radio programmes;
- Weekly counselling sessions.

The main outcomes are that:

- Women have gained knowledge of their human rights;
- Women can access the justice system whenever they require legal assistance;
- All justice institutions are strengthened and working in tandem; and
- Best practices to deal with violence have been implemented across the board.



Flaida Macheze and Julia Wachave at the SADC Gender Protocol@Work summit.
Photo: Ruben Covane

Protocol@work



Zambia's draft Constitution will guarantee 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 according to Article 7 of the SADC Protocol on Gender and Development in terms of equality in accessing justice.

In **Malawi** the new Gender Equality Act includes provisions for an employment quota in public service. Section 11 (1) of the Gender Equality Act states that: "Notwithstanding anything contained in the Public Service Act and subject to section (2), an appointing or recruiting authority in the public service shall appoint no less than forty per cent (40%) and no more than sixty percent (60%) of either sex in any department in the public service." The same applies to all three levels of education.



Rural communities have access to legal aid. *Photo: Gender Links*

Protocol @ work

Zambia: The three C's of justice



Coordination Communication Cooperation is a groups of justice institutions from Government and Civil Societythat work to improve coordination to promote access to justice. Speaking at the SADC Protocol@Work Summit, Nomsis Wonani from the Ministry of Community Development, Mother and Child Health said as a result of good coordination there is effective disposal of cases and promotion of access to justice for those who are arrested. The poor have information on their rights and access to legal aid.

CCCI has representation from the Judiciary (magistrates), Legal Aid Board, Para legal Alliance Network(which has 12 members or organisations that work together to provide legal aid services, Ministry of Community Development, Mother and Child Health(Department of Social Welfare),National Prosecutions authority, Lusaka City Council ,Zambia Prisons Service, Zambia Police Service, Drug Enforcement Commission, Anti-corruption Commission, Immigration Department and Zambia Wildlife authority.

The organisation provides a platform for indigents to access justice. The organisation provides a chance for communities to be aware of justice institutions and the services they provide through community public awareness days organised by CCCI.

CCCI came about because of over detention of suspects and reminders, ignorance of rights, lack of proper coordination amongst justice institutions, prison congestions, lack of information on gender issues (especially issues to do with Gender Based Violence and Defilement cases). The project aimed to respond to the need for access to justice and to improve on case- flow management. It set out to improve coordination, communication, cooperation amongst justice institutions and have a proper case referral system amongst justice institutions. The targeted groups are criminal suspects and prisoners.

Consultation meetings shared information on the various programmes and roles that they play in the justice system. The activities included visits to police stations and prisons. Public awareness meetings were held in various communities. Recommendations from monitoring visits were made to relevant authorities. Follow up to cases help to ensure closure. The major outputs included monthly visits to police stations and prisons. Public awareness days held in communities improved coordination amongst justice organisations. Police stations are using computers and bicycle that were donated by CCCI and have confirmed that their operations have improved as a result of using the donated equipment.

Some of the challenges include inadequate funding and inertia over recommendations made by the CCCI. Case flow management is still a challenge due to factors such as terrains in some parts of the country. Some areas do not have courts in the Districts. CCCI is lobbying for better transportation of suspects and convicts to stations through the Police and prisons services. With regards to courts CCCI has written to the Judge in Charge for the formulation of Camp courts for the effective disposal of cases.

Many people are ignorant of their constitutional rights and did not know about the services rendered by Triple CCCI. CCCI is holding public awareness days to explain the various roles that members of Triple CCCI play. The project will be sustained because members are committed and to this government initiative to provide effective access to justice.

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 is registered in accordance with national laws;*
- *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 enact laws and other measures to ensure that parents fulfil 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 in need of urgent legal reform relates to contradictions between formal and customary laws and practices that occur across the SADC region. Many marriages remain governed by parallel legal systems of statutory, customary and in some cases religious law. Women suffer discrimination due to non-uniformity of 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 can be polygamous and permit some negative practices that have the effect of discriminating against women. Some of these 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 law 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 the case of death. Restrictions on women, which may have a historical basis in custom rather than law, become legal restrictions when enforced by the courts. Courts have passed judgments to this effect. Justice CJ Gubbay stated this in *Jena vs Nyemba*, stating, "Property acquired during a marriage becomes a husband's property whether acquired by him or his wife."



GL Country Assistant Thandokuhle Dlamini, right, makes a point during family day in Swaziland. *Photo: Ncane Maziya*

Despite its legacy of harmful customary laws, legislators in the SADC region have taken some positive steps in the right direction: Some significant recent changes in marriage laws include increasing the age of consent for marriage to 18 years in Botswana, Mozambique and Madagascar and the implementation of the Marital Power Act in Botswana. The Act is responsible for amendments to the Deeds and Registry Act that allow women to register immovable property in their name. Similarly, a wife now has to give consent in property transactions, while the law has also allowed sharing of property for couples who are cohabiting. Traditional chiefs now have the power to enforce property sharing for couples. However, legal education is necessary so that these reforms can benefit women.



In December 2003, **Mozambique** passed a Family Law that secures a broad range of rights previously denied to Mozambican women. Among the progressive 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 have a share of the matrimonial property in case of divorce;
- Non-recognition of polygamy; and
- Recognition of *de facto* unions and traditional marriages.

Table 1.5: 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 law, girls and boys can marry after puberty	Yes, the legal age for civil marriage is 18 but under customary law 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 canget married from 15 with parental consent	Yes, the minimum age for marriage is 18	No, girls can civilly marry from 16. Under customary law, marriages 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 law 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	Yes	No	Yes	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 2013.



Meanwhile, maintenance laws in **Namibia** now confer equal rights and obligations to couples with respect to the support of children and create 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 country's constitutional review and reform. For example the new provisions contained in Article 26 on citizenship by marriage state that: 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.

There is inconsistency around age of consent for marriage laws: As illustrated in Table 1.5 there is a plenty of discrepancy around the age of consent for marriage throughout the SADC region. It differs from civil to customary marriages and parental consent is often a factor. Under civil law, in eight of the countries women cannot marry before the age of 18, but in several of these countries marriage can take place from a younger age with parental consent.

Under customary marriage law, there is no fixed age for marriage but it generally takes place from the attainment 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 women's underdeveloped bodies cannot cope with childbirth, thus increasing risks of maternal and infant mortality, fistula, HIV 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 take place with a woman's consent in most cases: Under civil law in all countries except Tanzania, marriage must take place with the woman's consent. In the case of Tanzania, a woman's parents can consent on her behalf to marriage under the Law of Marriage Act. The issue of consent with regards to customary marriage is problematic. Under customary law, 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 an understanding and knowledge to be fully aware of what she is entering into. However, consent is necessary to avoid forcible, unwanted or child marriage. Consent can also not be obtained from a person who has not reached the age of majority.

Registration of marriages is required in some countries: Only four SADC countries require all forms of marriages to be registered, whether civil, legal, customary or religious (Mauritius, Mozambique, South Africa and Seychelles). Citizens typically register civil marriages more often than customary and religious marriages, which occur more frequently. This results in a lack of access for women to the formal legal system and marriage laws. In cases of inheritance, polygamy, separation and divorce, this means women's rights may not be recognised or enforced.

Polygamy is not recognised under civil law in Swaziland; however, customary law allows men to take an unlimited number of wives.[8] Data from the 2006-2007 Demographic Health Survey indicates that 18% of marriages in women have one or more co-wives in their marriage. Based on this data, polygamy is more common in rural areas compared to urban areas.[9]

Men and women have reciprocal duties towards children in cases of divorce or annulment of marriage: In all SADC countries except Swaziland and Tanzania, both men and women have equal duties towards children in cases of divorce or marriage annulment. Guardianship primarily rests with the father of the child in Swaziland, even where the marriage has ended in divorce and the mother may be granted custody only, with the father maintaining guardianship.[10] In the case of Tanzania, customary law entitles women to support in nebulous and undefined "special circumstances." While laws enforce maintenance payments in ten SADC countries, enforcement is an issue.

In most countries women have the right to maintain their 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, a national exercise to change travel documents to a new format exposed gender inequality in the Citizenship Act, which makes it mandatory for children to assume the citizenship of the father. Women can only pass on citizenship to children born out of wedlock.

8 Physicians for Human Rights (2007) p.75
9 Demographic Health Survey (2007).
10 Aphane, D. (2009) p.28

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 make meaningful contribution 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.

Section 34 of Swaziland's Constitution provides that a surviving spouse is entitled to a reasonable provision out of the estate of the other spouse whether the spouse died having made a valid will or not and whether the spouses had been married by civil or customary rites.[11] Despite this legal protection, the Centre for Housing Rights and Evictions reports that "property grabbing" from widows is common, citing a study that found that 41% of widows had their property unlawfully seized by in-laws.[12] Further, widows are often forced to marry another male in their deceased husband's family, which results in the loss of the guardianship of their children and right to their husband's immovable property.[13] These issues also remain prevalent in other SADC countries.

Customary law hinders implementation of laws that support widows: Given the prevalence of customary law 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 that exist pertain to widows under the formal legal system but offer little protection to widows in customary marriages. 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 12 SADC countries legislation exists that is meant to protect widows from inhuman, degrading or humiliating treatment, the exceptions being Swaziland, Tanzania and Zambia. However, there is little legislation referring specifically to widows and even less addressing issues faced by widows under customary law.

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 is still practiced in their culture or tradition. Traditional practices such as sexual cleansing put women at a higher risk of contracting HIV and sexually transmitted diseases (STIs).



Some ethnic groups in Zambia still practice marriage inheritance, when a widow is "passed on" to the brother or male relative of the deceased. The 2006 GBV survey report found that 13% of widows had been claimed by their deceased spouse's relatives.

***Formal systems do not address widow inheritance*:** The formal legal system does not address practices of widow inheritance under customary law. In some cultures, upon the death of her husband, a woman 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 them, widows can face further difficulties because they may not be able to return to their own family. In some cases the natal family no longer considers the widow a member and in most cases it is unable to look after her. She can fall victim to social stigma and feel that it is simply inappropriate to return to her childhood home. With nowhere to go, a widow is often left destitute and homeless.

[11] Aphane, D. (2009) p.28
[12] Centre on Housing Rights and Evictions (2004) p.133
[13] Aphane, D. (2009) p.29

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.



In an effort to deal with practices that discriminate against women, **Malawi** reviewed the Wills and Inheritance Act (2003) which became the Wills and Inheritance (Deceased Estate Amendment Act) in 2011.

The review aimed to protect widows and children from discrimination around access to, and enjoyment of, property rights. According to Mercer and MCI (2010), the Wills and Inheritance Act is legally in place to protect women from property dispossession and discriminatory land ownership policies. This has come as a relief to Malawian widows who have historically been subjected to property grabbing and dispossession by male relatives. Widows have also been denied their inheritance rights and cases of property dispossession rarely make it to court.

The provisions in the Deceased Estate Act (2011) fall in line with the targets of the SADC Gender Protocol. However, Malawian lawmakers must find ways to ensure that this Act is put into practice.



Women participants during a Zimbabwe Women Lawyer Association (ZWALA) outreach meeting.
Photo: Gender Links

In some countries, such as **Angola**, a widow can go to a *Soba,* a local chief, with her complaint and if a *Soba* rules in her favour, he or she may grant the widow a piece of communal land. However, this land is generally of low quality.





In **Namibia** the Communal Land Reform Act number 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 Act extends the same protections 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 12 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 make up the poorest and most vulnerable groups in many societies.



The **Zimbabwe** Deceased Persons Family Maintenance Act makes it a criminal offence for anyone to grab property upon someone's death or to evict surviving spouses and children. Widows have a right to stay on the property, use the furniture and cars and even reap and sell any crops. These rights end when the estate has been fully administered.[14] However, research shows that many men write wills that do not cater for their surviving spouse(s) and children. In addition, property law does not provide the same protection to divorced women who are not registered on title deeds.

[14] WLSA Zimbabwe e-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.



Young members of the Ama Buruxa theatre group looking to the future in Namibia.
Photo: Colleen Lowe Morna

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 and 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 not much has been done to protect them from discrimination and harmful practices.

There is an urgent need to improve the life chances for girls in SADC countries. Eight countries have legislation that eliminates all forms of discrimination against the girl child yet only seven, protect girl children from harmful cultural attitudes and only seven ensure that 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 should put in place domestic legislation and policies that show an understanding of these issues.

HIV and AIDS affects the girl child in the SADC region: HIV and AIDS undoubtedly exacerbates the difficulties girl children face throughout the SADC region, due to the following factors:

- Women and girls across most of the SADC region have higher HIV and AIDS prevalence rates than men and boys;
- Women and girls bear an increasingly higher 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 and AIDS;
- If girls have reduced access to the educational system, they miss out on one of the main places where they would obtain information about protecting themselves from HIV and AIDS;
- The prevalence of child marriage increases girls' chance of being infected with HIV;
- The perpetuation of myths about HIV and AIDS, for example that 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; and
- Poverty may encourage girls to enter into risky sexual behaviour of a transactional nature, exposing them to risk of infection.

Swaziland: Child marriages banned in Children's Protection and Welfare Act of 2012



Swazi lawmakers recently declared illegal the practice of men marrying underage girls, which had been an accepted social norm for centuries. It has in recent years been linked to the spread of HIV.

Known in SiSwati as *kwendizisa*, the marriage of an adult man to an underage girl existed as a legal "grey area" prior to the promulgation of the Children's Protection and Welfare Act of 2012. The 2005 Swaziland Constitution allowed those customary practices that didn't conflict with constitutional clauses.

"Swazi men marrying girls once the girls enter puberty is not a customary law. It is not mandatory. It is tolerated because it has always been done. But times are changing, and Swaziland has the highest HIV prevalence rate in the world. This practice has added to the spread of HIV. It is a great victory for public health and for the rights of girl children that this outmoded practice must now end," AIDS activist Sandra Kunene told IRIN/PlusNews.

Married adolescents remain at greater risk of HIV infection because many of them live in polygamous unions, face sexual violence or cannot negotiate safe sex. The girls also tend to have little contact with their peers, low levels of education and limited access to media and health messages.

In September 2012 Deputy Prime Minister Themba Masuku announced the government's intention to enforce the Child Protection and Welfare Act by prosecuting men who marry underage girls. Men previously faced statutory rape charges if they had sex with underage girls but only if it occurred outside the bounds of marriage. Girls could previously marry as young as age 15 in accordance with the 1920 Girl's Protection Act and underage sexual activity within marriage was considered acceptable.

Today, perpetrators face statutory rape charges and fines of R20 000 ($2400) under the child welfare law. The new law also penalises parents and guardians who collude with adult men to orchestrate a child marriage. Offenders face prison terms of up to 20 years.

At a press conference, Masuku described the marriage of girls under the age of consent as "child abuse" and said the fine should be raised to R100 000 ($12 000). "This would send a message," Masuku said.
Source: Article from by IRIN Plus News Service http://www.irinnews.org/ Report/96347/SWAZILAND-Child-marriages-banned



Banning of child marriages will go a long way in protecting the rights of the girl child. *Photo: UNDP*

Malawi: Fighting child marriages



"My mother forced me into early marriage. She did it so my husband could help her with salt and sugar. During the marriage, my husband frequently beat me. My mother always said I had to get used to that pain because that's what marriage means," recalls 15-year-old Lucy.* Lucy's husband not only abused her, but also forced her into agricultural labour. "My husband was forcing me to do work on farms to raise money for the family. Every day I spent the whole day at the farm working," laments Lucy.

Lucy's experience not only highlights the widespread cases of child marriage in Malawi, but also the on-going problem of child labour. These two practices are, in some cases mutually reinforcing and disempower women and girls in similar ways, by denying children an education and creating a vicious cycle of inequality. In Malawi 60% of girls aged between 13 and 18 are married. The Mpherembe district in Mzimba has the highest number of child labour and child marriage cases. This has recently prompted officials from the Zima Social Welfare Office to hold this year's Day of African Child commemoration in the Mpherembe.

"We have chosen Mpherembe because the area registers high cases of child labour and abuse through early marriages. We want to eliminate all harmful practices once and for all," explained Social Welfare Officer Zindaba Lungu. Joyce Mkandawire, Communications Advisor at Girls Empowerment Network- Malawi (GENET), agrees that there is a link between child marriage and child labour. "Girls who are in early marriages can't make their own decisions so they listen and do whatever the husband orders them to do. They are forced to do work...and employers pay them little money on the basis that they are children," explains Mkandawire.

Child labour and child marriage are practices prevalent across the SADC region and beyond. Girls throughout SADC remain vulnerable to harmful cultural attitudes and practices that leave them at risk to violence and sexual exploitation, with no say over their bodies and futures.

According to the latest International Labour Organisation's Global Report, in Southern and Eastern Africa, 36% of all children between the ages of five and 14 years old are involved in child labour, with most working in domestic and agricultural sectors. This is the highest proportion of children involved in child labour in the world.

The report shows a decrease in girls involved in child labour but these is an increase in boys. Although boys are at a greater risk of hazardous forms of child labour, girls are most vulnerable to unpaid, domestic labour and commercial sexual exploitation. These are forms of child labour that happen behind closed doors, making them less easy to monitor and regulate.



Girl children hard at workl in Mangochi, Malawi. *Photo: Colleen Lowe Morna*

Anti-Child Labour Programme Coordinator for Activists Networking Against the Exploitation of Children (ANEX), Doreen Gaura, says there is a great link between child marriages, child labour and child trafficking, especially in cases of forced marriages.

Gaura explains that in the Eastern Cape in South Africa the manipulation of a practice called Ukuthwala, sees families selling their daughters, as young as 12-years-old, to men often much older than the girls. These men remove the girls from their homes, often physically and sexually exploit them and force them to perform domestic work or labour outside the home. "The reality of girl child labourers is very reflective of the reality of women workers as they are more likely to be paid less or not paid at all. Due to long existing harmful gender stereotypes in communities...girls are likely to fall into domestic work, usually isolated in households so they face a high risk of abuse, and generally limited access to educational opportunities," says Gaura.

In Malawi, NGOs are intensifying efforts to protect girls, with many focusing on sensitising families, so parents do not view the girl child as a commodity but instead prioritise her education. GENET is working with chiefs in the Chiradzulu district and Youth Net and Counselling (YONECO) has established seven resource centres where girls have access to information and support.

Malawi's NGO Gender Coordinating Network (NGOGCN) has a permanent Child Rights Committee. "We are working with communities to ensure that girls are not entering into early marriages and exposed to child labour. We want girls to be in school," explains Emma Kaliya, NGOGCN Chairperson.

(Not her real name. Excerpt from an article by Dyson Mthawanji, third year Journalism student at Malawi Polytechnic for the Gender Links Opinion and Commentary Service.)*

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 and AIDS, STIs and unwanted early pregnancy. This puts a further strain on health services in 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 fairly accessing and inheriting property. 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 family 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 a legal action against a family member.

Next steps

In most SADC countries discrimination against women and the girl child is still widely practiced and harmful cultural attitudes still proliferate. While some protections for women exist, problems of implementation remain widespread. Furthermore, the duality of many of the legal systems means that when abuses occur under customary law, 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 and girls more rights, there has been reluctance in translating these words into action by domesticating them into national constitutions. In addition there remain pervasive 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:

- Bringing together the experiences of SADC countries in reviewing Constitutions and developing a model gender-aware Constitution for the SADC region.
- Advocacy and pressure to unify legal systems of formal and customary laws;
- The development of model constitutional provisions arising from this audit and the experiences of countries undergoing constitutional reviews;
- Increased pressure on member states to implement constitutional reforms in line with the SADC Protocol on Gender and Development;
- Increased civil society lobbying efforts on creating protections around difficult issues previously viewed as "at the far edge of the political agenda" such as abortion, sex work, marital rape and protection of LGBTI people.
- Institutions, programmes and mechanisms to enforce laws and policies on gender equality;
- Government action to tackle early childhood marriage;
- Specific measures to address harmful cultural and traditional practices; and
- Government action to address issues faced by widows as a specific group to protect them from discrimination and violations of their rights.



Court in Namaacha District, Mozambique. *Photo: Ruben Covane*



Forgotten by families

Anushka Virahsawmy

CHAPTER 2

Gender and governance

Articles 12-13

KEY POINTS



Gearing up for elections in 2013: Women candidates being trained in the rural council of Tsiafah, Madagascar. *Photo: Claudia Rakotonirina*

- At 24%, SADC slid from second to third place (after the Nordic countries and the Americas) in a global regional comparison of women in parliament.
- Overall representation of women in parliament has remained at 24% in the year under review, and is one percentage point lower than in 2011. In 2012, representation of women in parliament in Seychelles increased from 29% to 45%, but in Angola decreased from 38% to 34%.
- With 49% women in local government, Lesotho has the highest proportion of women in any area of political decision-making in SADC.
- Mauritius scored a goal for gender equality with the fourfold increase of women in local government to 26% in the December 2012 elections. But Swaziland slid backwards from 18% to 14% in local urban elections. National and rural elections will be held in the second half of 2013.
- With ten national and eight local elections before 2015 the 50/50 campaign has its work cut out. However, best estimates suggest that by the end of 2015 SADC countries will just fall short of the original 30% target and not reach 50%.
- Calculations in the 2013 Barometer reflect the critical importance of electoral systems and quotas in increasing women's representation. Overall, women constitute over double (38%) the women in parliament in Proportional Representation (PR) countries compared to countries with the First Past the Post (FPTP) system (15%). Women constitute 16% of parliamentarians and 9% of councillors in countries without quotas, compared to 38% of parliamentarians and 37% of councillors in countries with quotas.
- 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. This is one area where leaders can and must walk the talk in the countdown to 2015.

TRENDS TABLE – GOVERNANCE						
	2009	2010	2011	2012	2013	TARGET 2015
WOMEN IN PARLIAMENT						
Average % women – region	25%	24%	25%	24%	24%	50%
No of countries that have achieved over 30% women in Parliament	5	3	4	5	5	15
Country with highest percentage of women in parliament	South Africa (42%)	South Africa (42%)	South Africa (43%)	Seychelles (45%)	Seychelles (44%)	50%
Country with lowest percentage of women in parliament	DRC (8%)	DRC (8%)	Botswana (8%)	Botswana (8%)	Botswana (8%)	50%
WOMEN IN CABINET						
Average % women – region	21%	22%	22%	24%	22%	50%
No of countries that have achieved over 30% women in Cabinet	2	3	3	2	3	15
Country with highest percentage of women in cabinet	South Africa (41%)	South Africa (41%)	South Africa (41%)	South Africa (42%)	South Africa (41%)	50%
Country with lowest percentage of women in cabinet	Zimbabwe (8%)	Mauritius (12%)	Mauritius (12 %)	Mauritius (12%)	Mauritius (8%)	50%
WOMEN IN LOCAL GOVERNMENT						
Average % women – region	24%	24%	24%	23%	24%	50%
No of countries that have achieved over 30% women in Local Government	6	5	5	5	5	15
Country with highest percentage of women in local government	Lesotho (58%)	Lesotho (58%)	Lesotho (58%)	Lesotho (49%)	Lesotho (49%)	50%
Country with lowest percentage of women in local government	Mauritius (6%)	Mauritius Madagascar (6%)	Mauritius (6%)	Mauritius Madagascar Zambia (6%)	Zambia Madagascar (6%)	50%
SCORES						
SGDI			48%	47%	47%	100%
CSC	50%	50%	50%	56%	66%	100%



GL Staff Shamiso Chigorimbo (left) and Nomthandazo Mankazana (right) with former South African Deputy President Phumzile Mlambo Ngcuka, now head of UNWOMEN, at the SADC Gender Protocol@Work summit. Mlambo-Ngcuka made the keynote address at the Summit. Photo: Colleen Lowe Morna

Following the jubilation last year of Malawian President Joyce Banda becoming the first woman head of state in Southern Africa, and Nkosozana Dhlamini-Zuma being elected to head the African Union (AU), Southern Africa celebrated the announcement of the new head of UNWOMEN, former South African Deputy President Phumzile Mlambo-Ngcuka.

But with less than two years to go until the 2015 landmark year for the SADC region to have reached gender parity in all areas of decision-

making, no country has reached the 50% target of women's representation in parliament, cabinet or local government. With 49% women in local government, Lesotho has come closest to reaching the target, and shown that gender parity in decision-making is possible.

Between August 2013 and the end of 2015, ten SADC countries – Botswana, Malawi, Madagascar, Mauritius, Mozambique, Seychelles, South Africa, Swaziland, Tanzania and Zimbabwe are due to hold elections.This presents an opportunity for the region and for the 50/50 campaign to say with one voice: *Fifty-fifty by 2015:Yes we must!*

With 44% women in parliament, Seychelles has come closest to achieving the parity target in this area of political decision-making, while Botswana (8%) is the lowest. Over the five years, women's representation in parliament has actually declined slightly from 25% to 24%, with Botswana, Namibia, and most recently Angola, registering a downward trend at the very moment that SADC member states should be accelerating progress towards the 50% target. Women's representation in Angola slipped from 38% to 34% in national elections held in August 2012 (the only national elections held during the year under review).

On a positive note, Zimbabwe holds presidential, national and local elections on 31 July 2013, with a Constitutional quota that will guarantee women a minimum of 22% of the seats in the national assembly. Detailed predictions on this and other elections taking place in the SADC region by the end of 2015 (found later in this chapter) suggest that overall, SADC may just achieve the original 30% target, but will fall far short of the 50% mark.

The quota for women in parliament in Zimbabwe in the new Constitution unfortunately does not extend to local government. Efforts by activists to get the provision in Section 17 of the Constitution (that provides for "both genders to be equally represented in all institutions and agencies of government at every level") extended to the local government electoral law failed to yield fruit.

At 49%, Lesotho still holds the record for women's representation in local government, down from 58% in the 2006 elections in which the country had 30% reserved seats for women: an unpopular provision upheld by the courts, but unpopular with political parties. The revised mixed electoral system in the 2011 elections led to a decline in women's representation, but resulted in a system acceptable to the political parties.

Currently Madagascar and Zambia (6%) have the lowest representation of women in local government. Women's representation in urban elections in Swaziland slid backwards from 19% to 14% in elections held in late 2012. Rural and national elections are due to be held later in 2013.

Mauritius delivered the most inspirational election story in the year under review, with the representation of women at the local level rising from 6% to 26% in one election as a result of the gender neutral quota reported on in last year's Barometer, applied in the December 2012 elections. As part of Gender Links' Centres of Excellence for Gender and Local Government programme, councillors across the island are working to ensure that the electoral success translates to real gains for women on the ground.

Gender disaggregated data on women in local government in Southern Africa (and globally) is notoriously difficult to obtain. To the extent such data is available, women's representation in local government over the five years has, overall, remained relatively constant at 24% (very similar to parliament, but with wider divergences between the highest and lowest figures). As in the case of parliament, predictions contained later in this chapter suggest that by the end of 2015, women's representation at local level will just fall shy of the original 30% target, but fail to reach the 50% target.

Cabinet is one area in which governments leaders should be able to make rapid progress as this is by appointment rather than through elections. South Africa has consistently had the highest percentage of women in cabinet at 41%, while Mauritius comes last with only 8% women in cabinet. Over the five years, women's representation in cabinet has fluctuated between 21% and 24%. This figure declined from 24% in 2012 to 22% in 2013.

The Southern Africa Gender and Development Index (SGDI) is a composite index comprising (for governance) women's representation in parliament, cabinet and local government relative to where women need to be by 2015, with the ultimate target of 50% raised to 100% in each case as all SGDI scores are out of 100. As the region is only at about half way or less where it needs to be in all three of these areas, the SGDI for governance has hovered between 47% and 48% over the five years.

Unlike the SGDI, the Citizen Score Card (CSC) measures citizen perceptions, which extend beyond numbers to include participation and delivery. While the SGDI has remained stagnant, the CSC has increased by 16 percentage points over the five years (from 50% to 66%). The higher perception score is probably a result of the visible 50/50 campaigns in Malawi, Zimbabwe and Swaziland as well as other constitutional review measures taken by Mauritius and Zimbabwe to increase women's political representation through legislated quotas for women.

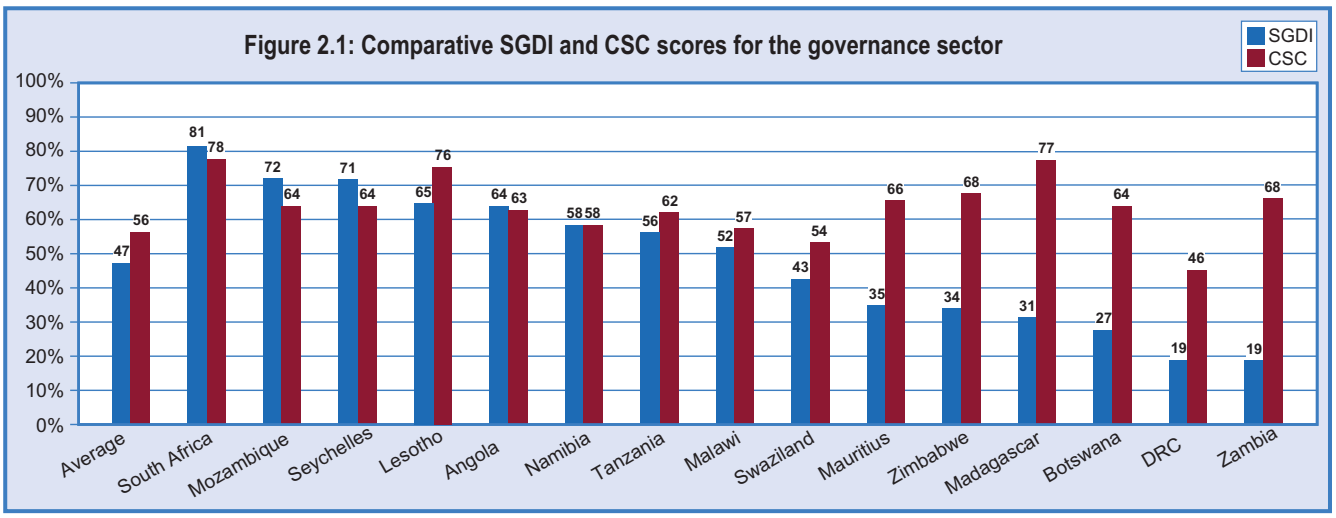


Figure 2.1 shows that South Africa, Mozambique Seychelles, Lesotho and Angola have the highest SGDI and CSC scores. These countries have also generally performed well with regard to women's political participation. Madagascar, Botswana, DRC and Zambia have the lowest SGDI scores. They also have the biggest gap between the SGDI and CSC scores. This reflects the strong mobilisation around increasing women's representation in these countries, even though this is not matched (yet) by the outcome on the ground.

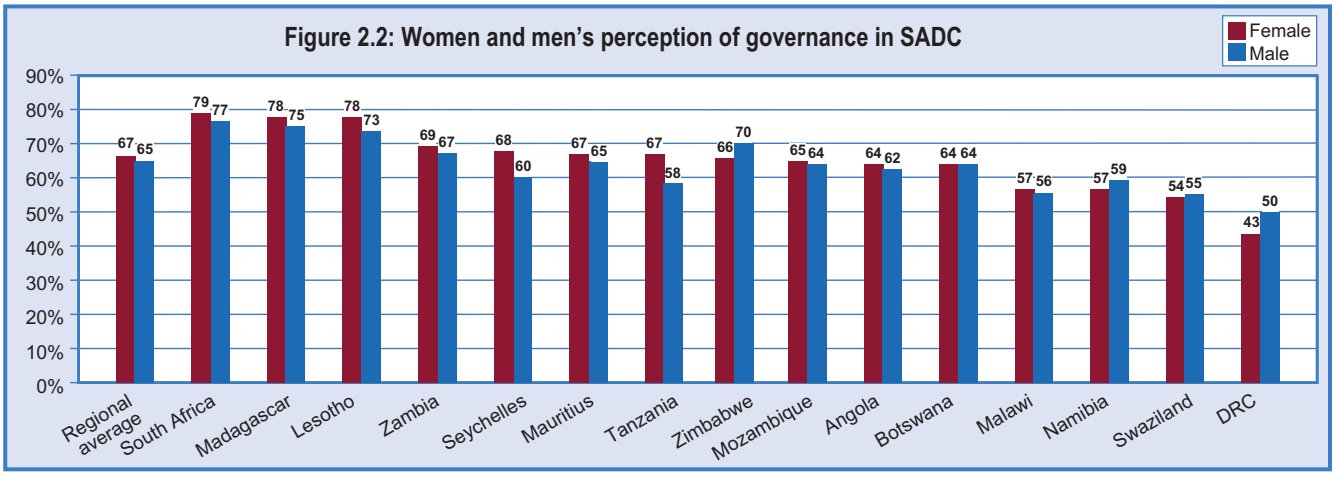


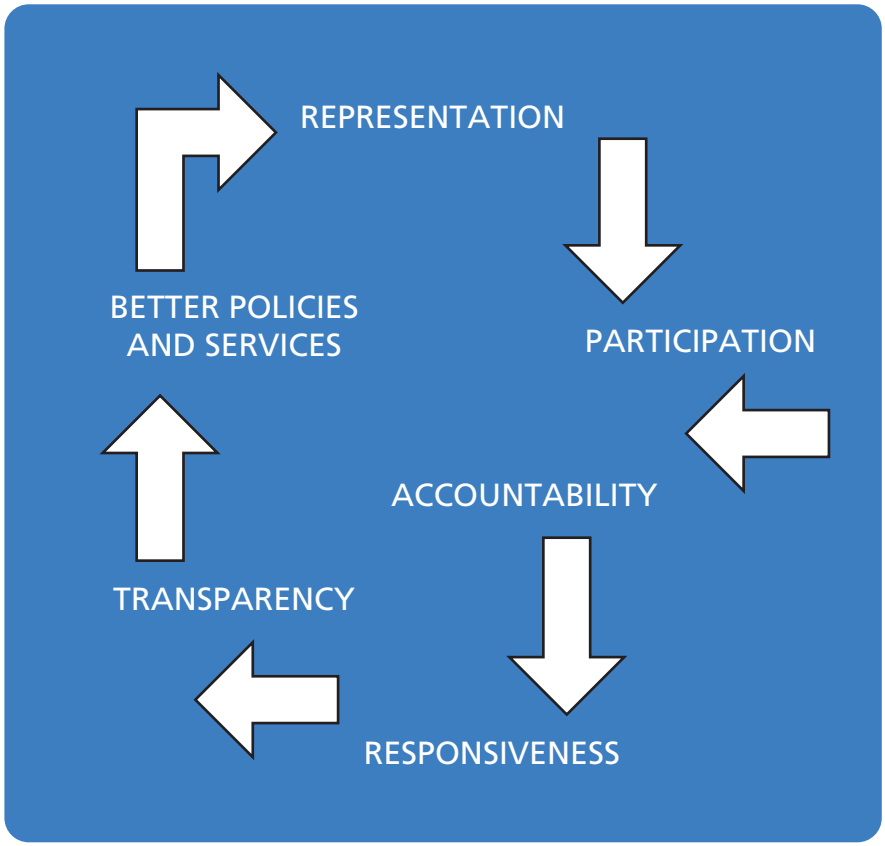
Figure 2.2 provides sex disaggregated data on the CSC. Overall, the graph shows that women at 67% are slightly more optimistic than men at 65%. The biggest gender gaps in perceptions are in Seychelles, where women (68%) are more optimistic than men (60%) and the DRC where men (50%) are more optimistic than women (43%). This is not surprising, as women are generally well represented in decision-making in Seychelles, and poorly represented in decision-making in the DRC.

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.



Mayor Rita Muianga, Xai-Xai, visiting a school in Mozambique. *Photo: Ruben Covane*



Women's equal access and participation in political decision-making is a pre-requisite for gender responsive governance. Gender equality is central to representation, participation, accountability, responsiveness and transparency. These, is turn, hold the key to better policies and services that will begin to *normalise* women's equal participation in decision-making.

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. 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. Table 2.1 outlines the three key articles critical to this sector:

[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.

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
	Men's inclusion	• Addressing discriminatory attitudes and norms in decision-making structures. **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: Women in parliament in SADC in 2013

Women in parliament in SADC as at July 2013

	Structure	Year 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
			3070	**761**	**24.8%**	**460**	**77**	**16.7%**	**3530**	**838**	**23.7%**
Angola	Unicameral	Aug-12	220	75	34.1%				220	75	33%
Botswana	Unicameral	Oct-09	63	5	7.9%				63	5	8%
DRC	Bicameral	Nov-11	492	44	8.9%	108	5	4.6%	600	49	10.0%
Lesotho	Bicameral	May-12	120	32	26.7%	33	9	27.3%	153	41	26.0%
Madagascar	Bicameral	Sep-09	366	64	17.5%	164	20	12.2%	530	84	14.0%
Malawi	Unicameral	May-09	193	43	22.3%				193	43	22%
Mauritius	Unicameral	May-10	69	13	18.8%				69	13	19%
Mozambique	Unicameral	Oct-08	250	98	39.2%				250	98	39%
Namibia	Bicameral	Nov-09	78	19	24.4%	26	7	26.9%	104	26	25%
Seychelles	Unicameral	Sep-12	32	14	43.8%				32	14	44.0%
South Africa	Unicameral	Apr-09	400	169	42.3%				400	169	43.0%
Swaziland	Bicameral	Sep-08	66	9	13.6%	30	12	40.0%	96	21	22%
Tanzania	Unicameral	Oct-10	350	126	36.0%				350	126	31.0%
Zambia	Unicameral	Sep-11	157	18	11.5%				157	18	12%
Zimbabwe	Bicameral	Jun-08	214	32	15.0%	99	24	24.2%	313	56	16.0%

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; as has been achieved in Zimbabwe and Mauritius, to increase women's representation in decision-making positions. While this is ideal, it has not occurred fast enough and is often limited to either just the parliament or the local government level; and not both.

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. The table shows that there will be elections in ten more SADC countries between now and the end of 2015. Zimbabwe, Madagascar, Mozambique and Swaziland will have elections in late 2013. Botswana, Malawi, Mauritius, Namibia and South Africa will have elections in 2014. Tanzania will have elections in 2015. Projections, based on an assessment of electoral systems, quotas, and past trends (see comments in predictions table) show that at best the region will just fall short of the 30% target, but will not come close to achieving the 50% target.

However, the country breakdown shows that ten countries will achieve or exceed the 10% target, compared to five countries when the tracking started in 2009. South Africa may reach parity in its 2014 election, but currently only the African National Congress (ANC), its ruling party, has a voluntary quota of 50%. Seychelles has already achieved 45%. Other countries showing promise include: Namibia and Mozambique (PR systems and voluntary quotas); Zimbabwe and Tanzania (constitutional quotas); Mauritius, Malawi and Swaziland (where 50/50 campaigns are putting strong pressures on governments to adopt Constitutional or legislated quotas at the national level.

and projections for 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
	3125	**936**	**30.0%**	**460**	**88**	**19.1%**	**3585**	**1024**	**28.6%**	
	220	75	34.1%				220	75	34.1%	Women's representation fell from 39% to 33% in the 2012 elections.
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	5	4.6%	600	49	8.2%	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
Sep-13	366	70	19.1%	164	25	15.2%	530	95	17.9%	The new Constitution encourages but does not prescribe increased women's representation.
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 likely to be extended to national.
Oct-13	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-13	66	22	33.3%	30	12	40.0%	96	34	35.4%	Constitution provides for 30% in the event not achieved through elections
Oct-15	350	140	40.0%				350	140	40.0%	Constitutional quota of 30%, moves to increase this to 50%.
	157	18	11.5%				157	18	11.5%	Lobbying for affirmative action, but no election before 2015.
mid-13	270	90	33.3%	99	30	30.3%	369	120	32.5%	New Constitution ensures 22% seats of women in the national assembly.

Source: Gender Links Inter-parliamentary union website.

The two countries under the spotlight in the coming period are Madagascar and Swaziland. Madagascar's Independent National Electoral Commission of the Transition (CEFNI-T) has still not been able to confirm a date for the elections. However, legislative elections are planned for 25 September 2013 and local government elections are planned for 23 October 2013. Swaziland House of Assembly primary elections were expected on 24 August 2013. Both these elections present an opportunity to increase women's representation in governance. The 50/50 campaigns are intensifying in both countries.

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

	As at August 2012					Projections by May 2013			Comments
	Date of election	Total LG councilllors	Women in LG	% Women in LG	Date of next elections if before the end of 2015	Total LG councillors	Women in LG	% Women in LG	
Regional Average		**30488**	**7375**	**24%**		**31330**	**9053**	**29%**	
Botswana	2009	605	117	19%	Planned for 2014	605	140	23%	Election will take place after May 2014.
Lesotho	2011	1276	627	49%		1276	627	49%	Election after 2014.
Madagascar	2008	9608	579	6%	Planned for 2013	9608	1500	16%	Constitution encourages but does not prescribe women's increased representation
Malawi	Local government suspended				Planned for 2014	842	253	30%	National proportion is 21%, increased by 9% in the last election. Recently appointed a female president.
Mauritius	2012	1260	332	26%		1260	332	26%	Have a legislated quota of 30%.
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	150	46%	Legislated quota plus pressure
South Africa	2011	9090	3494	38%		9090	3494	38%	Election after 2015.
Swaziland	2008	469	84	18%	Planned for 2013	469	117	25%	Efforts underway to gain ground after losses in urban elections
Tanzania	2010	3477	1190	34%	Planned for 2015	3477	1400	40%	Pressure to raise Constitutional quota to 50%.
Zambia	2011	1382	85	6%		1382	85	6%	Election after 2015.
Zimbabwe	2008	1968	365	19%	July 2013	1968	492	25%	No constitutional quota at local level but considerable mobilising.

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

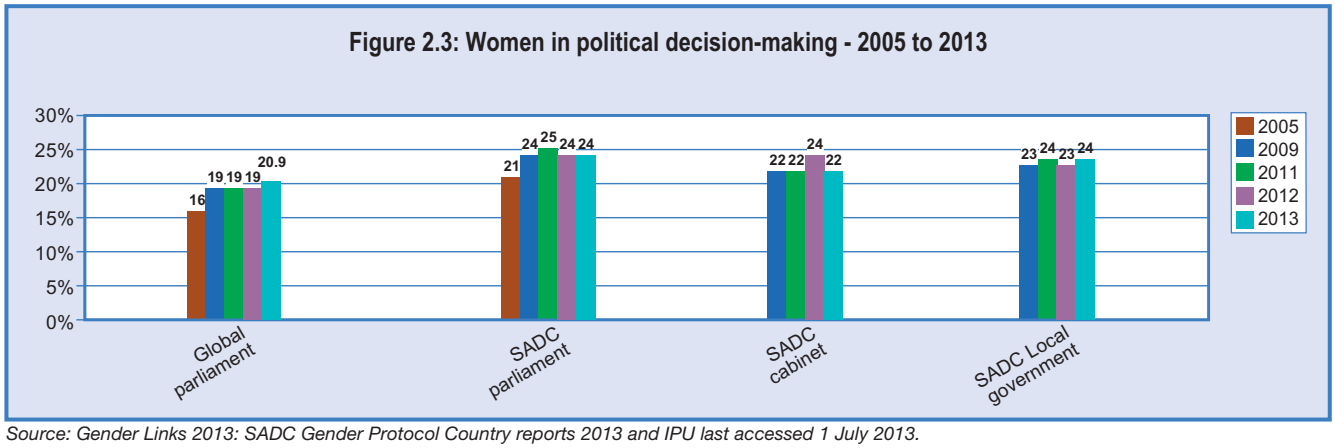
Table2.3 illustrates women's representation in local government as at July 2013 and provides projections to 2015. Data could not be obtained for Angola and DRC. Seychelles does not have elected local government. Eight countries will have local elections before the end of 2015 – Madagascar, Mozambique, Swaziland and Zimbabwe in 2013; Botswana and Malawi in 2014 and Namibia and Tanzania in 2015. A realistic assessment based on electoral system, quotas and past trends suggests that overall, the SADC region will just fall short of the original 30% target for women I local government, but fall far short of the 50% target. Lesotho (49%) will remain highest. However, six countries (compared to five at the start) will have achieved 30% or more of women in local government (Lesotho, Malawi Mozambique, Namibia, South Africa and Tanzania).

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.

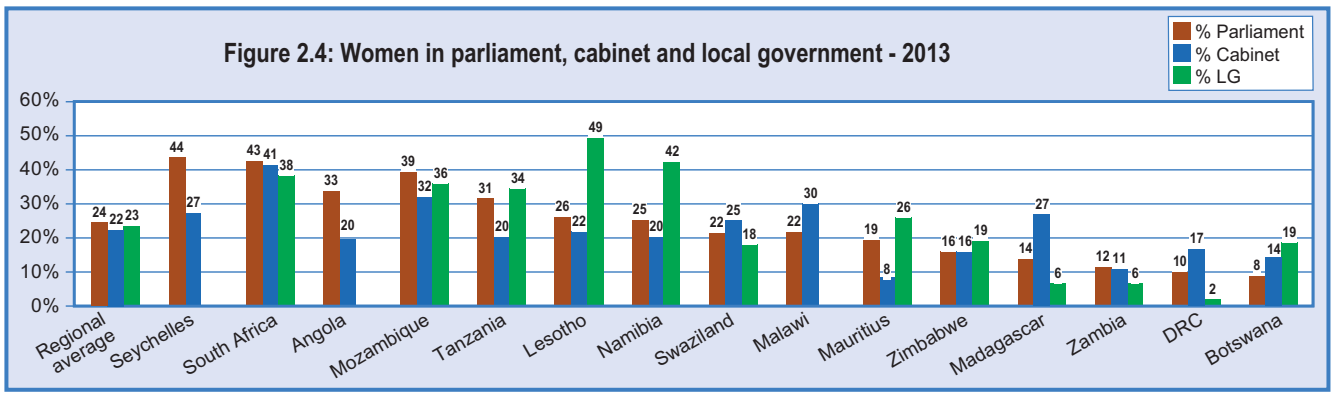
It further provides for Member States to ensure that all legislative and other measures are accompanied by public awareness campaigns which demonstrate the vital link between the equal representation and participation of women and men in decision making positions, democracy, good governance and citizen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



Source: Gender Links 2013: SADC Gender Protocol Country reports 2013 and IPU last accessed 1 July 2013.

Except for cabinet, representation in all three areas of political decision-making stayed the same last year: Women's representation in SADC parliaments remained the same as 2012 at 24%. While the proportion of women in parliament in Seychelles increased from 26% to 45% (albeit in a very small parliament), Angola experienced a six percentage point decrease from 39% to 33% following the recent elections. Local government experienced a marginal overall increase from 23% to 24%. This can be credited to Mauritius women's local government quota. The average representation of women in SADC cabinets decreased by two percentage points, from 24% to 22%.

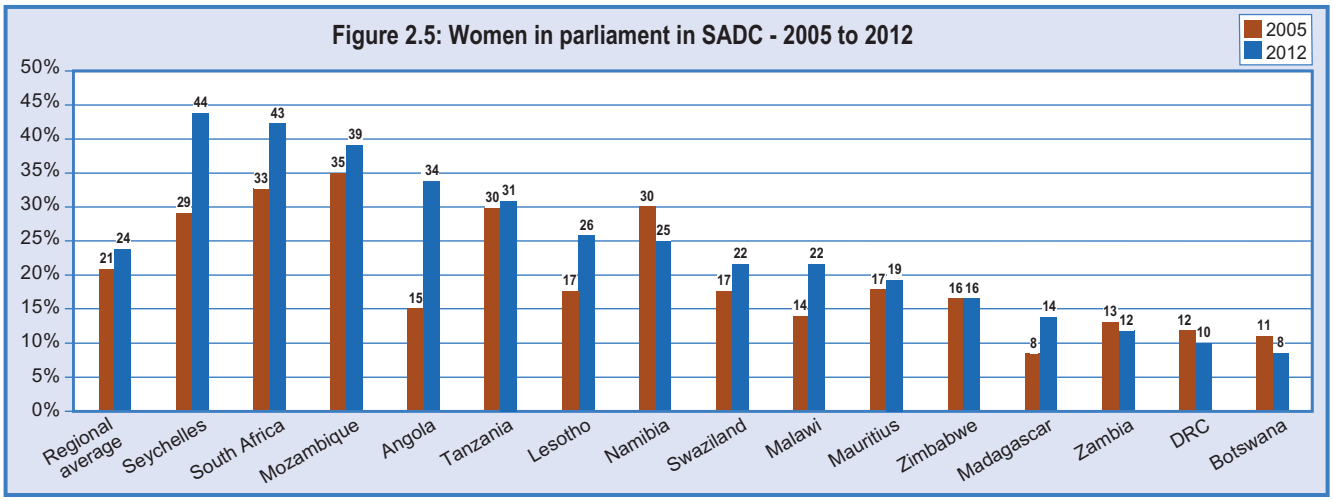
Women's political representation continues to progress faster than the global rate but not fast enough to reach the 2015 target: Since SADC adopted the 50% target in 2005, it has posited a 3% increase in women's representation in parliament, from 21% to 24%. The global average of women in parliament increased from 16% to 21% over the same period. By 2015, SADC women's representation in parliament is likely to increase to between 28%– 30%.



Source: Gender Links 2013, SADC Gender Protocol Country reports and IPU last accessed 1 July 2013

As in 2012, 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 maintains the most progress at the parliamentary level. Namibia and Lesotho perform well in local government but not so well in the other categories. Mauritius made a significant jump at local government level coming close to the 30% mark. DRC, Zambia and Zimbabwe are consistently poor performers at all levels.

Parliament



Source: Gender Links 2013, SADC Gender Protocol Country Reports 2013, IPU accessed 1 July 2013

Three 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 44%, Seychelles ranks highest in the region. Seychelles is also fifth in the world in this category. Two other countries, Mozambique and South Africa, have seen substantial increases between 2005 and 2012, bringing them close to or over 40%. However for Botswana, DRC, Zambia, Madagascar, Zimbabwe and Mauritius, women constitute 20% or less of parliamentarians.

Table 2.4: Global comparison of women in parliament by region

	2009 (%)	2010 (%)	2011 (%)	2012 (%)	2013 (%)
Region	**Both houses**	**Both houses**	**Both houses**	**Both houses**	**Both houses**
Nordic countries	40.8	40.8	40.8	42	42
Americas	20.5	22.9	22.5	23	24.8
SADC	24.7	24.1	24.6	24	24.3
Europe excluding Nordic countries	19.3	20	20.2	22	22.7
Sub-Saharan Africa (including SADC)	18.6	18.6	19.4	20	20.9
Asia	18.2	18.4	17.9	18	18.3
Arab States	9.1	8.8	10.7	13	13.8
Pacific	15.2	15.3	14.7	17	15.4
Global average	18.3	19	19.3	20	20.9

Source: www.ipu.org, 1July 2013

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 Sub-Saharan African averages of 21%. Table 2.4 shows that as a region, SADC comes third to the Nordic countries, just slightly behind the Americas. This is a backward shift to the second position held in 2012. However, SADC is still ahead of Europe and sub-Saharan Africa, and well ahead of the Asia and Pacific regions.



Local elections in Mauritius, December 2012. *Photo: Gender Links*

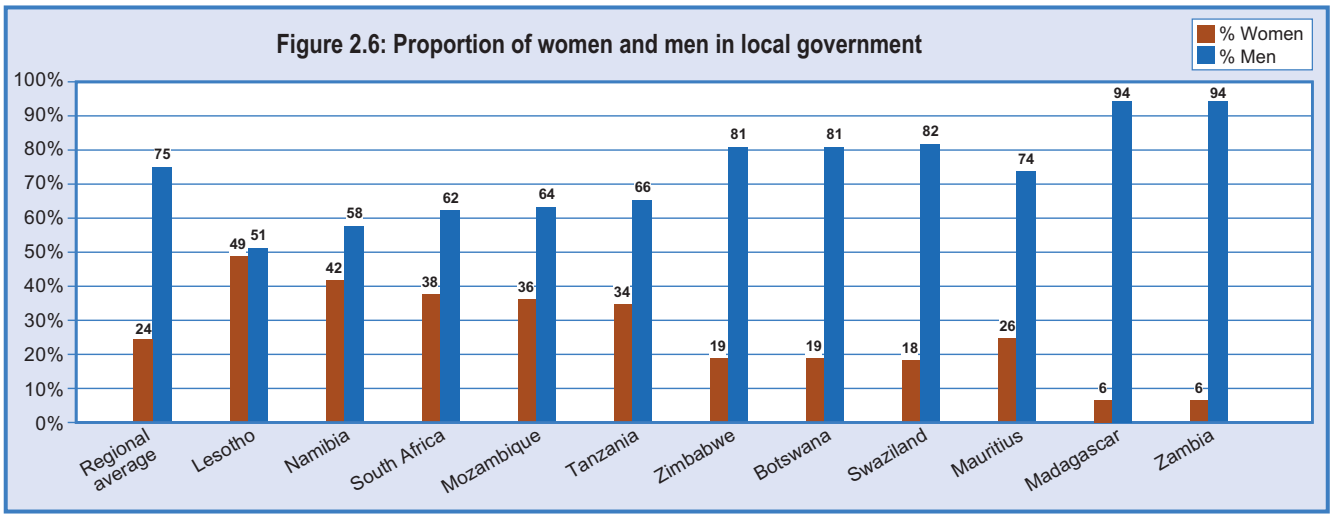
Table 2.5: Global and regional ranking of women parliamentarians															
Country	Women in lower or single houses (%)					Global rank					SADC rank				
	2009	2010	2011	2012	2013	2009	2010	2011	2012	2013	2009	2010	2011	2012	2013
Seychelles	23.5	23.5	24	45	43.8	41	43	42	5	5	7	7	7	1	1
South Africa	44.5	44.5	43	42	42.3	3	3	4	7	8	1	1	1	2	2
Mozambique	34.8	39.2	39.2	39	39.2	15	9	10	12	12	3	2	2	3	3
Tanzania	30.4	30.7	35	36	36	23	23	15	18	20	4	4	4	5	4
Angola	37.3	38.6	38.6	38.6	34.1	9	10	11	15	22	2	3	3	4	5
Lesotho	25	24.2	24.2	26	26.7	28	40	40	42	38	6	6	6	6	6
Namibia	26.9	26.9	25	25	24.4	21	32	39	45	47	5	5	5	7	7
Malawi	20.5	21.2	21.2	22	22.3	52	54	52	56	57	8	8	8	8	8
Mauritius	17.1	18.8	18.8	19	18.8	66	72	60	72	72	9	9	9	9	9
Madagascar			12.5	18	17.5			90	75	78			13	10	10
Zimbabwe	15.2	15	15	15	15	78	80	75	88	89	11	11	10	11	11
Swaziland	13.8	13.6	13.6	14	13.6	83	87	84	92	96	12	12	12	12	12
Zambia	16	15.2	15.2	12	11.5	77	79	81	103	107	10	10	11	13	13
DRC	8.4	7.7	8.4	8.9	8.9	108	110		114	117	14	14	15	14	14
Botswana	11.1	7.9	7.9	7.9	7.9	95	114	114	122	124	13	13	14	15	15

Source: www.ipu.org, accessed 1 July 2013

Globally SADC countries rank between five and 124 in terms of women's political representation. This is an overall decrease from 2012: Table 2.5 illustrates where SADC countries rank globally and relative to each other against 189 countries listed by the Inter-Parliamentary Union (IPU). The table shows that SADC countries range from fifth to 124th in the global ranking. With 44% women in parliament, Seychelles overtook South Africa in 2012 to head the SADC list, and place fifth in the global scale. South Africa has dropped to eighth (one down from 2012). These two countries are the only SADC states to remain in the top ten. Lesotho improved from 42nd to 38th position. Mauritius remains the same at 72nd position.

On the downhill are Tanzania dropping from 18th position to 20th; Angola from 15th to 22nd; Namibia, Malawi, Madagascar, Zimbabwe, Swaziland, Zambia and DRC also moved down the global scale. This shows that even as SADC countries inch forwards, across the globe there is a steady increase in numbers of countries reporting increased representation of women in parliament.

Local government



Source: Gender Links 2013.

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. These elections are now due to be held in 2014. 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 two countries (Madagascar, and Zambia) comprise just 6% of councillors. Five countries (Lesotho, Namibia, South Africa, Mozambique, and Tanzania) have achieved 30% or higher.

Forwards and backwards: Mauritius leaped from 6.4% to 26% women in local government. Women in urban councils in Swaziland slipped backwards from 18% to 14%; the final figures for local government will be established after the rural elections in 2013.

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	Movement for the Liberation of Angola (MPLA)	30% quota of women
Botswana	Botswana Democratic Party (BDP)	None
DRC	The People's Party for Reconstruction and Democracy (PPRD)	30% quota of women
	(Parti du Peuple pour la Reconstruction et la Démocratie (PPRD)	
Lesotho	Lesotho Congress for Democracy (LCD)	30% quota for women
Madagascar	Tiako Madagasikara	None
Malawi	United Democratic Front (UDF)	25% quota
Mauritius	Mauritius Labour Party (MLP)	None
Mozambique	Frente de Libertação de Moçambique; Mozambique Liberation Front (FRELIMO)	40% quota of women
Namibia	Southwest Africa People's Organisation (SWAPO)	50/50
Seychelles	Seychelles People's Progressive Front (SPPF)	None
South Africa	African National Congress (ANC)	50/50
Swaziland		Political parties do not contest seats in Parliament
Tanzania	Chama Cha Mapinduzi (CCM)	None
Zambia	The Patriotic Front (PF)	None
Zimbabwe	Zimbabwe African National Union – Patriotic Front (ZANU–PF)	30% and 50%
	Movement for Democratic Change – Tsvangirai (MDC T)	

Source: Gender Links 2013

Half of the ruling parties in SADC have adopted some form of quota: Table 2.6 shows that ruling parties in eight (slightly more than 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.

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.	Party buy-in	This can only deliver numbers if women are fielded in safe seats, which is often not the case.	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.	None	None	None	Tanzania	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
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.

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."

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.[3] 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. The chance of women being elected is even higher when the PR system works in concert with a quota.

Table 2.7 illustrates that there are two main types of electoral system employed in Southern Africa, PR and FPTP, 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. The table summarises the advantages and disadvantages of the various systems.

Table 2.8: Linking women's political participation to electoral systems and quotas in SADC parliaments

Country	% Women in Parliament	% Women in Cabinet	% Women in Local Government	Electoral System			Quota Upper House		Quota Lower House	
				FPTP	PR	MIXED	Legislated	Voluntary	Legislated	Voluntary
Seychelles	44	27				X				
South Africa	43	41	38		X			X		X
Angola	39	26			X			X		
Mozambique	39	32	36		X			X	X	
Tanzania	31	20	34	X			X		X	
Lesotho	26	22	49			X			X	
Namibia	25	20	42		X			X		X
Malawi	22	30		X						
Swaziland	22	25	18	X						
Mauritius	19	8	26			X			X	
Zimbabwe	16	16	19	X			X			
Madagascar	14	27	6	X						
Zambia	12	11	6	X						
DRC	10	17	2	X						
Botswana	8	14	16	X				X		X

Source: Gender Links and Inter Parliamentary Union website.

Table 2.8 maps the complex web of electoral systems, voluntary, constitutional and legislated quotas across Southern Africa, and the percentage of women in parliament, cabinet and local government in each.

Table 2.9 is based on calculations of the average representation of women in various countries categorised according to their electoral systems and the existence of quotas. The table shows that:

- In both local government (37%) and parliament (38%) countries with quotas have a far higher representation of women than those without (16% for parliament and 9% for local government).
- Consistent with global trends, countries with the PR system (38% for parliament and 37% for local government) have a much higher representation of women than the FPTP (15% for parliament and local government).

Table 2.9: Women's representation, quotas and electoral systems in SADC countries

	Parliament - % women	Local government - % women
All Countries - No Quotas	16%	9%
All Countries - With Quotas	38%	37%
All First Past The Post	15%	15%
First Past The Post - No quota	15%	9%
First Past The Post - With quota	N/A	31%
All PR	38%	37%
PR - No quota	25%	N/A
PR - With quota	39%	37%
All Mixed	33%	40%
Mixed - No quota	27%	N/A
Mixed - With quota	36%	40%

Source: Gender Links.

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

- Women's representation in the mixed system (33% for parliament and 40% for local government) is also much higher than the FPTP system.
- Using quotas in combination with the various electoral systems is key to increasing women's representation. For example, women comprise 9% of councilors in countries with a FPTP system and no quota, compared to 31% in countries with the FPTP system and quotas. Women in countries with a PR system and no quota comprise 25% of MPS, compared to 39% in countries with a PR system and quotas. Women in countries with a mixed system and quota comprise 36% of parliamentarians, compared to 27% in mixed systems with no quotas.
- Quotas used in combination with the PR system (39%) and mixed system (40%) yield the highest representation of women.

FPTP and no quota

Globally, countries with the FPTP system and no quota or special measures have the lowest representation of women. Table 2.8 shows that the majority of SADC countries (8 out of 15) have a FPTP system. 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. In the year under review, the urban elections in Swaziland are an example of a country with a FPTP system and no quota in which women's representation slid backwards.

FPTP and quota

Initially, of the eight countries with a FPTP system only Lesotho had tried instituting a legislated quota to increase women's representation at the local level. This involved one third of the seats being reserved for women in the 2006 elections. The quota resulted in 58% women (for a time, the only area of political decision-making in SADC in which women exceeded men. But as a result of the method proving unpopular, a delegation visited Tanzania, which is essentially a mixed system, since the seats reserved for women are distributed on a PR bases (see mixed systems later in this chapter). Lesotho made use of this system in 2011. This resulted in the proportion of women declining to 49%, but yielded an acceptable compromise on the nature of the quota.

The success of Mauritius in increasing women's representation from 6% to 26% in one election at local level in December 2012 is significant because this is the first time in the SADC region that a quota has been applied in the FPTP system *without seats being reserved for women.* The only way to get such a quota to work is to field women in safe seats, and build their capacity to be able to run successfully for office.

Mauritius: Making quotas work in elections and beyond



On the face of it, Mauritius is one of the most solid and vibrant democracies in Southern Africa. The multi-cultural Indian Ocean Island of just over one million people has had an elected Parliament for over a hundred years, and local government of one form or another for over two hundred and fifty years. Yet until recently, women have been glaringly missing from politics in Mauritius. In the 2009 national elections, women's representation in parliament rose from 5.6% to 19%. Before the December 2012 local elections, women comprised a mere 6.4% of all councillors.

Mauritius is one of two countries, the other being Botswana, that are yet to sign the SADC Gender Protocol (SGP). Mauritius has reservations about signing the Protocol because its Constitution did not allow for affirmative action or positive discrimination. The main problem lay in Article Five of the SGP, which provides for affirmative action and special measures to increase women's representation and participation in decision-making positions. The graphic summarises the strategies and processes that have gradually prized the door open, making way for change.

Strategy and tactics – a gender neutral quota: Following months of lobbying and advocacy documented in the 2012 Barometer, Government amended the Constitution in to allow for a gender-neutral quota to quell potential opposition and backlash. The Local Government Act requires at least 30% of either sex to be candidates on all party lists. Minister of Local government Louis Hervé Aimeé declared: "2012 was a landmark year with regard to the advancement of women in politics in my country. When I presented the Bill in the National Assembly, there was very little objection from any quarter, be it religious or social, and certainly not political, as the opposition voted with the government in Parliament to ensure that a Constitutional amendment, brought by the Prime Minister, was passed at the same time as the main legislation, guaranteeing the changes. This was necessary to ensure that any potential legal challenge to the changes could be dealt with swiftly."

Finding women candidates: Gender Links, Women in Networking (WIN) and gender activists took to the streets to find women candidates. Barriers cited by women included financial, family, lack of confidence

Protocol @ work

and multiple roles. Conducting campaigns at night; lack of transport as well as some women being illiterate were also major constraints. GL reached across all parties to give substance to the 30% women candidate provision. In 2010 to 2012, Gender Links embarked on a series of training programmes on Media Literacy and Leadership Skills for Women in Politics.

Profile and participation: Ministers and gender activists financed workshops in six localities of Mauritius. GL trained 182 women. Ministers and high level officials opened the workshops and committed themselves to make space for women, to encourage them to stand as candidates in the local elections. Councillors also helped by engaging with participants on how Councils work. GL partnered with other NGOs such as Women in Politics a branch of Women in Networking to maximise impact.



Participants interacting with facilitators during the mock council interview in Grand Port District Council, Mauritius. *Photo: Ghirish Singh Abdhoosee*

Delivering results: When elections came in December 2012, women won 36% of the seats in the municipal, and 26% in village elections to give an overall proportion of 26% - four times the previous level. In Grand Port where there were no women on the Council there are now 3 women out of a total of 28: two of them trained by Gender Links. Quatre Bornes now has a majority of women councillors (53%) compared to 17% in 2005. In Curepipe, the proportion of women increased from 4% to 47%. From second lowest, Mauritius now occupies sixth position in SADC region after Lesotho (48%), Namibia (42%), South Africa (38%), Mozambique (36%) and Tanzania (34%).

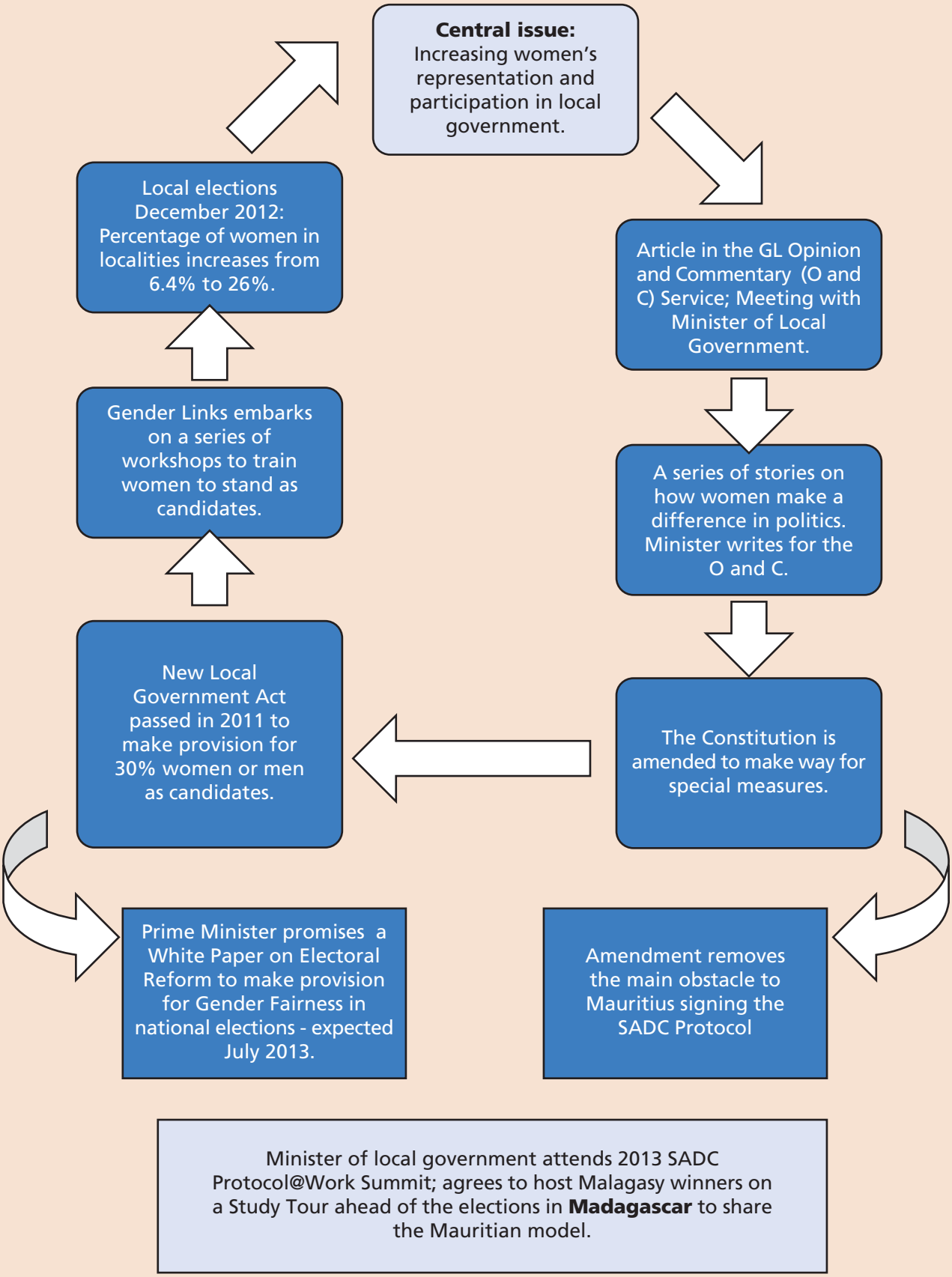
What distinguishes the Mauritian elections from others in the region is that parties had to field one third either women or men, but with no guaranteed or reserved seats for them. The danger with such an arrangement is that voters can decide not to vote for women – however many stand as candidates. "What is unique about these elections is that voters affirmed women candidates," said GL CEO Colleen Lowe Morna. "This reflects a high degree of mobilisation, conscientisation and political commitment by all." Cehl Meeah, a Member of Parliament and leader of the Mauritian Solidarity Front (FSM), commented at a political meeting at Vallée Pitot on 27 November: "Citizens are moving away from such blatant stereotypes towards a more affirming position that women make a difference in politics by voting for them."

Country	2005		2012			
	No. women stood	No. won (Women)	No. women stood	No. won (Women)	Total No. of Councillors	% Women Councillors
Municipal	44	16	98	32	90	36
Villages	398	97	1177	300	1170	26
Total	442	113	1275	332	1260	26

Parliament next? Soon after parliament approved the local government act, Prime Minister Navin Ramgoolan announced that there would soon be major electoral reform for the general elections. He said this would radically change the electoral system for the next parliamentary elections scheduled for 2015 the deadline for achieving the SADC Gender Protocol targets and MDG 3. Mauritius has national elections in 2014.

Paving the way for Mauritius to sign the SADC Gender Protocol? In his keynote address at the SADC Gender Protocol Summit in April 2013, Minister Aimeé again raised hopes when he said: "Since Mauritius amended its Constitution so that parliament could pass the 2011 Local Government Act, by allowing a gender-neutral quota in local elections, this has opened the door for the country to change its mind about signing." Soon after member of the opposition Lysie Ribot asked the Prime Minister "whether he is aware that Mauritius is among the two only countries that have not signed the SADC Protocol on Gender and Development which advocates gender parity in political decision-making." The Prime Minister replied: "I cannot sign it because it will go against our Constitution, here, in Mauritius. Once we have done the amendment that we need to do, then there will be no problem for me to sign it."

Sharing with Madagascar: In 2013, as part of the ongoing learning cycle that culminated in the 12 country and regional SADC Protocol@Work summit, GL is arranging study visits for prize winners. After hearing about Mauritius' success in increasing women's political participation at the local level, Madagascar winners expressed interest in going on a study visit to Mauritius as Madagascar is due to have elections later this year. Minister Aimee immediately responded positively to the request. The study visit is scheduled to take place in September 2013.


Central issue: Increasing women's representation and participation in local government.
Article in the GL Opinion and Commentary (O and C) Service; Meeting with Minister of Local Government.
A series of stories on how women make a difference in politics. Minister writes for the O and C.
The Constitution is amended to make way for special measures.
Amendment removes the main obstacle to Mauritius signing the SADC Protocol
Prime Minister promises a White Paper on Electoral Reform to make provision for Gender Fairness in national elections - expected July 2013.
New Local Government Act passed in 2011 to make provision for 30% women or men as candidates.
Gender Links embarks on a series of workshops to train women to stand as candidates.
Local elections December 2012: Percentage of women in localities increases from 6.4% to 26%.
Minister of local government attends 2013 SADC Protocol@Work Summit; agrees to host Malagasy winners on a Study Tour ahead of the elections in **Madagascar** to share the Mauritian model.

Women regress in urban local elections in Swaziland



Gender activists have called on the Government of Swaziland to institute a legislated quota to increase the representation of women in all areas of politics and decision-making following the urban local elections in late 2012.

The Swaziland Constitution aims to achieve 30% women in decision-making, while the SADC Protocol on Gender and Development that the country ratified in September 2012 stipulates a target of 50% by 2015. There are however no legislative measures in place to ensure that the target is achieved.

Swazis went to the polls on 3 November 2012 to vote for councilors in urban local government authorities. This resulted in a mere 10 women (14%) compared to 59 men (86%). Women constituted 19% of urban councilors in the 2008 elections. Rural local elections and national elections will be held at the same time in 2013.

Melusi Hlanze, the Local Government Electoral Officer in the Ministry of Housing and Urban Development expressed disappointment at the result but said that hope is not lost as the country will have national elections in 2013. He added that there is need to identify the key indicators why women are failing to participate in political decision-making.

Sixty-nine wards of municipal councils, town boards and town councils participated in the elections. The two municipal councils are Manzini and Mbabane; Matsapha, Ezulwini, Nhlangano, Siteki and Piggs Peak are town councils; and Hlathikulu, Ngwenya, Lavumisa and Mankayane are town boards.

Ezulwini Municipality achieved gender parity with three women - Gwen Hadfield, Bongiwe Mbigo and Nokuthula Mthembu and three men, Mmeli Mabuza, George Falcomer and Hlengizwe Ndzabakelwako. Men won all the seats in Lavumisa, Mankayane, Mbabane, Piggs Peak and Siteki local authorities.

Makhosazane Shongwe is the only woman who secured a seat in the four-person Ngwenya Town Board. "I will represent Enkulu at the town board. It is a semi-urban dwelling area lagging behind in development. The major challenge is housing, I have to work with the board to ensure that decent houses are built, the lives of people are improved and women have access to the houses," said Shongwe.

Commenting on her re-election, Shongwe expressed gratitude for the support all female candidates received from the 50/50 campaign. "I attended the women in politics training in Manzini. I acquired skills on how to campaign in my ward. I became very confident to speak to both women and men and convince them to vote for me", she added.

Gender Links Swaziland, the Deputy Prime Minister's (DPM) Gender and Family Issues Unit (GFIU), the Ministry of Housing and Urban Development, the Swaziland Local Government Association (SWALGA) and the Alliance of Mayors Initiative for Community Action on AIDS at the Local Level (AMICAALL) formed a partnership to launch the campaign.

"It is sad that women lost in the election, further reducing the percentage of women in urban local government. The percentage is way below the target in the SADC Gender Protocol," commented Nonhlanhla Dlamini, then Director of GFIU in the DPM's office. Dlamini attributed this failure to patriarchy. "Our society still views women as minors and incapable to lead. Women have to work extra hard to prove that they can be leaders," said Dlamini.

Nontobeko Dlamini, the youngest female candidate (26 years) to stand in this election for Ward Three in Siteki lost to Mvila Dlamini. "Voter apathy in my ward affected my chance to unseat my opponent who has been in council since 1992," she said.

According to the Ministry of Housing and Urban Development, 19 800 Swazis registered to vote, 11 792 (60%) men and 8008 (40%) women. The partners involved in the 50/ 50 campaign in Swaziland have pledged to intensify the campaign ahead of the 2013 elections. Evidence from the region demonstrates the key importance of quotas in increasing women's representation in political decision-making. This underpins GL's urgent call for use of affirmative action in the appointment of councilors now, and legislated quotas in the future.



Journalists exchange ideas at the Gender, Elections and the Media workshop; Mbabane; Swaziland. *Photo:Thandokuhle Dlamini*

Voluntary and legislated quotas in the PR system

Four SADC countries have a PR system – South Africa, Namibia, Mozambique and Angola. This system is popular in post-conflict countries because it is more inclusive of small political parties. In all four countries, the ruling parties have adopted voluntary quotas. The African National Congress (ANC) became the first party in the region to adopt a 50/50 (and largely implement) quota for local and national elections in 2006 and 2009 respectively. Namibia is the only country with a PR system that has a legislated quota (but only at local level). The 2012 Barometer reported on mounting pressure in South Africa and Namibia for legislated quotas ahead of elections in 2014. As these advocacy efforts continue, Namibia scored an important goal with the adoption of a 50/50 quota by the South West African Peoples Organisation (SWAPO) at its June 2013 Congress.



Photo: Google images

SWAPO adopts 50/50 quota at its June 2013 Congress

The Swapo Party Women's Council (SPWC) has welcomed the ruling party's decision to implement a 50/50 gender quota, which will see more females occupying positions power. This means that in future, all party structures from section to branch, regional and national levels will at least have half of all available positions reserved for women. The resolution comes into effect on 26 August, Heroes' Day.

The party's Secretary for International Affairs, Netumbo Nandi-Ndaitwah, said the decision was "long overdue" since three congresses have passed without implementing the resolution that was first taken at Swapo's 2002 congress.

"We have done what was supposed to be done. I congratulate everyone who was involved," Nandi-Ndaitwah, who is also the Minister of Foreign Affairs, said. She described the decision to finally implement the 50/50 representation of women as "a journey from Tanganyika to Swakopmund".

Although the Swapo Party Women's Council was created in 1970 at a meeting held in the then Tanganyika, the party's male veterans like Vinia Ndadi and Kanana Hishoono were among those who represented women at international events. Hishoono told The Namibian that some men who attended these events to represent women used words like "we the Namibian women in Swapo".

Speaking at a media conference SPWC secretary Petrina Haingura said this would allow the party's women to "play an equal role in the development of Namibia, as they have fought on an equal footing with their male counterparts".

She said the party's decision at a recent extraordinary congress held in Swakopmund, showed that there was an acknowledgement of the role played by women in the liberation struggle.

Haingura said the SPWC was established in 1970 with the main objective of working towards the achievement of gender equality and ensuring their full participation in the emancipation of the country. She said women would be campaigning to ensure that no party structure was dominated by one particular gender. Commenting further on the gender quota: "This achievement is not only for Swapo and the SPWC, but it is a benefit for Namibia as a whole and indicates that Swapo is compliant with the SADC (Southern African Development Community) Protocol on Gender and Development that calls for 50/50 representation of both women and men at all decision-making levels in local government, cabinet and senior positions in government by 2015."

She said studies have shown that increased gender equality is a good investment in the future and that evidence from a range of countries show that women are taking greater control of household finances across the world.

Women Council secretary Petrina Haingura described her feelings about the outcome of the congress as "going crazy" and "so excited". She said they will continue to educate women aspire to career politics "not to be afraid of joining the industry".

"This is an achievement for women worldwide. The constitutional amendment clearly indicates the political commitment from the leadership," said the Vice-Chairperson of the National Council, Margaret Mensah-Williams. "The next government and parliament will portray equal representation because I am confident that we as Swapo, will retain a two thirds majority and this will pave the way for a female. (*Adapted from the Namibia, June 24 and Namibian Sun, July 4).*

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Legislated quotas and mixed system



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 law to the mixed system used in Tanzania. This offers key lessons for other countries in the region, most of which have a FPTP system. Zimbabwe is the latest country with a FPTP system to adopt the Tanzania model of allocating additional seats to women on a PR basis.

Zimbabwe: Women guaranteed one fifth of parliamentary seats



Half full or half empty? Ideally, Zimbabwean women would have wanted a 50% quota, applicable to all areas of decision-making, in the new Constitution that formed the basis of the 2013 elections. But the provisions mark a break with the past, and provide a basis for the door to be prized open further in the future.

Article 124 of the new Constitution provides that for the life of the first two parliaments an additional 60 women, six from each of the ten provinces of Zimbabwe shall be elected on a proportional representation (PR) basis to the 270 existing National Assembly seats that are open to both women and men. This guarantees women 22% of the seats in parliament through the PR provision.

Although the PR provision does not apply to local government, Article 17 b I states, "both genders are equally represented in all institutions and agencies of government at every level", giving scope for this to be taken up in legislation in the future.

But for the elections scheduled on 31 July 2013, the quota did not extend to local government, and this hinders a substantial gain for women in the elections. This is unfortunate because local government councilors occupy the tier of administration closest to citizens.

Women politicians have also pointed out that the 60 reserved seats pose a catch 22 for women. In theory, women can compete for the constituency seats as well. However, in the run-up to the stiffly contested July elections, women noted that men tended to be fielded in the "safe" consistituencies, based on the argument that women are guaranteed seats through the special PR allocation for women.

Many women liken this to party leaderships' tendency to relegate female politicians to the women's wings of the political parties. Some female politicians even feel marginalised because for them the reserved seats have just become another "women's league."

Nelson Chamisa, spokesperson for the main opposition party, Movement for Democratic Change (MDC), has assured people that the party strongly believes in affirmative action and the advancement of women in all decisions making positions. However, the MDC primary election processes yielded very low numbers of women candidates, the majority of which are clearly located in ZANU PF strongholds.

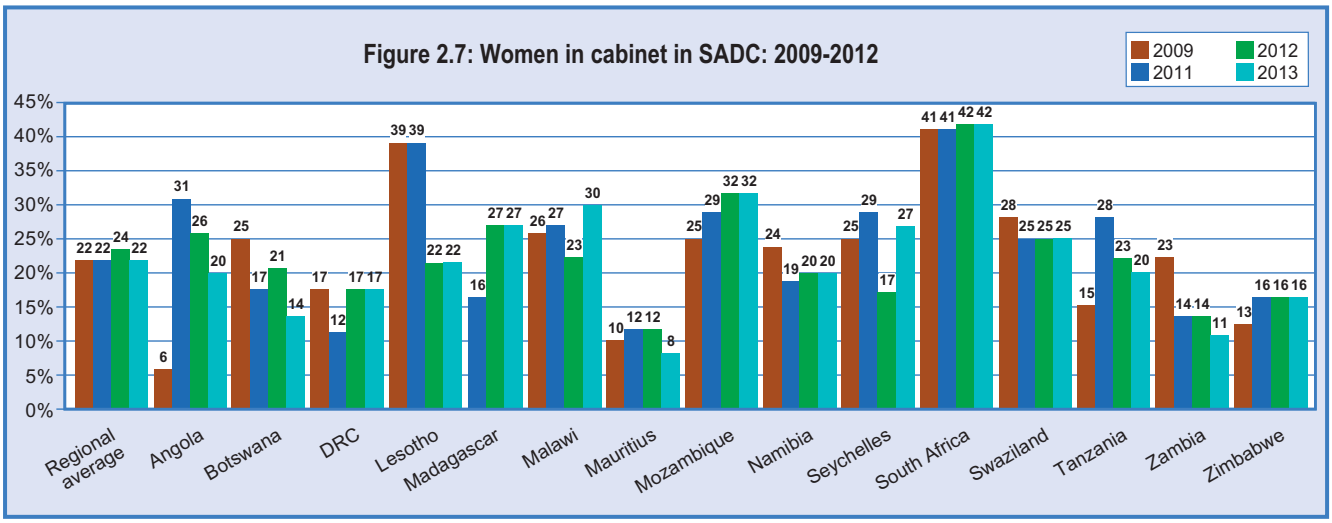
According to a recent report by *NewsdzeZimbabwe*, "ZANU- PF row over female quotas", party members allegedly rejected a proposition by the Women's League for quotas arguing that the party cannot afford to have "weak" candidates, as this would compromise their a victory. Globally, it is common in constituency- based electoral systems for political parties to field male candidates in "safe" constituencies.

Women's League Vice President and Second Secretary, also Zimbabwe Deputy President Joice Mujuru has since urged women to vote for the party's female candidates, "The challenge we have is meeting the required number of women candidates...let us not be used by men, because elections divide us in a bid to serve the interests of male candidates," said Mujuru.

Other political factions have also attempted to argue that women's lack of equal representation in public office is because women simply do not want to support other women. A recent national attitudes survey conducted by the Afrobarometer found that 83% of women agreed that women should have the same chance of being elected to public office.

In the face of opposition, activists and women's organisations have heightened efforts to ensure more women make it to parliament. Women in Politics Support Unit (WiPSU) launched the "Vote for a Woman" campaign ahead of the presidential elections. The campaign aims to help the country achieve 50% representation of women in decision-making by 2015. This is in line with the SADC Gender and Development Protocol which Zimbabwe has signed and ratified. *(Adapted from an article for the GL Opinion and Commentary Service written by Tstsi Mhlanga, WIPSU, June 2013).*

Cabinet



Source: Gender Links 2013.

Women's representation in cabinet decreased from 24% to 22% in 2013: 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. Despite the political lip service paid to 50/50 campaigns, the region overall experienced a two percentage point drop in women's representation in cabinet between 2012 and July 2013. The largest decline took place in Angola (from 26% to 20% in 2013). The proportion of women in cabinet in Botswana shifted from 21% in 2012 to 14% in 2013; in Mauritius from 12% to 8%; in Tanzania from 23% to 20% and in Zambia from 14% to 11%.

But there have been some positive developments: Malawi moved upwards seven percentage points from 23% to 30% in 2012 following the inauguration of the region's first female president, Joyce Banda. Seychelles also moved up from 17% in 2012 to 27% in 2013.



South Africa leads the way in ensuring that women are deployed in a diverse range of portfolios in cabinet. Following the July 2013 cabinet reshuffle, women constitute 42% of all ministers – the highest in the region. Table 2.10 shows that women head ministries that are heavily male dominated in other parts of the world. These include agriculture; communications; defence; energy; home affairs; human settlements; foreign affairs; labour; mineral resources; public services; transport and water.

Table 2.10: Ministries led by women in South Africa

Ministry Portfolio	Minister
Agriculture, Forestry and Fisheries	T Joemat Pettersson
Basic Education	M A Motshekga
Defence and Military Veterans	N N Mapisa Nqakula
Energy	E D Peters
Home Affairs	G N M Pandor
Human Settlements	Connie September
International Relations and Cooperation	M E Nkoana-Mashabane
Labour	M Oliphant
Mineral Resources	S Shabungu
Public Service and Administration	L N Sisulu
Social Development	B O Dlamini
Transport	D Peters
Water and Environmental Affairs	B E Molewa
Women, Children and People with Disabilities	L Xingwana

Source: www.gov.za , July 2013.

During the second term of former President Thabo Mbeki (2004 to 2008) Phumzile Mlambo-Ngcuka became the first woman to hold the post of Deputy President. Under the brief caretaker presidency of Kgalema Montlanthe in 2008-2009, Baleka Mbete served as the Deputy President of South Africa. Prior to this position, she served as the Speaker of Parliament.

UNWOMEN's Phumzile Mlambo-Ngcuka will surely make a plan!



Getting into things: Phumzile Mlambo-Ngcuka during her tenure as Minister of Minerals and Energy.
Photo: South Africa Government and Communication Services

A South African newspaper once voted the former Director of Public Prosecutions Bulelani Ngcuka newsmaker of the year and his wife - then minister of mines Phumzile Mlambo-Ngcuka - the person you'd most like to invite to dinner. She's a great conversationalist for sure, but as the UN and (belatedly) South Africa has discovered, the former deputy president is so much more!

In July 2013 she resurfaced from a long "hibernation" (she went back to school) following the fall of President Thabo Mbeki in 2008, as the new head of UNWOMEN, trouncing a long list of hopefuls to replace former Chilean President Michelle Bachelet. African women have welcomed her appointment because it places the continent centre-stage, and ushers in a leader with a track record on women's rights, especially economic empowerment.

Armed with the belief that what works for women in good for the nation, Mlambo-Ngcuka has left a gender footprint in all her posts. As Deputy Minister of Trade and Industry she created the South African Women Entrepreneurs Network, and Technology for Women in Business (TWIB) Award. In mining, she championed the "Broad Based Socio Economic Empowerment Charter for the South African Mining Industry" now commonly referred to as simply the Mining Charter. From a zero starting point, the Charter sets a "baseline" target of ten percent women employed in mining over five years and 26% of ownership of mining industry assets by historically disadvantaged South Africans in ten years. Further provisions cover procurement and beneficiation. Mlambo-Ngcuka established women's associations both in mining and energy.

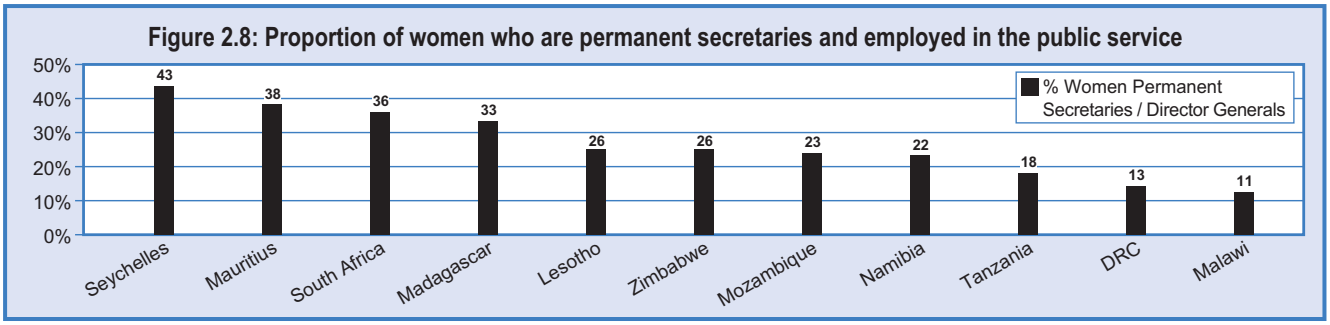
As deputy president, Mlambo-Ngcuka drove the Accelerated and Shared Growth Initiative of South Africa (ASGISA), holding special consultations with women to ensure they got a piece of the action. A keen supporter of gender initiatives in the Southern African Development Community (SADC) region, Mlambo-Ngcuka gave the key note address at the recent SADC Gender Protocol @Work summit.

Easy going, reflective and self-effacing, Mlambo-Ngcuka remembers going on a game drive following a meeting of the President's Business Council, and wondering what she would do if she got mauled. She consoled herself with the thought that no lion's den could be worse than politics. Once in the ring you have to play the game: as she puts it: "in a position of power you must exercise power."

The well- presented 57 year old will need all the power she can to keep moving the UN boys club down the road to modernity, together with its motley crew of 192 nations, including one or two where women hold *no* positions of power. "This whole thing of empowerment of women is really not a "cute" thing as sometimes people make it out," she says. "It is fundamental for survival of normal society. I cannot imagine a government without women."

Those who have worked closely with Mlambo-Ngcuka confirm that she does not regard the empowerment of women as a mere frill. CEO of Mujoli Resources Nonkqubela Mazwai, who worked as a consultant at the Ministry of Minerals and Energy, verifying that the requirements of the Mining Charter were being met, says Mlambo-Ngcuka never compromised on the ten percent stake for women. She recalls a case in which a businessman asked the then minister what she expected him to do: bring a busload of women, with no skills and experience, and add them to his company? Looking back at him with a straight face, but exuding her usual charm Mlambo-Ngcuka responded: "I am sure we can make a plan." - *(Adapted from an article written by GL CEO Colleen Lowe Morna for City Press).*

The public service



Source: Gender Links 2013, from country reports.

There is scant data on public service and wide variations continue: The most complete set of data that could be assembled concerns the administrative heads of government departments, known as permanent secretaries in most countries, and director generals in South Africa. As reflected in Figure 2.8, Seychelles (43%) has come closet to achieving parity. South Africa, Mauritius and Namibia have surpassed 30%. However, women constitute less than one fifth of administrative heads in Tanzania, DRC and Malawi.

Zimbabwe: Women power in the Kweke City Council



In a move to increase women's participation at local government, Kwekwe City Council is main-streaming gender in recruitment, selection and promotion practices. The process set out to promote equality, efficiency and effectiveness, and also to improve transparency in the local government system as well as an open and democratic society. It is also the aim of this process to raise awareness of the gender impact of policies, and to highlight the gap between policy and what is obtaining in practice on the ground. Another aim is to make local government and communities accountable to gender equality, bring about changes to policies and programmes that promote gender equality, and gender-sensitive development.



Strategising: Councillor Queenly Chitopo, Kwekwe City Council, Zimbabwe.
Photo: Tapiwa Zvaraya

Kweke is one of 150 councils in the SADC region that have joined the Centres of Excellence for Gender in Local Government. The process of mainstreaming gender in Kwekwe City Council targeted women through the use of affirmative action measures. The target is to attain 50/50 representation between men and women in the council structures (including policy-makers, heads of departments, assistant heads of departments, middle managers, supervisors and at the shop floor level).

The council embarked on gender-specific programmes in areas such as recruitment, selection, placement and training directed specifically at women. The council adopted the local government association gender policy and is currently crafting its own. Kwekwe has officially appoints a Gender Focal Person.

Level	No women	Total	% Women
Senior manager	8	20	40%
Middle managers	60	75	80%
Professional	80	92	87%

The table shows that Kwekwe has almost achieved the parity target at senior management level and exceeded the target at middle and professional levels. Influential positions such as Director of Finance, Director of Health Services and Director of Central Administration (Chamber Secretary) are occupied by women. In terms of training and development, there are more women than men on council-sponsored studies.

Several policies have been redesigned to make them gender-aware. These include the housing policy, conditions of service, the procurement policy, and vegetable market stands allocation policy. The council is also working on a draft affirmative action policy, with a view to adopting it once it is finalised.

The council also decided to schedule its meetings on days and times that are convenient for women to attend. This involved, for instance, avoiding having meetings in the evenings because this would discourage women from attending, and avoiding scheduling meetings on Thursdays most women would go for baby clinics or *kuchina* (women's church gatherings). These measures were undertaken with a view to encouraging women to attend council meetings and to participate in matters that directly affect them.

Participation and responsiveness

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.

DRC: Men promoting gender equality

This project addresses men's commitment to the promotion and defence of women's rights, contained in several legal instruments (both national and international) which have been ratified by the DRC. These include the Southern Africa Development Community (SADC) Protocol on Gender and Development, adopted in August 2008.

Speaking on behalf of *Action Contre les Violations des Droits des Personnes (DRC) ACVDP (Action Against Human Rights Violation)* at the DRC and regional SADC Gender Protocol@Work summit, Crispin Kobolongo Kongunde said the process seeks to ensure that 50% of all decision-making positions in public and private sectors are taken up by women, through affirmative action where necessary. It also seeks to review, amend or abrogate all discriminatory provisions, to abolish women's minority status, and ensure that women and men participate on an equal basis in the formulation and application of economic policies.

The primary target group includes men and young boys. Implementation of the project involved preparatory meetings, identification of men committed to the promotion and defence of woman's rights, the organisation of gender and development information days, the organisation of sessions of awareness on and popularisation of both national and international legal instruments, including the SADC protocol, and then setting up a woman's rights promotion and defence committee. This was followed by activity monitoring and evaluation, and writing reports.

The main output is participation in debates on the issue, and the different contributions made by participants.



ACVDP poster showing a demonstration for gender equality
Image provided by ACVDP

Outcomes include the involvement of men in the fight against gender inequalities, the observance of woman's rights, respect for gender at all levels of life, and a change in behaviour in favour of gender parity. The project has shown that gender is not just a women's but a community concern.

Challenges include a lack of understanding of the SADC protocol's mechanism, women's ignorance of their rights, and lack of women's participation in debates on gender. The notion of gender in DRC and the national and international legal instruments for the protection of the women are not known to the public at large, and are difficult to apply. The majority of women in the DRC are not aware of their rights.

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.

Involving men

There is a growing men- for-change movement in the region, however so far this has focused mainly on GBV. The SADC Protocol@Work summit featured an interesting case study from the DRC of a civil society initiative to involve men in the 50/50 campaign.

Madagascar: Training women councillors for political participation



In preparation for elections expected to take place in 2013, the National Council of Malagasy Women has been training potential candidates for local elections. Speaking at the national and regional SADC Gender Protocol@Work summits, Ranoromalala Lantoharitiana said the training emphasised the SADC Gender Protocol objectives.

Women constitute 4% of mayors and 6% of councillors in Madagascar. The reason is fear, a lack of confidence, ignorance of the responsibilities involved, customs, tradition, and stereotypes. Some political parties do not give room for women's participation, and no law or strategy is in place to determine quotas for women's participation in elections. Women are often not ready to be candidates and have financial constraints.

The project started in April 2012 with the drafting of a common strategy for gender mainstreaming. This emphasised that women play an important role in the elections (before, during, and after), and especially in conflict resolution and maintaining peace.



Testing the waters during the transition: Women members of the Madagascar Transitional Council. *Photo: Razanadratefa Zotonantenaina*

This transition period is an opportunity for women to get ready to face the next elections and to support women candidates. The primary beneficiaries are women running for the local council elections, including their associations, and any citizen who would like to be an independent candidate. The project produced a guide book, which explains how to become a candidate, planning and preparation before, during and after elections, the qualities of a candidate, the scope of work of an elected official, and responsibilities of a mayor and councillors.

When writing the guide book, project facilitators had had to address issues of illiteracy. The guide book is user-friendly, and women voters are requested to help explain it to potential candidates. Local council teams often resisted the 50/50 presentations by asking: "Are you, women, then going to take our place?"

Some people still believe that gender is only about women's affairs. The core of the training focused on the fact that gender equality means the equal participation of both men and women in development.

In the first evaluation, 426 people (54% women) were surveyed about women's participation in decision-making. 250 (51%) said that women's participation in decision-making is needed, and identified various types of support required. This informed the first edition of the guide book, training, sensitisation and the exchange of ideas. In a second evaluation following project completion, 92% of the 426 people surveyed agreed that women's participation in decision-making is needed. 180 women indicated a willingness to stand for elections.

South Africa: From the margins to the mainstream



It's December 10 2012, the closing day of the Sixteen Days of Activism campaign in South Africa. Maureen Magubane and Zandile Sibiya are busy farmers and senior executives in the Women in Rural Development (WARD) network in KwaZulu-Natal. But they would not miss this day for anything to support the Minister of Women, Children and People with Disability Lulu Xingwana as she launches South Africa's first National Gender Based Violence Council.

In her former role as Minister of Agriculture Xingwana "found" these two women and many like them, pulling them in from the margins into mainstream economic life in South Africa.

Once a farm hand, Magubane now coordinates a co-operative of 40 families on a 853 hectare former white owned farm in the most rural of South Africa's provinces. In 2009, she won the national female Entrepreneur of the Year Award. Sibiya has risen from a teacher earning R65 000 a year to a sugar farmer running a family business with a R7 million a year turn over.

WARD – Xingwana's brainchild - has a membership of over 8000 in the province. Commenting on the minister's initiative that has brought a sea of changes to the lives of many women in the province, Sibiya says: "I have never seen such a person with the passion to work with women, especially rural women: that love and support."



GL Services Manager Mukayi Makaya talks to Maureen Magubane. *Photo: Colleen Lowe Morna*

Magubane adds: "If you see where I come from you would not believe this is me. I come from the deep rural areas, where there is no newspaper. (Minister Xingwana) got me from there. Without women like her we would never be where we are today. I am very proud of her.I would like her to be the president!"

Both women are beneficiaries of South Africa's carefully considered land resettlement scheme run on a willing buyer, willing seller basis, and of a Ministry of Agriculture that has made it a point to ensure that women benefit. Before Xingwana became Minister of Agriculture, Thoko Didiza, a strong women's rights activist, held the post. Tina Joemat-Petterson, also a woman, is currently Minister of Agriculture.

For Magubane, who has gone from being farm worker to farm manager, this proved to be a tumultuous experience: the former white owner of the farm left with reluctance and disdain for those being resettled, the poor farm workers who had served him in the past. "It was a long fight. We were in all the newspapers," she says. Sibiya, on the other hand, had an empathetic transition. The government provided a deposit and soft loan, and the former owner "served as a mentor; he was very keen to help with skills transfer."

Both women have embraced new learning. In 2008, Magubane went on a government-sponsored tour to Japan where she learned about the One Village, One Product initiative. She started the One home, One garden project on the farm. "From farm worker to farm manager - what can I say? As a manger, I have had to learn to do a lot of paper work. I knew the job but now see the other side, the business side." Recently, the co-operative has successfully tendered to provide schools with indigenous chickens and baked goods. "I have never doubted my own ability," reflects Magubane. "I have always believed that as a woman I will make it."

Sibiya started off with a 163 hectare farm that she runs with her family. This has since grown to 193 hectares. Government advice and extension services have made it possible for her to join the predominantly white and male sugar barons in the province. In addition to technical skills, she says she has "gained the confidence and skills to negotiate, to express myself in such a way that the next person can understand."

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.



Capacity building: Local Action to End Gender Based Violence in Savanne District, Mauritius. *Photo: Ghirish Abdhosee*

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 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 sensitise 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.

Changing lives through service delivery

South Africa's Minister of Women, Children and Persons with Disability Lulu Xingwana insists: "It doesn't matter how many women we have in Parliament, how many women we have in Cabinet, as long as our women in the rural areas, and our women in the informal settlements remain poor, we cannot say we have achieved. South Africa is two worlds in one. The majority of our women have high levels of illiteracy. They do not have access to resources. They have been left out of Black Economic Empowerment initiatives." Xingwana has personally sought to make the link between policy and practise in her various portfolios. *(see case study on page 90)*



Getting ready for elections: Mozambican delegation at the SADC Protocol@Work Summit. *Photo: Colleen Lowe Morna*

Next steps

With two years to go until 2015, best estimates are that the SADC region might just achieve the 30%, but not the 50% target for women in political decision-making. This, however, depends on a concerted effort to capitalise on the ten elections coming up at national level, and eight at local level. 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. Some governments, for example Mauritius, have walked the talk, working their way around Constitutional and other constraints to ensure a rapid increase in women's representation. Others, for example Swaziland, have failed to do so. *With only two years to go, the time has come to name, shame and take action!*

- ***Women's access to political decision-making requires special measures:*** The 2013 Barometer presents evidence for the first time that electoral systems and quotas make a huge difference to women's political representation. The research shows conclusively that women are best represented in countries with the PR and mixed system, especially where these are combined with quotas. The Mauritius local government example shows that quotas *can* be combined with the FPTP system to produce results, as long as there is the necessary mobilising and training. The Tanzania model, adopted by Zimbabwe, shows that a mixed system can also be used to rapidly increase women's political participation.

- ***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 accessible 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.

- ***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 political decision-making. The SADC Gender Protocol refers to all areas of decision-making. Certain sectors that have escaped scrutiny need to come 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



Building a better future through education. *Photo: Ntolo Lekau*

KEY POINTS

- Education is one of the better performance areas among SADC member states, but this varies between countries. Less than half the fifteen SADC states have achieved the gender parity targets at each of the three levels - primary, secondary and tertiary.
- With the exception of Lesotho and Seychelles, women in Southern Africa have lower literacy levels than men.
- Six 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.
- The regional average Southern Africa Gender and Development Index (SGDI) score for education is 94% compared to the regional Citizen Score Card (CSC) score of 69%.
- The SGDI has gone up by one percentage point since the inception of this index. On the other hand the CSC has increased by 15 percentage points, showing an increasingly positive perception among citizens.
- However, education is the only sector in which citizens in all countries score their governments tougher than the SGDI.
- The difference between the empirical score and citizen perception score underlines many qualitative challenges such as gender biases in curriculum and GBV in schools.
- 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.

Trends table - Education						
	2009	2010	2011	2012	2013	Target 2015
PRIMARY EDUCATION						
No. of countries that have achieved 50% girls or more at primary level	5	5	6	5	6	15
Country with highest percentage of girls at primary school	Lesotho (51%)	Lesotho (51%)	Lesotho (51%)	Lesotho (51%)	Botswana, Malawi, Seychelles, South Africa, Tanzania, Zimbabwe. (50%)	50%
Country with lowest percentage of girls at primary school	DRC (45%)	DRC (45%)	DRC (45%)	DRC (46%)	DRC (46%)	50%
SECONDARY EDUCATION						
No. of countries that achieved 50% girls or more at secondary level	6	6	6	6	6	50%
Country with highest percentage of girls at secondary school	Lesotho (56%)	Lesotho (56%)	Lesotho (56%)	Lesotho (56%)	Lesotho (57%)	50%
Country with lowest percentage of girls at secondary school	DRC (36%)	DRC (36%)	DRC (36%)	DRC (36%)	DRC (36%)	
TERTIARY EDUCATION						
No. of countries that have achieved 50% young women or more at tertiary level	7	7	7	7	6	15
Country with highest percentage of young women at tertiary level	Seychelles (57%)	Seychelles (57%)	Mauritius (61%)	Mauritius (61%)	Mauritius (61%)	50%
Country with lowest percentage of young women at tertiary level	DRC (26%)	DRC (26%)	DRC (26%)	DRC (26%)	Tanzania (26%)	50%
SCORES						
SGDI			93	94	94	100%
CSC	65	65	55	63	69	100%

In the years following the Dakar World Conference on Education for All in 2000, countries and development agencies vigorously stepped up their investments in education, focusing on those countries with the lowest primary school enrolment rates and where inequalities in access and retention appeared to be the most resistant to change. As a result, millions more girls of primary school age enrolled in primary education around the world.[1] In July 2013, United Nations education activist Malala Yousafzai, who survived a brutal attack by the Taliban on her way to school declared: "One child, one teacher, one pen and one book can change the world. Education is the only solution."



Catch them young: Children reading at the Mbabane family day in Swaziland.
Photo: Thandokuhle Dlamini

Education is one of the areas in which SADC countries have made tremendous strides. But as the trends table shows, there are still key gaps, and big differences between countries. So far, six of the 15 SADC countries (Botswana, Malawi, Seychelles, South Africa, Swaziland, Tanzania and Zimbabwe) have achieved 50% or more girls in primary education. This is just an increase of one country over the four-year period. DRC, with 46% girls in primary education, has consistently come lowest.

Six countries (Botswana, Lesotho, Namibia, Seychelles, South Africa and Swaziland) have 50% or more young women in secondary school; this is one country less than before (Tanzania slipped from parity to 46% women in secondary education in the period under review). Lesotho, with 57% young women in secondary school, has consistently been the highest and DRC (36% young women in secondary school) consistently the lowest.

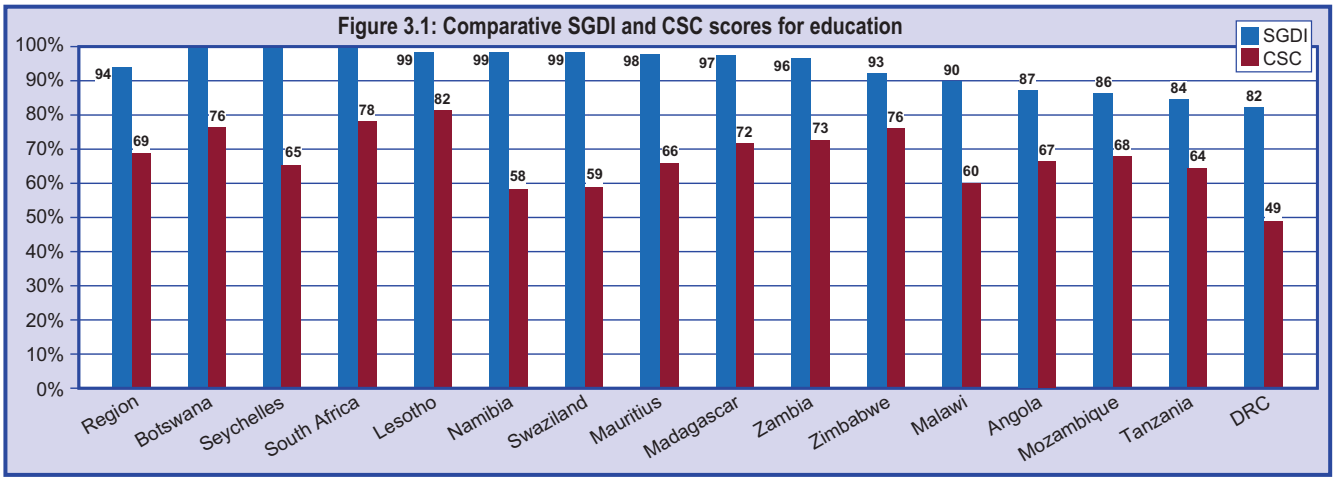
[1] UNESCO 2012: From Access to Equality: Empowering Girls and Women through Literacy and Secondary Education.

Interestingly, six SADC countries now have a higher proportion of young women than men in tertiary education[2]. These are Botswana, Mauritius, Namibia, South Africa, Swaziland and Zambia. Mauritius (61% women at tertiary level) has overtaken Seychelles (57%) to become the country with the highest proportion of women at this level. The DRC, with 26% women at tertiary level, has the lowest proportion of women in tertiary education.

The SADC Gender and Development Index (SGDI) is a composite measure of the empirical data on primary, secondary and tertiary education levels. It does not, however, cover aspects such as gender biases in curriculum; the gendered dimension of subject and career choices, school dropout rates as well as gender violence in schools. The Citizen Score Card covers how citizens perceive progress on gender in education. This is not a quantitative measure, but it does take into account those areas not covered by the SGDI.

The regional average SGDI score has in the past 3 years moved a percentage point up from 93% in 2012 to 94% in 2013. This is a clear demonstration of efforts by SADC member states to reach the 2015 target of equal enrolment of boys and girls at all level. This is the highest score achieved in any one of the six sectors measured by the SGDI. These scores show that education is definitely one of the rapidly improving areas in the region. While the SGDI has not moved much since 2011 the Citizen Score Card (CSC) has, in the past two years, gained 14 percentage points from 55% in 2011 to 69% in 2013. This shows that citizen perspectives on education are generally more positive than in the past.

Figure 3.1: Comparative SGDI and CSC scores for education



Source: Gender Links.

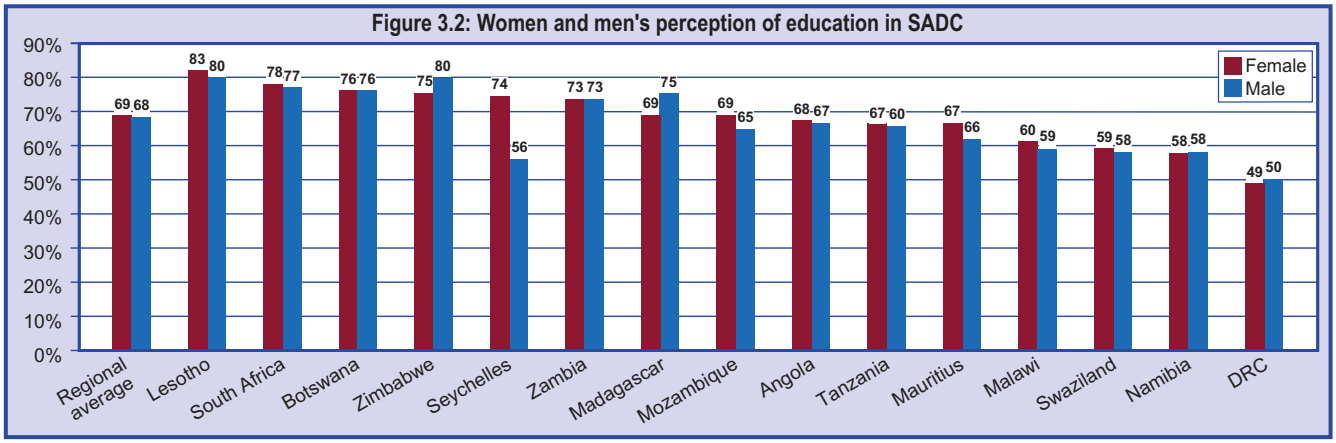
With the 2015 deadline for achieving the targets of the SADC Gender Protocol fast approaching, Figure 3.1 shows that nine member states - Botswana, Seychelles, South Africa, Lesotho, Namibia, Swaziland, Mauritius, Madagascar and Zambia - have attained a score above 95%.

Botswana, Seychelles and South Africa achieved full marks. Three countries, Lesotho, Namibia and Swaziland missed full marks by only one percentage point at 99%. Even the lower ranked countries are not too far away from top scores, with only four countries achieving less than 90% and the lowest ranked being the DRC at 82%. DRC has made a significant improvement from 71% in 2011 to 82% in 2013.

However, as illustrated in Figure 3.1, which compares the SGDI and CSC scores, the CSC of 69% is much lower than the SGDI score of 94%.

Education is the only sector where citizens in all the 15 SADC countries have given lower scores compared to the SGDI. For example, the conservative mountain kingdom of Swaziland is rated the second highest countries according to the SGDI at 99%, yet among the three lowest ranked CSC countries at 59%. At 82%, Lesotho achieved the highest citizen score, but this is much lower than its SGDI score of 99%. This reflects the several less obvious gender gaps that still exist and need to be addressed.

[2] Seychelles was the seventh in the past, but data could not be verified.



Source: Gender Links.

Figure 3.2 compares the perceptions of women and men on education across the region. Overall, at 69%, women are slightly more positive than men (68%). This is generally the case across the region, except Zimbabwe and Madagascar, where men score governments higher than women. Seychelles has the biggest gap in gender perceptions, with women scoring their government 74% compared to 56% in the case of men.

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[3].

The lives of millions of girls worldwide are moulded by multiple layers of disadvantage - formed by poverty, social-economic status, cultural attitudes and expectations, social norms, ethnicity and geographical location. Inequalities in access to secondary education are especially prominent for girls from low-income and impoverished families, those living in isolated geographical areas and those who are pressured into dropping out by family obligations, early marriage, domestic work, discrimination, violence, non-ownership of assets or disability.[4]

Education is a key priority for most SADC Member States. At the global level 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. SADC countries generally allocate a substantial proportion of money to education. There are 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 gender issues are mainstreamed in education activities and strategies." The Malawi government allocated 20% of its national budget to education in 2010/ 2011.

Gender equality is a fundamental principle of the global Education for All (EFA) campaign launched in 2000. Gender inequality in education is a basic human right. It is also essential to achieving sustainable development. In our increasingly globalised world, the societies that succeed best will be those which guarantee women and girls equal access to education, thereby giving them the skills and the opportunities to develop their talents and interests, so they can contribute to building stronger and more resilient communities.

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

[3] Education for all Global Monitoring Report 2011.
[4] UNESCO.2012.Advocacy brief: Removing Gender Barriers to Literacy for Women and Girls in Asia and the Pacific. Bangkok: UNESCO.

stereotyping in curriculum, career choices, professions and budgetary allocations is a telling indicator of the likelihood of other 2015 targets.



Overcrowded classes in the rural areas Zambia. *Photo: Albert Ngosa*

Education also links closely to such provisions as gender parity in decision-making and sexual and reproductive health. When women and girls are empowered through education, societies benefit at all levels. The benefits extend beyond improvements in economic development to areas such as public health. Multiple studies have shown a strong correlation between educating women and girls and higher maternal and child life expectancy, as well as improvements in child and family health and nutrition. Educating a girl greatly reduces the chance that her children will die before the age of five. In many countries, having a mother with secondary or higher education more than halves the risk of child mortality compared to having a mother with no education. Girls and women who are educated are far more likely to immunise their children, and their children are less likely to be malnourished.[6]

Education is also an important part of aspiring government officers 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.

Beyond statistics

The analysis of the SGDI and CSC scores shows that in the SADC countries, attention needs to shift to ensure retention and improve quality of education: one of the critical factors affecting the development and learning achievement of young people today.

Key determinants of the quality of education include teaching qualifications, the availability of adequate educational resources, a supportive learning environment, and suitable access to basic services in instructional settings (e.g. sanitation, clean water and electricity)[7].

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.

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.

[6] UNESCO.2012.From Access to equality: Empowering Girls and Women through Literacy and Secondary Education.
[7] UIS Information bulletin no. 9 (2012).

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	93	80	62	67	67	81	85	91	41	70	88	89	95	94	87	91	86	88	67	79	61	72	94	96
Enrolment																														
Primary school	46	54	50	50	46	54	49	51	49	51	50	50	49	51	47	53	49	51	50	50	50	50	48	52	50	50	49	51	50	50
Secondary school	44	56	52	48	36	64	57	43	49	51	45	55	48	52	44	56	53	47	50	50	55	45	50	50	44	56	45	55	46	54
Tertiary level	40	60	53	47	n/a	n/a	n/a	n/a	48	52	40	60	61	39	38	62	53	47	n/a	n/a	58	42	51	49	32	68	52	48	42	58
Vocational and technical	n/a	n/a	39	61	61	39	52	48	38	62	35	65	24	76	31	69	69	31	n/a	n/a	n/a	n/a	54	46	45	55	n/a	n/a	36	64

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 enrollment), 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



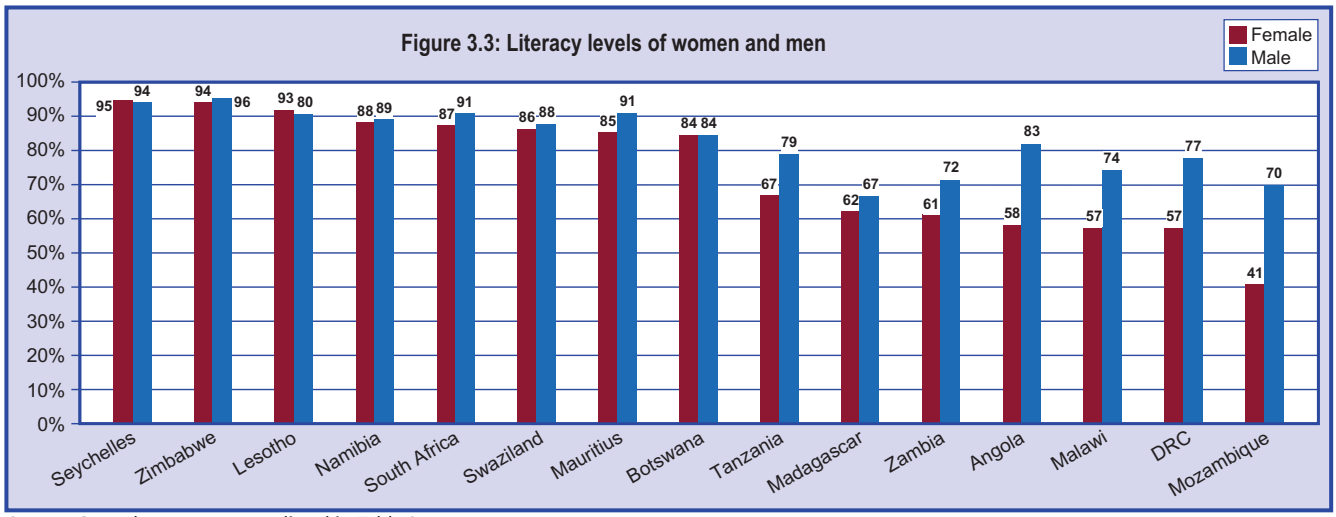
It's never to late to learn - Senior citizens in Lesotho being taught basic computer lessons by Gender Links staff. *Photo: Ntolo Lekau*

The SGP 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. Seychelles, Zimbabwe and Lesotho have the highest literacy levels overall.

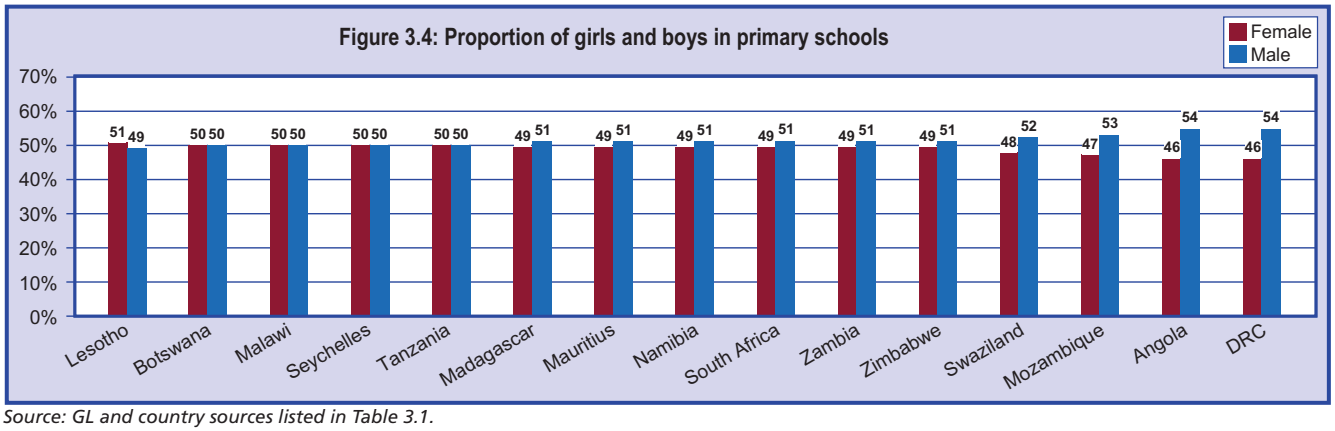
There have been some improvements in countries with low literacy levels according to latest data: For example, although Seychelles and Lesotho have remained the only two countries in the region where the literacy levels for women are higher than men, notable gains have been recorded in the DRC and Mozambique. Mozambique's literacy level has in the last four years gone up from 33% to 41% for women, and 57% to 70% for men. Similarly, literacy levels in DRC have gone up from 54% to 57% for women, and 77% to 81% for men.

But six countries still register serious gender gaps: 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%).

The *African Economist* magazine in July 2012 released new statistics for literacy across the continent. Eight SADC countries made it into the top 15. Leading the list is Zimbabwe - the only country in the continent having attained a score above 90% - followed by South Africa, Namibia, Lesotho, Mauritius, Swaziland, Botswana and Zambia, all with a score above 80%. The rates are based on the most common definition of literacy - the ability to read and write at the age of 15 and above. As the countdown to 2015 gains momentum, such data will go a long way in assisting advocacy campaigns around gender equality and education.



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 since 2009, 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. Botswana, Malawi, Seychelles Tanzania, South Africa and Zimbabwe have all reached parity and will meet MDG 2 of achieving universal primary education by 2015. Mozambique, Angola and DRC still register the widest gaps, with girls 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 pregnant, contract HIV and AIDS or suffer from fistula.

Primary school Net Enrolment Rate (NER) for Malawi has gone up by five percentage points from 80% in 2005 to 85% in 2011. At least 85% of the children aged six to thirteen years are enrolled in primary school in Malawi. The NER is higher amongst girls (87%) than among boys (85%)[8].

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 in 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, which 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 schools for children with special needs[9].



Most children from poor families in Madagascar and the rest of the region cannot afford school uniforms. *Photo: Zotonantenaina Razanadratefa*

8 2013 Malawi SADC Gender Protocol Barometer.
9 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.

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 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.

Namibia: Making sure children go to school in Namibia



Although education is free and compulsory in Namibia, a lot of children have been deprived of formal schooling at primary level two decades after independence because parents cannot afford development funds. Dorka Shikongo, a gender activist from Okahandja in April 2013 presented a case study at the SADC Gender Protocol Summit in Johannesburg on how she mobilised women in her area to stand up for their children's rights to become literate citizens.

Although the Namibian Constitution (Article 20) clearly states that primary education is compulsory and will be provided free of charge, this is not the case in Namibia.

Learners were being sent home because of non-payment, and many dropped out of school. Some had never sat in a classroom.

Speaking on behalf of the Okahandja Self Empowered Women for Action, Shikongo noted: "During March 2010, I noticed some school age children roaming around in the Okahandja settlement areas namely Oshetu 1, 2, 3 and Saamstaan. I took my time and did house to house visits only to find out that parents don't know their Constitution. Every house I visited I read Article 20 to them but they could not believe what was written there in black and white. Most of the women in this area are unemployed, some illiterate and so they were scared to confront the Namibian Government. I considered it my obligation to mobilise my fellow women to take control of their destiny."



One woman's campaign: Dorka Shikongo. *Photo: Gender Links*

Shikongo has made use of Article 4 (Constitutional Rights), and Article 14 (Gender Equality in Education) of the SGP in her campaign. Key actions include meetings with local schools principals; parent's involvement; dialogue between the Mayor of Okahandja and the community; dialogue amongst the school circuit Inspector, Regional Councillor and the community. Some women who lived at the dumpsite looked for other alternatives to support their children.

Parents who could not previously afford the school fees had their children admitted for free, using the campaign slogan: *free education at last!*

Through this intervention, women in Okahandja are now equipped with information that they were not aware of before, such as their children's right to free primary education. The number of children at the dumpsite has been reduced.

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.

Lesotho recorded the highest number of out-of-school children at 20%. 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.[10] Currently, more than a million primary school aged children are not attending school.

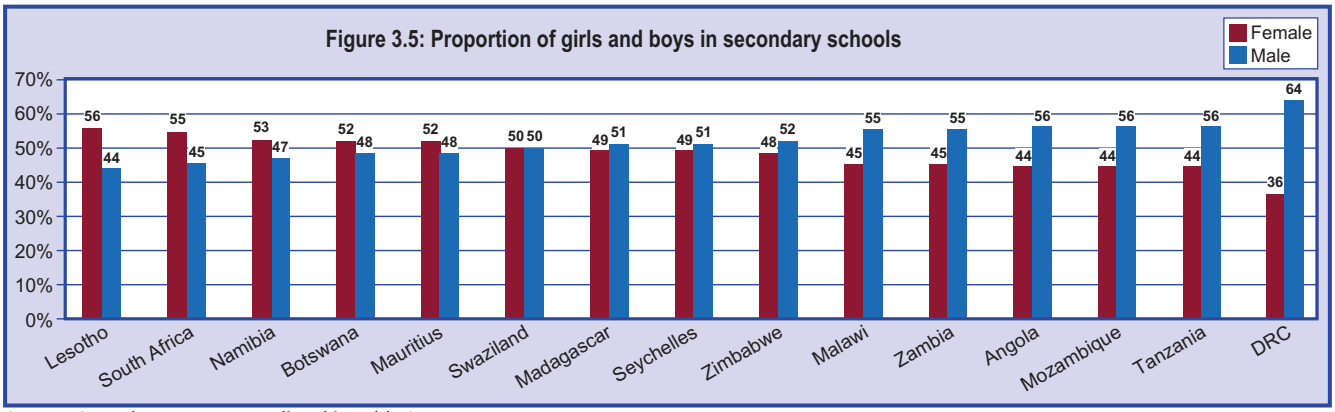
Disparities between enrolment in rural and urban areas: According to a study carried out by UNESCO in

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

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% of primary school-aged boys and girls attend primary school, and many children repeat classes - leading to more overcrowding.[11]

Secondary school



Source: GL and country sources listed in Table 3.1.

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 (57% girls) because of boys herding cattle. South Africa, Namibia, Botswana and Mauritius have slightly more girls than boys, which is consistent with demographics. Seychelles and Swaziland have 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.

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 onto the girl. Recent studies carried out in Tanzania show that an average of 3600 schoolgirls drop out of school annually due to pregnancies. In the last five years 18000 girls dropped out of school due to pregnancy.[12]

[12] The Guardian March 5,2012.



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.[13] 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.[14] Any pregnant student is allowed to attend school, including after delivery.



Swaziland: Although there is almost gender parity at all levels of education, at secondary school more girls drop out than boys. Studies have indicated that most girls drop out of school due to pregnancy which happens even at lower primary school. According to the Annual Education Census Statistics Report of 2011, pupils leave primary education for a variety of reasons including family reasons (1496), absconding (1452) and pregnancy (122). The drop-out at primary due to pregnancy is worrying because it may mean that girl children engage in unprotected sex as early as primary school, or that they are sexually abused thus exposing them to early pregnancy and HIV infection.

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."

The policy does not provide for reintegration of a girl pupil who falls pregnant. This rule places the immediate discipline of a pregnant child on the head teacher by permitting the head teacher to suspend the girl from attending school. According to the Ministry of Education, most teenage girls do not deliver their babies in hospitals. These girls are stigmatised and ridiculed, and often expelled from school or forced to drop out. Such marginalisation has also led to a wave of child dumping. Sexual abuse of female students by male teachers is also prevalent.

The perceived need for cell phones, cash and fancy cars fuels the 'sugar daddies' syndrome. Increasing numbers of girls have become involved in commercial sex work. Girls between ages 10 and 15 are in demand as domestic workers, thus making it easier for them to be withdrawn from school. The Minister of Education recently announced that pregnant girls will be allowed to continue with their education and informed head teachers not to expel them. But most Swazi people, including gender activists, do not support girls staying in school when they fall pregnant.



Zambia: The re-entry policy allows pupils who fall pregnant to return to school. However the number re-admitted after dropping out due to pregnancy is declining. A review by the Ministry of Education in 2010 found that some educational providers are unaware of the re-entry policy. In some instances girls who returned after giving birth faced hostility from school administrators and fellow pupils. The review said that some argue the policy is counterproductive in that pupils get pregnant knowing they will be re-admitted (Ministry of Education, 2010).



Young women stay in school in Chibombo, Zambia.
Photo: Colleen Lowe Morna

Statistics from **Malawi** also show fewer girls than boys in secondary school. **Early marriage** is a serious problem; most girls marry before reaching form four. The Ministry of Gender has embarked on a campaign to ensure the marriage age is 18. UNICEF has also been central as far as girl-child education is concerned. A number of interventions have included calls to end child marriages as they are an obstacle to girls education in Malawi (see Chapter One: Constitutional and Legal Rights).



[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.

Mauritius: Sanitary pads generate income, keep girls at school



Up to 30% of the children in Petite Butte and Cite Patate on the island of Rodrigues (part of Mauritius) are school dropouts. Those girls who still attend school have a high rate of absenteeism during their menstrual cycle, a situation that puts them at a disadvantage compared to their male counterparts. Girls cannot pay attention under these conditions.

Proper menstrual hygiene management is one of the most important and basic, but unfortunately neglected, aspects of feminine health. Article 25 of the International Declaration of Human Rights states that all persons have the right to an adequate standard of living for themselves and their families. This includes food, clothing, housing, medical care and necessary social services, and motherhood and childhood are entitled to special care and assistance.



Anooradah Pooran.
Photo: Gender Links

At the SADC Gender Protocol @Work summit in Mauritius and the subsequent regional summit in Johannesburg, *Anooradah Pooran, President, Association Pour L'Education des Enfants Defavorisés* (APEDED), shared a unique project to empower poor women, and keep girl children in school, through manufacturing sanitary ware.

Most of the women in Petite Butte and Cite Patate are single mothers, and are currently living in extreme poverty. Women in this area use old cloth and rags instead of clean sanitary pads during menstruation. These women do not have enough money to spend on sanitary pads, and use old cloth instead. Children and women are suffering from many diseases, mainly due to the living conditions. To reduce the spread of diseases among young girls and women, the first step should be to establish a clean, hygienic living environment for everyone. The vulnerable and the poor are not always able to maintain cleanliness during menstruation. This is sometimes due to a lack of awareness among them, but mainly due to their economic inability to adopt better but more expensive options. Different types of sanitary napkins are available, but they are not affordable to the poor. If the use of hygienic sanitary napkins could be initiated among the rural women and girls at low cost, then the spread of different diseases could be arrested or minimised among them, and girls attending schools would be better able to concentrate at school.

Many adolescents have reported that using a handkerchief was really difficult because it couldn't hold blood for a long time, and tended to leak. This meant that they could not concentrate in class because they were worried about soiling their uniform and being gossiped about in the class. At times they had improvised, making their own pads by taking tissues and putting them between the handkerchiefs so as to prevent leakage, but the bulk was very uncomfortable and it shifted from one position to another. This limited their movement in school, and they were afraid that it would fall down and that they would be laughed at by the other students.

For girls who are menstruating, these problems are compounded by cultural taboos around menstruation. As a result, many girls miss on average four days of school every month which is over a month in a year. This means that they fall behind in class and sometimes drop out of school altogether. This is an added challenge to the already existing problems that lead to the high dropout rate of female students in primary and secondary schools.

Following a survey, poor and vulnerable women agreed on manufacturing low-cost sanitary pads of direct benefit to the adolescent girls attending school, enhancing self-esteem and school performance. The process started with the establishment of a project implementation committee, followed by start-up of the project, administrative and banking procedures, the purchase of equipment, machinery, raw materials and supplies, and a sensitisation campaign on health issues and personal hygiene. This was followed by training of women, distribution of sanitary pads in school, production of low-cost sanitary pads, and marketing and selling of the low-cost sanitary pads. There will be 150 immediate beneficiaries, including vulnerable schoolgirls, school dropouts, and twelve unemployed women of the region Petite Butte and Cite Patate. In order to build up the self-esteem of school-going girls, it is proposed to distribute free sanitary kit as a short term action.

Main outputs will include the sensitisation of vulnerable schoolgirls, school dropouts, and poor women regarding the use of sanitary napkins. School absenteeism during menstruation will be reduced. Unemployed women will be empowered through training and income-generating activity, and low-cost sanitary pads will be available to everyone in the community.

Vulnerable school girls have been sensitised about hygiene issues. The distribution and explanation of how to use sanitary pads has helped to build up their self-esteem, and they do not feel awkward and vulnerable during menstruation. There is a sharing of information. Indicators of success include performance at school of those beneficiaries who received sanitary pads, an increased number of women, young girls, and school dropouts using sanitary pads, and unemployed women empowered and employed.

Sanitation

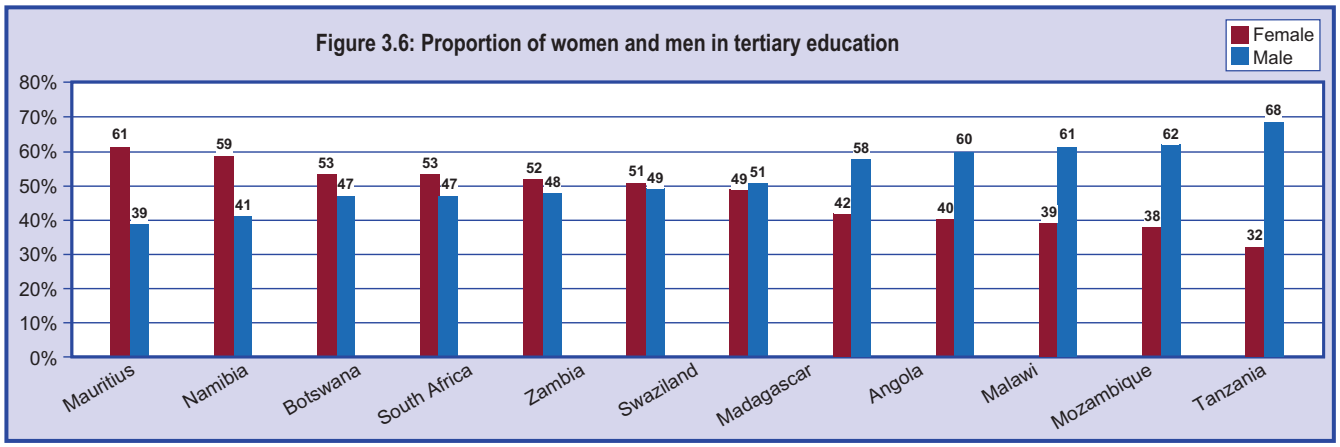
Most schools in the rural areas in the region are in a neglected state and lack basic services such as running water, sanitation facilities and electricity. This impacts negatively on the girl-child as a result of their biological make-up, they are forced to skip school every month when they are menstruating.

A lack of toilets which are clean, safe and ideally segregated is bound to discourage children, especially girls, from attending school regularly. Studies show that safe, adequate water and sanitation facilities in schools, coupled with hygiene education, reduce the incidence of diarrhoea and other water-borne diseases (UNICEF, 2009). Furthermore, inadequate access to sanitation may have a negative impact on enrolment and attendance, especially of girls, and on school performance.[15]



Girls and boys at Mater Dorolosa high school in Swaziland. Poor sanitation in some SADC countries is proving to have a negative impact on school attendance. *Photo: Trevor Davies*

Tertiary level



Source: GL and country sources listed in Table 3.1.

Higher proportions of women at tertiary education in six SADC countries: As has been the case since 2009, tertiary institutions have more women enrolled than men in six countries in the region: Mauritius, Seychelles, South Africa, Botswana, Zambia and Swaziland. With 61% women at the tertiary level, Mauritius has overtaken Seychelles (57%) as the country with the highest proportion of women at tertiary level.

But large gender gaps remain in others: There are still large gender gaps in DRC where women constitute 26% of the total; Tanzania (32%); 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.

[15] Because I am a girl: The state of the world's girls 2012.

Swaziland: Preparing young women and men for the real world



Junior Achievement (JA) Swaziland is a non-governmental organisation working with youth at high school level, equipping them with work readiness, financial literacy and entrepreneurship skills.

At the Swaziland and the regional SADC Protocol@Work summits, Nokukhanya Gamedze showcased how this programme helps to prepare young women and men for diverse careers.

The JA team has taken the responsibility to encourage girls to participate in the programme. As a result, 60% of programme beneficiaries are girls, and most JA Company mini-clubs in schools are headed by girls.

At present a civil service career is the core ambition for Swazi youth, though the structures to fulfil this objective are insufficient. Youth comprise 43% of the total population, and over 70% of them reside in the rural areas, the current urban and rural structures allow for very minimal participation of youth in the economic, social and political arena (Swaziland National Youth Policy 2008). The government of Swaziland has provided the means to partially address the socio-economic problems faced by youth through different policies and structures set in place to accommodate the affected groups. There is an enabling environment for addressing youth issues, laws, policies and programmes to increased accessibility to integrated education, livelihood and employment opportunities, including ICT. However, the government is missing key components, namely training and developing the skills among the youth to be able to create successful sustainable businesses once funded. These challenges cut across the board affecting both young women and men.

An urgent response is required to the plight of Swazi youth, and more specifically girls. JA provides the opportunity to address some of the challenges affecting young men and women in the country, providing them with the tools, confidence, networking and business skills they need to positively contribute to the development of the local economy. JA graduates possess competitive skills to thrive in the job market, including financial skills to develop viable business plans, to carry out a feasibility study, and to form, run and manage an enterprise. They understand the fundamentals of business including finance and human resources, marketing and product development. The secondary objective is to improve girls' lives, both independently and within marriage, since 60% of our beneficiaries are young girls.

The project is set up to benefit young boys and girls aged 16-25 years old. JA continues to innovate and is in the process of developing an entrepreneurship programme targeting marginalised unemployed and under-employed youth.

The programme involves various activities, starting with the recruitment of schools and students, where JA makes presentations to the administration and students on the importance of joining and participating in the programme. Thereafter, volunteer facilitators are recruited and trained and then assigned to different schools. Monitoring activities by the JA team then follow every three weeks, to ensure that the programme is running smoothly and any upcoming challenges are identified and managed. Facilitators submit weekly reports to the JA secretariat. Students are required to submit a final liquidation report that is then evaluated by a group of preliminary judges. The top ten schools are identified, to compete for various awards at the national expo. The annual expo is the climax of the JA programme, as students showcase their products and make a presentation in front of a panel of judges. Also present at the expo are other key stakeholders, including senior government officials, sponsors and representatives from participating schools.



Nokukhanya Gamedze for Junior Achivers. *Photo: Trevor Davies*

Over 10 000 students have benefited from the programme since its establishment in the country in 2007. Students who have gone through the JA program have showed higher success rates when it comes to setting up business enterprises at community level. They also show higher levels of leadership, particularly the girls, and this is a strong indication that the programme is making the desired impact. We have numerous examples of enterprises that have been set up at community level by our programme beneficiaries.

Students who have gone through the JA programme have described it as life-changing and transformational. Swaziland has produced winners at the regional competition, challenging bigger countries such as South Africa which have longer history in JA. Lusoti High School students were the overall winners in the JA Company of the Year Awards held in Kenya and Ghana in 2010 and 2011 respectively. The 2010 students produced blackboard chalk and the 2011 group organic vegetables as part of their mini-company projects. The judges in Ghana termed the business idea "ground breaking", given the potential it has to eliminate poverty as well as provide employment for youth within communities.

Quality of education

The Protocol refers to enrolment and retention, but also specifically to ***quality*** education. Numbers say very little about the quality of the learning environment and what is being taught or learned in classrooms. The inequalities that influence girls and women's lives in broader society are often compounded by policies, learning content, pedagogies, curriculum, textbooks instructional materials and learning environments once girls arrive at school.[16]

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



Students celebrate their graduation at the University of Technology Education and Training in Mauritius. *Photo: Ghirish Abdhoosee*

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. Teachers' 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.

Students' 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.

[16] UNESCO.

Namibia: Helping disadvantaged women to get a good quality education



Through education and pyscho-social support, Forum for African Women Educationalists in Namibia (FAWENA) has assisted vulnerable and marginalised girls to remain in school and to perform well. The scholarship provides school uniforms and stationery, and pays for school development funds, toiletries and transport. A total of 9458 beneficiaries have so far been supported. The programme provides an opportunity for poor and vulnerable girls to go to school. This has lessened the gap between the rich and the poor at school, as they are provided with all school needs. In addition to scholarships, the programme also provides pyscho-social support, looking not only at the learners' needs but also encouraging parents and guardians to support their children's education.

Rauha Haufikus, National Chapter Coordinator of FAWENA, shared this best practice at the Namibia and regional SADC Gender Protocol@Work summits. The programme has a scholarship committee which makes the selection at each school and assists with the implementation of pyscho-social support activities. This has helped with transparency and with the successful implementation of the programme. The scholarship committee consists of five or six members, including school management, the principal, a school board member, two focal teachers, and a representative from the community. The focal teachers are trained to be mentors and implementers at their respective schools. Quarterly narrative and financial reports are forwarded to the FAWENA office. The learner's academic progress reports are also forwarded to FAWENA office, to help track the performance of the learners both before and after the start of the scholarship and pyscho-social support.

Namibia has made progress in terms of the enrolment of both girls and boys in primary school. About 95% of Namibian children of school-going age have access to school. The Education Management Information System, Ministry of Education, Namibia (2010) indicates that there are more girls than boys enrolled in schools, although the dropout rates are higher for girls than for boys.



Rauha Haufiku, Sarry Xoagus-Eises, GL Namibia Country Manager and Jeffrey Kasupi, Rehoboth Liasion Officer, at the SADC Protocol@Work Gala Dinner. *Photo: Gender Links*

Poverty is one of the major constraints that hinder vulnerable children's (and especially girls') active participation in education. The cost of primary and secondary education is unaffordable for children from disadvantaged socio-economic backgrounds. When parents do not have money and access to information, children are simply kept out of school.

It is not enough for girls to access and then remain in school; it is also crucial that girls receive quality education that will enable them to make a meaningful contribution to their societies.

Lack of sanitary pads for maturing girls from poor socio-economic backgrounds is a major challenge. At times girls come to school inadequately equipped with sanitary towels, which leads to humiliation, discomfort, poor performance, staying away from school, and sometimes dropping out of school altogether. Often schools do not have adequate and appropriate sanitary facilities (e.g. water, sanitary bins, emergency sanitary wear).

FAWENA, like many other stakeholders in education, is concerned about the long distances which marginalised children have to walk each day to get to school. Long distances to and from school, in addition to cultural practices (such as early marriages), are contributory factors to children (and especially girls) dropping out of school. Teenage pregnancies, child-headed households, the HIV and AIDS pandemic, nomadic practices, and the inability to pay for school fees, educational materials and other basic needs are the main factors affecting girls' education.

The learners selected are either orphans, vulnerable girls, or educationally marginalised children. Many children have lost one or both parents and require financial assistance in order to stay in school. Girls (and occasionally boys) who live in poverty are at risk of dropping out of school or being exploited for money. There are learners who may not have access to education because of distance or cultural practices, such as children from remote rural areas or informal settlements, the Himba and San communities, children of farm labourers, those who live in poverty or are affected by HIV and AIDS. There are also those living with disabilities or having special needs. There are learners who perform well in mathematics and science subjects, but who need assistance to stay in school.

San and Himba children, like the children of farm labourers, are nomadic. Their education is repeatedly

interrupted as their parents and guardians move around in search of better grazing for their cattle or to hunt for food or find employment. Sometimes they have no access to education.

Many girls and some boys are at risk of child labour and other exploitative situations. These are learners who have to work in order to feed themselves, their siblings or their parents. Sometimes they go with "sugar daddies" to meet their basic needs.

Implementation involves the establishment of a scholarship committee at each school. The committee then selects beneficiaries, focal teachers are trained, and the committee forwards the scholarship budget to FAWENA. FAWENA approves (or disapproves) the scholarship budget, and payment is made into the school account. Focal teachers then purchase items and distribute to the beneficiaries. Focal teachers and the scholarship committee conduct psycho-social support and mentoring activities, and conduct parents' meetings. The focal teachers' and principal's financial and narrative report, beneficiaries academic progress report and success stories are forwarded to FAWENA on a quarterly basis, and copies of the reports and supporting documentation are forwarded to the regional office.

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[17]	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 three instances, (primary education in Malawi and Madagascar and secondary education in Mozambique) girls are out-performing boys at schools in the SADC region.

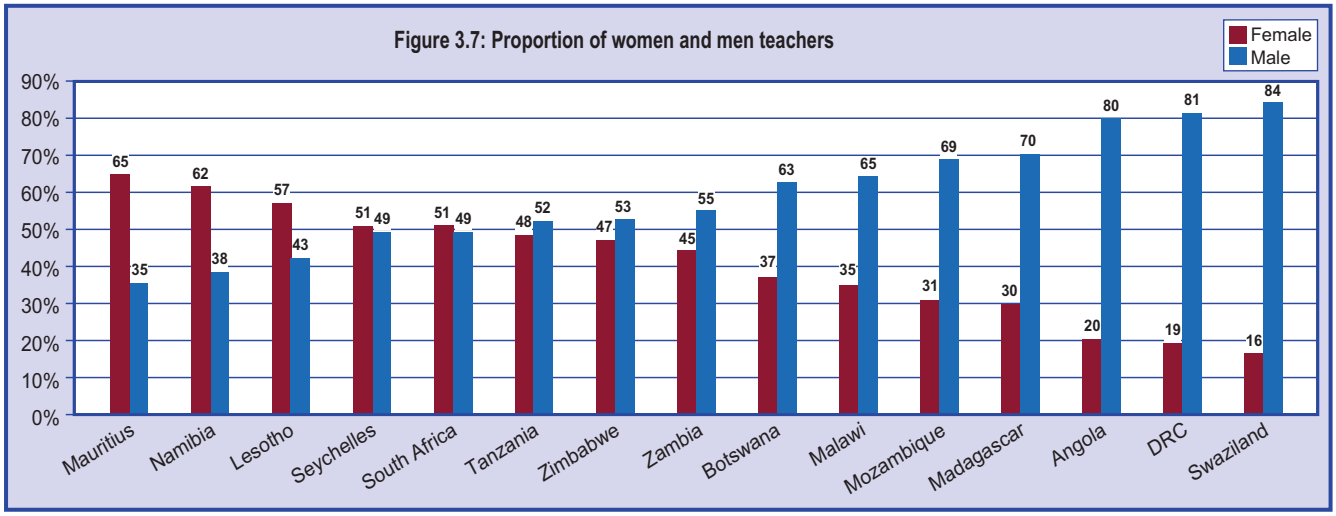
The table shows that efforts to bring about gender parity in education are not only paying off numerically, but also with regard to performance. In most developing countries, boys outperform girls. The opposite is true in developed countries where, relieved of domestic responsibilities, girls do as well 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.

The Mauritian Minister of Tertiary Education, Science, Research and Technology in an interview with Gender Links said, "Working women are more qualified than their male counterparts with 22% holding a tertiary qualification against 17% for men; the proportion of students progressing from primary cycle to secondary cycle in 2011 was 84% for girls compared to 79% for boys". In Mauritius the university pass rate for young women is 60.3% compared to 39.7% for young men.

[17] Grade A to C.

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.



Source: GL and country sources listed in Table 3.1.

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.



Namibia has more women than men in the teaching service. *Photo: Laurentia Golley*



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 4% 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.

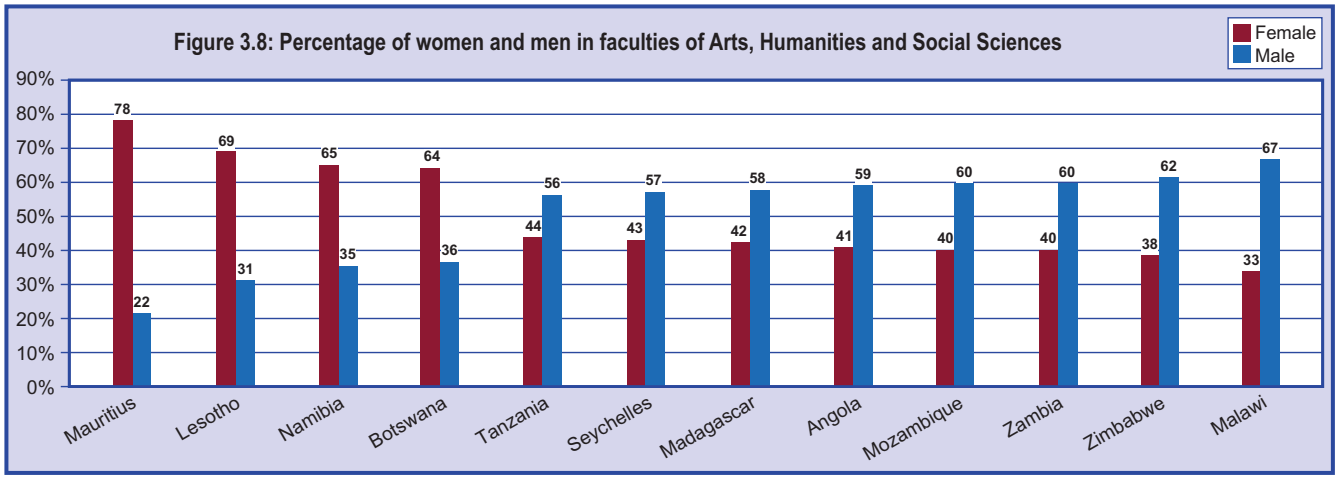
Malawi: To increase female intake to Teacher Training College, the Government has collaborated with the Forum for African Women in Malawi (FAWEMA), and



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 dropout rates 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 gender-based violence.

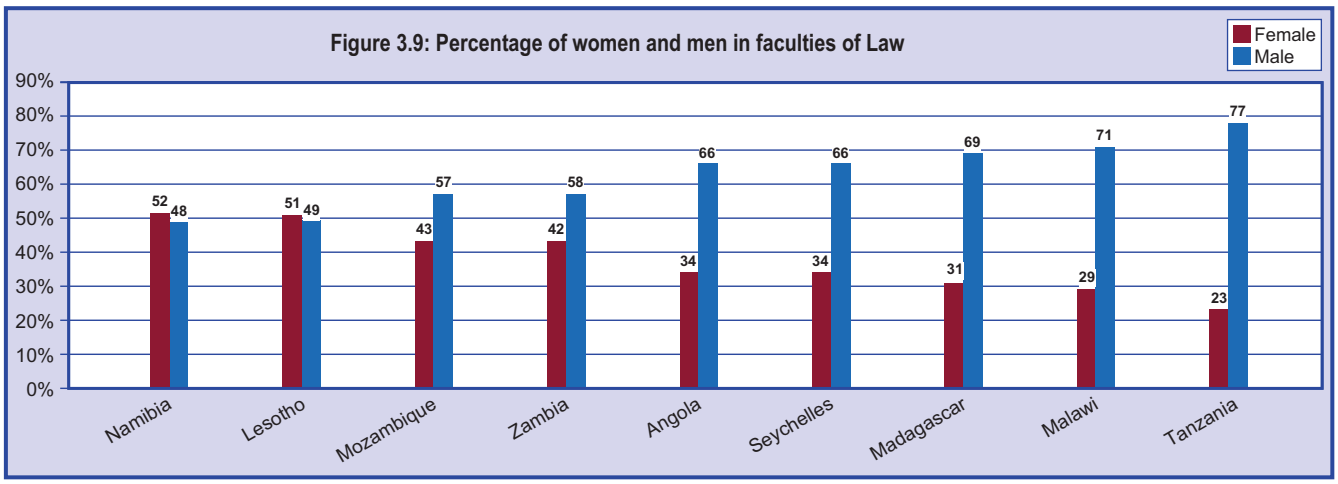
Gender biases in subjects at tertiary level

Women feature strongest in the Arts, Humanities and Health Sciences, where nursing is incorporated: Conversely, women are less often present within disciplines of Science or Law. 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.



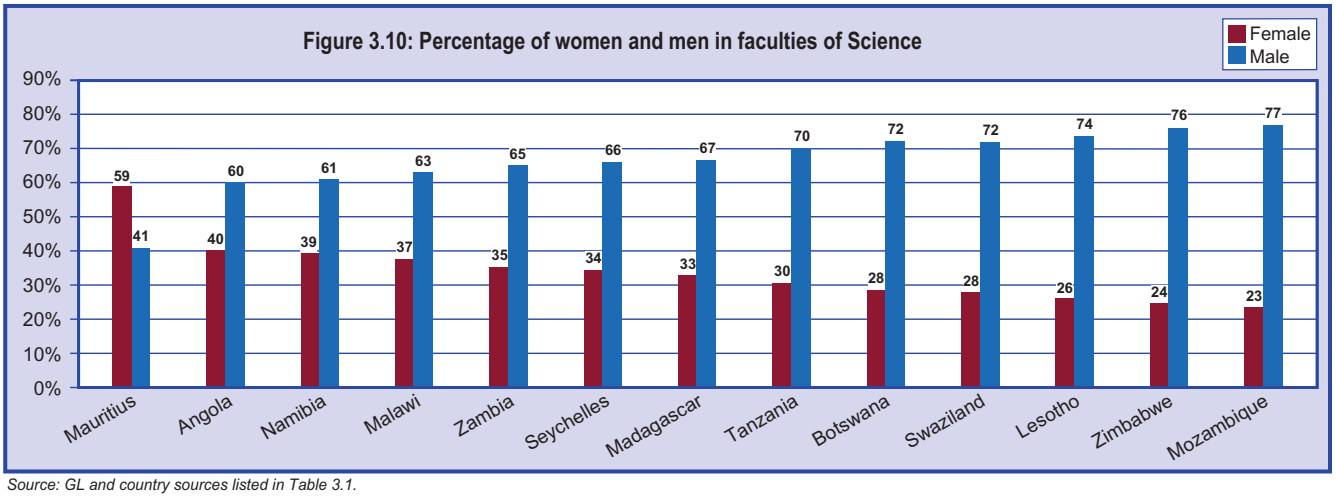
Source: GL and country sources listed in Table 3.1.

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: GL and country sources listed in Table 3.1.

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: GL and country sources listed in Table 3.1.

Women are under-represented in the sciences, except in Mauritius: Figure 3.10 reflects the strong domination of men in the sciences, except in Mauritius, where men constitute 59% of those enrolled in the sciences.

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 or 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 (VET) 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 NGOs, 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		Lesotho		Madagascar		Malawi		Mauritius		Mozambique		Namibia		Seychelles		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
Year	1997		2006		2008/12		2006/7		2009		2009		2007		2007				2009/12		2008		2008		2002	
Arts & Humanities Social Sciences	41	59	64	36	69	31	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	26	74	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	52	48	31	69							55	45	33	67	50	50	30	70			29	71
Law	34	66			51	49	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.

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, which inform policy making. 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.

Violence remains an important barrier to girl's participation. Girls often experience gender-based harassment such as teasing and physical contact by boys and male teachers and these incidents go unreported. School-based violence, particularly sexual violence and other threats to girls' physical safety, hinder girl's attendance at school and, therefore, acquisition of literacy. Furthermore, girl's mobility is often limited by parents for fear of attack or pregnancy.[18]

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.

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 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, but enforcement remains a challenge.



Madagascar: The development of the tourism industry has emerged as a major challenge. Some girls have been lured into sex work and leave school, while others pursue low-income informal economic activities particularly in the Export Processing Zones.

[18] UNESCO 2012.



Zimbabwe: The 2011 National Baseline Survey on Life Experiences of Adolescence reveals that 32.5% of females between the ages of 18-24, compared to 8.9% males, experienced sexual violence prior to the age of 18.[19] For school age girls, their first experience of physical or sexual violence is at school. In the Zimbabwe 2010-2011 Demographic Health Survey, 16% of never married women who have experienced physical violence since age 15 reported the perpetrator as a teacher, while 1.5% of those who experienced sexual violence below the age of 15 said the perpetrator was a teacher. Schools are guided by a circular which states that all matters of sexual abuse should be reported to the police and District Social Welfare Office. Girl children are also protected from sexual harassment in schools by Section 8 of the Labour Act (chapter 28:01) and the First Schedule of the Public Services Regulations, Statutory Instruments No 1 of 2000.

Most SADC countries (DRC, Madagascar, Malawi, Mauritius, Mozambique, South Africa, Swaziland, Botswana, Lesotho and Zambia) have conducted studies on gender violence in schools that could help the education sector understand and address the issue. Botswana, and Seychelles acknowledge violence in schools but have not conducted studies.



In **Zambia**, many girls are raped, sexually abused, harassed, and assaulted by teachers and male classmates. They are also subjected to sexual harassment and attack while travelling to and from school. Such abuse is a devastating and an often overlooked manifestation of the gender-based violence that occurs in numerous settings throughout Zambia.

Girls who experience incidents of sexual abuse in school rarely report them, fearing stigma, blame, retaliation, or unresponsiveness on the part of school authorities. These fears are well justified; school and civil officials often fail to respond effectively to sexual harassment and violence in schools, and girls who do report are frequently unable to obtain redress. Yet these patterns of conduct cause serious physical and emotional injuries to young girls, discourage them from continuing their education, and reinforce discriminatory patterns in the family and society.

A report entitled *"They are Destroying Our Futures - Sexual Violence Against Girls in Zambia's Schools"* explores these issues from an international human rights perspective, drawing upon extensive desk research and interviews with 105 schoolgirls and many other stakeholders in Zambia's Lusaka Province. The report presents new evidence about the nature, scope, and consequences of sexual violence in Zambian schools. It also illustrates the ways in which school-based sexual abuse implicates Zambia's international and regional law obligations, and offers suggestions for preventing and responding to this serious human rights problem.

Sexual harassment and violence affect adolescent girls at all levels of schooling and ages and in all types of school settings, whether urban or rural. Fifty-seven students (54% of students interviewed) said that they had personally experienced some form of sexual violence or harassment by a teacher, student, or men they encountered while travelling to and from school. In total, 88 students (84% of students interviewed) reported that they had personally experienced such abuse or knew of classmates who had experienced it.

Of the girls interviewed, more than half said that they knew of teachers at their current or former school who had sex or entered into relationships with students. Some students described teachers who "proposed love" to them or their classmates, told sexually-charged stories in class, or made inappropriate remarks about girls' bodies. Teachers also used the promise of money for food, school fees, and other necessities or small luxuries to lure students into sexual relationships. In other cases, teachers gave the girls they were dating preferential treatment, helping them to pass even when they did not deserve good marks or refraining from punishing them when their classmates were punished. Some teachers retaliated against girls who refused their advances or broke off a relationship, for example, by sending students out of class or punishing them when they did not do anything wrong.



Lesotho: The Ministry of Education and Training Strategic Plan aims to create a learning environment that is healthy, safe, responsive and free of GBV. Research conducted by De Wet (2006) concluded that sexual violence is a serious problem in Lesotho schools and that it is a manifestation of gender inequalities. Of the pupils interviewed, about 11% said the pupils in their school had raped someone. 41% of the pupils and 8% of teachers said they carry a weapon at least once a month.

[18] National Baseline Survey on Life Experiences of Adolescents, Preliminary Report 2011, ZIMSAT.

Protocol @ work

Lesotho: No to Sexual harassment at NUL



On 27 November 2012, Sebolelo Lerata a student from the National University of Lesotho had her story published by the Gender Links (GL) Opinion and Commentary Service. Her story bravely and openly exposes the rampant sexual harassment common at many institutions of higher learning. These cases are often unreported and fall into a spiral of silence where no one is brought to justice. However, in this story she herself was a victim where her own lecturer threatened to and did in fact fail her because she refused to sleep with him. Throughout her experience this strong young women, stood her ground and did not give in. Instead, without fear she pressed on with her studies and eventually spoke out.

Coincidently just two days later, on 29 November 2012 as part of the Sixteen Days of Activism, GL in partnership with the Institute of Extra-Mural Studies of the National University of Lesotho hosted a seminar on Sexual Harassment at Institutions of Higher Learning. The SADC Gender Protocol calls on 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 a deterrent (see also Chapter five on GBV).



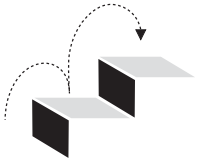
Over ninety people, mostly students and lecturers attended the seminar. A representative from the Child and Gender Protection Unit (CGPU) of Lesotho Police Services and the Pro Vice-Chancellor (PVC) of the University also attended the seminar.

The PVC attested the prevalence of sexual harassment by sharing his experiences at the university and even cited pending court cases. The PVC assured all students and attendants that his door was open to anyone who needed to report sexual harassment at his university. The seminar recommended better education, better policies and serious disciplinary measures be taken in relation to sexual harassment.

In the months preceding the seminar rumours of sexual harassment perpetrated by a lecturer abounded. In and around the same time of Sixteen Days of Activism, three students came forward and reported the lecturer to the PVC. It was after the concrete complaints and after the GL seminar that the PVC and the legal arm of the University took the accused lecturer to court. The accused lecturer is now out on bail while the court proceedings are still pending.

Sabie Ntoanyane, the Head of Research, Evaluation and Media explains that since the seminar and the commentary by Lerata, awareness about sexual harassment has increased tremendously among staff and students. The University is now contemplating a gender policy and gender issues are being further mainstreamed.

The Student Affairs Committee has also included a gender dimension into the Student Handbook by condemning any form of gender based violence and sexual harassment. Ntoanyane commended this move saying, "I am happy, especially for students and staff because they are more comfortable. They are quite aware of sexual harassment and gender equality and will speak up and not bow their heads if anything happens".



Next steps

With most countries in the region likely to achieve gender parity in enrolment for primary and secondary education by 2015, focus should now shift to improving the learning conditions in schools and the quality of education. With only two years to go before the 2015 deadline the challenges with regard to tertiary education; gender biases in curriculum and gender violence in schools can easily reverse the gains of the past decade.

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.
- 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.
- 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) emphasise the responsibility of young men who father children; and 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 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.
- *Access to improved water and sanitation services:* Most schools in rural areas do not have proper water and sanitation services.

Tertiary education

Narrowing the gender gap requires some concerted strategies, including:

- Targets and timeframes 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.
- 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.



"Ntkozo" *Anushka Virahsawmy*

CHAPTER 4

Productive resources and employment, economic empowerment

Articles 15-19



Paying their dues: Women in the Mandlakazi market, Mozambique.
Photo: Ruben Covane

KEY POINTS

- The Southern Africa Gender and Development Index (SGDI) score of 73% is six percentage points above the Citizen Score Card (CSC) score of 67%.
- Women and men are not benefitting equally from the economic boom being experienced by several Southern African countries.
- The proportion of women in economic decision-making rose by eight percentage points from 18% in 2009 to 26% in 2013.
- SADC targets for productive resources and employment are in line with post-2015 sustainable development goals on gender equality.
- Several countries in the region are undertaking Gender Responsive Budget (GRB) initiatives. In the six countries aligning their national policies and action plans to the SADC Gender sProtocol, there is a convergence between GRB and implementation of the Protocol.
- Trade policies remain gender-blind, and only a few procurement policies make specific reference to women. Gender-blind trade policies can introduce new gender inequalities or entrench existing ones.
- Women still struggle to access credit, although most SADC countries now have programmes of one kind or the other to help women gain access to credit. Local councils have a critical role to play in this regard.
- Zambia has blazed a new trail in the region with a policy requiring that 30% of all new land be allocated to women.
- All SADC countries make legal provision for maternity leave, but only 40% make provision for paternity leave.

TRENDS TABLE - PRODUCTIVE RESOURCES, EMPLOYMENT AND ECONOMIC EMPOWERMENT						
Parameter	**2009**	**2010**	**2011**	**2012**	**2013**	**TARGET 2015**
Women in economic decision-making						
Average % of women in decision-making	18%	23%	24%	25%	26%	50%
Highest proportion of women	Botswana (44%)	Botswana (44%)	Botswana (43%)	Botswana (38%)	Botswana (43%)	50%
Lowest proportion of women	Madagascar (13%)	DRC (14%)	Madagascar (10%)	Zambia (9%)	Madagascar (10%)	50%
Labour force participation						
Highest proportion of women	n/a	n/a	Tanzania (89%)	Madagascar (84%)	Mozambique (86%)	100%
Lowest proportion of women	n/a	n/a	Mauritius (45%)	Mauritius (41%)	Mauritius/ Zimbabwe (37%)	100%
Highest proportion of women	n/a	n/a	South Africa (26%)	Namibia (58%)	Zimbabwe (57%)	0%
Lowest proportion of women	n/a	n/a	Zimbabwe (4%)	Madagascar (5%)	Madagascar/ Seychelles (5%)	0%
CSC	49%	47%	43%	56%	67%	100%
SGDI	n/a	n/a	71%	71%	73%	100%

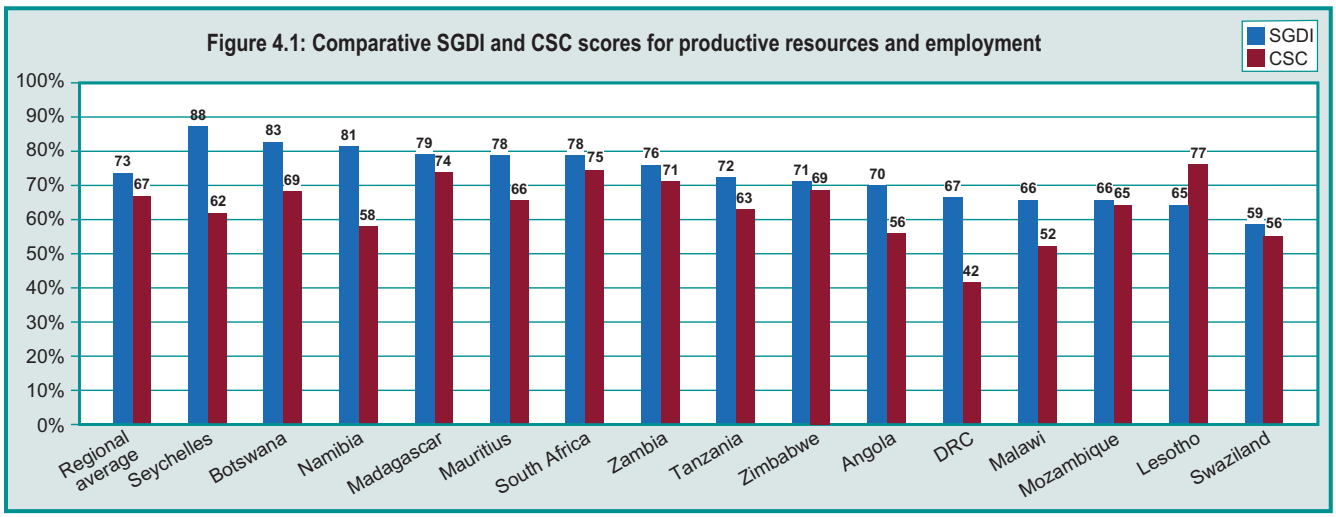
The Southern African Development Community (SADC) is a regional economic community that seeks to promote a better standard of living for the women and men of this region. Seven of the 28 targets concern productive resources and employment. These include economic policies and decision-making; the multiple roles of women; economic empowerment; access to property and resources as well as equal access to employment and benefits.

Five years since the first Barometer, 2013 provides the opportunity to assess the progress that has been made on this critical front. Over the years the Barometer has tracked the proportion of women in economic decision-making, defined as minister, deputy ministers and permanent secretaries of the ministries of finance, economic planning, trade and industry, governors and deputy governors of the reserve bank. The percentage of women in these portfolios across the region has increased from 18% in 2009 to 26% in 2013, an eight percentage point increase. Although this still falls short of the 50% target, this is a significant shift in a relatively short space of time considering the male dominated nature of the sector.

Mozambique (86%) has the highest labour force participation rate of women (the percentage of working-age persons in an economy who are employed plus those who are unemployed but looking for a job). At 37%, Zimbabwe, has the lowest participation rate of women. The country with the highest rate of unemployment for women is Zimbabwe (57%) and the lowest are Madagascar and Seychelles (5%). The Southern African Gender and Development Index (SGDI) is a composite index comprising the proportion of men and women in economic decision-making; labour force participation and unemployment rates of men and women; women in non-agricultural paid labour and duration of maternity leave in weeks.

Figure 4.1 shows that in 2013, seven countries (Seychelles, Botswana, Namibia, Madagascar, Mauritius, South Africa and Zambia) scored above the regional average of 73%. Tanzania scores one percentage point lower than the regional average at 72%, exhibiting a five percentage point decrease from the 2012 score of 77%. The remaining seven countries score below average, with scores ranging from 71% for Zimbabwe to 59% for Swaziland. Swaziland has experienced a drastic 19 percentage point decrease since the inception of the SGDI in 2011, when the country scored 78%, seven percentage points above the then regional average of 71%. Swaziland has experienced a great deal of economic turmoil in the period under review.

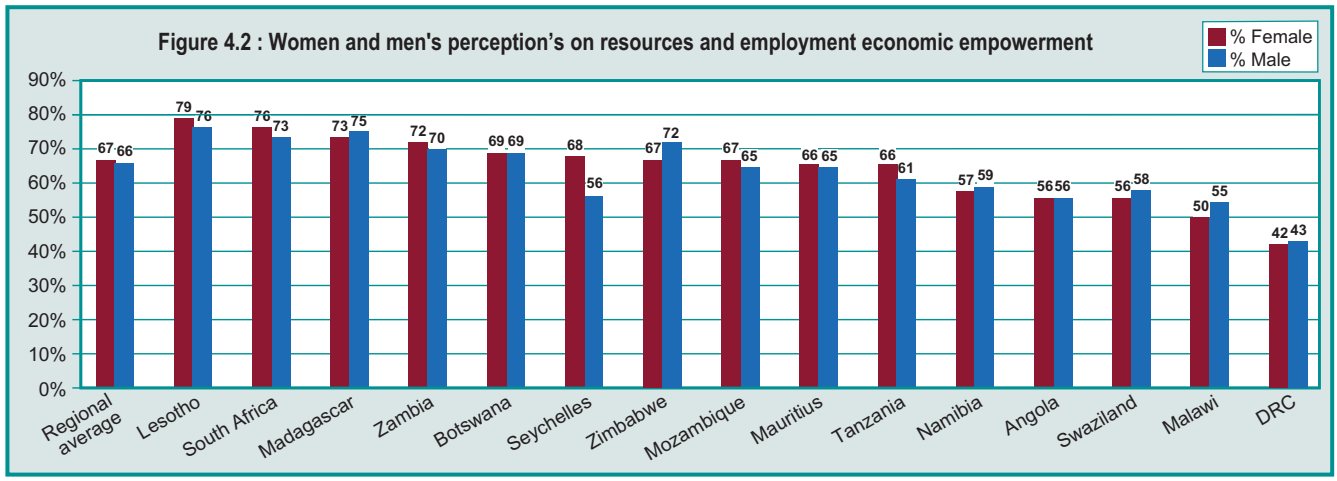
Seychelles has recorded the highest scores in the last two years - 88% in 2013 and 84% in 2012. The country has recorded a 13 percentage point increase between 2011 and 2013. Mauritius however records the highest increase in SGDI score since inception of the index in 2011, increasing 19 percentage points from 59% in 2011



Source: Gender Links 2013.

to 78% in 2013. Botswana and Namibia join Seychelles in scoring eight percentage points and more beyond the regional average (73%), while Lesotho and Swaziland record greatest decreases. Lesotho scored 77% in 2011, 70% in 2012 and 65% in 2013. Swaziland scored 78% in 2011, and then dropped significantly in 2012 to 55%, improving slightly in 2013 to 59%. While remaining one of the lower scorers overall, Mozambique has displayed a significant increase of ten percentage points from a score of 56% in 2011 to 66% in 2013. In Malawi, and the DRC, citizens gave the lowest ratings for their respective countries.

Due to lack of sufficient data across the 15 countries, the SGDI does not measure women's access to land, finance and productive resources – all critical for this sector. This explains why the Citizen Score Card (CSC) at 67% is six percentage points lower than the SGDI. However, this gap is much lower than the 15 percentage points in 2012.



Source: Gender Links 2013

Figure 4.2 shows that the regional CSC score for women and men is almost at parity (67% and 66% respectively). DRC is the only country rated by both women and men below 50%. Men from at least six countries (DRC, Madagascar, Malawi, Namibia, Zimbabwe, and Swaziland) gave a more generous score compared to their female compatriots. Lesotho, South Africa, Zambia, Seychelles, Mozambique, and Tanzania have a higher score for women compared to men, while the score is almost at parity for Angola, Botswana, the DRC and Mauritius.

At 62%, Seychellois score their governments much lower than the SGDI at 88%. Women (68%) score the government much higher than men (56%). The DRC and Malawi, two of the poorest countries in the region, have the lowest male and female scores, all under 55%.



Woman selling electrical goods at a flea market, Chiredzi, Zimbabwe.
Photo: Bernadette Chipembere

increases in women's saving and spending on education, health and family welfare, there is now reference to women as a "new emerging market." The composition of organisations and institutions involved in supplying, designing, and marketing goods and services should 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 exist largely on the periphery of economic decision-making[1].

Regardless of the low level of women's engagement in decision-making, women participate in formal and informal economies. Women are cross-border traders, work in agriculture and are market traders. 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 needs to be harnessed.

Background

Taking stock of progress towards attaining the SADC Gender Protocol targets for productive resources and employment raises four key considerations: the centrality of gender equality and women's empowerment within economic development; gender in the much lauded African growth; the effect of the triple global crisis; and the post-2015 agenda.

Gender equality, women's empowerment and economic development

Despite widespread acknowledgement of the links between economic development and gender equality, women in Southern Africa remain mired in poverty. In the countdown to 2015, the costs of failing to integrate gender into mainstream economics are immense.

Women constitute one of the fastest-growing markets with the greatest purchasing power. Through projected

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.

National economic indicators are generally not disaggregated by gender. There is limited information on the number of women economists in the region according to areas of expertise. While information on women's labour-force participation is available, much work is required to establish a real measure of women's income. Estimates exist, but these 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. Women remain most affected by poverty; contribute significantly to production within national economies; constitute a new emerging market, and repository of knowledge.

> "Women work harder than ever, but remain poorer than ever. But we also continue to struggle for more just economies, which can support women beyond mere survival to build on the way women continuously improvise and innovate, invent and create new ways of doing things." *Amina Mama - Pan Africanism beyond survival to Renaissance?*
>
> Address to the African Union 50th Anniversary Heads of States Summit, 25 May 2013

[1] 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].

ECONOMIC GROWTH CONCEPTS

- **GDP or Gross Domestic Product** denotes market value of all officially recognised final goods and services produced within a country in a given period.
- **GNI per capita or Gross National Income** denotes the dollar value of a country's final income in a year divided by population. It reflects the average income of citizens and their standard of living.
- **Economic growth** refers to the increase in the number of goods and services produced in an economy over time.

Where are women in Africa's economic boom?
Sub-Saharan Africa as a whole has experienced notable growth. The 2013 African Economic Outlook (AEO) notes: "Growth has averaged 5.1% since 2000 and doubled the average growth rate of the 1990s." The report predicts continued growth for the coming years but says this growth is not matched by structural transformation. For example, there is little to no change in indicators such as employment-to-population ratio that has shifted by one percentage point between 1991 (59%) and 2011 (60%).

Seven SADC countries recorded decreases in growth between 2011 and 2012. The remaining eight either maintained 2011 growth rates in 2012 or had an increase. Regional economic growth is expected to increase over a two-year period, 4.2% in 2013 and 4.6% in 2014. However, given the negligible structural transformation and unsatisfactory rankings on human development noted in the AEO report, this raises the question where women are in this story of growth, and what benefits accrue to them when economies experience growth.

According to the AEO report, a major contributing factor to African growth is external financial flows in the form of foreign investment and remittances that reached USD186.3 billion in 2012: most of this "resource-seeking" in industries such as mining and other natural resource extraction. The AEO notes that 50% of the total external flows go to only five African economies, two of which are in SADC, South Africa and the DRC.

Women in both these resource-rich countries suffer when the resources are exploited and profits threatened. In DRC women in the resource-rich east of the country have been exposed to sexual and Gender-Based Violence as a result of the conflict in that region fuelled by the exploitation of minerals. In South Africa the killing of 34 miners at the Marikana Mine in the North West Province in August 2012 left many women widowed and without breadwinners. The continued labour unrest and job losses as a result of LonMin's instability have left many more women and their dependents with uncertain futures.

TABLE 4.1: ECONOMIC GROWTH AND GENDER INDICATORS

Country	GDP 2012 - $billions	GNI per capita	2012/2013 economic growth	Female population	Women in economic decision-making	Female labour force participation	Female unemployment
Angola	$116.50	$4 060	8.2%	50.45%	29%	76%	n/a
Botswana	$14.8	$7 480	5.6%	49.46%	43%	72%	20%
DRC	$18.1	$190	7.2%	50.26%	21%	70%	36%
Lesotho	$2.6	$1 220	3.8%	50.66%	21%	55%	25%
Madagascar	n/a	$430	1.9%	50.14%	10%	84%	5%
Malawi	$4.6	$340	5.5%	49.91%	27%	76%	10%
Mauritius	$12.8	$8 240	3.8%	50.65%	33%	37%	12%
Mozambique	$15.1	$470	7.4%	51.23%	25%	86%	n/a
Namibia	$12.1	$4 700	4.7%	50.27%	25%	63%	32%
Seychelles	$1.032 [1]	$11,640 [2]	2.8% [3]	50.9 % [4]	33%	68%	5%
South Africa	$369	$6 960	3%	50.42%	23%	49%	28%
Swaziland	$3.7	$3 300	2.8%	50.74%	40%	53%	n/a
Tanzania	$29.9	$540	6.4%	50.02%	21%	50%	6%
Zambia	$27.8	$1 160	7.3%	49.86%	23%	73%	11%
Zimbabwe	$8.6	$640	4.4%	50.61%	23%	37%	57%

[1] World Bank [2] World Bank [3] African Economic Outlook [4] Seychelles 2012 SADC Gender Protocol Barometer

Source: African Development Bank (AfDB) available at http://www.afdb.org.en/countries/southern-africa ; Gender Links (2013).

Women's economic empowerment and gender equality form part of human development indicators. Only one SADC country, Seychelles, is ranked as "very high" or "high" in the United Nations Development Programme (UNDP) Human Development Ranking for 2013. Botswana, Namibia, South Africa and Swaziland are rated as "medium", while the rest are considered to have low levels of human development.

Table 4.1 demonstrates the disparities between modest economic growth in Southern African countries and the indicators for gender equality within productive resources and employment. The growth is significant because it has taken place within the context of a shrinking global economy. Progress on gender has not moved as rapidly.

With the exception of Botswana, Swaziland, Mauritius and the Seychelles all countries fall below the 30% mark on women in economic decision-making. Member states fair generally better on labour force participation with two exceptions (Mauritius and Zimbabwe). Women's unemployment is significantly high across the region, except for Madagascar, Seychelles and Tanzania where the rates are one digit (5%, 5% and 6% respectively). The data reflecting low levels of women in economic decision-making, high labour force participation and generally high women's unemployment rates alongside growth indicators demonstrate that women are mainly occupied in low-skill employment and that they are employed in the informal sector.

Finance, food and fuel: crisis or opportunity for women?

African women comprise about 70% of sub-Saharan agricultural workers and almost 80% of those involved in food processing. The lack of recognition of women's work leads to lack of public investment in the areas where women are concentrated, such as 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 but about more opportunities. It means keeping children in school, getting quality health care, and the option to leave unhealthy or violent relationships.

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. This requires strategic rethinking of fiscal policy, public finance, debt sustainability, trade reform and access to credit and land.

The SADC Gender Unit is gradually prying open this previously male-dominated preserve and turning crisis into opportunity for gender equality. Ministers responsible for gender or 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.

Unequal access to, and control over, productive resources and social services, such as health and education, fuel high levels of women living in poverty. Women often struggle to gain access to property and resources, especially where customary law limits their rights and liberties. Gender budgeting initiatives and time-use studies have yet to fully take root in the region. Such initiatives play a critical role in ensuring sustainable livelihoods for women.



Women claiming new spaces: Nokuthula Mnisi and Nonhlanhla Khoza, quantity surveyors in Swaziland.
Photo: Thandokuhle Dlamini

Sustainable development post-2015

The post-2015 agenda is being hotly debated. These discussions underscore the need to move from equality of opportunity to equality of outcomes, i.e. to address the structural causes of inequality. Table 4.2 shows how the economic provisions of the SADC Gender Protocol align with the economic related targets being proposed by UNwomen for the post-2015 agenda. This alignment highlights the extent to which the SADC Gender Protocol has been ahead of its time on economic issues.

TABLE 4.2: SADC AND POST-2015 PROPOSED GENDER EQUALITY ECONOMIC TARGETS

SADC Protocol productive resources and employment targets		UN Women proposed SDG and gender equality economy related targets	
Targets	**Indicators**	**Targets**	**Indicators**
Article15 Economic policies and decision making	Ensure equal participation of women and men in policy formulation and implementation	Eradicate women's poverty	Percentage of people earning their own income, by sex
	Ensure gender-sensitive and responsive budgeting at micro and macro levels – including monitoring and evaluation		Ownership of dwelling, by sex
			Percentage of population undernourished, by sex
			Old age pension recipient ratio 65+, by sex
Article 16 Multiple roles of women	Conduct time-use studies by 2015 and adopt policy measures to ease the burden of multiple roles played by women	Promote decent work for women	Proportion employed in vulnerable employment, by sex
			Gender gap in wages
			Percentage of low-paid workers, by sex
Article 17 Economic empowerment	Adopt policies and enact laws which ensure equal access, benefit and opportunities for women and men in trade and entrepreneurship, taking account of women in the formal and informal economy	Build women's access to, and control over, productive resources	Proportion of adult population owning land, by sex
			Proportion of population with access to institutional credit (other than microfinance), by sex
	Review national trade and entrepreneurship policies – gender responsive	Reduce women's time burdens	Average weekly number of hours spent on unpaid domestic work, by sex
	Introduce measures that ensure women benefit equally from economic opportunities including public procurement		Proportion of children under primary school age enrolled in organised childcare
Article 18 Access to property and resources	Review all policies and laws that determine access to and control of and benefit from resources by women	Promote education and skills for women and girls	Transition rate to secondary education, by sex
	End discrimination against women and girls with regard water rights and property such as land and tenure		Secondary completion rate, by sex
	Ensure women have equal access and rights to credit, capital, mortgages, security and training as men		Share of female science, engineering, manufacturing and construction graduates at tertiary level
			Percentage of population using internet, by sex
	Ensure that women and men have access to modern, appropriate and affordable technology and support services	Ensure women's sustainable access to energy	Percentage of households using solid cooking fuels, by urban/ rural location
			Percentage of households with access to electricity, by urban/ rural location
Article 19 Equal access to employment and benefits	Review, amend and enact laws and policies that ensure women and men have access to wage employment in all sectors of the economy		Average weekly time spent on firewood collection by sex
	Ensure legislation and administrative measures for equal pay for equal work and equal remuneration for jobs of equal value for women and men	Ensure women's sustainable access to water and sanitation	Average weekly time spent in water collection (including waiting time at public supply points), by sex
			Proportion of population using an improved drinking water source
	Ensure legislation and administrative measures for the eradication of occupational segregation and all forms of employment discrimination		Proportion of population using improved sanitation
	Ensure legislation and administrative measures for the recognition of the economic value if and protection of persons engaged in agricultural and domestic work	Promote women's decision-making in households	Percentage of women who have a say in household decisions regarding large purchases
	Ensure legislation and administrative measures for the appropriate minimum remuneration of persons engaged on agricultural and domestic work	Promote women's participation in public institutions	Proportion of seats held by women in national parliaments
			Proportion of seats held by women in local government structures
	Enact and enforce legislative measures prohibiting dismissal or denial of recruitment on the grounds of pregnancy or maternity leave		
	Provide protection and benefits for women and men during maternity leave	Promote women's leadership in the private sector	Proportion of women on company boards
			Percentage of women in managerial positions in firms
	Ensure that women and men receive equal employment benefits, irrespective of their marital status including on retirement		Proportion of media professionals who are women

The SADC Gender Protocol economic development targets are very advanced in spite of the many challenges in attaining them. Table 4.2 is a comparison between the SADC targets on productive resources and employment, and the proposed post-2015 gender equality goals and targets as outlined by UN Women. There are many similarities in the two sets of targets and indicators. The SADC region has been pursuing these since the coming into force of the SADC Gender Protocol. The proposed SDGs contribute some measurable indicators that could give impetus to the pursuit of the SADC targets if incorporated within the various regional assessment tools.

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.



Cebile Masina, an electrician for Gallagher Electrical, Ezulwini: Swaziland.
Photo: Thandokuhle Dlamini

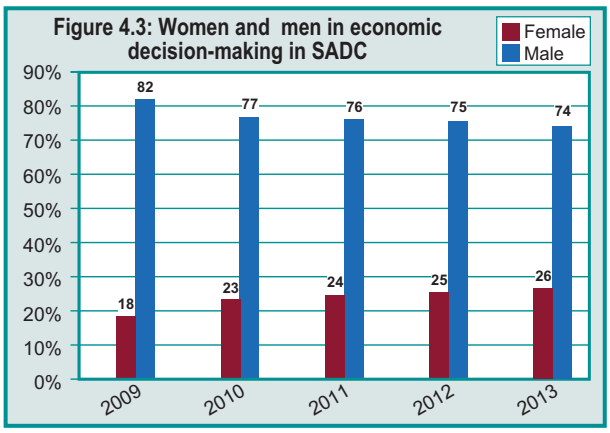
Women and men in economic decision-making

The protocol provides that state parties shall, by 2015, ensure equal participation by women and men in policy formulation and implementation of economic policies.

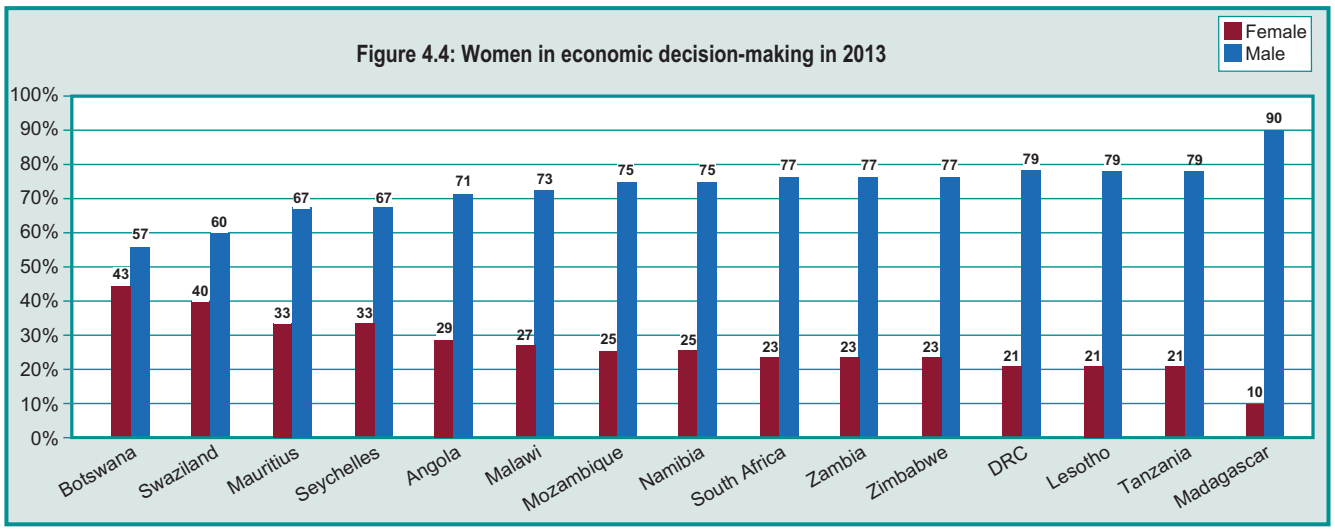
Politics and the economy are closely intertwined. Governments determine economic policies and practices, and economics give power to those in leadership positions. There are quantitative arguments for gender balance in representation in decision-making. Women have a right to representation. There are 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 women's needs.

***Since 2011, steady but slow increase in women's participation in economic decision-making continues*[2]:** Figure 4.3 shows that since the 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 eight percentage points (from 18% to 26%). Achieving gender parity in this sector by 2015 requires greater leadership and political will.

Botswana continues to lead the way: With 43% women in economic decision-making posts, Botswana continues to lead the way, followed by Swaziland (40%) and Mauritius (33%). Madagascar (10%) has the lowest proportion of women in economic decision-making.



Source: Gender Links 2013. See sources under Table 4.1.



Source: Gender Links 2013 with information from Table 4.1.

Seven countries have maintained their representation of women in economic decision-making between 2011 and 2013. These are Botswana, Swaziland, Lesotho, Mauritius, Namibia, Zambia and Tanzania. Four countries have recorded change greater than seven percentage points between 2012 and 2013: Seychelles, 13 percentage points from 20% to 33%; Angola, ten percentage points from 19% to 29%; Malawi, nine percentage points from 18% to 27%; and DRC seven percentage points from 14% to 21%. Zimbabwe has recorded a nominal increase from 20% in 2009 to 23% in 2013. This rate has remained constant between 2011 and 2013. Madagascar, on the other hand, has regressed from 13% in 2009 to 10% in 2013. South Africa and Mozambique have had the greatest decreases over the last four years, dropping ten and five percentage points respectively.

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, **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.**



Namibia Minister of Finance, Saara Kuugongelwa Amadhila
Photo: Gender Links

[2] 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.



In **Lesotho** the former deputy governor of the Reserve Bank (2011) was appointed as 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.

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.[3]

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 under-represented in private-sector and parastatal leadership, although the Tanzanian constitution provides a foundation upon which efforts towards increasing these numbers can be built.[4]



Women vendors in Malawi tell their story. *Photo: Frank Windeck*



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 (CEOs), 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 **Botswana,** significant progress has been made in the participation of women in senior management and decision-making positions in the public and private sectors. 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 and 21.4% of managers. The Business Women's Association of South Africa (BWASA) annual census highlights that in spite of 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. Efforts are also required to encourage women to participate more in the technology, manufacturing and energy sectors (World Economic Forum Report, 2013).

Towards a business case for women's leadership in private and parastatal sectors: Participants of the 2013 World Economic Forum on Africa concluded that reaching parity in women's representation in the private and parastatal sectors will be achieved when a business case is made for women's participation. The continued exclusion of women from leadership positions is an

3 Genderlinks, Lesotho Country Barometer, 2010.

4 Information 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].

5 Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012

inefficient use of human resources because 50% of the population is not fully participating in the economy and not making use of their maximum potential. As a result there are great losses being made (WEF, 2013).

Gender in economic policies

There is some progress in developing policies and initiatives to promote women's economic empowerment and participation.



Zimbabwe 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 ownership and participation in the economy by indigenous Zimbabweans."[5]



In **Malawi**, efforts are currently underway to review policies and legal instruments to ensure that women's economic empowerment becomes a reality, through analysis of various policies such as the National Economic Empowerment Policy. The policy, which expired before being well-known and implemented, has been framed into a National Roadmap on Economic Empowerment in Malawi. This is being fast-tracked by the Ministry of Gender and the Ministry of Economic Planning and Development and partners such as the NGO Gender Coordination Network, DanChurch Aid, and others. The Micro, Small and Medium Enterprises Policy is a tool that is also helping to reshape the small businesses environment, which is largely occupied by women. The Ministry of Trade and Industry is developing the Industrial Policy and a Trade Policy. The National Exports Strategy and The Private Sector Development Strategy are in place as developed by the Ministry of Trade and Industry.

Other initiatives being implemented include the Business Linkage Programme, Competitiveness and Job Creation Support Project (Women Empowerment Action Plan being developed by Ministry of Gender), Support to Viable Ideas being run by National Association of Business Women (NABW) through the Ministry of Trade,



Esnath Nyoni, Chairperson of the Siyaphambili Glenkara Homes Gardens on land given to residents in Nketa 9 by the Bulawayo City Council for income generating projects, Zimbabwe. *Photo: Clever Zulu*

and Village Savings and Loans (VSLs) being implemented by various stakeholders. Malawi Union of Savings and Credit Cooperatives (MUSCO), through the Malawi Lake Basin Programme, is promoting village savings and loans groups to transform into Savings and Credit cooperatives (SACCOs). The Malawian government is running the Community Savings and Investment Project (COMSIP) which aims at helping rural people, and especially women, to become economically empowered through community savings and investment initiatives.



Seychelles put in place important macroeconomic 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.

Botswana: Women in Business Association



The Women in Business Association (WIBA) was formed in 1990 as a committee of BOCCIM (the Botswana Confederation of Commerce, Industry and Manpower). It is an independent, non-governmental organisation with the objective of assisting all women in the business sector. WIBA is now represented in the BOCCIM National Council, but is treated as a separate sector representing women. The Association is also affiliated with the Botswana Business Coalition on AIDS (BBCA), an organisation set up to promote private sector action to fight the effects of HIV and AIDS on businesses in Botswana.

Through its work with public and private sector stakeholders in Botswana, WIBA hopes to achieve the evolution of an indigenous Botswana Women In Business Entrepreneurship Programme, which includes self-development by training on entrepreneurship skills for all members and the integration of local, regional and international linkages of business.

Anna Sebopelo, Secretary General of WIBA, explained that in her view the main features of Botswana' macro-economic policy are economic growth, employment creation and poverty eradication, economic diversification, macroeconomic stability, good governance and productivity, and sustainable environment.

Sebopelo states it is critical for the economy to grow, and government is striving to address declining growth trends by trying to meet Vision 2016 targets for growth as well as diversifying the economic (as demonstrated by the contraction of the mining sector, which caused a global crisis). Though available data shows some increase in employment, much needs to be done to create employment for women - an explicit policy is needed in this regard, to empower women economically. Macroeconomic stability can be achieved through price stability, which boosts incentives to invest and fosters an investor-friendly environment.

The policy does not address women's economic development specifically. The intervention which government has come up with to address women's development is



Anna Sebopelo, Board member WIBA and Gender Sector Coordinator. *Photo: Vincent Galatlhwe*

the current pilot project on Women in Informal Cross-Border Trade, conducted under the Gender Affairs Department and funded by UN Women. The project runs for three years, ending in December 2013. Stakeholders are also involved in this project which involves domestication of laws and policies, customs and excise duty etc. to create a conducive environment for employment creation, business trade protocols and agreements. The other relevant policy is Poverty Eradication Scheme, and statistics show that more women are enrolled in this programme.

Sebopelo explains that "as most women are in the informal sector, government and civil society organisations should come up with interventions to lobby for policies to be more favourable to women to build up a conducive business environment; have policies like the ones on youth empowerment, but explicitly for women; and assist women with finance for their businesses which has been a challenge so far. With SADC in the process of forming an umbrella body for businesswomen's associations in the region, this could be an opportunity for women in Botswana to facilitate business and market their products in the region, and even internationally through AGOA.

For the macroeconomic policy to be gender-responsive, there must be harmonisation of legislation to facilitate business growth for women. Women must have access to productive resources, and the business environment must be liberalised to ease operation. There is need tio review the wage policy to align to productivity, simplifying procedures for registering micro-enterprises, and forge private sector participation in business development."

Measurements of economic growth are gender-blind: There is little to no evidence of accounting for women's contribution to economic growth, or any other gender considerations in assessments of economic performance in SADC countries. However, there is evidence to suggest that women make a positive contribution to economic growth. This is largely related to increased labour force participation and the reduction of the educational gender gap (World Bank Gender and Development Unit, 2012).

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, the 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 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.



Gender budgeting at Mazabuka Council, Zambia. *Photo: Albert Ngosa*

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 gender-equality perspectives 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 not widespread, several countries have reported the start of such initiatives. Examples of initiatives led by governments include Namibia and Seychelles. By July 2012 five other countries (Mauritius, Malawi, Mozambique, Tanzania and Zambia) had shown interest in costing the implementation of the SADC Gender Protocol targets at national level.



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 built 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 (either from the national treasury or from development partners).





Mauritius: At least four 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 the Ministry of Women's Rights, Child Development and Family Welfare (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 value. Recent efforts to resuscitate gender-responsive budgeting are welcome 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 education, health and social work sectors 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 **Tanzania**, the Ministry of Finance recognises that gender budgeting is needed and calls upon sectors and ministries to carry it out. The Ministry of Finance strengthened and widened participation in the Public Expenditure Review (PER) process, such as conducting studies that include gender. The Ministry of Community Development, Gender and Children is also leading training on gender budgeting, and monitoring the gender budgeting approaches in different sectors. The Ministry of Health showed how gender budgeting had helped to reduce maternal deaths and had led to the establishment of a children's ward at the national hospital.

Women make up about 80% of small-scale rural farmers. They often lack access to quality social services that would both uplift the quality of their life and their families, and ease the women's workload. There has been some progress regarding gender budgeting in certain ministries. For example, the budgets of the Ministry of Water and the Ministry of Health have been increased. The Ministry of Health will use the money to buy delivery kits for expectant mothers, and for pregnant women who are at least 36 weeks into their pregnancy. However, gender budgeting is not yet seen as a priority by most ministries, and when sectors are requested to contribute to disasters money is often taken from a gender mainstreaming or gender training budget. There is a need for gender budgeting training for all staff in all sectors. Gender budgeting should be built into the system in a holistic manner. Gender mainstreaming should take place in revenue, allocation, disbursement and monitoring the implementation and output level.



A small tailoring business in downtown Dar es Salaam. *Photo: Trevor Davies*

Zambia: Gender lens on budgets reveals gap



UNWomen, has collaborated with the Zambian government and civil society organisations. The partners include government agencies, with the Gender in Development Division (GIDD) as the lead agency and the Ministries of Finance and National Planning, Health and Agriculture and Cooperatives as focal ministries. On the civil society side, the lead organisation is the Zambia Association for Research and Development (ZARD), and other partners include the Non-Governmental Coordinating Council (NGOCC), Women and Law in Southern Africa (WLSA), Caritas Zambia, and Civil Society for Poverty Reduction (CSPR).

The project aims to move beyond awareness-raising to activities that will institutionalise gender-responsive budgeting (GRB) within the government system, and provide concrete ways of amending budgets and the underlying programmes, projects and practices so that they promote gender equality. The project incorporates four main areas of activity: gender budget statements; gender-aware policy appraisals; citizen report cards; and general GRB awareness-raising.

The project commissioned two gender-aware policy appraisal studies for the agriculture and health sectors.[6] To reduce poverty levels and food insecurity and achieve sustainable economic growth, the government has identified agriculture as the priority sector. Preliminary findings are that women lack the resources and opportunities they need to make the most productive use of their time. Women are farmers, workers and entrepreneurs, but tend to face more constraints than men in accessing productive resources, markets and services. Women are less likely than men to own land and livestock, adopt new technologies, use credit or other financial services, or receive education or extension services. Often women do not even control the use of their own time.

In Zambia, women constitute 64% of the rural population, and approximately 80% of the producers of the food.[7] Despite women's disproportionate contribution to agriculture, there is still a big gap in the resource allocation and the participation of women in FISP has remained low. This is exacerbated by a lack of commitment to tackle gender inequalities in agriculture by the implementing ministry.[8] Since the launch of the Farmers Input Support Programme (FISP) in 2003, women comprise only 38% of the beneficiaries.

The study found a gradual increase in the overall budgetary allocation to reproductive health but noted that this may not be adequate to accommodate the shift in policy to take on activities for the safe motherhood action groups, or the huge investments involved in setting up basic and comprehensive emergency obstetric and newborn care.

Key recommendations emerging from the study include:

- Provide clear guidance to ministries, provinces and spending agencies (MPSAs) on gender-responsive budgeting.
- Make gender a key component of the budget-making process.
- Make inclusion of gender mandatory during the budget hearing process.
- Take concrete steps towards institutionalising gender-responsive budgeting.
- Clearly define women's reproductive health needs and identify key players in the implementation process.
- Involve key players in the budget-making process and give them adequate decision-making powers.
- Advocate for adherence to Abuja Declaration on commitments made by member states annual budget commitments to health.
- Ensure that resource allocation matches activities, and identify funding points for maximum impact.
- Use a bottom-up approach to the extent possible for setting priorities in reproductive health.



Zambia: Women produce food but lack access to markets. *Photo: Gender Links*

6 Excerpts from: Gender Responsive Budgeting - Gender Awareness Policy Appraisal – Farmer Input Support Program (2011). Zambia Association for Research and Development.
7 FAO (2011) The State of Food and Agriculture 2010-11. Women in Agriculture: Closing the gender gap for development.
8 Farnworth, CR et al (2011) Zambia Feed the Future Assessment Report



Lesotho: The Ministry of Gender and Youth, Sports and Recreation (MGYSR), with support from UNFPA, is planning to train senior officers to understand the concept and to produce follow-up call circulars to monitor impact. Ministry staff will attend a Training of Trainers course in Tanzania. The Millennium Challenge Account (MCA) financed project ensures that men and women benefit equally from the funded programme activities.

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, but 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. The Zimbabwe Women's Resource Centre Network (ZWRCN) has worked closely with the government on gender responsive budgeting.

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.



A woman's work is never done: Market day in Swaziland. *Photo: Thandokuhle Dlamini*

Very few time-use studies have been conducted: These establish the invisible work of women not recorded in national accounts. The results of time-use studies could provide good entry points for beginning to quantify and assign monetary value to work conducted by women. Not all countries have conducted time-use studies. Examples of countries that have done so are Malawi, South Africa and Mauritius.



Malawi: The 2010 national Gender Development Index (GDI) published by the National Statistical Office (NSO) and the Ministry of Gender, Children and Community Development showed that women spend 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

[9] Government of Malawi, (2010). Gender and Development Index, 2010. Minstry 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]

men recorded a higher number of hours spent than their female counterparts.[9] 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, while men spent as little as 1.2 hours per day doing the same activities. The figures exclude time spent on childcare. The implication is that less time is spent on economic activities by women compared with men.

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 childcare, family care and for providing sustenance to their families. Although they are the ones who most need to engage in economic activities, they have least time to do so.



In **South Africa,** the only national time-use study was conducted in 2000 by 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.



The **Mauritius** Ministry of Gender Equality and the UNDP published an analysis of the time use survey: (Central Statistics Office, 2005). The major findings of the survey are as follows:

- Women continue to be concentrated in low-skilled and low paying jobs.
- Only paid employment and the exchange of commodities for money is registered as part of the GDP in national accounting systems. Women's contribution to the national economy is therefore underestimated.
- Policies aiming to raise the female labour force participation rate could contribute to reducing the gender gap.
- The average man earns US$1.70 per hour and the average woman US$1.20 implying a pay gap of 36%.
- The relative gender pay gap is uneven across different occupations ranging from 13% for clerks to 25% for legislators, senior officials and managers, to 100% for plant and machine operators.
- The average man earns 13% less than the average woman in the public sector while the average man earns 50% more than the average woman in the private sector.
- Women are academically more qualified than men, but still earn less in the labour market.
- The average male worker spends 6.9 hours working while the average female worker spends 5.9 hours. This shows the Mauritian household as a dual earner model.
- Childcare impacts more on women's careers than on men.
- The average woman spends 314 minutes per day on unpaid work, almost four times the 80 minutes for the average man.
- Non-working mothers spend 484 minutes per day on household duties compared to 279 minutes for working mothers. Adding the 334 minutes spent at work per day, gives a total of 613 minutes for working mothers.
- Men contribute less to household tasks, and mothers spend four to five times more time than fathers on household work.
- Working mothers spend 61 minutes, compared to working fathers who spend 27 minutes, on care of household members.

Care work is still largely unrecognised and unremunerated: Despite provisions for care work in the SGP, especially in reference to HIV and AIDS, this remains largely unrewarded and unremunerated. However, there is a growing discussion in the region on men's involvement in care work.



Unwaged work: caring for the aged in Mauritius. Photo:Ghirish Singh Abdhoosee

Botswana: Men Care - Mochudi Father's Group

The introduction of Botswana's first even Men Care Father's Group in Mochudi has been received with an overwhelmingly positive response from the community and the fathers themselves.



Joys of fatherhood. *Photo: Men Care Project*

Speaking at the SADC Protocol@Work Summit, Desmond Lunga noted that Stepping Stones International (SSI) is promoting involvement by men and boys, who have an equal role to play in establishing new cultural norms. SSI has partnered with Sonke Gender Justice in South Africa to facilitate fathers support groups. These promote active parental engagement of men who are expecting new babies. Research shows that this is a critical time in a man's life that can lead to long-term behaviour change.

Working with men in an area traditionally and culturally viewed as work within the women's sphere is quite challenging. Men are apprehensive at first and sceptical of what the project will offer them. However, once they attend one session the men have continued to attend additional sessions with commitment.

The SSI Men Care project has produced a multitude of communication materials including an innovative radio programme with an unprecedented focus on men's issues related to parenthood. Posters have been developed and put in key locations in clinics, government offices and popular community settings. Together with the posters, small invitation cards have been developed and distributed to clinic staff, to entice new expectant fathers to join the groups.

Although the programme is still very new, outcomes are already evident. For instance, one father participating in the programme reported that he has quit alcohol to be involved in the raising of the child. Participating men are changing their behaviours to be better fathers as well as better partners to their wives or girlfriends. All of the original members selected for the fathers groups continue to participate in sessions and demonstrate their interest and commitment to the programme.

The experience of the Fathers Group is being broadcast on public radio - Radio Botswana II. Callers make comments about their support for the idea, their desire to join such programmes and wish that Stepping Stones International could bring the programme to their districts. Men are now starting to ask for information regarding custody because they want to take more responsibility for children.

Government offices are keen on the uptake of the project and have been inviting the Men Care team to present at workplace wellness days and schools events. Clinic staff, NGOs and even private doctors in Mochudi are actively referring men to participate in the fathers groups.

Through the first six months of this pilot project, SSI has learned the importance of community ownership and collaboration with key stakeholders. From the beginning of this project, a group of key stakeholders were invited to learn about the project, offer their feedback into recruitment process and identify the correct protocol to engage the clinics. It was also found that expecting men are the best people to mobilise other men, and to motivate each other for continued participation in the fathers groups.



Gender benders: Men in Mochudi lead the way. *Photo: Men Care project*

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.*

Women remain marginalised in trade and entrepreneurship: Women have less access to education, credit, land, market information and technology compared with men. A United Nations Conference on Trade and Development (UNCTAD) Trade Policy and Gender Inequalities Analysis shows that gender affects trade and trade affects gender (see Table 4.3).

TABLE 4.3: HOW TRADE AFFECTS GENDER AND GENDER AFFECTS TRADE

Trade effects on gender equality	Gender inequalities effects on trade
Impacts on prices of goods and services (largely used by women)	Inequalities impact on trade outcomes e.g low wages for women that artificially increase competitiveness based on low labour costs and entrench inequality.
Effect on household activities and income (wages and earnings)	Existent structural inequalities such as land ownership may persist if trade benefits from these.
Revenue implications of trade liberalisation – increased revenues not necessarily redistributed to include women and other marginalised groups	Gender inequalities intersect with other inequalities for example ethnicity and class and these are deepened because of favourable environment for trade.

Source: UNCTAD Report: Trade Policy and Gender Inequalities: A Country-Based Analysis, 2012

Governments are just beginning to be more proactive: Most SADC trade policies remain gender-blind. There is no mention of the differential impact of trade policies on women and men.



In **Lesotho,** the preferential trade agreement between the government and the United States through the African Growth and Opportunity Act (AGOA) demonstrates few positive outcomes for Basotho women. The UNCTAD analysis on Lesotho highlighted the point that trade affects gender inequality and vice versa. Between 1995 and 2010, Lesotho experienced significant growth within the apparel industry. This growth stimulated employment and a large number of jobs for semi-skilled Basotho became available; these jobs went primarily to women (UNCTAD, 2012). In the absence of gender considerations within AGOA and related policies, the economic growth also facilitated new patterns of gender inequality and women's vulnerability. Some of these included poor working conditions, low wages for women and negligible skills development. The preferential trade agreement eroded Lesotho's resilience against sudden shocks in the market. Once the AGOA framework came to an end, semi-skilled and poorly paid women were the first casualties (UNCTAD, 2012). This case emphasises that trade agreements must be sustainable and ensure that women's skills are developed and diversified.



Mauritius 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. 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

South Africa: Beehive of activity in Mossel Bay



Entrepreneurship is a central component of the SADC Gender and Development Protocol. The Beehive Project in Mossel Bay Municipality is an example of the Protocol being put to work to promote entrepreneurship and self-reliance in a community where many people were dependent on handouts from the government in the form of social grants.

Speaking at the SADC Protocol@Work Summit, Sharon Louw said the Beehive Project is a response to unemployment, poverty and disempowerment in the Mossel Bay community. The project builds the capacity of women to start their own businesses.

Many women in the community already owned businesses on an informal basis, but without the requisite documentation, which limited the scope of operation. There were limited business skills amongst the unemployed youth, indigent households and women in the community. Individuals engaged in business-related activities casually sold their wares on the street as "hawkers". This form of business was not sustainable in the long term. The Beehive Project is intended to make the business ventures of Mossel Bay community members sustainable.

The main objective of the project is to ensure that individuals operating small informal businesses or with business ideas in the Mossel Bay community can develop and implement these. The project empowers women by providing them the opportunity to enter into a semi-formal business environment. In addition to poverty eradication and employment creation, women are able to consistently support their families and themselves. The project allows small women-owned businesses to rent containers in which they can run their projects. In addition to women, unemployed youth and individuals with disabilities are project beneficiaries.

The process started with research and needs assessment to identify the community's priorities. Priority areas were identified as unemployment, poverty, lack of business development opportunities, hostile business environment, shortage of skills, shortage of business individuals with permits, and hindrances to registration of their businesses. Local businesses then submitted business proposals for vetting by the ward committee in a public participation process. Successful applicants received training from the municipality and assistance in registering their businesses. The Local Economic Development department secured the containers through a closed quotation process.

Some of the outcomes of the Beehive Project are economic development, poverty alleviation and healthy families within the municipality. Mossel Bay now boasts a large number of individuals with registered businesses that can be further developed and expanded. Unemployment rates in the municipality have improved, along with the general wellbeing of the community.

One of the greatest challenges has been securing electricity supply within the containers. Future roll-outs of the project will ensure this is built in to the initial phases. The next steps to develop, expand and sustain the Beehive Project include forming a network responsible for marketing the project and ensuring that there is always business coming in.



Mossel Bay is working to empower women and end gender violence. Photo: Ntombi Mbadhlanyana



Zinaida Ameerally, a Mauritian jeweller mentoring an employee.
Photo: Abdhoosee Ghirish

Research Extension Unit (AREU); Mauritius Institute of Training and Development (MITD); National Computer Board (NCB); Tourism Authority; and any other micro/small entrepreneurs.



South Africa has policies to increase women's access to credit, and 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 structures, as drivers of local economic development, are required to find ways to help entrepreneurs diversify and grow their businesses in a way that simultaneously helps the local municipality address its economic needs.



Zambia: The Trade and Industrial 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.



In **Botswana** the government has provided a macroeconomic 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.[10] The National Development Bank (NDB) 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.



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[11]. Through various initiatives, women 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.



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

[10] 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].

[11] Government of Malawi and World Bank, (2006). Malawi poverty vulnerability assessment, p.168.

Zimbabwe: Masvingo micro-credit fund lights the way



New Development Fund, a revolving fund created by the City Council of Masvingo and its twin city Kernan in Germany in 1996 has been revived and it yielding benefits for women in Zimbabwe's central city. The two cities revived the project in May 2012, each contributing $7000 to the revolving fund. The Zambuko Trust manages the fun. The Trust's mission is "to be a bridge between the marginalised, the unemployed and the opportunities for financial services and enterprise."

Speaking at the SADC Protocol@Work Summit, Masvingo Gender Focal Person Annette Breda noted that as this is a revolving fund, this good practice allows for beneficiaries to access the fund on an ongoing basis. Access has been simplified, and basic training on how to run a project is provided. Monthly reports are made to the City Council of Masvingo.

This activity contributes to achieving gender equality by providing equal access to education and training, as well as equal opportunity to economic empowerment. The project also provides access to credit, resources and employment.

The majority of the people of Masvingo derive their living as self-employed micro-entrepreneurs. Over 90% of the Small and Medium Enterprises (SMEs) are informal; many of these owned by women. Knowledge is derived primarily through an informal exchange of information, and collective knowledge embodied within specific market places.

The overall objectives of the project are to assist small-scale enterprises to pool resources for bulk sourcing and marketing so as to enhance profit, and to negotiate contracts and sub-contracts for small scale enterprises. This is done through making credit available to micro and small entrepreneurs in Masvingo, promoting entrepreneurship among women by ensuring that they are equal recipients of credit, promoting entrepreneurship among the young, thereby protecting them from social hazards, and increasing the revenue base for the local authority.

The project is targeted at reducing poverty among the most vulnerable – those who do not have access to funding or to loans to strengthen their existing projects. By targeting vendors, owners of flea markets, small businesses (such as welding or repair of bicycles, poultry projects etc.), the revolving fund benefits micro and smaller enterprises in the city.

After establishing a board and bank account, the New Business Development Fund (NBDF) made its first disbursement in July 2012. Zambuko Trust conducted community mobilisation, screening, training and disbursement of between US$300 to US$500, payable between 3 to 6 months respectively with 5 per cent interest.



Photo: Loverage Nhamoyebonde

Annete Breda of the Masvingo City Council

Women have equal access to funding, and the local authority widens its revenue base (as one of the requirements is that clients must have a valid council trading licence). Of the 70 loans disbursed between July and October 2012, women received 44 (63%).

Challenges include accessing the funds and making repayments on time. The main constraint has been underfunding, which limits the number of people accessing the funds. It is hoped that with time funding will be increased. An important lesson concerns providing business management and other relevant skills. There is still a need to strengthen clients so that they can eventually become independent and not need to continue borrowing.

Councils can form partnerships in order to come up with the initial capital. Both councils (Masvingo and Kernan) are keen to see the expansion of the project in order to increase borrowing and to increase the number of people accessing the fund.



Taking the SADC Gender Protocol to heart: Traders at a Masvingo market *Photo: Susan Tolmay*

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.



In **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.



The Ministry of Women Affairs, Gender and Community Development in **Zimbabwe** 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$3 million up from US$ 2 million in the 2011 budget. Councils are showing the importance of local level initiatives.

Informal trade

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 (ILO), the sector amounts to 72% of employment in sub-Saharan Africa. Statistics suggest that 93% of new jobs 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.[12] 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 under-served by formal education systems. They have little job security or savings, and even a brief illness or injury can mean that they have no financial means to survive. To see women benefit from their involvement in the informal economy and 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. The government's Action Plan for Poverty Reduction 2011-2014 notes that most poor people in urban areas are heavily dependent on informal economic activity.

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 of those 4 480 400 (58.5%) were women.



Botswana: The CSO Informal Sector Survey of 2007 estimates that there are 40 421 informal sector businesses. Over 67% of the informal businesses are run by women. Most of these 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 no education, the level of education contributes to the choice of operating in the informal sector.



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 sector 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. This exposes them to harassment by local municipal law enforcers and state agents (police). The government of Swaziland acknowledges the lack

[12] Verick (2006).

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.[13] 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.

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.



Social networking @ the cyberdialogues in Lesotho.
Photo: Trevor Davies

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.[14] 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.[15] 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.[16]


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 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.

[13] Swaziland integrated Labour Force Survey (2007-2008)
[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.
[15] Zimbabwe 2012 National Budget Document.
[16] ZWRCN Gender Analysis of the 2012 National Budget, December 2011.

In **Malawi** 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 **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.

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.



Lower Usutu Sustainable Land Management Project in Swaziland. *Photo: Ncane Maziya*

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. 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 do not require 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 household, even if he does not actually own the property, rendering access complicated for women even when 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 an 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.

But there are also changes taking place on the ground: Many local councils are making it their business to ensure that women have equal access to housing and land. These initiatives have a profound impact on women's lives, including their safety and security, as illustrated in the case study of an integrated housing project in a high density suburb of the Zimbabwe city of Gweru.

Zimbabwe: Gweru housing project empowers women, reduces violence



Mtapa is the oldest suburb in Gweru, the third largest city in Zimbabwe. Built in the 1930's it comprised overcrowded hostels with up to four families occupying a room. The housing units, water and sewer systems initially designed for a smaller population failed to cope with the increasing demand for services.

Speaking at the Zimbabwe and regional SADC Protocol@Work summits, acting Gweru Director of Housing Unity Jaji described how, in 1981, the Council resolved to upgrade Mtapa and convert the houses to homeownership. The exercise is now in the final phase. Upgrading of Mtapa suburb has reduced over-crowding, improved hygiene, encouraged families to stay together, and contributed to economic development as individuals are homeowners and can plan with and contribute to the growth of Gweru through self-help projects. They can educate their children, participate in council's service delivery business, and work in the industry.



Gweru city council Acting Director of Housing and Community Services, Unity Jaji. *Photo: Priscilla Maposa*

The process directly relates to the national housing, health, economic development, poverty alleviation and gender empowerment goals. There are several gender dimensions. For example, women and girls have different privacy requirements compared with men. The absence of toilets forces them to use bushes on public spaces and they can only do this in the shelter of darkness. Security issues arise as women and girls are more vulnerable to violence, sexual harassment and other types of crime during the night.

Gender-Based Violence is mostly viewed from a physical and sexual perspective, but it has emotional and economic dimensions. The situation in Mtapa suburb where hostels were constructed for male migrant labourers made it impossible for families to be together. That in itself was Gender-Based Violence.

Diarrhea accounts for nearly 30% of the burden of childhood communicable disease. Repeated bouts of diarrhea contribute to malnutrition. Water, sanitation and hygiene relate intimately to diarrhea diseases. Open defecation was common in Mtapa suburb. This left the residents more vulnerable to communicable disease. The need for water, therefore, could not be over-emphasised.

The project aimed to decongest the Mtapa suburb and reduce overcrowding through the homeownership scheme and to improve hygiene through the water and sanitation project. Each household would finally have individual water connection and a toilet.

A monitoring and evaluation system was put in place to track progress. Signed contracts formed the legal basis of the rights and obligations of the various parties involved. They also formed the control mechanisms and guidelines. The contractors were supervised on the site by the building control officer, who acted as the site manager. Monthly progress payment certificates were agreed upon between council's project management team and the contractors. These certifi-cates were verified and approved by the council's audit department before they were passed on to the director of finance for payment. The evaluation of the project was undertaken by the council's management team to the satisfaction of the officials from the government's national housing fund. When the needed infrastructure was in place, the director of housing and community services was then given a go ahead by council to sell the housing units to the existing tenants.

There is a total face lift of Mtapa suburb, with good houses. The people no longer queue for water, a toilet or for a bath so more time is saved for economic benefits. People are now early for work, children go early to school, and women have more time for vending and flea markets. They also have more time to attend meetings that have to do with development of their community. Improved hygienic conditions mean a reduction in the outbreak of water borne diseases such as cholera, dysentery and malaria.



Housing brings happiness to the residents of Mtafa. *Photo: Colleen Lowe Morna*

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 range 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.

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.



Joseph Hanlon, Jeanette Manjengwa and Teresa Smart in their book *Zimbabwe Takes Back Its Land* argue that although women in **Zimbabwe** have been organising themselves around land since the late 1990s, benefits have been far from immediate. Initially, women received title to 12%-14% of resettled farms, although this raised to 30% to 50% through inheritance and reallocation.They conclude that: "patriarchy has not gone away; land reform is still male-dominated and women are disadvantaged. But the decade after the occupations saw dramatic changes in ensuring that women receive land in their own right and have their names on offer letters and leases of joint farms."[17]



In **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 ignored 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 DLA 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 (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, extends 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 beneficiaries.

The Land Reform Gender Policy aims to create an enabling environment for women to access, own, control, use and manage land as well as to gain access to credit for the productive use of land. Land reform in South Africa has focused mainly on racially skewed land ownership rather than on gender imbalances. However, the establishment of the Commission on Gender Equality, the land reform gender policy and the implementation sub–directorate are important elements of the national gender machinery 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.

[17] Ibid.

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 were integrated into the questionnaire for an agriculture census of August 2011. Its results provided better statistics and shed light on the contribution of women in food provision and food security.



In **Malawi** the Food Security Policy (2006) recognises the role of women in food production.[18] 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 policies and land laws exist in Malawi, women generally have little or no knowledge of these instruments.



"You can never consider yourself a leader if you do not reach out and empower fellow women, especially girls and younger women." Joyce Banda, President of Malawi, speaking at the World Economic Forum on Africa, Cape Town 2013 *Photo: Gregory Gondwe*

According to a 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.

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 that prevent them from acquiring land.



Lesotho's communal land tenure system entitles all households to land for shelter, farming or business activities in the urban areas. It recognises three types of land titles: leasehold, title deeds, and a "Form C".[19] 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% of land owners in Lesotho.[20] 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 congruency with the Legal Capacity of Married Persons Act of 2006.

The Act has gender provisions for joint tilting and 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 or polygamously married, 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.

18 Government of Malawi (2006) Food Security Policy.
19 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.
20 Kingdom of Lesotho 2006 Lesotho Population and Housing Charecteristics. Analytical Report, Vol. IIIB Socio-Economics Characteristics. 2009.

Lesotho: Catholic Church challenges gender stereotypes



Women have generally been regarded as agents of change, but often rural women face serious obstacles to the exercise of their human rights, their personal development and the pursuit of their aspirations. These women rarely receive support from the state, the media, civil society or the churches but they never cease to continue with their struggle.

Speaking at the Lesotho and regional SADC Protocol@Work Summit, Mamotsiba Makara, Gender Focal Person for the Catholic Commission for Justice and Peace (CCJP) described how her organisation has been challenging gender stereotypes in the rural areas of Lesotho.



Mamotsiba Makara and Chief Thesele Maseribana_at the Lesotho summit. *Photo: Ntolo Lekau*

While the Government of Lesotho has managed to put structures in place to ensure more equitable participation of women in education, culture and acceptance of GBV continues. According to data from the 2004 Lesotho Demographic and Health Survey (DHS), across almost all categories, married women have a low level of autonomous household decision-making. In fact the only area in which women exhibit high levels of decision-making autonomy is in relation to the preparation of meals. When asked whether violence against women is acceptable under certain circumstances, about 50% of men and women agree that wife-beating is justified in some circumstances, including when wives "don't obey their husbands". The effects of these attitudes are seen most dramatically in the rural areas.

Most Basotho women living in the urban areas enjoy higher levels of literacy, and are economically empowered. Rural women, however, still depend on men who work in South African mines for survival, and they are more vulnerable because of their economic dependency. There is a direct correlation between economic empowerment and decreased levels of GBV.

CCPJ has used Women's Month in August and the Sixteen Days of Activism in November/December to plant trees, which remain as an orchard for local women to nurture and produce fruits for the improvement of their lives. Women have been encouraged to develop information centres in their villages, where they collect newsletters, newspapers, posters and other items useful for their information.

The CCJP aims to sensitise women and girls about the specifics of gender relations, and increase knowledge and awareness on GBV among different groups, including local leaders. This will lead to broad attitude and behaviour change at community level. In each district 200 women are targeted, and the project aims to reach 12 000 people indirectly.

Marginalised women and girls will be able to consider and discuss their position within their families and communities. With the assistance of local community councillors, notable women have been selected to receive awards in several categories, including economic development, health, politics, good governance, and education. Women who have contributed to the creation of local jobs and those who have been actively involved in selling crops were selected to receive awards, along with community councillors, village health-workers and nutritionists.

Some community members, both men and women, perceive the programme as trying to change their culture, and they refuse to participate. Local leaders also sometimes view this as an imposition of western ideas about gender relations, and assert dominance of customary laws over common law. CCJP groups have been established across the country, and they work through community-based volunteers. These groups are established within the church structures and continue to operate even after the project ends. CCJP groups work independently, and the project just increases their capacity as an investment that will continue to have effect after the project ends. They work at a village level and are supported by local traditional leaders who typically provide meeting space and support their activities.

Zambia: Making sure women access land



During the launch of the 2010 Barometer in Lusaka, Vincent Mbumwe, Information Specialist in the Ministry of Gender, announced that the government had enacted a policy to ensure that women own 30% of land. While this is yet to be put into practice by the Ministry of Local Government and Housing as well as traditional leadership, the adoption of this policy, and its direct linkage to the provisions of the Protocol, mark a key breakthrough.

Men in Zambia still have more access to, control over and ownership of land than women. The few women who access, control and own land face many challenges, especially when the land is controlled by traditional leaders who apply customary practices. Only 10% of Zambian land falls under the state, and the remaining 90% falls under traditional authorities. Much of the land that women should benefit from is controlled by traditional leaders who maintain cultural practices that bar women from acquiring land.



Access to land empowers women in Zambia. *Photo: Gender Links*

The shift towards women owning land follows pressure from civil society, churches and other stakeholders. The policy entitles women to be allocated 30% of all advertised council or state land. Women can then compete with men for the remaining 70%. The question is whether the policy is truly benefiting women, and the chances of the target being met by 2015.

There are two types of land in Zambia: state and customary. The latter covers about 6% of the total land area. Customary land is held under customs and traditions governing land use and ownership. Under customary law, when one's husband dies, a widow sometimes is chased from the land left for her by her late husband.

A case in point is that of a widow in Monze, Southern Province. Theresa Chilala had her homestead turned into a graveyard by relatives of her late husband. Until some civil society groupings intervened in her situation, relatives buried seven bodies in the backyard of her house. Chilala was tormented by her brother-in-law, who wanted her to marry him after the death of her husband in 1996. The traditional Tonga custom allows a widow to be inherited by her in-laws after having sex with one of her dead husband's male relatives to free the widow from her husband's ghost.

The process of acquiring land is still cumbersome. Potential landowners must approach the local authority that is supposed to advertise the land to the public. Applications must then be made for the land, and the Commissioner of Lands in the Ministry of Lands, acting on behalf of the national president, is approached for a title deed. The title deeds are then given after relevant documentation has been finalised and necessary surveys conducted. In some instances, women are still not allowed to own land under customary law. Their male relatives are instead entrusted to hold land rights on their behalf.

Customary law also enables a widow's relatives to grab land and other property as well as interfere with the livelihood of her family. Despite being a signatory, Zambia does not fully adhere to some international rights treaties such as the SADC Gender Protocol. Figures provided by the Zambia Ministry of Lands show that from 2006 to 2010, women received 16% to 22% of land allocations. This is lower than the 30% target, but still an improvement.

Some of the measurable outcomes of the 30% policy are that more women are accessing and controlling land. It provides policy and other initiatives to protect women, traditional leaders have increased awareness of the need to allow women to own land, successful government lobbying is taking place, and cultural practices that prohibit women from controlling land are slowly being eradicated. Women are now more able to access loans from financial institutions because of successful awareness-raising initiatives.



Tanzania: Women's constitutional right to own land is asserted in the Law of Marriage Act and the Land Act. 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 right 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.



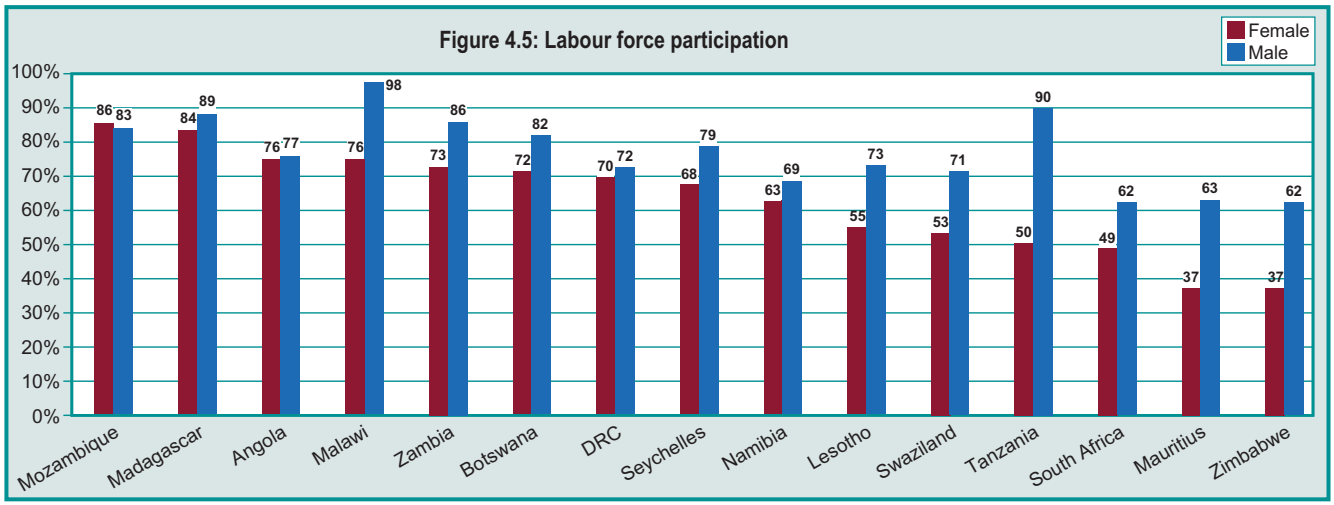
Mozambique: The Land Act 19/97 states in Article 10 that men, women and local communities have the right to the use of land. In Mozambique land cannot be sold. The ownership of land is exclusive to the state.

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.

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.

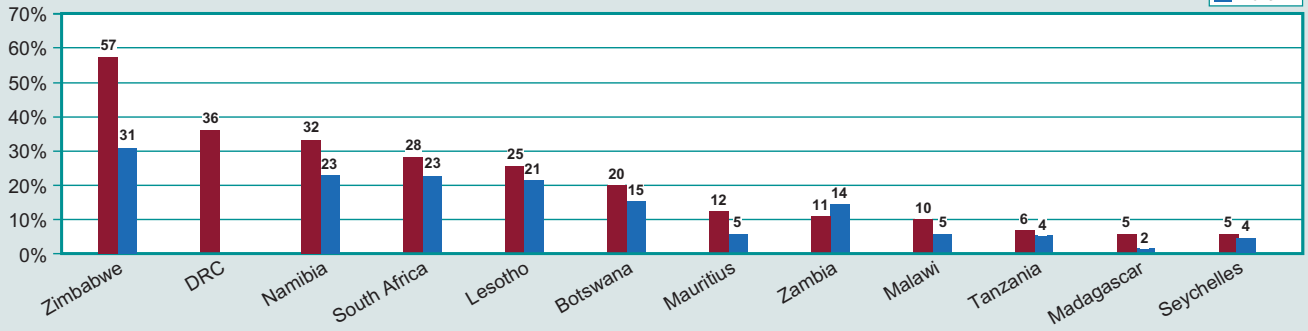


Source: Gender Links (2013)

In southern Africa, labour-force participation for women continues to lag behind that of men. As reflected in figure 4.5, the widest gaps are recorded in ***Mauritius*** and ***Zimbabwe,*** where women's participation levels are both 37%. Men in Mauritius participate at 63% and Zimbabwe at 62%. The labour participation gaps in both countries are remarkably wide, Mauritius 26 percentage points and Zimbabwe 25 percentage points.

In 2013, ***Angola*** (76%), ***Malawi*** (76%), ***Zambia*** (73%), ***Botswana*** (72%), ***DRC*** (70%), ***Seychelles*** (68%) and ***Namibia*** (63%) are all well above the halfway mark, with at least 13 percentage points above 50%. ***South Africa*** (49%), ***Mauritius*** (37%) and ***Zimbabwe*** (37%) are lagging significantly behind, with less than half of able women participating in the labour force. ***Lesotho*** (55%), ***Swaziland*** (53%) and ***Tanzania*** (50%) are all on or beyond the halfway mark but require greater efforts to reach the 100% target.

Figure 4.6: Unemployment of women and men



Source: Gender Links (2013)

More women than men are unemployed in Southern Africa: Figure 4.6 shows that Zimbabwe (57%), DRC (36%), Namibia (32%), South Africa (28%), Lesotho (25%) and Botswana (20%) have the highest rates of female unemployment in the SADC region. Mauritius has 12% 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, Tanzania (6%), Madagascar (5%) and Seychelles (5%) have women's unemployment fairly well managed with the rates in the single digits. It is important to note that employment rates on their own do not signify gender equality within employment.



The **Mauritius** 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 found out that more women than men are unemployed, yet 42% of women who are unemployed are holders of a School Certificate or higher qualification. The number of those unemployed in 2011 was 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.[21] The Zimbabwe 2010-2011 Demographic and Health Survey (ZDHS) shows that in the 12 months preceding 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.[22] Seven out of ten men were employed or had worked in the year before the ZDHS.[23] A higher percentage of urban women (44%) than rural women (33%) are employed. Women with more than a secondary education were twice as likely as those with less education to be employed.[24]



Cherlynn Simbiso Dumbura, biochemist in Harare, Zimbabwe. *Photo: Tapiwa Zvaraya*

[21] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.
[22] Zimbabwe Demographic and Health Survey 2010-2011.
[23] 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.
[24] Zimbabwe Demographic and Health Survey 2010-2011.

TABLE 4.4 CONDITIONS OF EMPLOYMENT				
Country	**Maternity leave**	**Paternity leave**	**Retirement age and benefits for women and men**	**Sexual harassment**
Angola[25]	**Yes.** 3 months paid[26]	**No**	**No.** Women at 55, men at 60. In public 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
Botswana[27]	**Yes.** 12 weeks, six before, six after. During maternity leave, a maternity allowance of not less than 67% of the employee's basic pay or 50% for each day of absence.	**No**	**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 policies. Some institutions have incorporated sexual harassment policies
DRC	**Yes.** Labour code. During maternity leave, a maternity allowance of 67% of the employee's basic pay	**Yes.** Labour code	**Yes.** Social Security Law	**Yes.** Labour code and the Sexual Violence Law
Lesotho[28]	**Yes.** two weeks after one year employment in public sector. six 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	**Yes.** Most employment sectors including the public sector are gender neutral on these issues	**Yes**
Madagascar	**Yes.** six weeks before, six weeks after for the private sector. Two months in the public sector	**Yes.** The Labour Act grants three days of paternity leave for the private sector, 15 days for the public sector	**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
Malawi	**Yes.** Every three years, eight 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**	**Yes.** Anti-discrimination Act	**No.** Not specific
Mauritius[29]	**Yes.**[30] After one year of employment, 12 weeks, The Employment Rights Act (ERA) 2008	**Yes.** A male worker shall be entitled to five continuous working days	**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 grounds of marriage irrespective of age	**Yes.** Sexual Harassment is provided in Part IV of the Discrimination Act, 2002
Mozambique[31]	**Yes.** 60 days, after which she can take up to an hour a day for breastfeedin, for a year unless otherwise prescribed by a clinician	**Yes.** This consists of two days consecutive or alternate leave during the thirty days from the date of birth of the child, every two years	**No.** 65 for men and 60 for women	**NA**
Namibia[32]	**Yes.** After one year, three months of unpaid maternity leave, four before and eight after. The Social Security Commission will pay 100% of her normal pay for the maternity leave period	**No**	**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

Country	Maternity leave	Paternity leave	Retirement age and benefits for women and men	Sexual harassment
Seychelles[33]	**Yes.** 12 weeks paid leave, four before, ten after. A female worker is not allowed to return to work before her paid leave is over.	**No**	**Yes.** 63 years and a monthly pension of Seychelles Rs2 100	**Yes**
South Africa	**Yes.** Four months. four weeks before, six after. The law also entitles a woman undergoing miscarriage in the third trimester of pregnancy, or bearing a stillborn child to maternity leave	**Yes.** Three days	**No.** 65 for men and 60 for women.[34]	**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
Swaziland	**Yes.** 12 weeks			No
Tanzania	**Yes.** 84 days paid maternity leave	**Yes.** At least three days	**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
Zambia	**Yes.** Employment and Industrial Relation Act*:* After two 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 exclusive 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 usually provided for in a collective agreement	**Yes.** Both men and women retire at the age of 55	**No.** Some organisations have in-house policies on sexual harassment. However, if reported, such cases would be dealt with under the Penal code
Zimbabwe	**Yes.** S18 of the Labour Act provides for maternity leave of 98 days and S39 of the Public Service Regulations SI1/2000 provides for 90 days maternity leave	**No**	**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 age is 6O 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

25 2009.
26 However, there is no data on how many women benefit or know about this provision.
27 2009.
28 Source: Labour Code 1992, Public Service Regulations 1969, Labour Code Wages (Amendment) Order 2007and Interviews 2009.
29 2008.
30 For a miscarriage, two weeks leave on full pay. After a still-born child, a woman 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 an hour or one break of one hour for a period of six months.
31 2009.
32 Labour Act/Reviewed 2007/8 (2007).
33 Source: Employment Act, 1991 revised 1995.
34 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 stillborn 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.



Getting ready to deliver in Madagascar. *Photo: Gender Links*



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 - 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.[35]

Although there are laws in place to guarantee maternity leave and benefits for women in the work place, there are several factors that often 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.[36]



In **Swaziland,** employment conditions fall far 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 contradicts the Protocol provisions that governments must provide protection and benefits for women during maternity leave.



In **Lesotho,** Basic Conditions of Employment for Public Officers (2011) increased maternity leave and nursing time from 60 days to 90 days.



The **Zimbabwe** 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.[37]



In **Seychelles** the law makes it possible for a charge of discrimination to be brought to the Employment Tribunal. However, according to the records of the Employment office there has been only one such case registered so far and the Tribunal found this charge invalid. The CEDAW state party report (2011) argues that some cases of sexual harassment or discrimination may be hidden under the guise of unfair or unjustified termination of employment. Many cases supposedly go unreported because of ignorance of laws and policies, fear of reprisal and the reluctance of victims as well as witnesses to come forward officially. More research is required in this area in order to gain a better understanding of the situation and to make recommendations for concrete action. The new National Employment Policy includes provisions to eliminate discrimination in the labour market, including discrimination against women, as well as other vulnerable groups including the youth, disabled, elderly and PLWHA.

Skills development policies and programmes: Throughout the region there are various skills-development policies and programmes to increase women's access to employment. As with increasing women's participation in economic decision-making, skills development requires mentoring of women by female leaders in order to help them gain relevant skills and expertise.

35 Gobind, J 2012 "Mitigation of maternity leave pay" in Bosch, A (ed). The SABPP Women's Report 2012.
36 Ibid.
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.



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 in 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 technologies. 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 (TEVET) Authority, 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, flexible and consolidated enough to service both rural and urban Malawian populations. 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 TEVET 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 a Skills Acquisition Programme (SAP) which caters for participants of all ages and education levels across a range of activities. Unlike the 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 macroeconomic 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 retraining 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 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*, or 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.



Women are making in-roads into previously male-dominated professions, such as civil aviation – South African Airways Captain Kennars-Davis and Senior Officer Olivier. *Photo: Katherine Robinson*

Next steps

With just under two years to go until 2015, the heat is on to attain the goals on productive resources and economic empowerment and development for women in SADC. While member states have recorded incremental progress, a more concerted effort towards realising the targets is required. In the next 18 months it is necessary that all SADC, national and civil society collective efforts build a foundation upon which the targets can be quickly attained. This will require ensuring that additional assessment and implementation tools are developed. The comprehensive nature of the SADC Gender Protocol economy targets notwithstanding, the proposed stand-alone gender equality SDG for the post-2015 development dispensation provides some indicators that could potentially be incorporated into activities aimed at achieving Protocol targets.

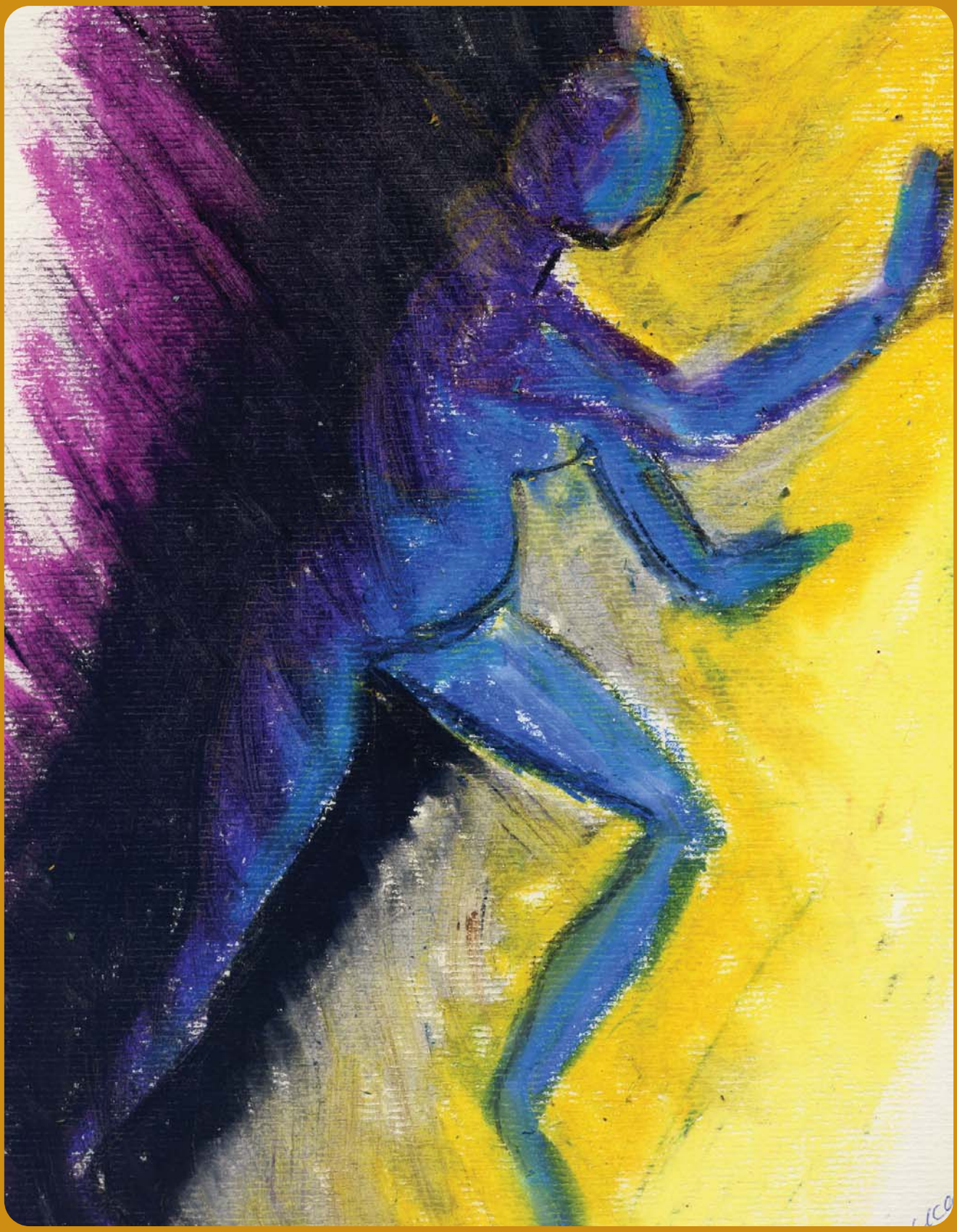
In Africa, women share the greatest burden of poverty through entrenched and endemic gender inequalities perpetrated through the economic exploitation of resources and power. Failure to address structural transformation means that these burdens will persist. In addition, failure to assess the contribution of women to economic performance means continued development and application of gender-irrelevant economic policies. In spite of the global economic crisis, Africa has recorded growth in the last two years, and more growth is predicted in the next two years. The global crisis and the continental growth present opportunities for gender equality and women's economic empowerment. The following are some strategies that can be undertaken to ensure that these opportunities are exploited.

At national level

- Civil society undertake public debate on policy development on unpaid care work.
- Move the discussion on women's inclusion in the economy beyond the micro-level.
- Seek political leadership to be political champions for women's inclusion in economic decision-making at national levels.
- Mentorship by women in leadership in various sectors of women aspiring to be in similar sectors.
- 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.
- Conduct and document women's contribution to national growth.
- Ensure that all SADC countries ratify and sign the Convention on Socio-Economic Rights, and make 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 such as water or HIV, increasing these national budgets and disaggregating 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.

At regional level

- Develop tools for measuring women's contribution to economic performance (growth or retardation).
- 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 in tackling the problems that face 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.
- Develop monitoring and evaluation tools to measure the success of policies and programmes aimed at women's economic empowerment.
- Develop a regional response to the effects of the global economic crisis on women in SADC, in relation to the continental economic growth.
- Make links between women's economic empowerment and statutory and legal instruments, and ensure the implementation of progressive laws.



"Zarina"

Anushka Virahsawmy

CHAPTER 5

Gender Based Violence

Articles 20-25



Children in Otavi, Namibia, demanding an end to gender-based violence. *Photo: Gender Links*

KEY POINTS

- Citizens scored their government an overall 68% of where they need to be by 2015 in terms of meeting the targets related to gender violence. This is up ten percentage points from a score of 58% in 2012.
- The prevalence of all forms of violence against women, especially physical and sexual violence, continues to be high despite relatively strong GBV legal frameworks in the region.
- The Violence Against Women Baseline Study has now been conducted in six SADC countries – Botswana, Mauritius, four provinces of South Africa, four districts of Zambia, Lesotho and Zimbabwe.
- These show lifetime prevalence rates of 25% (Mauritius) to 89% in the four districts of Zambia: Kitwe, Mansa, Kasama and Mazabuka.
- Strong legislative frameworks exist in most countries but challenges remain around implementing laws and policies effectively.
- Insufficient budgets undermine implementation.
- Sexual violence against women and girls remains one of the major causes of HIV infection.
- Violence against lesbians is on the increase with gruesome cases of "corrective rape" and murder reported in South Africa during the year under review.
- There is an urgent need to establish GBV baselines in all SADC countries and strengthen integrated, costed planning frameworks for ending GBV.

TRENDS TABLE – GENDER BASED VIOLENCE (GBV)						
	2009	2010	2011	2012	2013	TARGET 2015
LEGISLATION						
Laws on domestic violence	9 (Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zimbabwe)	No progress	11 (Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zimbabwe, Angola, Zambia)	11 (Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zimbabwe, Angola, Zambia)	12 (Angola, Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe Swaziland)	15
Laws on sexual assault	7 (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland)	No progress	No progress	12 (Angola, Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe Swaziland)	11 (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland, Mauritius, Zambia, Tanzania, Zimbabwe)	15
Comprehensive treatment, including post exposure prophylaxis (PEP)	1 (South Africa)	No progress	No progress	No progress	6 (DRC, Lesotho, Madagascar, Malawi, South Africa, Zimbabwe)	15
Human trafficking	3 (Madagascar, Mozambique, Zambia)	6 (Madagascar, Mozambique, Zambia, Mauritius, Swaziland, Tanzania)	6 (Madagascar, Mauritius, Mozambique, Swaziland, Tanzania, Lesotho)	9 (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland, Mauritius, Zambia)	10 (DRC, Lesotho, Madagascar, Mauritius, Mozambique, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)	15
Sexual harassment	2 (DRC, Madagascar)	No progress	No progress	3 (DRC, Madagascar, South Africa)	8 (DRC, Lesotho, Madagascar, Malawi, Mauritius, South Africa, Zambia, Zimbabwe)	15
GBV SERVICES						
Accessible, affordable and specialised services, including legal aid, to survivors of GBV	9 (Angola, Lesotho, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe)	No progress	11 (Angola, Lesotho, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe, DRC, Malawi)	No progress	12 (Angola, DRC, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia, Zimbabwe)	15
Specialised facilities including places of shelter and safety	2 (Mauritius, South Africa)	No progress	4 (Mauritius, South Africa, DRC, Lesotho)	6 (Angola, Mauritius, South Africa, Zimbabwe, Malawi, DRC)	7 (Angola, DRC, Lesotho, Malawi, Mauritius, South Africa, Zimbabwe)	15
COORDINATION, MONITORING AND EVALUATION						
Integrated Approaches: National Action Plans	7 (DRC, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Tanzania)	8(DRC, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Mozambique)	10 (DRC, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Lesotho, Malawi)	11 (DRC, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia)	13 (Angola, DRC, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)	15
By 2015 construct a composite index for measuring GBV	None	None	4 (Botswana, DRC, Mauritius, South Africa)	6 (Botswana, DRC, Mauritius, South Africa, Zambia, Zimbabwe)	6 (Botswana, DRC, Mauritius, South Africa, Zambia, Zimbabwe)	15
By 2015 provide baseline data on GBV	None	None	1 (Gauteng province of South Africa)	3 (Botswana, Mauritius, three provinces of South Africa)	6 (Botswana, Mauritius, four provinces of South Africa, four provinces of Zambia, Zimbabwe, Lesotho)	15
SCORES						
CSC	47%	55%	55%	58%	68%	100%

Gender-based violence (GBV) affects women's human rights in fundamental ways that present a serious challenge to realising women's rights as citizens and realising their agency to fully participate in public and private life.

The trends table shows that there is a strong legislative framework for GBV in most countries across the Southern African region. Domestic violence and sexual assault legislation exists in 12 countries. But progress in passing legislation on domestic violence and sexual assault has slowed substantially in the last two years. This is a major priority in the lead up to 2015.

Provision of post exposure prophylaxis (PEP) has improved over the last several years – from only one country, South Africa, providing PEP from 2009-2012 to a total of six countries in 2013. This is still much lower than it should be and less than half of SADC countries. The need to provide PEP must form a large part of lobbying and advocacy efforts in the coming year.

Progress on passing human trafficking and sexual harassment legislation has also been slow. Only ten SADC countries have Human trafficking laws and eight have sexual harassment legislation. There is still widespread resistance to recognising sexual harassment as a crime.

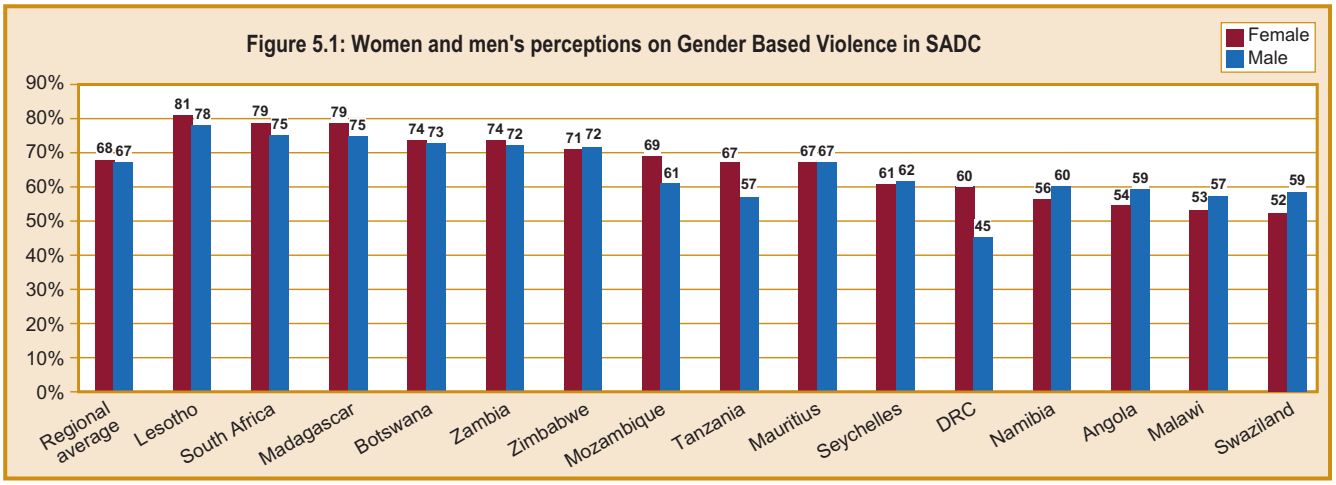
SADC legislators have also lagged in terms of implementing the provisions of the laws. While 12 countries have accessible, affordable and specialised services, including legal aid, to survivors of GBV, the reality is that these service providers remain under–resourced with limited capacity to deliver on their mandates.

One of the biggest concerns in the region is the lack of places of safety and secondary housing for GBV survivors. Governments rely on civil society organisations to provide this service which is not a sustainable solution.

Six SADC countries have completed Violence Against Women (VAW) baseline studies and adopted a composite index to measure GBV. The findings of these baseline studies should guide GBV strategies and budgeting processes. The index will also assist in ongoing monitoring and evaluation of the efficacy of GBV strategies.

Reliable and comprehensive quantitative data on GBV is difficult to obtain. Police statistics are highly contested because of underreporting 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). The tracking table shows that over the years, the CSC has increased from 47% in 2009 to 68% in 2012. This reflects the fact that GBV is now firmly on the political agenda, even though much remains to be done with regard to implementation.





Source: Gender Links 2013

Figure 5.1 illustrates that on average, women and men give their governments a score of 68%. Women ranked their governments at 68% and men at 67%. This overall score is 10 percentage points higher than 2012 (58%). Citizens in the sample seem to feel their governments have improved in responding to GBV. In most countries women and men scored their country's performance higher than in 2012. Only men in the Democratic Republic of the Congo (DRC) scored their government's performance lower than in 2012, a drop from 49% to 45%.

Governments have increased advocacy and awareness-raising activities across SADC, which could account for the change in citizens' perceptions. In future it will be important to track if governments combine these advocacy efforts with effective strategies and budgeting to address GBV.

Women in Lesotho scored their government highest at 81%, followed by women in South Africa and Madagascar, each at 79%.

In 2012, in DRC and Swaziland, both women and men scored their governments' performance lower than 50%. Men in the DRC still rate their government's response to GBV at 45% while women's perceptions moved from 49 to 60%. This is an encouraging sign in a post conflict country dealing with high levels of GBV. Over the next year it will be important to explore what accounts for this change in women's perceptions.

Meanwhile, in the 2012 Barometer women and men in Swaziland scored their government's response to GBV at 44%. Swaziland passed the Domestic Violence Law in 2012 which seemed to affect its scores in 2013. In this case men (59%) score their government's response to GBV higher than women (52%).

Men in Swaziland, Malawi, Angola, Namibia, Seychelles, Mauritius and Zimbabwe scored their government's performance on GBV higher than the women. This may be attributed to the fact that fewer men access government's response and support strategies for GBV.

It is interesting to note that women's and men's perceptions on government's response to GBV in Madagascar moved from the third lowest in 2012 to the third highest in 2013.

In the next two years, at least nine SADC countries will have national and/or local government elections. An increase in government interest and focus on GBV may be part of election campaigns.

The bottom line is that governments across SADC need to step up efforts to prevent GBV and to put in place more effective strategies to deal with it. The following article illustrates some of the key gaps in governments' response in Zimbabwe.



Keabonye Ntsabane, Botswana country manager, assisting people in Jwaneng council to complete a gender attitude quiz. *Photo: Vincent Galatlhwe*

Zimbabwe: Rape victim sues government for child's maintenance



A Chegutu rape victim has set a new precedent after she sued government for failing to prevent and terminate her pregnancy, leading to the birth of her "unwanted child."

The woman (name withheld) recently took her case to the Supreme Court seeking an order compelling the government to pay maintenance for her seven-year-old child fathered by armed robbers who sexually abused her at her Chegutu home in 2006.

In her appeal, the woman cited Home Affairs, Health and Child Welfare and Justice and Legal Affairs ministers as respondents. However, state lawyer Advocate Thabani Mpofu dismissed the claims arguing that the ministries cited as respondents in the matter had no obligation to withdraw her assailant's sperm when the woman was raped.

"The police have no obligation to draw sperms or assist in the process of their withdrawal. Applicant purports to talk about negligence where she sets out no legal basis. For instance, police have no obligation to bandage a victim of assault, but their constitutional obligation is to bring perpetrators to book," Mpofu said. In her submission through Harare lawyer Isaiah Mureriwa, the woman said the cited ministries contributed to the negligence that led to the birth of the child after failing to take measures to prevent the pregnancy.

The rape survivor said the police, the doctor and the magistrate who handled her matter when she fell victim to the sexual attack, all acted negligently resulting in the birth of her child. After being raped, the woman reported the matter to police and expected the officers to provide her with necessary documentation to take to hospital for termination of the pregnancy, but that was not done. She later gave birth in December 2006.

"The financial consequences are what the applicant is seeking in this court as the only remedy to the situation," Mureriwa said. The lawyer further challenged the use of the term "terminate" arguing his client sought the "prevention" of pregnancy soon after the offence was committed as opposed to seeking termination. Judgement in the matter has been reserved. (From *NewsDay, Zimbabwe*; 29 May 2013; by Charles Laiton)

Background

VAW indicators and baseline research provide data on the extent, response, support, prevention, political commitment and individual costs of Violence Against Women and Girls using a prevalence/attitude study and various other research tools. This research helps pin point deficiencies in police and court records. As reported in the 2012 Barometer, Gender Links (GL) initiated GBV Indicators research in partnership with government, local government and civil society partners in Botswana , Mauritius and South Africa.

In the last year, GL cascaded the research to Zimbabwe, Lesotho and Zambia. Zimbabwe has completed all research elements, and research is still being conducted in Lesotho and Zambia. Namibia, Mozambique, Seychelles and Malawi have expressed interest in undertaking similar studies. Thus there is gathering momentum to establish baselines for VAW ahead of the Protocol target to halve GBV by 2015.

The research uses a prevalence and attitudes household survey; analysis of administrative data gathered from the criminal justice system (police, courts), health services, and shelters; qualitative research of men's experiences of intimate partner violence as well as firsthand accounts of women's and men's experiences of violence, or "I" Stories; and media monitoring and political content analysis. 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. Statistics from service providers often cover physical and sexual assault but do not disaggregate GBV into other forms such as femicide, marital rape, emotional and economic violence. The "I" stories give a human face to all aspects of the research. Overall, 19 462 participants have been interviewed in the five countries: 1229 in Botswana; 1357 in Mauritius; 1297 in Zambia; 5621 in South Africa; 6600 in Zimbabwe; and 3358 in Lesotho.

> "We the SADC Ministers responsible for Gender/Women's Affairs ..commend those Member States that has developed comprehensive indicators for measuring the extent, causes, effects and responses to VAW/G and encourage remaining member states to strengthen data collection and management systems, with a view to monitor progress towards the elimination of VAW/G." - *SADC Outcome Document on the 57th Session of the UN Commission on the Status of Women.*

From evidence to action in Botswana and Mauritius



"In Botswana, the (VAW Baseline Study) findings have sparked an unprecedented engagement . . . The results provided a springboard for a countrywide drive to address GBV. Cabinet sent the Gender Affairs Department back to the drawing board to come up with baseline data for every district beyond the 'narrow statistical sample' to better understand the dynamics in each locality. The President of Botswana (Ian Khama) has tasked everyone in the country to map the response that each current and prospective stakeholder would undertake as part of a multi-sector approach to address GBV as a response to the findings." Valencia Mogegeh, Director, Gender Affairs Department, Botswana



Valencia Mogegeh, Director, Gender Affairs Department, Botswana. Photo: Trevor Davies

Launching the Botswana report on 29 March 2012, Edwin Batshu, Minister of Labour and Home Affairs, said: "The findings of this research are 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 Gender Affairs Department (GAD) and Gender Links conducted the groundbreaking 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.

When she read the research report, Mariah Tshosa, an administrator at the Botswana Association Local Authority (BALA) said: "[I enjoyed] 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 political speeches in an entire year focused on GBV. Yet 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 create an information campaign on the Domestic Violence Act, the Penal Code and GBV services. Meanwhile, GAD 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.

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; and
- 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 the Convention on the Eradication of Discrimination Against Women (CEDAW).



The launch and advocacy that surrounded the War@Home report in **Mauritius** in November 2012 offers insight into how GL's research and advocacy tools work together for gender justice, as well as how GL programmes work together.

GL launched the report at a high level "account-ability forum" with over 70 guests, ministers (charged by the Prime Minister with taking the report forward) and survivors of violence. GL followed the launch with seven daily community meetings to review each chapter of the report hosted by the local government COEs across the island. Participants then joined cyber dialogues in Creole in which they discussed their thoughts. To add to the multi media mix, the MBC (a GL Media COE) hosted daily radio talk shows.

"During a Cabinet Meeting the Prime Minister gave given instructions for all his Ministers to support the report. It is not laws that will change mentalities and attitudes. You can count on the Prime Minister and all Ministers to help combat GBV"
Hon. Lormus Bundhoo

GL Francophone Director, Loga Virahsawmy declared at the launch: "The report also shows that we live very much in a patriarchal society, with gender attitudes not changing, sexual entitlement of men over women and the negative attitudes of both women and men on rape."

Mireille Martin, Minister of Gender Equality, Child Development and Family Welfare, Shakeel Mohamed, Minister of Labour and Industrial Relations, Lormus Bundhoo, Minister of Health and Quality of Life, Brian Glover, Chairperson of the Equal Opportunity Commission and Mr Denis, Director General of La Sentinelle Group responded to the findings.

"I am speaking as a father, a husband, a Minister and the Secretary General of the Labour Party and I find it unacceptable that 51% of our population goes through violence. I come from a family of five boys and one girl who is the youngest. Each year my father sold a plot of land to send his son abroad for studies. I ask myself the question if he would have done the same if there were five girls and one boy. All sacred books condemn discrimination, so why are we discriminating women? It is painful to read the statistics of the research and the health consequences associated with GBV." *Lormus Bundhoo, Minister of Health and Quality of Life.*

"Mauritius is a rotten society where Mauritians believe they know everything and spend their time gossiping instead of helping each other. I am ashamed of this report as it points a finger at Mauritius." He said he is not surprised that 6.3% women said they have experienced sexual harassment at work. "In fact the figure must be multiplied by ten. Mauritian women do not know their rights." *The Minister of Labour and Industrial Relations, Hon. Shakeel Mohamed.*

"The media has a multiple role. It should inform with the objective of preventing, a difficult task as reporting should go beyond just reporting. The 2% coverage by the media of GBV is shocking and unbecoming of a country where awareness for such issues depends for most part on the media. We, the media should be determined to be as fierce, fearless and more gender-aware concerning this sensitive issue of GBV." *The Director General of La Sentinelle Denis Ithier.*



Launch of War@Home in Mauritius.
Photo: Gender Links

"Unfortunately emotional violence is not recognised by the authorities. As soon as a protection order has not been violated and the woman wants to put a complaint, the police refuse to take the complaint saying that it is a civil affair. The police are not the only ones to be blamed but lots of people in positions of power wash their hands." *Brian Glover, Chairperson of the Equal Opportunity Commission*

"But it is for survivors to come forward and denounce the perpetrators. My ministry will not be able to help Sensitisation campaigns must target everybody, adults and the young. There must be a collective effort to change mentalities." *Mireille Martin, Minister of Gender Equality, Child Development and Family Welfare.*

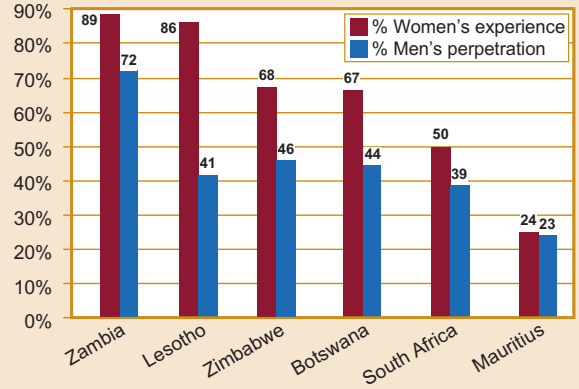
During a visit to Mauritius by the GL CEO Colleen Lowe Morna in October 2013, the District Council of Grand Port Savanne officially launched a Gender Links Section in their Library. The CEO proposed that librarians of local councils anchor cyber dialogues in Mauritius during the Sixteen Days of Activism campaign focusing on the findings of War @ Home - Gender Based Violence Study - Mauritius Country Report. All nine municipal councils of Mauritius joined the campaign.

The MBC forms part of the Centre of Excellence Process to ensure that by 2015 there are at least 50% women's sources in news content. The MBC has signed a Memorandum of Understanding (MOU) with Gender Links agreeing to the COE Process. The MBC is the first media enterprise in the region that has a daily editorial on the SADC Protocol on Gender and Development even though Mauritius has not yet signed the Protocol.

The Francophone Director, Loga Virahsawmy had several meetings with the Director of Radio of the MBC to devise a special six day programme with the participation of auditors on the different chapters of War @ Home. MBC Radio agreed to give Gender Links one hour from 11.00 to 12.00 on 30th November and from 3rd to 7th December 2012 to talk about the report but also giving the chance to auditors and localities to respond through radio and cyber dialogues.



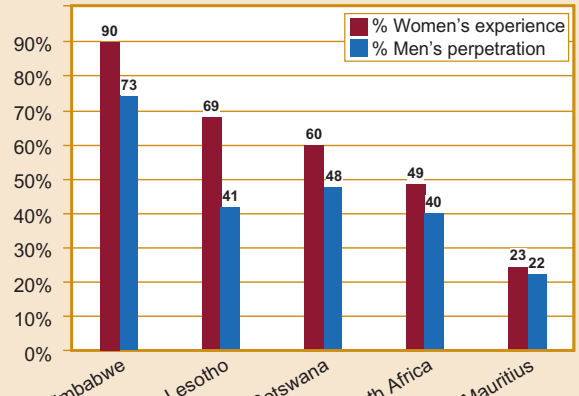
Figure 5.2: Lifetime prevalence of GBV experienced by women and perpetrated by men



Source: Violence Against Women baseline research

High levels of GBV exist in six countries: Figure 5.2 illustrates that the studies found extremely high levels of GBV throughout the region. The worst findings came from Zambia, where 89% of women in the four districts of Kitwe, Mansa, Kasama and Mazabuka had experienced some form of GBV. Close behind, 86% of women in Lesotho experienced GBV. Meanwhile, 68% of women in Zimbabwe, 67% of women in Botswana; 50% of women in South Africa's Gauteng, Western Cape, KwaZulu Natal and Limpopo provinces and 24% of women in Mauritius have experienced GBV. A higher proportion of women compared to men reported experiencing GBV in all six countries.

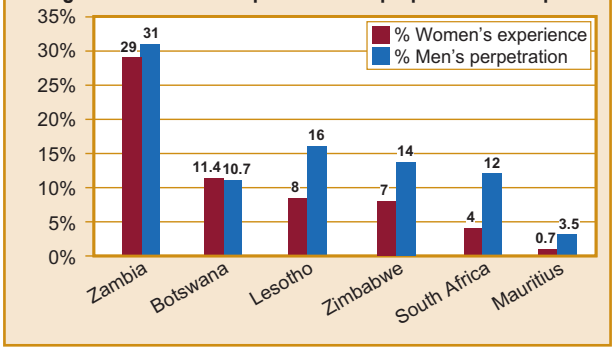
Figure 5.3: Lifetime experience and perpetration of intimate partner violence



Source: Violence Against Women baseline research

The most predominant form of GBV experienced by women and perpetrated by men in the six countries occurs within intimate partnerships. This ranges from 90% for women's experience of intimate partner violence (IPV) in the Zambian districts surveyed to 23% in Mauritius. In all six countries, the most common form of IPV is emotional violence, a form of violence rarely addressed in police statistics.

Figure 5.4: Lifetime experience and perpetration of rape



Source: Violence Against Women baseline research

Women also experience GBV perpetrated by strangers: In the four Zambian districts studied, 29% of women reported experiencing non-partner rape in their lifetime. This number is 11% in Botswana, 8% in Lesotho, 7% in Zimbabwe, 4% in four provinces studied in South Africa and 0.7% in Mauritius. The proportion of men who said they had perpetrated rape in these six countries is significantly higher than the proportion of women reporting rape.

A combination of individual factors have an impact on with GBV perpetration: A complex set of individual factors such as alcohol use, drug use and child abuse exacerbate GBV perpetration. Men who had been

"Emerging findings from prevalence studies on GBV in five SADC countries show that between one quarter and two thirds of women in these countries experience some form of gender violence over their lifetime. The highest form of such violence – emotional violence – barely features in police statistics. Yet it daily undermines women's agency and self-worth; costing our countries billions of dollars that could otherwise go into economic development. We wish to commend the SADC position paper to the CSW. It is a bold statement from our region that women's rights are human rights; that we must tackle the root causes of gender violence - patriarchal norms and harmful traditional practices that result in gross human rights violations being perpetrated with impunity."

Excerpt from the statement by civil society at the SADC gender ministers meeting, Maputo, February 2013



Members of Non Governmental Organisation Coordinating Committee (NGOCC) protesting outside the high court in Zambia.
Photo: Albert Ngosa Lusaka City Council - One Stop Centre

abused in childhood are more likely to be violent to their partners and also more likely to have done so more than once. Prevention campaigns should address these factors. Rachel Jewkes of the Gender and Health Unit from the Medical Research Council comments: "We also need to acknowledge that alcohol plays an important part in the violence we see. Alcohol doesn't cause rape, but lowers the barriers to rape. Men who are drunk are more likely to become violent with each other and with women. Women who are themselves drunk are more likely to be the victims of abuse and violence. Addressing alcohol abuse is part of the strategy for reducing GBV."[1]

GBV increases women's risk of adverse health effects. GBV places women at increased risk of sexually transmitted infections (STIs), HIV and poor mental health. Other effects include physical and social problems such as stigmatisation by family or community.

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; and
- Provide deterrent sanctions for perpetrators of sexual harassment.

Table 5.1 provides an overview of how SADC members have been performing against these targets.

[1] http://www.issafrica.org/uploads/SACQ43Record.pdf

TABLE 5.1: 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	Penal Code include DV	Prevention of Domestic Violence Act, 2006
Laws on sexual assault	No	Sexual Offences Bill 2010, currently covered in the Penal code addresses defilement, incest, rape	Law on Sexual Violence 2006	Sexual Offences Act, 2003	Sexual Offences Act, 2000	Penal code, Gender Equality Act 2013 covers sexual harassment, 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 laws	Law on Human Trafficing especially women and girls 2008	Human Trafficking Act, 2011	Law on the fight Against Human Trafficking and Sex Tourism, 2007	Law commission in the process of developing the bill, work in progress
Sexual harassment	No	Legislation recommended as part of Employment Act, Public Service Act, 2000	Sexual Offenses Act	Sexual Offences Act	Penal Code amended by Acts	The Malawi Constitution (sect. 24 (2) (a). Gender Equality Act
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 resources. 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.

the SADC Protocol on Gender and Development

Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
LEGISLATION								
Protection from Domestic Violence Act	Law on Domestic Violence Against Women, 2009	Combating of Domestic Violence Act, (No. 4 2003)	Family Violence Act	Domestic Violence Act, 2006	Domestic Violence Act 2012	No	The Anti-Gender-Based Violence Act 2011, no penalties	Domestic Violence Act 2006, Criminal codification and Reform Act, chapter nine Included in Criminal
Sex Discrimination Act, Sexual Offences Bill	Penal Code	Combating Rape Act ,1999	No	Sexual Offences Act, 2009	No, Sexual Offences and Domestic Violence Bill, 2009	Included Penal Code. Moved from Sexual Offences Act	The Anti-Gender-Based Violence Act 2011, no penalties	Codification and Reform Act. Moved from Sexual Offences Act
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, Ministry of Health	Health Policy. The National guidelines for the multi-disciplinary Management of survivors of Gender Based Violence in Zambia- 2011	In Zimbabwe National HIV and AIDS Strategic Plan 2011 -2015
Yes, Combating of Trafficking in Persons Act, 2009	Law Against Human Trafficking particularly Women and Children, 2008	No specific	No laws or discussion.	Prevention and Combating of Trafficking in Persons Act 2013	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	Criminal Codification and Reform Act, Section 83
Labour Act; Sex Discrimination Act	Brief mention in labour law; Article 66 (2)	Labour Act, partly addressed in the Domestic Violence Act and Rape Act	Ministry of Education policy; Ombudsperson; subject is taboo	Protection from Harassment Act, 2011	Crimes Act of 1889- "inappropriate sexual behaviour";- outdated. New progressive proposed provision in the Sexual Offences and Domestic ViolenceBill	Penal Code	The Anti-Gender- Based-Violence Act, 2011, Amendment in Penal Section 137 (a)	Labour Relations Amendment Act, under "unfair labour practice"
SERVICES								
Yes, Six 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, 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 Children's 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 oper-ating under the aegis of the Ministry. Two shelters run by an NGO and a Trust 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 agen-cies are available	Yes	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.

The key baseline indicators table shows that 12 out of 15 countries in the SADC region have domestic violence legislation in place. DRC, Lesotho and Tanzania have yet to pass domestic violence legislation. In the lead up to 2015, it is critical that these countries adopt legislation to prevent and provide remedies for domestic violence. Lesotho's Domestic Violence Bill has been in the pipeline since 2000. Considering the findings of the violence against women baseline study, it is urgent that Lesotho move forward with a revision and adoption of the Domestic Violence Bill. While Tanzania has Gender Based Violence and Policy and Management Guidelines, the policy framework, while useful, does not provide sufficient protection for women experiencing domestic violence. The DRC is in urgent need of such legislation given its violent history.



Angola passed an Act on Domestic Violence as a legal tool that provides punitive and legal redress against domestic violence. The bill allows for third party reporting. The Act needs to be universally disseminated as most citizens have little or no knowledge of it.



In **Malawi**, domestic violence is included in the Prevention of Domestic Violence (PVDA)/Penal Code. Parliament passed the Code with general public reservations. The Law Commission is about to finalise a review of the PDVA to ensure it is effective. Including GBV offences within penal codes is an emerging concern in many countries. While these provide some guidelines it is not ideal – offences and sanction is not always clear.

Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
CO-ORDINATION, MONITORING AND EVALUATION								
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 four provinces	No Developed a national surveillance system on child abuse which is housed in the social welfare department, in the deputy prime minister's office	No	Not for GBV specifically but National Gender Monitoring and Evaluation Plan (2011- 2015) Baseline established for four districts	Yes, GBV Indicators close to completion

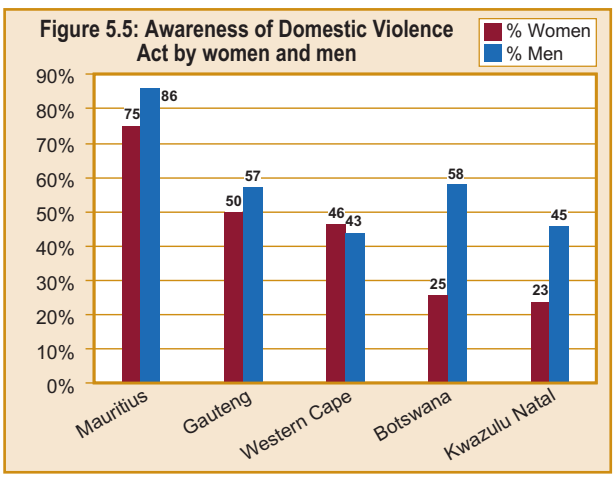


The Seychelles legislature has yet to pass Domestic Violence laws. *Photo: Tessa Siu*



Domestic violence in **Seychelles** is not categorised as a stand alone crime and the law does not recognise it as a separate crime under the Penal Code, which means district police stations do not systematically pick up or identify cases of GBV and distinguish them from other types of assault crimes. However, police categorise cases by type of violence, be it domestic violence or child abuse, if they've been directly referred to the Family Support Squad at the Central Police Station. The Ministry of Social Affairs, Community Development and Sports is currently drafting a Domestic Violence Bill in collaboration with the European Union under the 10th European Development Fund (EDF) Programme. The bill is aligned to the Domestic Violence Prototype Bill developed for Seychelles, Lesotho and Swaziland by UN Women; as well as the United Nations Special Rapporteur on Violence Against Women's Framework for Model Legislation on Domestic Violence. The Bill seeks to establish legal obligations and basic procedures of key authorities to strengthen integrated and professional responses to domestic violence.

Figure 5.5: Awareness of Domestic Violence Act by women and men



Source: Violence Against Women baseline research

Women and men are relatively aware of domestic violence acts in their countries. Three quarters (75%) of women in Mauritius and half of women in Zimbabwe said they know about their country's domestic violence act. Except for Botswana, men appear to be more aware of the these pieces of legislation than women. These findings underscore the need to continue raising awareness about domestic violence legislation across the region.

Twelve SADC countries have laws on sexual offences: Last year nine SADC countries had enacted sexual offences legislation. In the last year, three additional countries have done so. In Zimbabwe and Tanzania, sexual offences moved to the Penal Code and the Criminal Codification and Reform Act respectively. In Tanzania, this has weakened the state response to sexual offences. In Zimbabwe, it is not yet clear how this will affect responses to sexual offences.

Marital rape is an offence in most SADC countries but reporting is very low: Only the Seychelles and Botswana do not recognise marital rape as a sexual offence. Even with legislation in place there remain low levels of reporting. Marital rape must become an integral aspect of advocacy and awareness-raising in GBV campaigns.

Five countries incorporate provision of PEP in legislation: Over the last four years, GL reported that only South Africa provided PEP through its Sexual Offences Act. Four additional countries DRC, Lesotho, Madagascar and Malawi now offer PEP. This is an encouraging development that will provide impetus for other countries to follow suit in the run up to 2015.

Lesbians are vulnerable to risk of HIV through sexual assault and history: High rates of HIV amongst lesbians and bisexual women have been attributed to alarming levels of rape and sexual violence suffered by this group, particularly in South Africa, as well as unsafe transactional sex with men (Polders and Wells 2004).

Until recently, there has been scant research on same-sex citizens and HIV and AIDS in Southern Africa (Reddy, Sandfort and Rispel 2009). There has been significant lack of attention to the experiences of women who have sex with women in relation to HIV in Africa as a whole. Such neglect of women's experiences within research reflects a more widespread gender bias in this area (Jarman, Walsh, and De Lancy 2005). Lesbians have been overlooked in HIV research and prevention strategies because of the failure to recognise and appreciate the social and behavioural complexity of their lives (Dolan and Davis 2003).[2]



Support Centre in Kwa-Zulu Natal, South Africa. *Photo: Linda Musariri*

[2] Zethu Matebeni, Vasu Reddy, Theo Sandfort & Ian Southey-Swartz (2013): "I thought we are safe": Southern African lesbians' experiences of living with HIV,Culture, Health & Sexuality: An International Journal for Research, Intervention and Care

South Africa: Lesbians subjected to brutal violence



In July 2013 two well-known FHM Men's Magazine writers publically joked about rape, and in this case, "corrective rape", a term that commonly refers to the rape of lesbian women. This 'jest' tells many truths in South Africa where gender-based violence is endemic, where lesbian women are continually victimised, raped and murdered, and where conviction rates are a mockery of the justice system. Another sad truth is that the history of hate crimes and injustice faced by women and those of the Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) community is seemingly repeating itself.

In 2008, police drove Mally Simelane to a nearby field in KwaThema, Ekurhuleni to identify her daughter Eudy Simelane, a well-known footballer and activist, who had been gang-raped and stabbed 25 times. "I'm still haunted by the picture of my son, who arrived at the scene before me. He charged towards me, his hands covered with his sister's blood. He pleaded with me not to go near the body", explains Simelane. Police arrested three men; the court convicted only one and failed to recognise the murder as a hate crime.

In 2011, lesbian activist Noxolo Nogwaza was also raped and brutally murdered in KwaThema. The police have made no arrests and the case remains unresolved. Just four weeks before that, Nokuthula Radebe suffered the same fate. Police have not been able to find the killers and Radebe's family still wait for justice.

At the beginning of July 2013, Duduzile Zozo, a 26-year-old woman from Thokoza in Ekurhuleni, was raped and murdered just a few metres from her home. Zozo's older sister Zokisane Zozo recounts how a neighbour shouted for her to come outside, "Hearing the panic in her voice I ran out to investigate. To my horror when we got to that house, I saw her lifeless body with the toilet brush lodged inside her vagina. It was too much to bear so I ran out crying", explained Zokisane, before confirming that Duduzile was the breadwinner for their family of nine.

This is no laughing matter. It is the same story told with different characters, and these cases are only a tiny fraction of the hate crimes and violence perpetrated against people because of their sexual orientation and gender.

On 4 July many black lesbians –lesbians most vulnerable to hate crimes- took to the streets of to protest against the ongoing lesbian killings in their community. They



Duduzile Zozo. *Photo: Google Images*

demanded justice and affirmed that they would not be intimidated.

A few days before she was laid to rest on 13 July, more than 300 people attended Zozo's memorial service where family, friends and activists sang songs and gave speeches expressing pain over her death, celebrating her life and calling for an end to homophobia.

The pain, fear and hopelessness felt by the community remains. Fikile Mazibuko explains how she befriended Zozo after Radebe's death, "I am traumatised and angry, this is my second friend to be murdered, whatever is happening in my community pains me."

In all these cases, government and law enforcement promise justice and support. But, how many more women must die before we see change? When will communities feel protected and when will they see justice served?

The Department of Women, Children and People with Disabilities established the National Council Against Gender-Based Violence in 2012 has seemingly done little to deliver on its promises. The same can be said for the Corrective Rape Task Team established after the murder of Noxolo Nogwaza in 2011.

However, the police have shown greater commitment by setting up a specialised task team with the Thokoza Community Policing Forum and other organisations to investigate Zozo's case. But following a recent meeting held on 26 July, almost a month since Zozo's death, police confirmed that there are no leads, nor any concrete evidence linking anyone to the murder. The police are continuing with the investigation. (*Excerpt from an article by Lerato Dumse for the GL Opinion and Commentary Service.)*

Human trafficking

By 2015 Member 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. They should also put in place mechanisms by which all relevant law enforcement authorities and institutions may eradicate national, regional and international human trafficking networks. The Protocol requires harmonised data collection mechanisms to improve data collection and reporting on the types and modes of trafficking to ensure effective programming and monitoring. Member States should establish bilateral and multilateral agreements to run joint actions against human trafficking among countries of origin, transit, and destination countries. Finally they are required to ensure that capacity building, awareness-raising and sensitisation campaigns on human trafficking are put in place for law enforcement officials by all parties.

Ten Southern African countries now have laws on trafficking. Angola, Botswana, Namibia and Seychelles do not have specific legislation on human trafficking. The Seychelles Ministry of Social Affairs, Community Development and Sports is seeking assistance to establish a centre for sex workers. Work has begun to draft the human trafficking bill and national strategy in collaboration with the United Nations Office on Drugs and Crime (UNODC). It will be important to monitor these developments and evaluate the gendered impacts.

Thirteen SADC countries have signed the United Nations Protocol to Prevent , Suppress and Punishing Trafficking in Persons, especially women and Children , commonly known as the Palermo Protocol. Angola and Zimbabwe have yet to sign.

As the 2013 Barometer is going to print, South Africa's President, Jacob Zuma, enacted the Prevention and Combating of Trafficking in Person Bill. The extract that follows provides a brief overview of the Act.

President Jacob Zuma signs into law the Prevention and Combating of Trafficking in Persons Bill [3]

The signing of this Bill into law on 29 Jul 2013 is significant. For the first time South Africa will have a single statute which addresses the scourge of trafficking in persons holistically and comprehensively.

To date, the legislative framework dealing with this issue has been fragmented. For instance, the legislation dealing with sexual offences addresses the trafficking of persons for purposes of sexual exploitation only, while the Children's Act addresses the trafficking of children specifically.

Besides creating the main offence of trafficking in persons, the new legislation also creates offences such as debt bondage, the possession, destruction and tampering with travel documents and using the services of victims of trafficking, among others, all of which facilitate innocent persons becoming victims of this modern day form of slavery.

The penalties for these offences are appropriately severe, as a deterrent to would-be perpetrators. The main offence of trafficking in persons, for instance, attracts a maximum penalty of R100 million or life imprisonment or both in the case of a conviction. Compensation is furthermore payable by the perpetrators to their victims.

In addition to creating very specific offences that have a bearing on trafficking in persons, the legislation also focuses on the plight of the victims, providing them with protection and assistance to overcome their traumatic and life threatening experiences. The new legislation gives effect to South Africa's international obligations in terms of a United Nations Protocol.

While the legislation has been signed into law, its operationalisation is dependent on regulations that are required to be made by a number of role-playing departments such as Home Affairs. This is receiving urgent attention and the plan is to have the Act put into operation as soon as possible.

[3] http://www.info.gov.za/speech/DynamicAction?pageid=461&sid=38366&tid=114758

The case study that follows provides an innovative approach to addressing human trafficking in the United States of America. The initiative is spearheaded by the Thompson Reuters Foundation.

United States: Following the money to end human trafficking in New York[4]

NEW YORK (Thomson Reuters Foundation) – In one case, police rescued girls enslaved in brothels masquerading as nail salons. In another, investigators traced traffickers' every step as they hauled their human cargo across the New York state line.



The International Labour Organisation (ILO) estimates almost 21 million people worldwide are victims of slavery or forced labour.

Both crimes had one thing in common - the perpetrators left telltale clues among the hundreds of millions of financial transactions that oil the banking industry each day: a credit card swipe here, an ATM withdrawal there, checks written and received.

"All sorts of electronic and digital fingerprints are left when you have a crime committed or a business enterprise is being run. Trafficking at its heart is a crime motivated by money, and we have seen over the course of our prosecutions that there is much to be made. Financial institutions are in a unique position to spot red flags in banking activity and report them to law enforcement. It's critical to identify trends and patterns that might be indicative of suspicious activities, which include human trafficking, and that we look at the data collectively to identify anomalies in transactions that might contain elements of trafficking," said Marcy Forman, managing director and head of Citigroup's Global Investigations Unit.

Daniel Wager, head of global anti-money laundering at TD Bank, said one key is to look for activity outside the norm for an industry or business. "For example, a nail salon which engages in transaction amounts or transactions at times of day which are highly unusual for that business type could be indicative of illicit activity or even human trafficking," he said. "A $300 manicure at 3am would be highly unusual and indicative of something other than typical nail services."

The International Labour Organisation (ILO) estimates almost 21 million people worldwide are victims of slavery or forced labour. Almost half are thought to be trafficked, either across borders or within their own countries.

Between 14 000 and 17 500 people are trafficked into the United States each year, the Manhattan DA's Office said, while tens of thousands of people born in the country are at risk of sexual exploitation.

Earlier this month, a convicted human trafficker was sentenced to 50 years in prison for operating a sex trafficking ring out of his Upper East Side apartment in Manhattan. While such cases grab headlines, ILO data suggests the majority of trafficking victims - about seven million people worldwide - remain enslaved outside the sex trade: in private homes as servants and nannies or working in factories, farms and textile mills.

U.S. and European financial institutions already have a regulatory duty to report suspected illegal activity, but until now there have been few efforts to leverage methods used to spot money laundering, extremist violence and other crimes to hone in on human trafficking.

Martina Vandenberg, president of the Washington-based Pro Bono Legal Center, which assists with criminal and civil cases against traffickers, welcomed the initiative as an important new weapon in prosecutors' armories.

"We have never before bridged this idea of financial crime and human trafficking," she said. "Bringing these two worlds together will, I think, only increase the number of trafficking prosecutions that we see in the United States and also around the world."

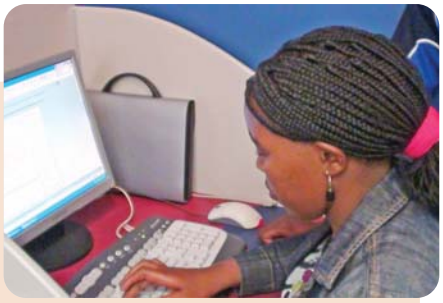
She added that one of the hardest parts of building a case was developing evidence that doesn't rely solely on testimony from often-traumatized trafficking victims. "It's very difficult for them to be stable enough that they can fully cooperate in a prosecution," she said. "So if your evidence is the victim, then your evidence is only as strong as the victim." Vandenberg offered to bring organisations working with victims into the working group, to help investigators understand how the traffickers operate.

[4] http://www.trust.org/item/20130425211154-35hcn/

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.

Eleven countries now have sexual harassment legislation. South Africa and Mauritius have specific sexual harassment legislation. In other countries, sexual harassment is addressed through labour laws, Penal Codes or GBV legislation and policy. Angola, Mozambique, Seychelles and Tanzania still do not have sexual harassment legislation or provisions in other laws.



Philile Tsabedze participating on the 2012 Sixteen day cyber dialogue on sexual harassment in the work place.
Photo:Sikhonzile Ndlovu

South Africa: Sexual harassment duties of employers

Employer's have a weighty obligation to handle complaints in the workplace. They should be obliged to deal with sexual harassment complaints promptly and properly or face liability for damages claimed by the harassed employee even if the perpetrator is dismissed.

This is illustrated in a decision of the Labour Court, in the case of Potgieter v National Commissioner of the SAPS and Another JS700/05 in which Potgieter, a victim of sexual harassment, claimed 24 months' salary and damages from her employer, the South African Police Service (SAPS). Although the SAPS dismissed the claim, it still had to pay for its own costs. Importantly, the judgment sheds light on an employer's obligation in claims of sexual harassment.

Sexual harassment claims in the Labour Court are usually brought under the Employment Equity Act as it imposes a duty on employers to take positive steps to eliminate unfair discrimination. Harassment of an employee is, in terms of the Act, a form of unfair discrimination and is prohibited.

Once unfair discrimination is shown, a court is entitled to make an order that is just and equitable and may include the payment of compensation, an award of damages or an award that the employer should take preventative steps to eliminate the discrimination.

Potgieter had been harassed by a fellow SAPS employee. The employee had been found guilty of misconduct and received a fine of R600, half of which was suspended. Having reported the incident to her employer, Potgieter complained that dealing with her harasser had been delayed. She said her complaint had not been kept confidential and the harasser had not been removed from the work place. She thought the sanction imposed on the harasser too lenient. Potgieter also said she had not been referred to counselling in a timely manner.

The court accepted that the relevant parties had been consulted following the report. It considered the fine imposed on the harasser irrelevant. It emphasised that Potgieter's rights did not depend on whether her harasser had been disciplined. She would still have the right to claim even if the employment relationship with the harasser had been terminated.

The court accepted that it may have been prudent for the SAPS to suspend or transfer the harasser from the workplace but accepted that there is no general rule that suspension or removal from the workplace is an automatic response in every sexual harassment complaint. It pointed out that the facts of the harassment incident would indicate whether suspension or removal was appropriate.

The court accepted that one of the officers responsible for taking statements did not keep the matter confidential but accepted that as he had been disciplined and issued with a warning, that the employer had taken appropriate steps to address that problem. For these reasons the SAPS escaped liability. However, this judgement underlines the employer's obligation on receiving a sexual harassment complaint from an employee.

Support services

The Protocol calls on Member States to ensure justice and fairness are accorded to survivors of gender-based violence in a manner that ensures dignity, protection and respect by 2015. It further 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 Protocol says governments shall provide accessible information on services available to survivors of gender based violence. It also provides for accessible, effective and responsive police, prosecutorial, health, social welfare and other services. Governments are required to provide accessible, affordable and specialised legal services, including legal aid, to survivors of gender based violence. Other provisions include specialised facilities; effective rehabilitation and re-integration programmes for perpetrators of gender based violence.

Thirteen SADC countries now have accessible, affordable and specialised services, including legal aid, for survivors of GBV. This is up from 11 countries in 2012. Two countries – Botswana and Swaziland – have no such services.

Eight countries have women's shelters: While this is an increase from 2012, seven countries (Botswana, Madagascar, Mozambique, Namibia, Swaziland, Tanzania and Zimbabwe) remain without shelters.

The current dependence on non-governmental organisations to provide shelter for survivors of GBV has to change. Governments need to provide places of safety and secondary houses for survivors. Secondary housing will ensure that women who experience violence do not return to abusive relationships after they leave shelters because they have no alternative.

GL is working with several SADC countries on updating national gender policies, aligning these to the SGP and integrating the 28 targets into costed National Gender Action Plans. These interventions must include budget allocations and provisions for places of safety.



Women sit together outside their dormitory at the Heal Africa Transit Centre for women victims of sexual violence in the DRC.
Photo: Aubrey Graham/IRIN

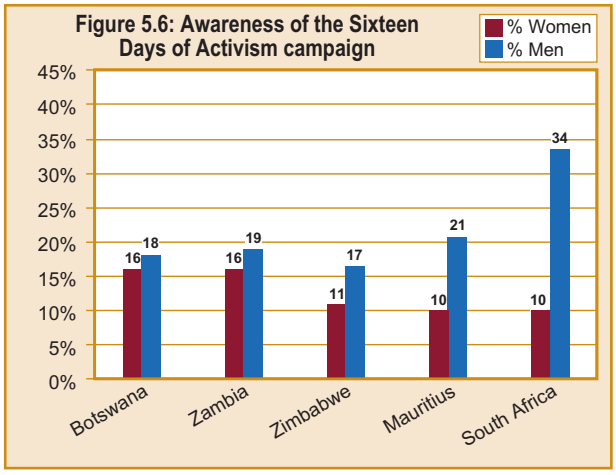
Prevention

The Protocol calls on Member 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. This is with a view to eliminate them and in all sectors of society. The Protocol also calls on Member States to introduce and support gender sensitisation and public awareness programmes aimed at changing behaviour and eradicating gender based violence.

The 16 Days of Activism Against Gender Violence is one of the most important awareness raising campaigns. The annual international event runs from 25 November until 10 December, beginning with the International Day for the Elimination of Violence Against Women and ending with International Human Rights Day on 10 December. Each year Gender Links joins dozens of organisations across SADC to raise awareness about GBV through community events, cyber dialogues and other advocacy that empowers women to stand up for their rights. The annual campaign is known for its new information and media technologies that provide opportunities for mass dissemination of information. As the 2015 deadline to reach the SADC Gender Protocol targets approaches, it is important to scale up such activities and stretch them to 365 days of the year.



16 Days of Activism march in Nata, Botswana. *Photo: Vincent Galatlhwe*



Source: Violence Against Women baseline research

Public awareness of GBV campaigns remains low and there is a need for more concerted efforts to raise public awareness: The majority of women and men in all the five countries remain relatively unaware of the annual 16 Days of Activism campaign. However, in all countries men appear more aware about the campaign than women. This finding could be due to the fact that while men and women participate in activities and events during the 16 Days, they may be oblivious to the fact these activities link to a particular campaign. Regardless, these findings underscore a need to build awareness raising and regular monitoring and evaluation of GBV campaigns into future GBV prevention strategies. Activists should also spend some time re-strategising about better ways to target and communicate these campaigns.



The **Botswana** Ministry of Health (MOH) targets men through a GBV education and information programme as well as through district-based male action groups established to mobilise men to reduce the prevalence of GBV. The men's sector, a committee under the National Aids Council, has significantly contributed to education and mobilisation of men to combat GBV and HIV.

However, many challenges remain. Cultural beliefs and practices change at a slower pace than the formal legal environment and government needs to commit more resources to support the Gender Affairs Department and NGOs to effectively address GBV.



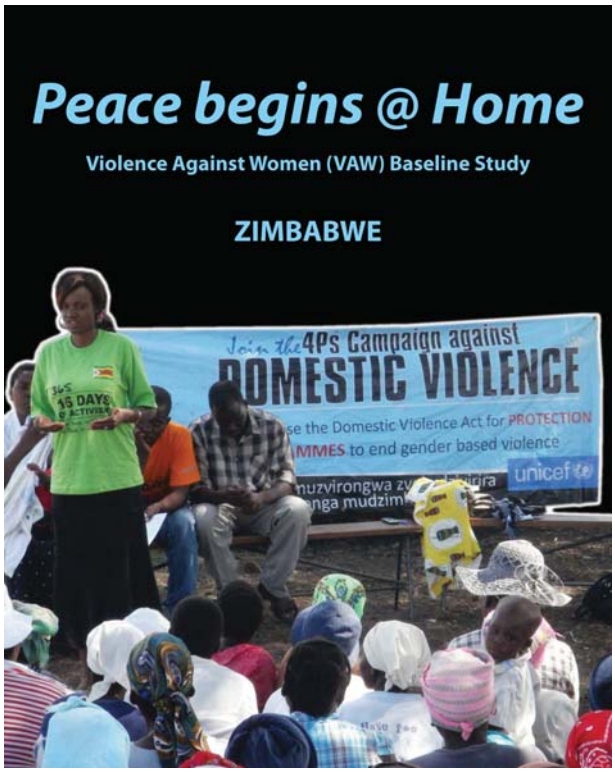
In **Mozambique** the issue of gender-based violence has gained prominence in public debates hosted by the media or civil society organisations. Several

initiatives exist, including those implemented by N'weti, which produces television series on this topic and Men For Change Network (HOPEM), which has rolled out awareness campaigns that use testimonials from influential people to combat men's violence against women.



Zimbabwe's national gender machinery leads the 4Ps (Prevention, Participation, Programmes) Campaign to fight GBV. It is informed by the Africa UNiTE to End Violence against Women Campaign, which is the regional component of the UN Secretary General's global UNiTE campaign.

While it is important that Zimbabwe has information campaigns to provide greater knowledge and legal literacy to women on the Domestic Violence Act and other laws and policies that protect them from GBV, the country is still weak on mechanisms for the implementation of the legal framework, limiting women's access to justice. When mechanisms are in place, such as the Anti-Domestic Violence Council provided for under the Domestic Violence Act, their effectiveness is hampered by lack of financial and human resources.



GBV prevention campaigns implemented in the Zimbabwean context include the 4Ps campaign, the 16 Days of Activism, the 365 Days Campaign and other locally based initiatives.



Zero tolerance on GBV campaign in Zimbabwe Photo: Ministry of Women Affairs, Gender and Community Development. *Photo: Gender Links*

Zimbabwe's VAW Baseline Study (forthcoming) found that only 10% of women and men have heard about the 16 Days of Activism campaign. A similar number knew about the 4Ps campaign, which illustrates the impact of this relatively new campaign. A lower proportion of women and men (8%) knew about the 365 Days Campaign. One in 25 (4%) women and men had participated in a march or event to protest GBV. These findings indicate the need for greater outreach efforts in VAW campaigns.

Many women (42%) and men (34%) heard about the campaigns through community meetings, while 29% of women and 33% of men heard of the campaigns on the radio and 17% of women and 15% of men heard about campaigns on television.

Coordinators of these campaigns need to develop strategies that centre on community mobilisation and use of the electronic media. The print media needs to improve its coverage of these campaigns. There is also a need to prioritise and expedite the development of community mobilisation resources and capacity building. There is need for greater outreach efforts in VAW campaigns which promote equal access to campaign information between women and men. VAW campaigns need to include messages that empower women and encourage them to speak out and seek help.

Meanwhile, the government of Zimbabwe needs to heavily invest in, and scale up, prevention efforts to end VAW. Prevention efforts at national and provincial level need to be accelerated and stakeholders must particularly provide interventions to curb abuse within intimate relationships. More financial resources and collaborative efforts are urgently needed to seriously engage men if any significant reduction in VAW is to be achieved.

Lesotho: Civil society organisation filling legislative gaps



SHE HIVE, a Lesotho NGO, helps abuse victims learn to speak out about their struggles. Survivors who felt that Lesotho's justice system is not moving speedily to adopt legislation on domestic violence formed the organisation.

Mamakhethe Edith Phomane from SHE HIVE presented at the regional SADC Protocol@Work Summit in Johannesburg, winning an award for Lesotho civil society. The organisation campaigns for behavioural change in communities, and especially in families, with a view to eliminating domestic violence. This involves advocating and lobbying for the empowerment of survivors of domestic violence and those affected by it, providing them with psychosocial support and ensuring that they can sustain themselves after the violence. It also involves encouraging society at large to reduce the number of domestic violence cases by at least 90% by the year 2020. It advocates under the slogan: "Speak out: domestic violence is not private anymore."

SHE HIVE's goal is to empower women and children victims and survivors of domestic violence and to engage them in income-generating projects so that they can be financially independent. However, it targets entire communities as a way of education on these issues to achieve behavioural change.

SHE HIVE organises district meetings to introduce its objectives, goals, mission and vision, its anticipated outputs and outcomes and its beneficiaries. The meetings target stakeholders and other service providers with a common goal, community leaders (including chiefs), teachers, nurses, government district offices and any other people and organisations within the communities.

The expected output of these introductory meetings is to establish technical working groups (TWGs) in each district. The TWGs disseminate information about the formation of clubs and encourage the involvement of chiefs, local government personnel and gender focal persons.



A GBV survivor writing her "I" story in Botha-Bothe urban council in Lesotho. *Photo: Ntolo Lekau*

The TWGs will be expected to form clubs in different areas of the districts. Survivors and victims of domestic violence take part in the clubs, which also include any other person, organisation or company within the area who subscribes to the objectives of SHE HIVE and wants to contribute to the fight against domestic violence.

Although the association aims to speak out about gender-based violence, this remains a very private issue in many communities, and people can be hostile when it comes to these discussions. There is also a strong tendency to shy away from these discussions and not speak out because of fear of discrimination and humiliation. People also resist behavioural change due to the misconception that it diverts them from their beliefs and traditional norms (e.g. patriarchy).

Association members have approached radio and TV stations to speak openly about issues of domestic violence. Survivors talk about these issues on national television which is likely to help other women to open up and speak out.

Many women do not know their rights and are reluctant to take legal action against perpetrators. Most women fear taking action because they worry about losing the property that they have worked for, the stigma attached to abandoning the home, and the shame to the whole family, especially children.

Speaking out can set you free

A major priority is ensuring that survivor's voices remain at the centre of all strategies to address GBV. To date, GL has collected 352 personal accounts of GBV or "I" stories. The "Healing through Writing" methodology is gaining momentum. Instead of just using these stories for anecdotal evidence, GL analysed the stories in relation to the findings of the GBV Baseline studies. An in-depth analysis of qualitative research over the last year supports one of the key findings in the research: that the highest proportion of GBV is the kind that does not exist at all in police statistics – emotional, verbal and economic – and yet has devastating effects on the agency of women. Support for people experiencing emotional violence is almost non-existent. The research shows that women in emotionally abusive relationships think about suicide at least once a month and are more likely to abuse substances such as alcohol.



Adopting strategies to tackle emotional, verbal and economic violence must become integral to all GBV strategies.

In **Zimbabwe,** Musasa gathered first-hand accounts of GBV for the VAW Baseline Study. Speaking at the Zimbabwe SADC Protocol@Work Summit, Musasa Director Netty Musanhu noted: "The idea that this affects only a minority of women is a myth. Another common myth is that only physical violence has wounds. Emotional violence can be worse than physical violence."

Economic empowerment of survivors of GBV is key: GL, in partnership with local councils in ten countries, is in the process of working with GBV survivors in local communities to provide applied entrepreneurship training and life skills. GL will test the hypothesis that increased economic activity can lead to a decrease in GBV. The GBV survivors will link with local economic development opportunities in the local council. GL will be able to report on progress in the 2014 Barometer.

The following example illustrates the role of faith based organisations (FBOs) in preventing GBV in SADC communities.



Children say no to gender violence in Ha-koali,Lesotho.
Photo: WLSA

Zambia: Makululu Catholic Church working to prevent GBV

This Zambian organisation works with street children, orphans and other vulnerable children and adults. Its focus is child protection and education, gender sensitisation programmes, security and crime. The organisation's programmes address the issues of safety within the communities in Makululu and Kabwe, Zambia.


Faith Ngozi from the Zambia Police Service speaks to community members about GBV. Photo: Colleen Lowe Morna

The church partners with the Zambia Police Service Victim Support Unit and retired magistrates to provide information on the law, gender-based violence, child abuse, children's right to education and human trafficking. As a result of its workshops, women from the community unanimously formed a Neighbourhood Watch Association. This helps prevent GBV in the community and Chakabveyo Philippa presented on behalf of the organisation at the GL regional SADC Protocol@Work Summit in Johannesburg.

The Kabwe Council is also constructing a police post in Chililalila ward where women will register as community crime prevention players who will report to local police. Another programme for vulnerable children and adults helps young girls enrol in school by influencing parents on the importance of education for all children. This activity began because many children live on the streets in Kabwe and Makululu. Many children run away from home because of domestic violence in their homes. The project removes the children from the streets by placing them in schools and reintegrating them into their homes.

The project recognises the need to collaborate with multiple stakeholders, including the government.

It is increasingly important to work with men and boys: This emerging strategy is becoming increasingly important in the fight to prevent GBV. Men's involvement, however, needs to exist within broader prevention strategies that involve multiple
stakeholders.

Mozambique, Malawi, Namibia and Mauritius: Involving men in GBV prevention



Mozambique

Homem que é Homem is a Mozambican initiative that aims to involve men in the prevention of GBV. The initiative began in 2011 and included television programmes that discuss issues of masculinity. It has since extended to communities, social networks, newspapers and 20 community radio stations throughout the country. Gilberto Macuacua presented on behalf of the project at the regional GL SADC Protocol@Work Summit in Johannesburg.

Eleven volunteers facilitate dialogues and debates with men on different approaches to reduce and prevent GBV. Homem que é Homem wants men to be part of the solution in addressing GBV and works with youth and adult males aged between 15-49. The television programmes air in communities followed by a public debate. Meanwhile, community radio stations use the audio feed from the videos to initiate dialogue and project leaders post debate topics on social networks to ignite online debates.

The initiative illustrates the value of commitment and the power of volunteerism. Men discuss masculinities in a frank manner and come to understand that they are part of the problem and should be part of the solution.



Men participating in a 16 Days of Activism march in Mandlakazi, Mozambique.
Photo: Ruben Covane



Namibia

The Caprivi Organisation for Community Action and Development (COCAD) is a programme that works with men to fight GBV and to educate them about the societal effects associated with GBV and to transform them into agents of change. The programme has helped reduce the number of GBV cases in the Caprivi region of Namibia, which saw a 10% reduction since 2011.



Fabian Sampaya runs COCAD in the Caprivi region of Namibia.
Photo: Beverley Slinger

The programme engages men as part of the solution to ending violence against women. This approach has significantly contributed to positive behavioural change amongst men in Caprivi.

The imbalance in power relations in Namibian society has contributed to increased women's vulnerability to GBV. Men view women as inferior, which has created social exclusion, especially in terms of decision-making and resource distribution. Women have been regarded as powerless and useless members of society.

COCAD attempts to eliminate these cultural barriers and promote behaviour change among men. Men need to access information on legislation and learn about universal human rights. Through this project, men have been sensitised and acquired knowledge and skills necessary to respond to violations of human rights and to create an enabling environment for women, children and vulnerable groups.

The process aims to educate men and discourage violence against women through tangible programmes, such as social mobilisation, training and community-based workshops. It involves men as part of the solution in curbing gender-based violence and creating an inclusive society where every person can fully exercise his or her rights and feel safe.

Traditional leaders, constituency councillors and school principals have participated in the programme in order to influence the community to support and participate in the initiative.



Malawi

Men for Gender Equality Now (MEGEN) Malawi includes men in the fight against GBV. The organisation also sees men as agents of change and not only perpetrators of violence. Marcel Chisi, who presented on behalf of MEGEN at the regional SADC Protocol@Work Summit in Johannesburg, noted that the 48th Session of Commission on the status of Women in New York in 2004 emphasised this strategy and recommended the involvement of men in the fight for gender equality.

MEGEN encourages men from relevant offices – including police, health, social welfare and CSOs – to take part in the movement to combat GBV. Men receive training on topics about gender, GBV and sexual and health rights. They gain knowledge and skills that will help transform their attitudes to effectively reach out to others as a process to change their behaviour and attitudes.

This hopefully results in a critical mass of Malawian men who believe in gender equality and can influence others in this vein. The targeted institutions also played a crucial role in GBV prevention. The initiative has been cascaded from the national, to regional, district and community levels.

MEGEN reaches out to communities through various campaigns, including the Men Travelling Conference (MTC) which deploys buses to visit urban and rural communities and raise awareness about the role of men in the elimination of GBV. Another initiative, the Rapid Response Team, assists survivors of GBV in accessing legal, medical and social services.The media is critical in the promotion of MEGEN's messages, assisting in profiling GBV cases.

MEGEN has a membership that includes people from government ministries and departments (Ministry of Gender, Ministry of Education, Ministry of Health, Malawi Defence Force, Malawi Police Service, and the judiciary), media, CSOs, traditional leaders, farmers, religious leaders and community based organisations and structures. The group has allies in all these sectors who can be called upon to help on GBV matters and facilitate speedy referrals of GBV cases to other relevant offices.

MEGEN is now very visible in Malawi with structures at regional, district and community levels. It is operational in 15 of the 28 districts. Over the past two years, MEGEN has facilitated referrals of more than 1000 cases of GBV at local and national level.



Marcel Chisi, Chairperson of MEGEN, speaking about the importance of involving men in GBV prevention. *Photo: Gender Links*



Mauritius

Men Against Violence (MAV) has a vision to positively influence the attitudes and behaviours of men in order to reduce gender-based violence (GBV) in Mauritian society. Its mission is to create awareness that GBV is unacceptable and to develop and implement activities to reduce GBV in Mauritius.



Adarsh Gobhurdan from Men Against Violence in Mauritius won the award for best GBV and conflict resolution entry at the National 2013 SADC Gender Protocol Summit. *Photo: Ghirish Abdhoosee*

MAV is slowly but surely becoming a movement of men, and women, who think it is time to break the silence on violence in Mauritius. MAV encourages men to come out in the open and say "No!" to the scourge of GBV.

Through its training programs, MAV discourages traditional norms, including social, economic, cultural and political practices which legitimise and exacerbate the persistence and tolerance of GBV, with a view to eliminating them. MAV has introduced and has been supporting gender sensitisation and through its public awareness programmes, MAV aims at changing behaviour and eradicating GBV.

Women in Networking (WIN) initiated MAV in 2010. WIN emerged on the Mauritian scene in June 2006 with the objective of empowering women in Mauritius, inspired by Article 1 of the Universal Declaration of Human Rights: "All human beings are born free and equal in dignity and rights."

MAV runs national awareness campaigns through billboards, print media, television, radio programmes and the internet; trains a team of facilitators to deliver workshops and presentations to the target audience and develop the appropriate training materials; and targets organisations and institutions, secondary schools, tertiary institutions and the workplace, where young people are found.

Promoting local action to end gender violence. Through the Centres of Excellence for Mainstreaming Gender in Local Government, GL is working with 317 local councils in ten countries. Of these, 167 have developed Gender Based Violence Action Plans. In April 2013 GL held the SADC Protocol@Work Summit. The Summit brought together good practices on the ten themes of the Protocol for local councils and other stakeholders. Of the 672 entries, 245 came from local government. Of the 245 local government entries, 139 looked at GBV. This shows an increasing commitment to addressing GBV at local level. The case study from George Municipality in South Africa is one example of an innovative local strategy to address GBV.

South Africa: Wake up and make up march!



The George Municipality in the Western Cape Province of South Africa runs an annual "Make Up and Wake Up March" on 7 December during the period of the 16 Days of Activism to highlight the impact of GBV on vulnerable women and children.

The name of the march highlights the phenomena faced by many women who wake up in the morning and put on make-up to cover their bruises and scars, and carry the burden and pain of GBV.

The number of reported domestic violence cases is escalating in George. One of the drivers of this is alcohol and substance abuse. GBV is not only prevalent in the poorer communities but also in the affluent, middle class communities. Women pretend that this issue does not exist in their communities.

The aim of the march is to raise awareness and to focus on the silent violence against women and children, and encourage public participation. A further objective is to fuse the energies of local gender related government departments and civil society structures to establish a harmonised working relationship. The initiative encourages the community to stand together in public events, address the issue of GBV openly and not think of GBV along class lines.

Pieter Pepler presented on behalf of the initiative at the 2012 Protocol @Work Summit in Johannesburg. Women and children in the George community benefit from the project, which includes members of the local townships and informal settlements, as well as women and children GBV survivors.

The group developed a Gender and Disability Newsletter to inform the project partners about meetings, plans and events. It also created a steering committee to meet regularly and champion the project and launched a 16 Days of Activism Arts Challenge in all local primary schools which coincided in part with the "Wake-up and Make-up March".

The team also invited partnering organisations to contribute to the project by committing goods, services or transport. They also invited businesses and organisations to enter teams of people to join in taking a stand against violence on women and children.

Talk radio stations and local papers disseminated information about the event, which volunteers also posted on the George Municipality website and Facebook page.

Some of the key lessons include:

- Community projects must be planned and budgeted for at least three months before the event and the public notified, if ownership of the project and expenses are shared, the organising teams will be stronger and more efficient.
- Communities need to see their role explicitly in the planned projects and also take more ownership of the initiatives, this will ensure that there are no issues of certain people feeling neglected.



Taking part in the "Make Up and Wake Up" march in South Africa on 7 December 2012.
Photo: George Municipality

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 gender-based violence, by half by 2015.



Botswana stakeholders from government, civil society, the police, and the University of Botswana developed the National Action Plan to End Gender Violence as a response to the call by the UN Secretary General. The 2006 global report on violence against women and children calls for all countries to develop comprehensive, multi-sectoral plans to end GBV. The plan is structured according to the 1998 Addendum to the SADC Declaration on Gender and Development on the Eradication of Violence against Women and Children. Stakeholders initiated this National Action Plan, recognising that initiatives to end gender violence remain fragmented. The multi-sectoral national action plan aims to provide a coordinating framework (NAP 2007).



The **DRC** has had a national plan for the fight against gender-based violence since 2008. This National Action Plan is included in "The National Policy on Gender Mainstreaming and the Advancement of Women, Family and child protection in the DRC." The Ministry of Gender, Family and Children brought together partners in July to develop this plan. Parties involved in the fight against GBV then adopted it. The Department works with women's associations, political parties and donors. This programme is funded by the government and external donors. However, the government did not allocate sufficient resources for its execution and external donors do not fund regularly.



Lesotho has implemented a National Action Plan to End Gender Violence. The United Nations Population Fund (UNFPA), Gender Links, civil society organisations and other stakeholders supported the Lesotho government in the development of the draft National Action Plan on GBV.



Malawi has adopted a National Response to Combat GBV strategy (2008-2013). At its launch in 2008, Malawi legislators declared they wanted "A society that is free from GBV" at a ceremony jointly organised by the Ministry of Gender, Children and Community Development (MoGCCD) and the Network against Gender Based Violence (NAGBV). The NAGBV comprises government workers, the police, state institutions, the judiciary, district assemblies, and community action groups that do not fall under the category of civil society organisations (CSOs).



Mauritius adopted an integrated approach to addressing gender-based violence. After the successful implementation of the National Action Plan to Combat Domestic Violence for 2008-2011, Mauritius developed and costed a new action plan, the National Action Plan to End Gender Based Violence (NAPEGBV) 2012-15 that takes into consideration GBV forms other than domestic violence.



Key stakeholders from government, civil society organisations and the police contributed to the preparation of the Action Plan to End Gender Violence as a response to the call by the Secretary General of the United Nations. The 2006 Global Report on Violence Against Women and Children calls for all countries to adopt comprehensive and multi-sectoral plans to end GBV. The plan is structured in accordance with the addendum to the SADC Declaration on Gender and Development on the Elimination of Violence against Women and Children, 2008. The government of **Mozambique** approved the National Plan for Preventing and Combating Violence against Women (2008-2012) which is the instrument for coordinating the Gender Policy and Implementation Strategy and National Plan for the Advancement of Women (PNAM).



In 2008 President Hifikepunye Pohamba inaugurated a cabinet-approved High-level Strategic Inter-ministerial Committee on Domestic Violence and Violence in General. The committee advises government and relevant stakeholders on the issues pertaining to GBV in **Namibia**. The committee consists of high-level members from government institutions, parastatals, the private sector, NGOs, civil society and development partners. It is currently updating a far-reaching GBV National Action Plan.



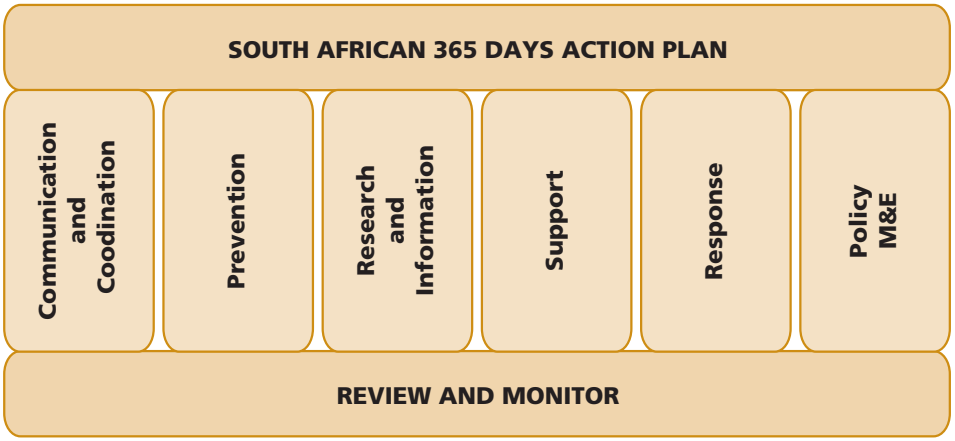
A wide range of stakeholders validated the Gender Secretariat's 2008 draft national strategy on domestic violence (2008). Cabinet ministers approved the strategy. The Gender Secretariat developed the costed GBV Plan of Action (PoA) with assistance from UN Women. The GBV working group is monitoring the PoA's implementation and projects have been submitted to donors for funding. The main provisions of both frameworks have been built into the national gender policy and draft costed gender action plan (2012), which has a specific pillar on GBV based on key provisions of the SADC Gender Protocol.



This National Action Plan, launched by then Deputy President and now Head of UN Women Phumzile Mlambo Ngcuka in May 2006, is a multi-sectoral framework and approach for ending gender violence over the period 2007-2009. As is apparent in its priority actions, the plan places a strong emphasis on prevention. The South African National Council on Gender Based Violence is currently reviewing the 2006 plan with a view to updating and relaunching the plan.

Deputy President of the Republic of South Africa Kgalema Motlanthe inaugurated the South African National Council on GBV on 10 December 2012. The council's role includes elevating the multi-sectoral intervention approach to a strategic level and monitoring the implementation of all programmes dealing with gender-based violence in the country, including the 365 days action plan. The National Council will advise the Ministry and Deputy President in fulfilling their leadership responsibilities relating to the national response against GBV.

Progress on implementation has been slow because of the highly politicised nature of the Council. Since its inauguration, the Council has reviewed the 365 Day National Action Plan to End Gender Violence. The plan is outlined below:



It is envisaged that the findings of the GBV baseline studies in the four provinces of South Africa will inform the strategies in the six pillars of the plan and guide review and monitoring. While the national process is taking longer, there is a parallel strategy to present the research to provincial governments (for example to the executive committee of Gauteng province, chaired by the Premier) and canvas the Commission on Gender Equality (a Constitutional body) to use its muscle to get government support for the roll out. The wheels of bureaucracy move slowly, especially in larger countries.



Swaziland elevated the 16 Days campaign to a 365 Day campaign in 2007. The key stakeholders include the Gender Unit (within government), the UN theme group, the Gender Consortium, the Church Forum, Royal Swaziland Police, Swaziland Action Group Against Abuse, Coordinating Assembly of Non Governmental Organisations and Women and Law in Southern Africa. The Gender Unit coordinator states that although the Action Plan has been launched, implementation has been piecemeal mainly due to funding shortages.



Tanzania has a National Plan of Action for the Prevention and Eradication of Violence Against Women and Children 2001-2015. The Gender Development Department manages plans and works with UNDP, UN Women, UNICEF and UNFPA in focusing specifically on Sexual Gender Based Violence (SGBV)



The new Anti-Gender Based Violence law provides for the formation of a gender-based violence committee to oversee gender-based violence in the country and the setting up of an Anti-Gender Based Violence Fund. It is hoped that this will be harmonised with the National Action Plan to end Gender Based Violence adopted in 2010 by the Gender in Development Division (GIDD) which is now a fully-fledged Ministry of Gender.

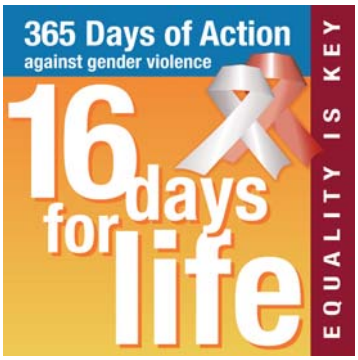


Zimbabwe has a draft National Gender-Based Violence Strategy 2010-2015, which still needs to be adopted and developed into a financially-resourced implementation plan. The adoption of the National Gender-Based Violence Strategy is a crucial first step to strengthen the prevention, response and support services to eradicate GBV in Zimbabwe.

Next steps

Tackle inadequate budgetary allocations and human resources for implementation of NAPs: Inadequate resourcing for the implementation of the plans and the lack of dedicated budgetary allocations for multi-sectoral structures impedes strategies to address GBV. A best practice is the development of a new fully Costed National Action Plan to End GBV for 2012-2015 (CNAPEGBV) and the National Platform to End Gender Based Violence (NPEGBV) in 2011 by the Mauritian Ministry of Gender Equality, Family Welfare and Child Protection. The implementation of the costed activities in the CNAPEGBV amounts to Rs 23,485 million. Costing of National Action Plans is the first step to accessing budgets.

Comprehensive legislation needs to be implemented: This implementation must address all forms of GBV, such as the sexual offences and domestic violence bills. This should include marital rape, indecent treatment of children, sexual harassment, and trafficking. The effective implementation of the law requires expanding the rule of law to the private sphere and the creation of institutions, systems and mechanisms that ensure access to justice for GBV survivors. Dedicated financial and human resources are required for the Anti-Domestic Violence Council to effectively play its role in the implementation of the Domestic Violence Act.



Capacity building is required to improve on GBV programme monitoring and evaluation. Currently GBV service providers do not effectively evaluate their programmes which impacts on proper planning and implementation of the GBV National Action Plans. This problem extends across the region. This calls for the need to prioritise capacity-building across countries on monitoring and evaluation as part of the SADC regional GBV strategy.

Government services need to be coordinated for greater efficiency and effectiveness. The government, healthcare providers, the police and NGOs need to implement a more coordinated approach to assist survivors of GBV, including offering PEP and counselling. A review of the Victim Friendly Institutions – police units, courts and clinics – is needed to identify the strengths, gaps and areas for expansion to create a comprehensive set of services nationwide. Public financing for these institutions remain inadequate, resulting in insufficient human resources and services.

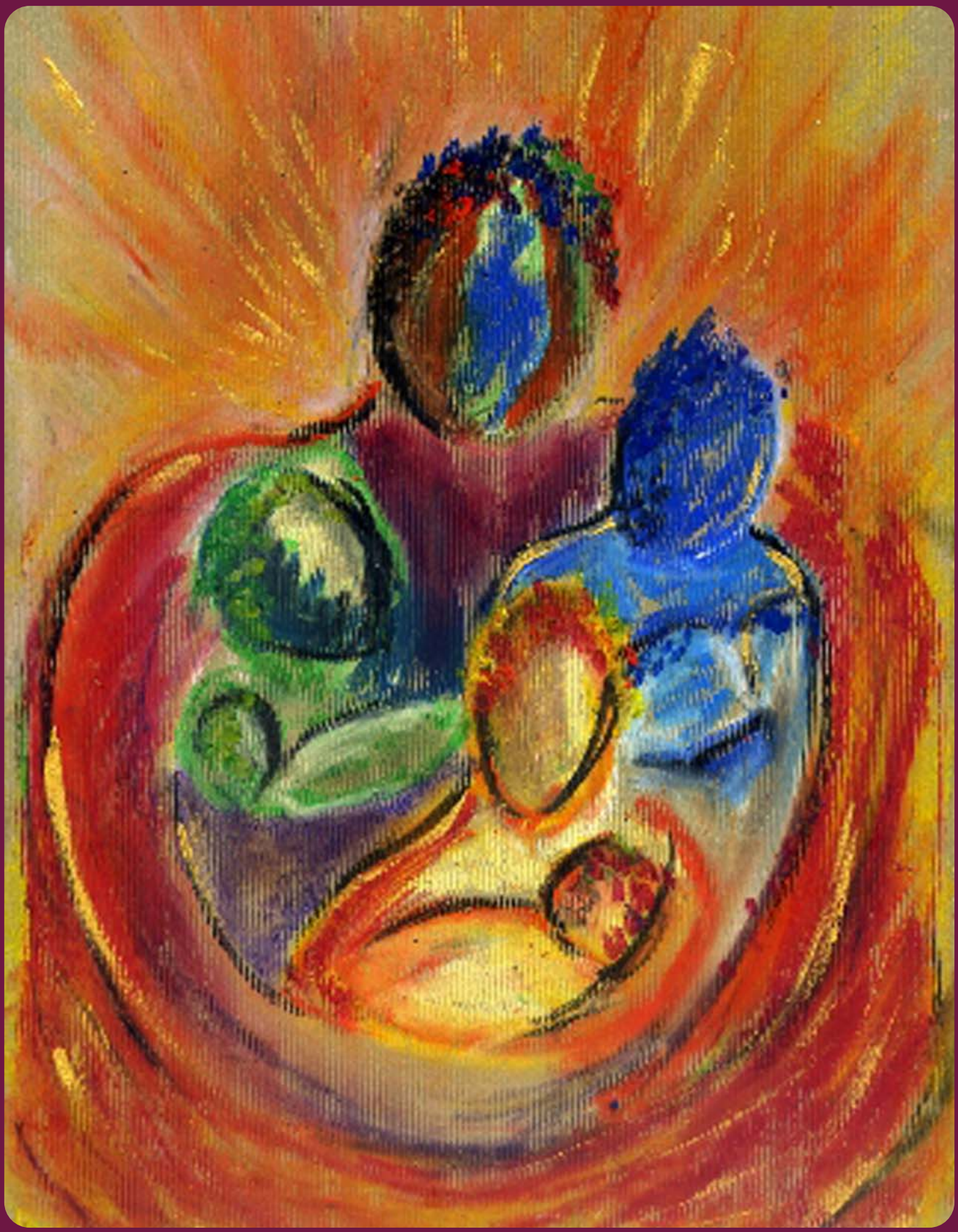
There is a need for increased awareness on GBV strategies, services, responses and prevention. Government and NGOs need to organise more comprehensive and targeted GBV awareness campaigns. Particular attention must be given to reporting GBV, including marital rape. There is need to step up sensitisation campaigns, especially on forms of GBV which remain less understood such as sexual harassment and GBV against sexual minorities.

Public education campaigns must be grounded in participatory and communications for social change techniques: These must include methods that help communities to share the vision of a violence-free society and take collective action to eradicate all forms of GBV. The involvement of traditional and religious leaders in GBV prevention and response initiatives builds these leaders capacity to take on the cultural practices, norms and beliefs that violate the rights of women and girls and increase their vulnerability to violence.

Men must participate in GBV prevention campaigns and work with women's organisations. Efforts need to continue to get more men participating in campaigns to address GBV, particularly in rural areas. Men's organisations must link up with women's organisations and work in a coordinated manner.

It's important to keep on the pressure and lobby other SADC governments to adopt the indicators: GL will lobby governments to measure GBV every three to five years; benchmark progress and use this to fine-tune national action plans.





A different kind of family

Anushka Virahsawmy

CHAPTER 6

Health

Article 26



A young mother gets advice from a nurse at a clinic in Maputo, Mozambique. *Photo: Ruben Covane*

KEY POINTS

- Maternal mortality ratios in Southern Africa have increased over the last two decades, while they are declining in other regions, mainly as a result of HIV.
- Estimates indicate that mortality and morbidity rates among HIV positive women are double those among HIV negative women. However, improved access to treatment is beginning to reverse this trend.
- Despite the provisions for sexual and reproductive health and the fact that most countries have some policy framework to cater for this, contraceptive usage across the region varies from 6.2% in Angola to 75.8% in Mauritius, one of the highest rates in the world. However, indications are that modern contraceptive uptake is on the rise in most countries in the region.
- The SGDI for health has gone up to 64% from 62% in 2011.
- Overall, using the Citizen Score Card (CSC) as a tool, citizens rated the health sector at 68% - a significant increase from 2011 (55%).
- Women scored the sector higher (69%) compared to men 67%).

Trends table - Sexual and reproductive health						
Parameter	2009	2010	2011	2012	2013	Target 2015
Contraceptive use among sexually active women						
Country with highest proportion of women using contraceptives	Mauritius (76%)	Mauritius (76%)	Mauritius (76%)	Mauritius (76%)	Mauritius (76%)	100%
Country with lowest proportion of women using contraceptives	Angola (6%)	Angola (6%)	Angola (6%)	DRC (5%)	DRC (5%)	100%
Current maternal mortality rate						
Country with highest maternal mortality rate	Angola (1400)	Malawi (1140)	Malawi (1140)	Lesotho (970)	Zimbabwe (960)	0
Country with lowest maternal mortality rate	Mauritius (13)	Mauritius (28)	Mauritius (28)	Mauritius (28)	Seychelles (0)	0
Births attended by skilled personnel						
Country with highest proportion of births attended by skilled personnel	Mauritius (100%)	Mauritius/ Seychelles (100%)	Mauritius/ Seychelles (100%)	Seychelles (100%)	Mauritius (100%)	100%
Country with lowest proportion of births attended by skilled personnel	Angola/ Tanzania (46%)	Angola/ Tanzania (46%)	Madagascar (44%)	Madagascar (44%)	Madagascar (44%)	100%
Total coverage of sanitation						
Country with highest sanitation cover	Mauritius/ Seychelles (100%)	Mauritius/ Seychelles (100%)	Seychelles (100%)	Seychelles (100%)	Seychelles (97%)	100%
Country with lowest sanitation cover	Madagascar (14%)	Madagascar (14%)	Madagascar (11%)	Madagascar (11%)	Tanzania (10%)	100%
Scores						
CSC	58%	58%	55%	56%	68%	100%
SGDI	N/A	N/A	62%	62%	64%	100%

The state of women's health, including their sexual and reproductive health, is an important global health and development indicator. The SADC Gender Protocol therefore calls on Member States, by 2015, in line with the SADC Protocol on Health and other regional and international commitments by Member States on issues relating to health, to adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care, in particular, to:

(a) Reduce the maternal mortality ratio by 75% by 2015.
(b) Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men; and
(c) Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.

The trends table shows that some SADC countries, notably Mauritius and Seychelles, have either achieved or made commendable strides towards achieving the SADC Gender Protocol (SGP) targets. But there are wide gaps between countries, with the poorer SADC countries lagging behind on all indicators.

Over the five years, Mauritius has registered the highest proportion of women accessing contraceptives (76%), with DRC and Angola (5% to 6%) coming lowest. Zimbabwe (960 deaths per 100,000 births) has replaced Angola and Malawi as the country with the highest maternal mortality rate (although these figures fluctuate dramatically depending on information source).

Mauritius has consistently registered the lowest maternal mortality rate (at about 28 deaths per 100,000 births) except in the current year, in which Seychelles registered no deaths of women during child birth. Mauritius and Seychelles have achieved 100% attendance by skilled personnel for all births. At the other end of the scale, Angola, Tanzania and Madagascar hover around 44% to 46% births not attended by skilled personnel.

Seychelles and Mauritius have achieved, or come within a fraction of achieving, total sanitation coverage. At the other end of the spectrum, the rate of sanitation coverage in Madagascar and Tanzania is as low as 10% to 14%. At 10%, Tanzania currently has the lowest level of sanitation coverage of any SADC country.

The SADC Gender and Development Index (SGDI) is a composite empirical measure of progress. In the case of health, this is based on the indicators captured in the trends table. Since the introduction of the SGDI in 2011, the index has increased from 62% to 64%.

The Citizen Score Card (CSC) measures perceptions by women and men of their governments' performance. These perceptions capture the quality of the services offered, as well as their availability. Over the five years, the CSC score has increased by ten percentage points

from 58% to 68%. The most marked increase has taken place over the last year. This may reflect the high participation in the scoring process of councils involved in Gender Links' Centres of Excellence for Gender in Local Government programme that has a strong emphasis on local health, water and sanitation. Overall, it is heartening to note a degree of optimism over these basic services that have a strong bearing on women's agency.

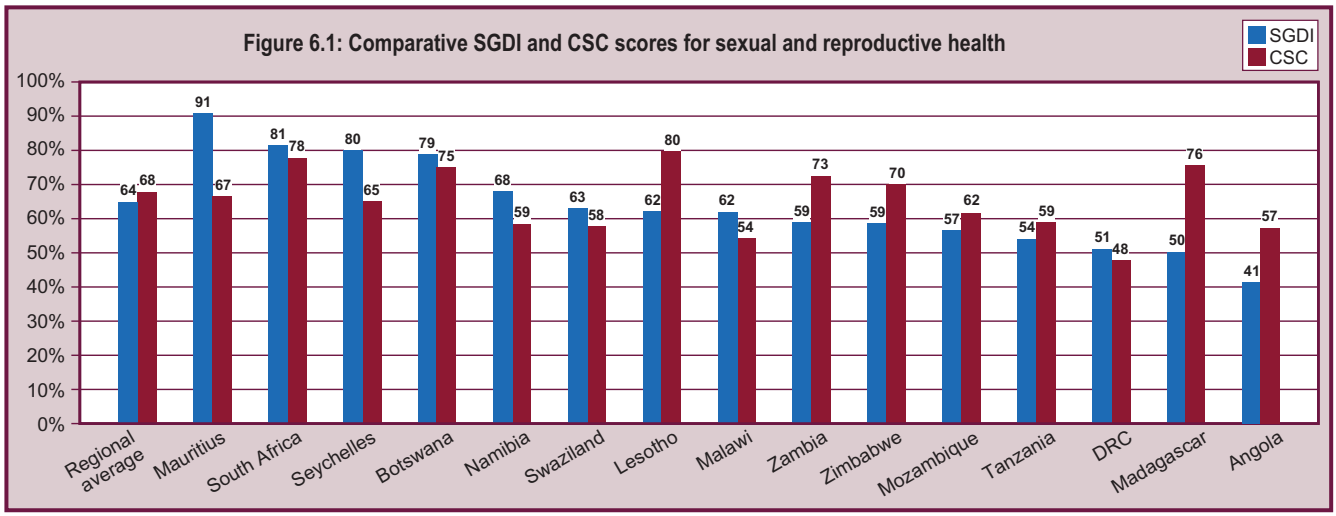
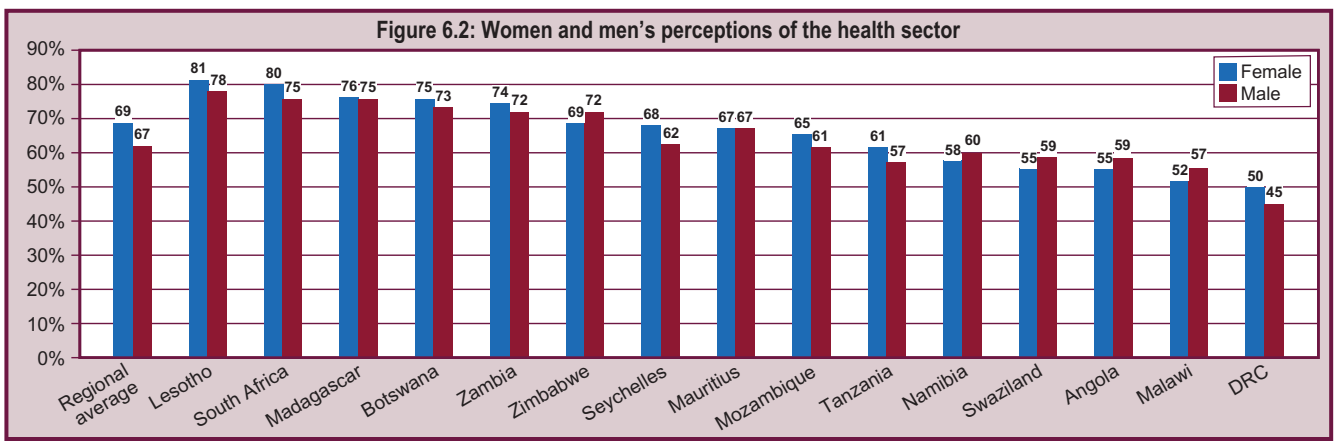


Figure 6.1 compares the health SGDI and CSC scores for the region and individual countries. With the SGDI at 64% and CSC at 68%, the gap between the two scores is narrower than it has ever been in the past. However, this varies between countries. Several countries with low SGDI scores (such as Lesotho, Zimbabwe, Madagascar and Angola) have high CSC scores, i.e. citizens are more positive about the services they receive than the services actually delivered. This may reflect the way in which these services have been delivered.

The reverse is true in other low income countries such as Malawi, Swaziland and the DRC, where the CSC is lower than the SGDI, reflecting a more critical citizenry. Interestingly, in all five of the top scoring SGDI countries (Mauritius, Seychelles, South Africa, Botswana and Namibia) the CSC is also lower than the SGDI. What these countries have in common is that they are lower-middle, to middle income countries, that also have strong democratic traditions. It is not abnormal in countries such as these where basic needs have been satisfied or come close to being satisfied, for citizens to demand even better services.



High hopes: Maternity ward in Tsaralalana, Madagascar.
Photo: Zotonantenaina Razanadratefa



Source: Gender Links.

Figure 6.2 provides gender disaggregated data on the CSC. Overall, women (69%) scored their governments slightly higher than men (67%). The country breakdown shows that women scored their governments higher than men in Lesotho, South Africa, Madagascar, Botswana, Seychelles, Zambia, Mozambique, and Tanzania and DRC. Women scored their governments lower than men in Zimbabwe, Namibia, Angola and Malawi. Women and men scored their governments almost identically in Mauritius and Swaziland. In all countries, the gender gap is fairly narrow. The fact that women and men express similar degrees of satisfaction is a positive sign that services are being delivered in gender responsive ways.

Background

As emphasised at the International Conference on Population and Development (ICPD) which followed the Fourth World Conference on Women in Beijing in 1995, sexual and reproductive health is at the centre of human life and of improving women's health. The World Health Organisation (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]

In the latter part of the 20th century, Southern Africa made impressive gains in child health, access to primary health care and maternal health. However, this progress across the SADC region is currently being threatened. While life expectancy is higher for women than men across most SADC countries (11 of 15), a number of health and social factors combine to create a lower quality of life for women. 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.

Protocol @ work

Swaziland: Nutrition, food security and health



Nutrition, food security and health form a key triangle. In Swaziland, deepening poverty has contributed to the suffering of the rural poor. In border towns, rural areas and company towns being unable to access food has given rise to sex for food transactions. Women in Lavumisa, Big Bend and Sithobela are risking their lives to make sure that they get something to eat. The SiSwati saying that *"indlala idlisana ludzaka"* loosely translated means "when you are hungry, you can do anything just to get food."

Poverty, food insecurity and malnutrition have a disproportionate negative impact on poor rural women, due to their inferior socio-economic, legal and political status as well as their critical roles as producers and household managers. According to Swazi culture, women should not eat protein rich foods like eggs, and in the case of dishing food after cooking, men are the ones who get the largest portions of the meals, followed by children and the women are the last to get food.

Sometimes after dishing out the food, they are left without any portion for themselves. If these women are infected with HIV, due to malnutrition, they quickly degenerate and die from AIDS.

A Women in Law Southern Africa (WLSA, 2007) study found that women who test positive quickly progress to full blown AIDS because they do not have enough food. Even if the food is available it lacks nutritional value. In-depth interviews with people living with HIV and AIDS belonging to support groups in urban and rural areas revealed the importance of a balanced diet. They all reported that ARV'S alone cannot improve the health and condition of a person living with HIV and AIDS.



Good nutrition is key: Women bottle mango pickle at a soup kitchen in Lubombo, Swaziland. *Photo: Nkosingphile Myeni*

[1] World Health Organisation (2002). The world health report 2002 Reducing risks, promoting healthy life, World Health Organisation.

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	Illegal	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	160	549	620	498	460	62	550	449	0	176	736	449	440	960
% Births attended by skilled personnel	47	99	74	62	44	73	100	53	81	99	91	74	51	57	66
% Total coverage of sanitation facilities	58	62	24	26	15	56	89	18	32	97	79	57	10	48	40
% Urban coverage	85	75	24	32	21	49	91	38	57	97	86	64	20	57	52
% Rural coverage	19	41	24	24	12	51	88	5	17	97	67	55	7	43	33

*Sources: * Maternal mortality for 181 countries, 1980-2008: a systematic analysis of progress towards Millennium Development Goal 5, www.thelancet.com and WHO (2010), 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. Madagascar Health Statistical Yearbook 2007. Malawi - UNICEF Report 2006. Mauritius - Ministry of Health 2007, Seychelles - Department of Health Survey 2009. Swaziland - Demographic Health Survey 2007. Tanzania Strategic Plan to reduce Maternal Mortality 2008.*

Maternal mortality ratio

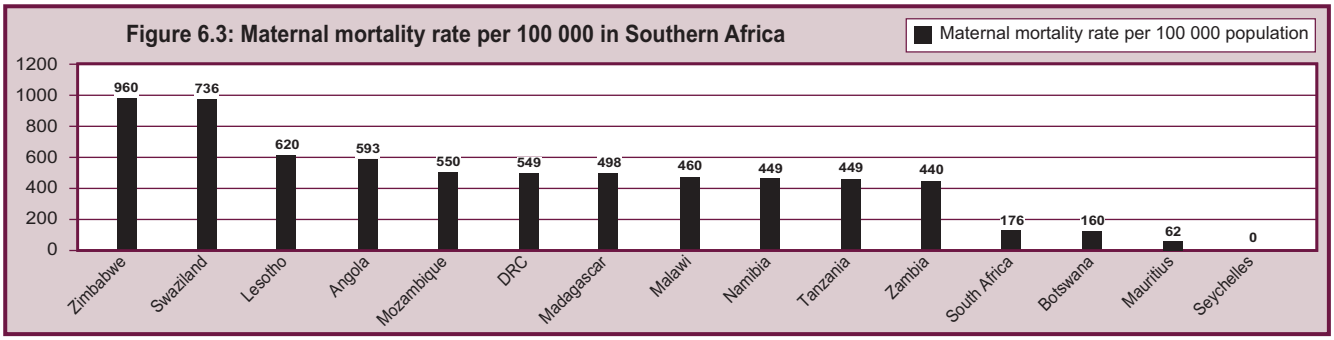
The SADC Gender Protocol calls on Member States to reduce the maternal mortality ratio by 75% by 2015, in line with MDG 5.

The Maternal mortality ratio is the number of women of child bearing age who die during pregnancy or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy, from any cause related to or aggravated by the pregnancy or its management but not from accidental or incidental causes per 100 000 live births[2]. While global and continent wide attention has been focused on reducing the maternal mortality ratio (which is also a Millennium Development Goal - number 5), this ratio has increased in seven Member States (Botswana, South Africa, Swaziland, Zambia, Lesotho, DRC and Zimbabwe)[3], mainly as a result of HIV and instability. Increased access to HIV treatment and care is beginning to reverse the trend but the rate of decrease is too slow to meet the goals of either the Gender Protocol or the MDGs by 2015 and will require much greater effort on the part of most Member States.



Reducing maternal mortality by 75% is one of the set targets of the SADC Gender Protocol. *Photo: Gender Links*

[2] MMR definition
[3] AUC, UNECA, AfDB & UNDP. 2013. MDG Report 2102. Pg 68.



Source: Gender Links 2013 and sources listed in Table 6.1.

Maternal mortality varies widely in the SADC region: Figure 6.3 reveals high levels of maternal mortality throughout the SADC region, but these vary from no deaths of mothers at child birth in the period under review in Seychelles to some of the highest levels in the world, for example in Zimbabwe (960 deaths per 100 000 births).

The figures may actually be worse: While these figures are shocking, the real numbers may be far higher given that many births and deaths throughout the SADC region are 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 health services that they need. Furthermore, lack of education, cultural beliefs, women's low status in society and the expense of medical treatment means that many women are unable to access health services. A number of factors contribute to continued high rates of maternal mortality. These include:

- Poor access to health facilities for pre and post natal care as well as for assistance during delivery, or poor quality of health care provided by available health facilities;
- Inadequate provision of, and barriers to accessing modern contraception resulting in more pregnancies or pregnancies which are too closely spaced than a woman would chose. Both of these are risk factors for maternal health.
- Continued high rates of adolescent pregnancy. Young women are particularly vulnerable to a range of risks associated with pregnancy and adolescents aged 15 - 19 have a much higher maternal mortality than women over the age of 20.
- Poor access to safe abortions resulting in unsafe abortions which carry a high risk of negative health outcomes, particularly for adolescents.

Maternal mortality and morbidity exacts 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 nations. If a woman dies during pregnancy or childbirth, the baby is much less likely to survive or has an increased risk of having a disability. Children who lose their mothers are at 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; 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.



In a **South Africa**, maternal mortality is less of a concern than in the past. However, high rates of alcoholism result in a high rate of Foetal Alcohol Syndrome (FAS) especially in the Western Cape and Gauteng provinces. FAS, which is caused by excessive alcohol intake during pregnancy, results in physical and mental defects, characterized by growth retardation, facial neural abnormalities and malformation of other organs. According to a Department of Health pamphlet (2006) FAS affects one out of every 750 babies born in South Africa. The Foundation for Alcohol Related Research (FARR) has reported a steady increase of FAS in the Western Cape (4.8% to 7.6%). Studies in Gauteng, the most urbanized of South Africa's nine provinces, have reported a prevalence of 8.8% in Soweto; 2.2% in Lenasia and in 3.7% in Westbury.

South Africa: Fighting Foetal Alcohol Syndrome



The South African National Council on Alcoholism & Drug Dependence (SANCA) Phoenix House, an NGO based in Westbury, Johannesburg, has joined forces with the City of Johannesburg to raise awareness about FAS and reduce its incidence. Pheonix House provides educational talks with posters, pamphlets and other materials in various languages, to ante-natal mothers in seven City of Johannesburg community health clinics.



Phoenix House coordinator Lena Sibanda told the SADC Protocol@Work Summit in April 2013 that the NGO has been able to overcome the challenges of limited funding, understaffed clinics and language barriers to reach 15 000 pregnant women per annum with information about the dangers of FAS on their children. The programme has been replicated in Midrand and could be extended further with the necessary funding as materials are already available.

SANCA aims to empower volunteers and health care promoters at community clinics in Johannesburg through specialised training on FAS; implementing educational discussions at ante-natal clinics on FAS through presentation materials, posters and literature in different languages and for illiterate people; as well as provide information on substance abuse in general especially because some of these women are in relationships with partners abusing it.

The primary beneficiaries of the project are pregnant women between 15 to 40 years of age that are not able to afford private health care and make use of community clinics for their check-ups. Other patients at the clinics also participate while waiting for their medical needs to be met.

Challenges include lack of funding to reach all the clinics as well as to pay for the stipends of volunteers. Reports suggest that some women drink to affect their babies so that they can claim the disability grants that are more than child support grants. Literature on FAS is not available in all the official languages of South Africa. Johannesburg also has a high proportion of migrant workers who speak French or Portuguese as their first languages. Clinics have staff shortages and high burn out rates.

Nonetheless, Phoenix House has duplicated its programme at a satellite office in Ebony Park, Midrand where the FAS programme is being implemented in five community clinics.

Access to quality health services

Inadequate access to quality health services is a major contributing factor to high maternal mortality rates. Some of the factors that contribute to access are: distance to the health facility, infrastructure, numbers of skilled staff available, attitudes of health staff, traditional beliefs and customs, availability of services at the facilities and cost of services. Women who have access to health services are much more likely to have at least one and the recommended four ante-natal visits; to deliver with a skilled health assistant and to have follow up or post natal care for themselves and their infants. Access to at least four ante-natal care visits has been shown to have a very strong correlation with reduction in maternal mortality rates. Ante-natal care should include screening for and management of infections, hypertension, iron deficiency and other risk factors, tetanus toxoid vaccination and testing for HIV.

Health system financing mechanisms that are not pro-poor contribute to lack of access to health services and care: The Government of Zimbabwe, in its 2010 Progress Report on the attainment of the MDGs, indicated that user fees required for health services remain a major barrier. In Tanzania, the long distance to a health centre has been cited as a major contributor to low uptake of health services as women cannot afford the transport fare.

Zimbabwe: Pulling together for women's health in a rural community



The people of Shumba ward in Goromonzi had a three-roomed building that they used as a clinic, but it did not meet the requirements of the Ministry of Health. People were prone to diseases and health-related problems, travelling distances of up to 20km to seek medical treatment. Some had to find lodging facilities before they could be attended to by the nearest health institutions.



Constance Chinyemba at the SADC Gender Protocol@Work summit, April 2013.
Photo: Porcia Mudavanhu

At the Zimbabwe and regional SADC Gender Protocol@Work Summits, Constance Chinyemba shared how Goromonzi Rural District Council (RDC) pulled together to build Nyaure Clinic which is reducing the maternal mortality rate and contributing to better health for women in this locality.

The law requires that RDC's provide and operate clinics and dispensaries and take measures to provide any facilities that are considered necessary for maintenance of health. Previously, women walked long distances seeking clinics that had adequate facilities. Sometimes donkey carts ferried pregnant women to the clinic. Women did not go for regular check-ups, and their pregnancies were not monitored. Many women gave birth at home, which presents risks. Long lines formed outside the clinic, with women often standing outside in the sun for many hours.

The RDC set out to establish adequate facilities, including a waiting room for patients before examination, an examination room, a drug room, 13 beds for the maternity ward, four beds for the female ward and four beds for the male ward, a data room where records are kept, counselling rooms, and separate rooms for keep taking blood samples. The project also aimed to provide a safe working environment for staff. For example, in the maternity ward there is a toilet. Previously staff had to relieve themselves in the toilet which was some distance away, leaving the patient's and nurse's life in danger (a security guard was once bitten by a hyena whilst on night duty).



Goromonzi Clinic.

The project started with the ward councillor bringing a motion to the council. The village head donated part of his field for construction of the clinic. The Ministry of Health, the Department of Physical Planning, local ward leadership and the council conducted a site visit and supervised construction. The Ministry of Local Government provided the building plans, and project costing was done. The issue was debated in several council committees and a full council resolution passed. Lack of funding threatened to stall the project, but the community formed a committee and made sure the project started by moulding bricks. The Ministry of Local Government and Public Works provided the building plans.

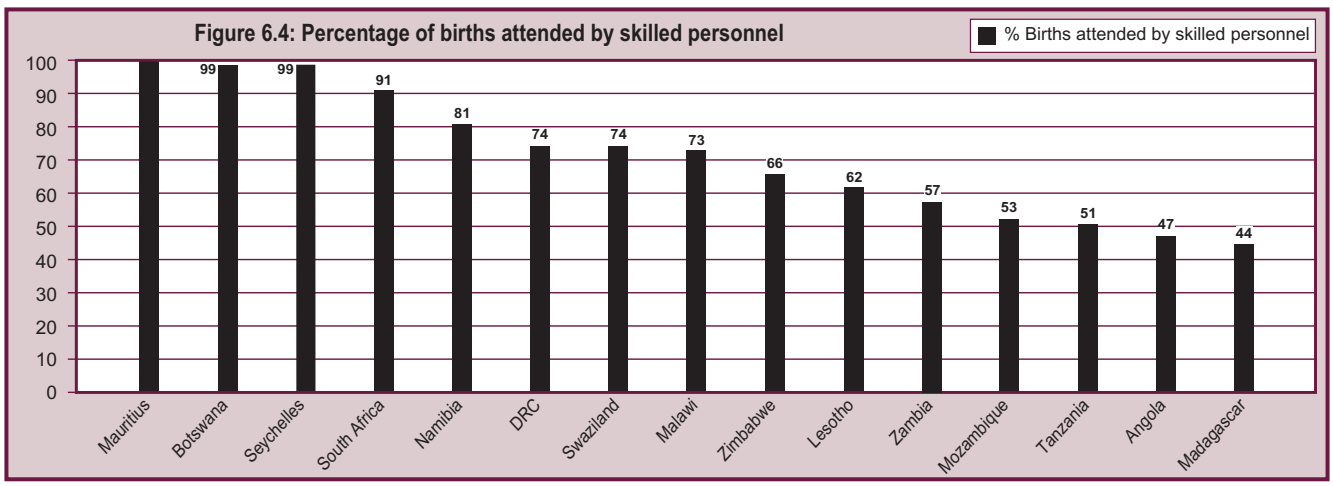
Not all community members contributed, but the clinic committee carried out regular meetings about the importance of community participation. The lack of qualified personnel (such as a carpenter, and electrician) meant the services had to be hired. The community sometimes produced sub-standard materials rejected by the inspector. But Unified Transport International and Smiles Zimbabwe supported the project.

The final result is a well-equipped, modern, state-of-the art rural health centre, which has post- and ante-natal services. There is now a well-managed centre which has data storage facilities - there is a computer and a store-room. There are now healthy communities, and more people are coming to seek services. Patients can now be admitted, and discharged when they have recovered. There is a high turn-out at the clinic. Women can now access ante-and post-natal services without travelling long distances. The old clinic has been turned into a shelter for women who live far away from the clinic, so that they can come and wait for their due dates near the clinic without incurring any cost.

The clinic provides a follow up centre for antiretroviral treatment, so people no longer need to travel to far-away clinics to access this facility. There is provision of Prevention of Mother to Child Transmission (PMTCT) for both women and men, to prevent the transmission of HIV to the unborn child. Male circumcision is also offered. The clinic serves as a one-stop shop for survivors of Gender-Based Violence with confidential rooms and services, as well as counselling services. Nyaure clinic is indeed a shining example of a holistic rural clinic built with women's health needs in mind.

Access to skilled health professionals

African countries such as Equatorial Guinea, Mauritius, Egypt, Morocco, Cape Verde, Tunisia, Ethiopia, Algeria, Rwanda and Mauritius have made significant progress in reducing the maternal mortality rate. One of the most important changes that these countries have made is to increase the proportion of births which are attended by a skilled health attendant as many of the conditions that cause maternal mortality can be prevented with medical assistance. Increasing the percentage of births attended to by skilled health professionals results in the decrease of maternal mortality rates.



Source: Gender Links 2013 and sources listed in Table 6.1.

Presence of skilled health professionals also varies significantly: Figure 6.4 shows that the percentage of births attended by a skilled health professional varies from a low of 44% in Madagascar to a high of 100% in Mauritius. Four countries have more than 90% of births attended by a skilled health professional while five have fewer than 60%. Where a skilled health worker is not available, relatives or traditional birth attendants usually assist.

There are high rates of inequality in access to skilled health attendants between urban and rural women and between women in different socioeconomic groups. For Africa overall, 76% of urban women deliver with the assistance of a trained health attendant as compared to 40% of rural women and 80% of women in the highest income quintile deliver with assistance from a trained health attendant as compared to only 24% of women in the lowest quintile.[4] 66% of Zimbabwean births are conducted with skilled personnel present but this figure reduces down to 52% in rural areas due to accessibility and proximity of medical services. In Zambia, 83% of live births in urban areas were assisted by a skilled health worker versus only 31.3% of live births in rural areas.

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 (Between 1990 and 2009 the maternal mortality rate 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.[5])

4 AUC, UNECA, AfDB & UNDP. Pg 70.
5 The State of The World's Midwifery, 2011.

Fistula - "A slow social death."



"I fell asleep at night on wet bedding. During the day my family and the community made me a laughing stock as I was leaking urine and spreading a bad smell. I stopped leaving the house. I felt alone, abandoned and humiliated, not least when my husband left to stay with his second wife." This is the sad testimony of Elisabeth Makhalichi, who developed fistula, after a difficult birth.

Fistula is a gap that develops between the bladder and the vagina, or between the bladder and the rectum, after obstructed labour or intense sexual violence. The condition, which - according to the World Health Organisation - affects two million women worldwide is a hole in the birth canal, typically caused by several days of obstructed labour. It usually affects the poorest, least educated women in Africa and Asia. Women who survive such traumatic experiences often continuously leak urine or stool unless the damage is repaired.

When Makhalichi's labour started, the young Malawian woman walked the long distance from her home to the nearest health facility in a remote rural area. "The health workers told me a caesarean had to be performed at a different hospital due to obstructed labour," she said. In a weak condition and on bad roads she was transferred to a district hospital, and miraculously survived the struggle, along with her baby. However, it wasn't until she got home that she realised she had obstetric fistula.

Mozambique's Felicia Chafika was not as lucky as Makhalichi. "I walked hours and hours to reach the nearest health facility," she remembered. "My husband was very supportive and accompanied me. We thought I would deliver and stopped in a neighbouring village for 12 hours, I was too weak to walk at this point. My husband made a stretcher out of branches and they carried me the remaining distance to the hospital. I delivered a stillborn baby."

When Chafika began leaking bodily fluids, the health workers gave her pills to take, which did nothing to stop the leaking or repair the fistula. However, she later came into contact with a clinical officer trained in fistula repair and eventually underwent surgery.

Without timely medical intervention, such long, obstructed labour causes the hole and often results, such as in Chafika's case, in the birth of a stillborn baby. Either way, the woman is left incontinent and, if untreated, like Makhalichi, is usually ostracised or abandoned by her family and community.

Tarek Meguid, a gynaecologist with experiences across sub-Saharan Africa, calls fistula "slow social death." Hundreds of thousands of African women suffer fistula in solitude and shame, and the United Nations Population Fund (UNFPA) estimates that there are more than 50,000 new cases each year. Fistula is common in communities where women are married at a young age and give birth before their bodies are ready.

Yet the birth injury is preventable and treatable. The cure rate is 90% for less-complex cases, and the average cost of a fistula treatment is $300, yet women continue to suffer. "They are female, powerless and poor" said Meguid. "The root causes for maternal deaths and fistula are exactly the same: poverty, malnutrition, poor health systems, detrimental traditional practices, lack of financial resources and gender inequalities continuing to rule the societies in sub-Saharan Africa. The solution is simply that obstetric care must be made available to women and we need to educate more midwives."

In the meantime, some African women will benefit from fistula repair programmes paid for by international organisations such as UNFPA and Medecins Sans Frontieres, while many others continue to suffer. Makhalichi's nightmare finally came to an end at Queen Elizabeth Central Hospital (QECH) in Blantyre, Malawi, after a painful surgery to repair the fistula at a Fistula Repair Camp funded by UNFPA. "I can now sleep on dry beddings and the pain from the operation is bearable because I can dream of a happy life again," she said, smiling.

Soon after assuming power as the first woman president in a SADC member state, President Joyce Banda of Malawi launched the Presidential Initiative for Maternal Health and Safe Motherhood, a project to focus on improving the current poor maternal health. Speaking at the launch of the initiative, she said, "Mothers should not lose life in the process of giving life." She is discouraging child marriages and home births. She rightly argues that these are key reasons for the country's challenges around maternal mortality and fistula - the World Health Organi-sation has found that Malawi has some of the highest rates of both in the world.

(Adapted from "Time to take up the fight against fistula"; GL Commentary Search; written by Helene Christensen / 26 October 10)

Sexual and reproductive health

By 2015, countries should develop and implement policies and programmes mental, sexual and reproductive health needs of women and men.

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:

"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.

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.[6]

There has been a shift in thinking on family planning and reproductive health policies: Historically, until the late twentieth century, policy focus was very much on fertility control aimed at controlling population numbers. Within the last ten years there has been a move in policy discourse towards broader reproductive health policies which are based upon human rights and choices[7] and consider both men and women's reproductive needs. Of the 11 SADC countries where data could be obtained, five have a family planning policy (Angola, Botswana, Madagascar, Swaziland and Zimbabwe) and six have a reproductive health policy (DRC, Lesotho, Malawi, Mauritius, South Africa and Zambia). Reservations have remained and the extent to which sexual and reproductive rights for

6 ICPD 1999.
7 Anderson, 2005.

women are discussed, understood and provided for in regional and national policies is limited . 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 to meet the health provisions of the SADC Gender Protocol, being more gender aware and taking into account the wider reproductive issues the SADC region is facing.

There are major challenges: Key challenges to attaining sexual and reproductive health are HIV and STIs, unintended pregnancy and unsafe 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.

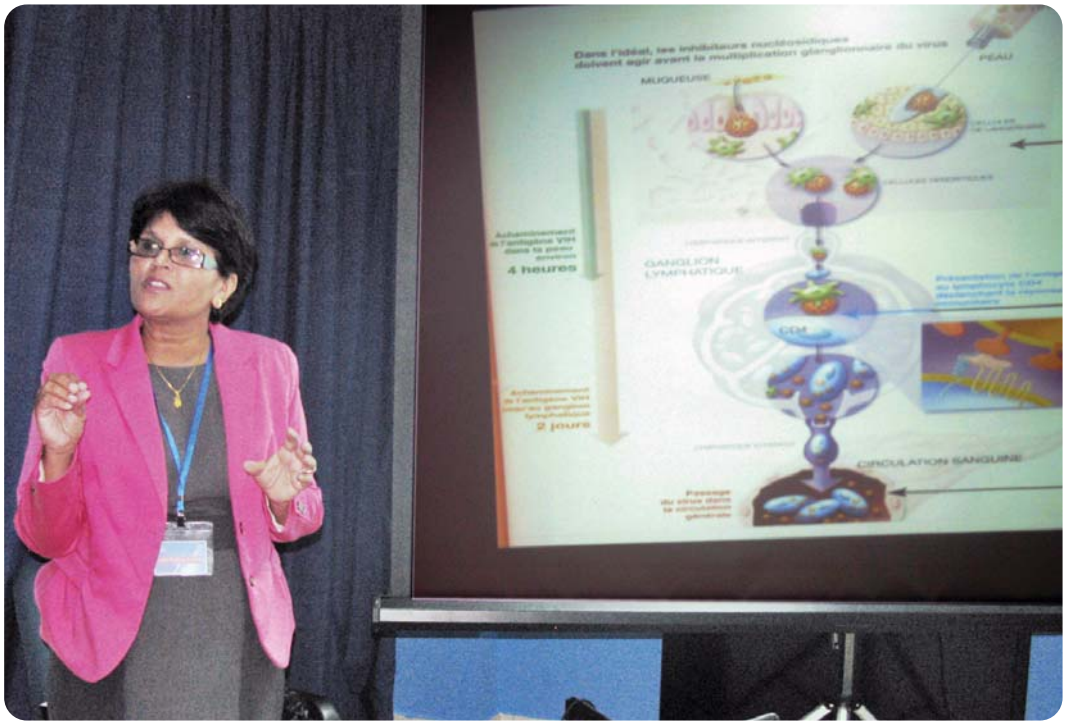
Women globally and in Southern Africa suffer from lack of control over their own sexuality[6]. As it is intimately related to economic independence, this right is most violated in those places where women exchange sex for survival as a way of life. This is not about sex work but rather a basic social and economic arrangement between the sexes which results on the one hand from poverty affecting men and women, and on the other hand, from male control over women's lives in a context of poverty. By and large 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 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, and 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.



Dr Devi Soyjaudah from the Ministry of Health, giving an in depth explanation on HIV and AIDS in Mauritius.
Photo: Girish Abdhoosee

[6] 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.

Zimbabwe: Confronting culture, sexual and reproductive health rights



Gender inequality in Zimbabwe results in a lack of power to negotiate safe sex, and increases women's vulnerability to sexual abuse. Edinah Masiyiwa, Executive Director of the Women's Action Group (WAG) in Zimbabwe shared a case study of a project in the Marondera district of Mashonaland Province (Zimbabwe) from 2006 to 2012 to challenge cultural and traditional practices that foster male control over female sexuality and educate both men and women on Sexual and Reproductive Health Rights (SRHR).

WAG conducted a baseline survey to establish the cultural practices that make women vulnerable to HIV as well as awareness levels on SHHR. The survey revealed that the selected communities had limited knowledge on SRHR and found cultural practices such as polygamy acceptable. The study identified polygamy, lobola, forced wife inheritance and girl pledging as some of the cultural practices that make women vulnerable. The project targeted traditional leaders, men, women and youth groups. Health-workers and the police joined as important partners in the programme. Key components included:

- Influencing cultural and social practices that make women more vulnerable to HIV than men, through awareness raising workshops. Traditional leaders were also trained in the relevant laws (such as the Domestic Violence Act and the inheritance law). Information on HIV and AIDS was shared with community members and with traditional leaders.
- Educating men and women on sexual and reproductive health rights.
- Peer education and community-based volunteers training for young people, for the older women, and for women in general.
- Monitoring traditional court hearings and community dialogues.
- Linking the project with national, regional and international processes. WAG participated in the female condom promotion campaign through community members, both women and men, putting comments on paper dolls sent to the International AIDS Conference in Washington. As part of the female condom promotion activities, WAG made a female condom dress which was worn at the AIDS Conference in Washington
- Advocacy meetings with the Parliamentary Committee on Health to discuss access to health services. Marondera district is one of the pilot districts where results-based financing is being implemented. This programme ensures that pregnant women receive services without paying user fees. The results of this programme are not yet apparent, but there is evidence that more women are now receiving ante-natal care and giving birth in hospital. This will contribute to the reduction of maternal mortality.
- Posters, pamphlets and booklets. One publication is entitled "The Marondera experience: Traditional leaders as agents of change in the HIV and AIDS era". The publication documents case studies from the court sit-ins attended by WAG. Another publication entitled *"Challenging social norms: Mobilising communities to change social practices that make women vulnerable to HIV"* outlines the processes taken during the implementation of the project. Posters and pamphlets also focused on SRHR and HIV.

As a result of the programme, couples are going for HIV testing before marriage and before they fall pregnant. This has contributed to a reduction in mother to child transmission of HIV. Women and men are better informed on HIV and AIDS and sexual and reproductive health rights. There is an increase in the gender sensitivity of traditional leaders to issues brought to the village courts. Communities are better able to address factors which increase the vulnerability of women and girls to HIV infection. Women are reporting more cases of gender-based violence to both traditional and civil courts.

Some quotations from community members include:

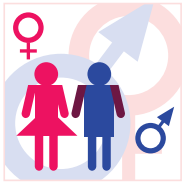
- *"The information we are receiving is for our own good, and we do not benefit by being shy"* - (Benard Zvarara).
- *"As a leader I am very happy with WAG's programme"* - (Shepered Zenda, traditional leader).
- *"I always thought that the deceased's estate goes to male relatives of the deceased man. The WAG project taught me that this is not necessarily so and that I should fight for what is mine"* - (Blandina Mhaka).



Confronting care issues: Women's Action Group (WAG) in Zimbabwe.
Photo courtesy of WAG

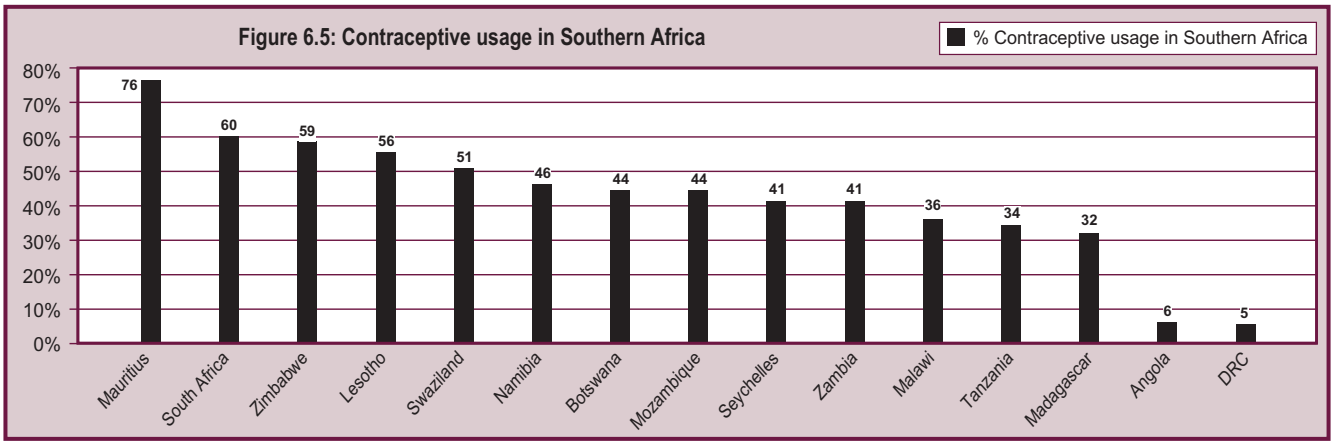
Protocol @ work

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[7]. 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. Family Planning services have been established in many Southern African countries. Access to a range of contraceptives is also available and information and counselling is often provided. However, it is important to note that family planning is often seen as a "woman's issue" and men are rarely involved.



Source: Gender Links.

Contraception use is still low but it is improving: As can be seen from figure 6.5 only five member states have contraceptive usage of over 50% and there are wide variations in coverage across the region. At 76% coverage, Mauritius has one of the highest rates of contraceptive use in the world, while Angola and DRC have very poor coverage (6 and 5%). The UNFPA has estimated that a third of maternal deaths could be prevented if all women were able to access contraceptives, this is obviously an area where much effort needs to be invested.



Mauritius enjoys the highest contraceptive prevalence in the region, but 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 anywhere without seeing a full or empty male condom box or dispenser in many public spaces.

The gap between knowledge of contraceptive use and actual use is still too large: For example according to the Botswana Family Health Survey of 2007, 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%). 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.

[7] (Sharan et al, 2009).

Madagascar: Rural council promotes family planning



The Rural Council of Anjoman'akona in Madagascar has started a sensitisation campaign for women and men on family planning at local level by encouraging them to consult health centres, providing free contraception methods according to the needs of each person, training of health assistants concerning family planning and contraception methods, and monitoring and evaluation of activities through reports and evaluation sessions.

Speaking at the SADC Gender Protocol@Work summit, Phillippe Razafindramaro noted that the project is important because numerous unwanted children result in a vicious negative cycle that includes gender violence, abandonment by the father, non-respect of children's rights (employment of under-aged children, sex work, abortion), health problems for mothers and babies (including malnutrition), and poverty which is a barrier for development.



Photo: Zoto Razanadratefa

Phillippe Razafindramaro.

In Anjoman'akona many families consist of more than seven persons. Many children leave school because their parents cannot pay their fees, and they end up working to support their parents. Young girls resort to sex work, and there is a high rate of juvenile delinquency, especially among young men who are addicted to drugs. Girls leave school due to unwanted pregnancy or early marriage, and there is widespread malnutrition.

Razafindramaro is responsible for the health centre in the council. "I decided to implement this project because I wanted to help the population to enjoy a better life with a happy family that can take part in development processes."

The objectives of the project are to promote the use of contraception methods; to increase number of children in school; to reduce the rate of maternal and infant mortality; unwanted pregnancy and early pregnancy, and to implement an educational strategy for integrating reproductive health in schools. The beneficiaries are all vulnerable persons who are likely to be victims of violence, including women abandoned by their husbands, children, babies at risk of malnutrition, women and men aged 15 to 49 who are sexually active, married couples, and young people who hope to avoid unwanted pregnancy, early marriage and juvenile delinquency.

The project started in 2008 with education and training. This involved the training of health assistants in order to build their capacity on reproductive health and family planning in partnership with the ministry and NGOs, and health education and follow up of students at schools. This was followed by awareness-raising campaigns and sensitisation of the population on the importance of family planning. Meetings are led by health assistants at local level and at the health centre, and information is provided on existing contraception methods.

Information is provided on the partners of the project such the Ministry of Health, the Marie Stopes International (MSI), and activities are monitored through reports. Monthly, trimester and annual reports are sent at different levels, and an evaluation session is organised. An awards event rewards the most deserving people, and gives certificates for health assistants.

Some traditional and cultural practices still prevail. For example it is traditionally forbidden to use contraceptive methods because it is thought that it may cause malformation of the baby. Some religious institutions also state that family planning is contrary to god's laws. There are difficulties convincing men to use contraceptive methods, especially condoms, and introducing reproductive health at school because the students are still very young (14 years old). The project is overcoming these challenges through sensitisation at all levels (villages, schools, NGOs, council), testimonies from the beneficiaries, and convincing people that the use of condoms helps to fight against HIV and AIDS.

The main outputs of the project are communication tools (posters, pamphlets, exposition of contraceptive methods), and administrative tools (registers, regular report forms, health booklets, monitoring sheets). A guide book has been produced, giving instructions on the use of contraceptive methods for health assistants.

The main result of the project is that there has been an increase in the number of persons using contraceptive methods - 34% in 2008, 48% in 2011 and 54% in 2012. There has also been an increase in the number of health assistants (six men and six women). People can choose their contraceptive methods according to their needs. Current use of contraceptive methods is as follows: injections (362), implant (212), pill (163), ligature (12), condom (5), spermicide (3), and IUD (2).

Abortion has been reduced from 2% to 0%. Early pregnancies (of girls under 18 years old) are down from 12% in 2011 to 6% in 2012. Malnutrition has been reduced from 20% in 2011 to 14% in 2012, and the schooling ratio at primary level has increased from 55 to 66%.

Use of contraceptives contributes to the improvement of women's economic status. The main lessons for the council are that family planning through the use of condoms can protect people from HIV and AIDS. Family planning is a way of promoting gender equality. This, in turn, requires the engagement of everyone involved.

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.[10] 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 family size 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 is committed to reinforcing the implementation of the policy for provision of free reproductive health services and to increasing the contraceptive use 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%.[11] Some documented factors that contribute to low contraceptive use are: low acceptance of modern family planning methods; patchy supplies of contraceptives with limited range of contraceptive choices; and inadequate knowledge and skills of providers leading to biases that affect clients' informed choice.

Countries must consider the barriers to accessing contraceptives, including what type of contraceptives are available and plan programmes that address these barriers, including making a wider range of contraceptives available to meet the needs of different women.

The rights of HIV positive women to choose to have children are not always respected: This is despite the increased availability of 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.

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.[12]

Throughout the region, the use of female condoms is negligible and there are negative connotations attached to 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 about the female condom is that it 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 is 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 in the SADC region mentioned any campaigns that involve men in family planning (Lesotho, Mauritius, Malawi and Zambia). In Malawi, civil society organszations work with men as strategic partners in the implementation of family planning initiatives and 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 enhance-



Men for Gender Equality Now (MEGEN) sensitising other men about their role in Sexual and Reproductive Health in Malawi.
Photo: Emma Kaliya

[10] Sharan, 2009.
[11] Tanzania National Bureau of Statistics, 2010.
[12] Government of Seychelles, 2010.

ment of the quality of life of the family as a whole. There is evidence to suggest that much of the campaigning in the SADC region which promotes 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 obviously very important, there is a need for men 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 as all aspects of women's health have an impact not only on women but on society as a whole.



In **Lesotho** peer education and condom promotion in family planning campaigns target men. Lesotho Planned Parenthood Association (LPPA) has since 2007 set up a Male Reproductive Health Clinic in its premises, for men inclusive of circumcision. It also targets men at building construction sites, military camps, security and police employment areas. Their services include distribution of condoms; circumcision services, sexually transmitted infections (STIs) management, voluntary counselling and testing (VCT); and male sexual reproductive health (SRH) issues. A notable number of men are going to the clinic, though statistics are not currently available. The Ministry of Health and Social Welfare (MOHSW) has engaged in several activities that encourage men to participate in SRH such as attending antenatal care clinics with their partners. As a result of this initiative facilities are beginning to be male friendly and males are seen to accompany their partners and also test for HIV. Males are also seen to be bringing children for vaccination, a scenario that was not common in Lesotho before this initiative: taking children for vaccination was socially defined to be a woman's reproductive role.

Adolescent SRHR

Africa has a high rate of pregnancy in adolescents aged 15 - 19, due in part to continuing early marriage. This has remained almost the same for over two decades at about 10% of all adolescents in this age group. There is a direct correlation between rates of adolescent pregnancy and maternal mortality rates. All countries need to promote a continuum of SRHR care for adolescents that include:

- Knowledge, experience, income generating capacity and empowerment of adolescents. This should include retention in school for more years.
- Knowledge in families and communities of the risks of adolescent pregnancy to mitigate these and to support adolescents to not become pregnant.
- The provision of adolescent friendly health services which manage the major risks for adolescents such as STIs, malaria and anaemia and which makes safe abortion more accessible for adolescents.
- An enabling legal and policy environment which discourages child marriage, encourages adolescents to continue their education, and encourages adolescents to access health services.

Swaziland: The virginity dilemma



In Swaziland, culture demands that young women remain virgins until their marriage. As a result they find unfriendly adults when they go for family planning. A study on Swazi youths' attitudes and perceptions concerning adolescent pregnancies and contraception revealed that the contraceptive information and services offered in Swaziland often exclude the youth. As a result, adolescents' sexual and contraceptive needs are poorly addressed, possibly contributing to the high prevalence of adolescent pregnancies in Swazi society.



Reed dance: Young women in Swaziland are expected to remain virgins. Photo: UNDP

Adolescent girls reportedly have to change their school uniforms for ordinary clothes prior to accessing contraceptives, which could be denied to school girls. Adolescents from a rural area reported that family planning providers ridiculed them when they tried to access contraceptives. Financial constraints prevent adolescents from purchasing contraceptives at pharmacies. Failing to access contraceptives at the clinics, some adolescents end up getting pregnant despite their knowledge about contraceptives and their willingness to use contraceptives - even risking contravening cultural taboos in doing so.

Governments are beginning to establish youth friendly clinics to prevent STIs, including HIV, and to reduce the incidence of maternal mortality and unsafe abortions: Malawi has put in place Youth Friendly Services Standards, aimed at promoting provision of SRH services to young people. Services provided at community level for young men and women include the provision of oral contraceptives, condoms,

maternal and neonatal care and adolescent growth, HIV counselling and testing and referrals for other services. Illustrating government's commitment to providing youth friendly sexual and reproductive health services, in 2010 there were 1609 health facilities providing youth friendly services. In Botswana, the Department of Youth coordinates the HIV and AIDS youth sector, which specifically deals with HIV among those 10-24 years old. The country recognises the urgent need to develop policies and guidelines to cater for adolescent sexual and reproductive health.

But cultural challenges hamper young people's ability to access sexual and reproductive health services. This is particularly true when young women want to access contraceptives and 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. There are reports from some countries, such as Zimbabwe, which suggest that sexually active youth and adolescents are restricted from accessing family planning services and contraceptives, although no legislation states such restrictions.

Protocol @ work

DRC: Targeting teenagers



In the DRC, modern contraceptive usage stands at four percent among teenagers compared to eight percent among women from 35 to 39 years old. Condoms (50%) are the most used modern contraceptive. But only 10% of teenagers, 49% of women from 15 to 49 years and 58% men know at least two ways of HIV prevention.

Musafiri Masika Elodie shared a case study at the SADC Gender Protocol@Work Summit on an SRHR project targeting adolescents in the DRC. With the support of partners at the BOMOTO center, the Sports and Youth Ministry, UNICEF and UNFPA, the project takes a holistic approach to the prevention of STDs, HIV/AIDS, and unwanted pregnancies among Kinshasa youth. The direct beneficiaries of this project are the 400 teenagers from 14 to 24 years old in Kingabwa, a suburb of Kinshasa.

The project began with consultations with teenagers in order to evaluate their needs. The project planning involved five supervisors of peer educators. Each



supervisor chooses two youth from churches or other associations as potential peer educators. Each of the ten educators (70% of whom are young women) reaches four persons on the prevention of STDs, HIV/AIDS and other problems of reproductive health during two sessions per month.

Most teenagers and youth ignore the correct use of contraceptives because they lack education and awareness. Thanks to the project, teenagers reached have shown that they are ready to experience responsible and safe sex. An important lesson is that teenagers respond more positively to peers than adults when it comes to talking about sexuality.

Age of consent (for medical procedures) laws inhibit young people's access to SRH services where youth friendly services are not available. Many countries require that young people be a specific age before they can consent to a medical procedure such as an HIV test or access to contraceptives 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 rationalize the laws and to increase youth-friendly SRH services. For example, in Botswana the age of consent for a medical procedure is 21 while its median age for sexual debut for young women is 17.5 years and in Zambia, where the age of consent is 18 and the median age for sexual debut for girls is 17, the need for such services cannot be over emphasised. In Seychelles, contradictory laws mean that adolescent girls' access to contraceptives is often hampered. 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 quandary as to whether to provide contraceptives to sexually active minors.[13]

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

[13] Government of Seychelles, 2010.

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 an enabling policy environment that promotes access to safe abortions, emergency services for post-abortion care, information and communication around the availability of services, and post-abortion counselling.

While this is not an issue provided for in the Protocol, it is being debated increasingly throughout the SADC region. With only South Africa (and to some extent Zambia) having legalised abortion, there is obviously still great resistance to the issue across the region. However, given that illegal abortion is one of the main reasons behind 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.



In **South Africa**, the Choice on Termination of Pregnancy Act of 1976, implemented in 1977, allows a woman or girl of any age to request an abortion within the first 12 weeks (first trimester) of their pregnancy, without the knowledge or consent of their parents or partner. In the fifteen years that the Act has been in force much has been achieved to implement the provisions of the Act. By the end of 2012, 57% of designated facilities provided safe Termination of Pregnancy services, exceeding the target that had been set of 45% of designated facilities.[14] This has resulted in a great increase of terminations of pregnancy in health facilities and a corresponding reduction of unsafe "back street" abortions. While backstreet abortions still occur, deaths of women resulting from them have been almost eliminated. However, stigma, discrimination and negative attitudes of providers still make access to safe termination of pregnancy difficult, especially for adolescents. Health services need to increase access to contraception to prevent unwanted pregnancies rather than using abortion as a means of contraception.



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. Additional research suggests that up to 80% of all women in Zambia who seek treatment for complications from unsafe abortions are under the age of 19 years.[15] The Zambian Government, however, recognises that legal and practical barriers exist under the country's abortion law. In May 2009, the Ministry of Health published a series of standards and guidelines for administering comprehensive abortion care, including post-abortion care services for abortion complications.

The standards and guidelines provide clarification for medical providers on the abortion provisions under Zambian law, including a broader interpretation of the law, for instance, to cover abortion in cases of rape or defilement for both women and girls; how to implement the legal provisions; and how to provide safe abortion services and manage abortion complications.[16] 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 sensitise women and service providers about the law, as well as calling on the amendment of the act to make it accessible and put in place standards and guidelines for reducing unsafe abortion.



In **Lesotho** the 2009 Penal Code Bill allowed for optional Termination of Pregnancy in cases of rape and incest; optional termination for women in the first 24 weeks of pregnancy to prevent harm and to save the life of the pregnant female; and to prevent the birth of a child who will be physically or mentally disabled. The bill is currently under discussion by the Law Reform Commission and stakeholders. It follows the debate led by the Extended Multi-Sectoral Reproductive Health Theme Group, Lesotho Planned Parenthood Association (LPPA) and Women in Law Southern Africa (WLSA). The LPPA, in a Lesotho Times article entitled "Basotho must tackle debate on abortion promotes pro-choice and encourages discussions on a solution to the problem. It challenges every Mosotho "to put both arguments pro-life and pro-choice on a scale, see which side is heavier."[17] Most Basotho are hesitant to openly debate the issue in a country where the majority of inhabitants are rural Catholics. Local newspapers openly advertise "safe abortion" across the border in South Africa; services probably being used by Basotho.

[14] Department of Health. Annual Report 2012. Pretoria 2012.
[15] Centre for Reproductive Health, 2011.
[16] Ibid.
[17] Lesotho Times June 25 July 1 2009. p11.



Abortion is illegal in **Botswana** and only permitted on certain medical grounds, which include saving the life of the woman, to preserve physical or mental health or after a case of rape or incest. The abortion may only be carried out in a government or private hospital or clinic registered for that purpose. In addition, two medical practitioners must approve the abortion in writing. Research shows that bureaucratic delays and limited access to health clinics are encouraging illegal backstreet abortions. Although official data is lacking, the UN reports that illegal abortions are common and physicians often refuse to authorise abortions that fall under the law. There seems to be many obstacles in obtaining permission for an abortion. The absence of a clear definition of 'acceptable evidence' that a pregnancy is the result of rape or incest, poses a challenge. Few approved clinics for abortion exist and especially for rural women (UN 2009). The public continues to debate abortion. Most Batswana agree with the current policy because they believe it is in line with Christian values and traditionally women are encouraged to have children.



In **Malawi** induced abortion is illegal unless the pregnancy threatens the mother's life. Yet Malawi has the highest abortion rate in Southern Africa at 35 abortions for every 1000 women aged 15 to 44 years.[18] 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. In 2010 there were about 166 facilities providing PAC and the country was working towards expanding PAC into rural areas.[19]



In **Namibia** abortion 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 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. The legislation on abortion has not changed. 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.[20] 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.[21] 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.



The same is true in **Swaziland**, where 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. Abortion is illegal except in few legally defined circumstances. 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.[22]



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 government 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."[23]

[18] Malawi Reproductive Health Unit, 2009.
[19] SAfAIDS, 2011.
[20] Child Care and Protection Bill. (2010). Revised final draft. June 2010. Provision 204.
[21] 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.
[22] Government of Swaziland, 2010.
[23] Shalev, 1998.



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.[24] 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.

Mozambique: Media joins safe abortion debate



Abortion is illegal in Mozambique. The law criminalising abortion dates back to 1886, and carries a two- to eight-year sentence. Apart from the jail time, women practising abortion can lose other freedoms, according to Justice Minister Benvinda Levy.



Justice Minister Benvinda Levy.

Former Prime Minister Pascoal Mocumbi says that although the law is still valid, in practice abortion is now a normal procedure in the country's hospitals. This normalisation of abortion stems from a decree signed by Mocumbi, an obstetrician, allowing abortion. The decree caused huge controversy as it was interpreted as a tacit repealing of a law (which is hierarchically superior to a decree in Mozambique).

About 5000 women die annually due to complications related to clandestine abortion. To put an end to these deaths and because it has become a public health issue, the Mozambican government submitted a draft bill to parliament in 2011, which eases restrictions but still considers any voluntary abortion carried out after 12 weeks of conception a crime.

Article 26 of the SADC Protocol on Gender and Development urges states to adopt and implement a legal framework, policies, programmes and services to improve healthcare, to develop and implement policies and programmes for women and men's sexual and reproductive health, as well as reducing maternal mortality by 75% by 2015. These provisions inspired the radio documentary piece that I submitted to the SADC Protocol@Work summit. This report is a response to the protocol's call, and in my view it will remind government of its commitment to the SADC document.

According to Article 358 of the new Penal Code, voluntary abortions carried after the 12th week can result in a two- to eight-year jail sentence, which can be increased to 12 years if there are aggravating circumstances. The law will only come into force once it is approved by parliament, but it has not yet even been debated[25]. Levy has argued that in practice the draconian law has been repealed a long time ago. He says there is no record of any woman to be sentenced to jail for having an abortion. Government felt compelled to legislate according to the new reality, in the hope of preventing the deaths of more women due to complications. Decriminalisation is seen as a way to lower the number of deaths due to unsafe abortion.

"Prevention is better than cure," say those in favour of decriminalisation and consequent legalisation of abortion. The group believes that it is far safer to carry out abortions in hospitals than outside. But this argument does not convince the Catholic Archbishop of Maputo, Alberto Buque.

To show that the criminalisation of abortion does not discourage the practice, and that the existing law has no effect whatsoever I travelled to Inhambane, Gaza and Maputo (the three southern provinces) visiting hopsitals, communities and other points deemed relevant. I consulted various sources, both male and female. Most of the sources consulted were women aged 20 - 70 years. Women above 30 were interviewed in order to hear their perspectives regarding their experiences in educating girls with the aim of preventing abortions.

I shared my report, aired on Radio Mozambique, with various organisations and health specialists. It was used in a health seminar organised by Women in Law Southern Africa (WLSA) Mozambique, N'weti and the Network for the Sexual and Reproductive Health in November 2012. Brazillian health specialists present at the seminar said they were going to use it back in Brazil, and I was invited to exhibit it at the Eduardo Mondlane School of Journalism as an example of health reporting.

I intend to explore other angles and promote debate via Radio Mozambique on a regular basis, in order to hear more people's opinions while waiting for the passing of the bill in parliament - Boaventura Mandhlate, Radio Mozambique, speaking at the SADC Protocol @Work Summit, April 2013.

Protocol@work

[24] Government of Swaziland, 2010.
[25] http://www.voaportugues.com/content/article-07-28-2011- mozambique-abortion-voa-news-com-126344013/1260822.html

Women in prisons and refugee camps

Globally there were 10.5 million refugees at the end of 2012. 1.1 million new refugees came from the DRC, Somalia, Mali, Sudan and the Syrian Arab Republic in 2012 - the highest annual figure since 1999.[26] Sub Saharan Africa hosted 2.8 m or nearly 25% of all refugees. In June 2012, United Nations High Commissioner for Refugees (UNHCR) stopped awarding refugee status to people who fled the conflict in Angola and 20 000 refugees returned to Angola. From 2006 to 2011, South Africa was the country with the highest number of asylum seekers in the world, but the numbers declined by 42% in 2012 compared to 2011. There were 778 600 new asylum applications in South Africa from 2008 and 2012, with almost half a million of these being Zimbabwean. Girls and women who are in countries which are at risk of, in the midst of, or emerging from armed conflict often experience rape and are forced into sex work: high risk situations for contracting HIV or becoming pregnant. The health facilities in refugee camps are generally poor, with few qualified nurses and supplies.[27]

According to the World Health Organisation, in refugee camp clinics there should be access to contraceptives, condoms and HIV tests 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. A particular consideration 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.[28]

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 the policies or programmes, 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.

Sanitation

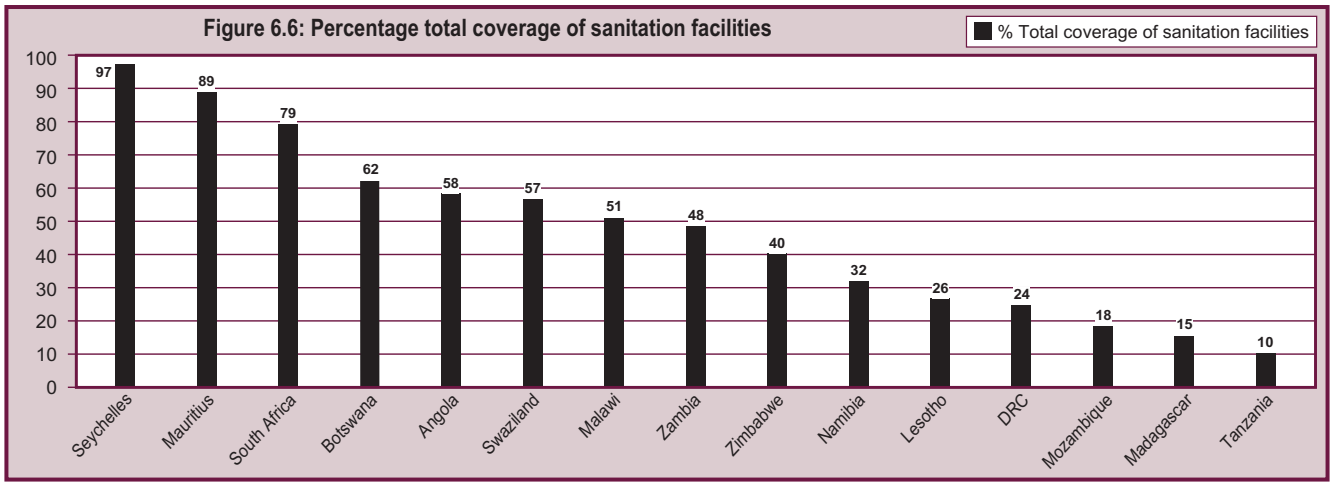


The Protocol requires that by 2015 Member States ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.

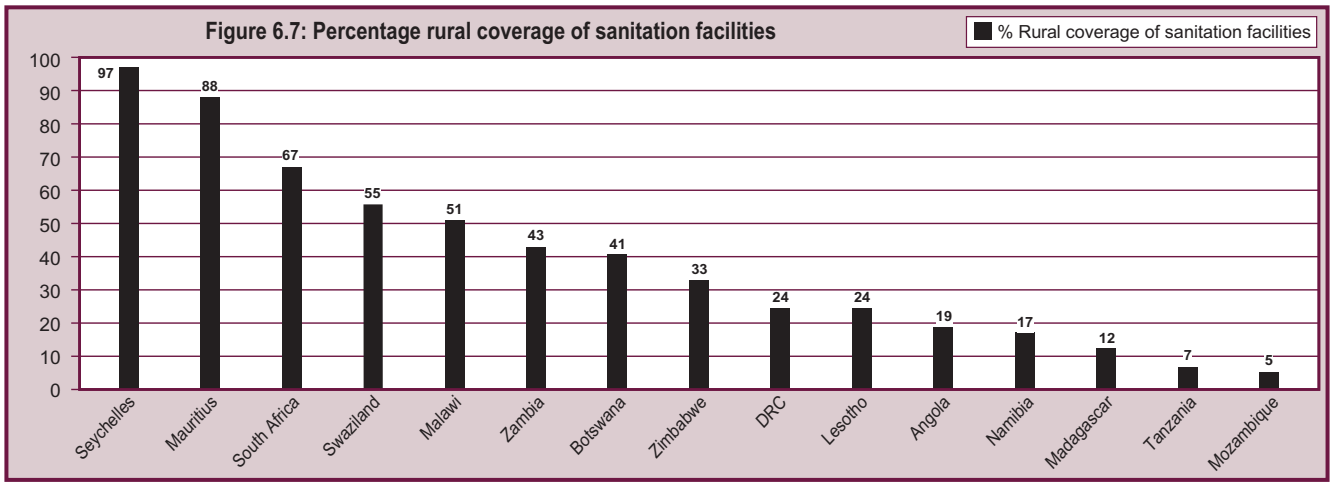
The provision of sanitation and hygiene facilities is integral to improving women's health throughout the region. Poor sanitation results in increased spread of communicable diseases which women are particularly vulnerable to. Furthermore, menstruation, pregnancy, and post-natal care are difficult for 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 reduce the 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.

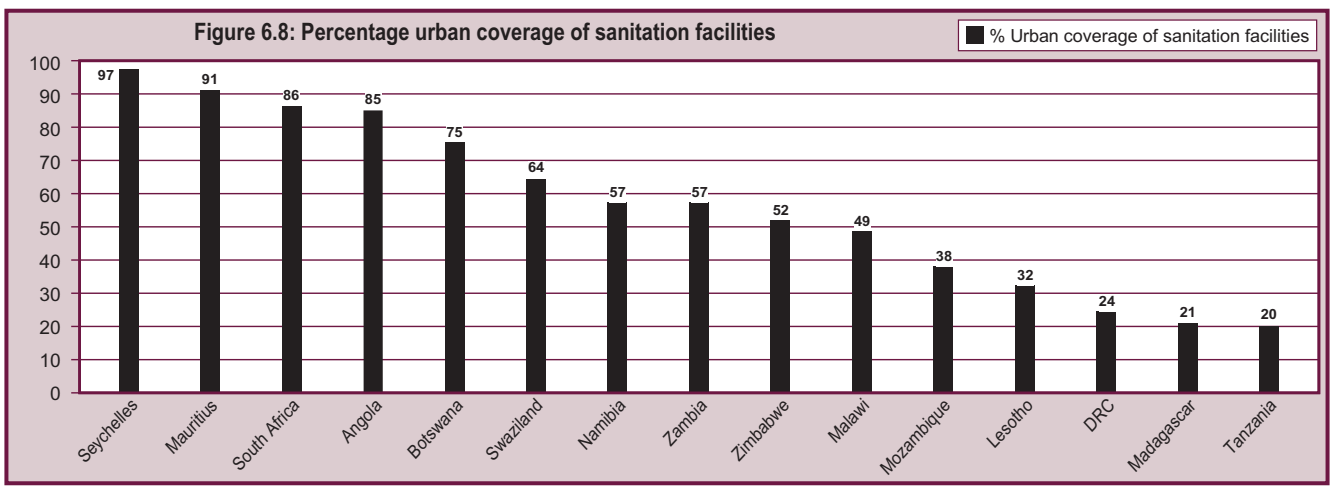
[26] UNHCR 2012.
[27] Gatsinzi, 2011.
[28] Ibid.



Source: Gender Links 2013 and sources on table 6.1.



Source: Gender Links 2013 and sources on table 6.1.



Source: Gender Links 2013 and sources on table 6.1.

Data indicates that the region still has a long way to go in achieving universal sanitation coverage: Sanitation coverage, with the exception of Seychelles (97%) and Mauritius (89%) remains low with great disparities between rural and urban areas. Six of the 15 countries have less than 50% coverage in urban areas and ten 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%.

Commitment to improve sanitation for residents of 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.

Protocol @ work

Malawi: Community leads the campaign for "total" sanitation



Malawi adopted the concept of Community Led Total sanitation (CLTS) introduced in Mzimba district through the Ministry of Irrigation and Water Development (MoIWD) and Plan in November 2007. According to the Open Defecation strategy (ODF) (2011-2015) Community Led Total Sanitation (CLTS) has proven to be an effective approach for eliminating the practice of open defecation.

Since its introduction in Malawi in 2008, over 2000 villages have been "triggered" in 12 districts. Over 800 of these villages have been declared "Open Defecation Free" (ODF) zones - a success rate of 37%. Given its proven potential to promote significant health benefits, the Government of Malawi has decided to scale up the approach in all 28 districts.

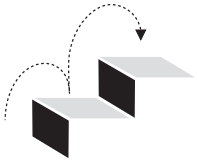
The ODF Malawi Strategy and other sanitation related activities falls under the National Sanitation Policy (NSP) 2008. This policy aims at guiding sanitation, waste management, disposal and hygiene promotion interventions in the country. It aims at aligning, synchronising and harmonizing sanitation and hygiene promotion initiatives and interventions towards meeting the goals of the Malawi Growth and Development Strategy (MGDS).

Malawi has already made an impressive effort to achieve the MDG targets on access to water and sanitation with an overall increase in access to safe water from 41% in 1990 to 83% in 2010, and from 39% in 1990 to 70% in 2010 in basic sanitation. The MDG 3 report indicates that a household is considered to have access to safe drinking water if the source of water is piped into dwelling, piped into yard or plot, communal standpipe, protected well in yard or plot, protected public well, borehole only in rural areas, tanker truck or bowser and bottled water. The report shows that about 79% of households in Malawi have access to an improved water source. Urban and Rural areas have a similar proportion of access to improved water source (79%) with female-headed households (82%) having a higher rate of improved access to safe water source than male-headed households.

Among many initiatives being undertaken in Malawi is the water supply and sanitation system supported by the African Development Bank (AfDB) launched on April 15, 2013, in Malosa, by Malawi President Joyce Banda. The project will serve seven market centers in the area. The project is part of the National Water Development Programme, supported by the AfDB with loans and grants from the African Development Fund (ADF) and the Rural Water Supply and Sanitation Initiative (RWSSI) Trust Fund. The project cost amounts to USD 64.17 million, with an additional USD 14.0 million in co-financing by the Australian Government Overseas Aid Program (AusAID).



Working with communities: Emma Kaliya, Programme Manager at Malawi Human Rights Resource Centre and Chairperson of NGOGCN explaining gender equality to a woman from the community - Lilongwe, March 2012.
Photo: Loveness Jambaya Nyakujarah



Next steps

From the analysis it is clear that the SADC Protocol targets are feasible but success will require concentrated efforts to address 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 by 2015 are:

Accurate, up to date data and to agree on standard definitions and minimum standards: Governments need accurate data to be able to plan and to monitor progress. Definitions must be standard to compare the situation at different time periods. This needs to be a priority from local level to regional level.

Best practices and better, gender disaggregated research: Better sharing of best practices by those countries that have made progress in meeting 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 on drug use in the region: Research 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, Mozambique, Seychelles, and The United Republic of Tanzania.

Countries need to scale up research at the national level: More and better research is needed at the 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. What information exists mainly mentions the almost universal shortage of sanitary protection for women in prisons.

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.

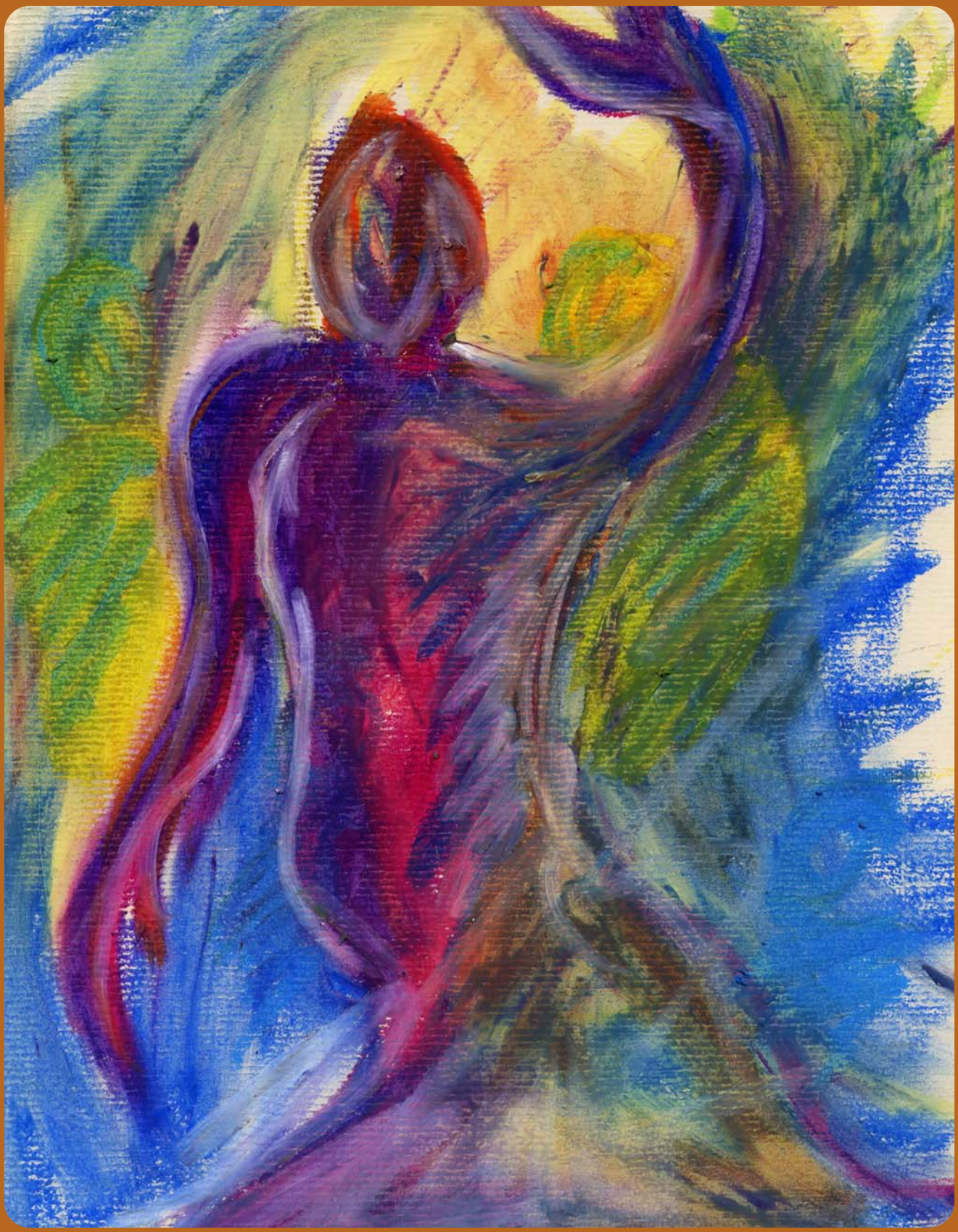
More and better information and opportunities for women, including research and partnerships: High quality and relevant information targeting the reproductive and sexual rights and services for women and girls. This includes providing information in all vernacular languages, Braille and sign language. 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 for adolescents, men and women: To do this effectively involves action at different levels including:

- Integration of sexual and reproductive rights into school curricula from primary school level.
- Provision of adolescent friendly services, including family planning and access to safe abortions.
- Engagement of traditional leaders as well local government.
- Promotion of sexual and reproductive rights relating to both men and women, irrespective of sexual orientation.
- Provision of sexual and reproductive health services for women and men in prisons and in refugee camps.

Focus more attention on health services and sanitation for rural and lower income populations: The disparities in provision of health services and sanitation between urban and rural as well as higher income and lower income populations must be addressed.

Involve women in programmes: Greater involvement of women in health and sanitation programmes. Because women benefit the most from improved health and sanitation, their involvement is important for programme success and sustainability.



"Anita"

Anushka Virahsawmy

CHAPTER 7
HIV and AIDS

Article 27



World Aids Day in Lesotho. *Photo: Trevor Davies*

KEY POINTS

- SADC continues to be the epicentre of the pandemic. The nine countries with the highest adult HIV prevalence rates in the world can all be found in SADC: Swaziland (26%), Botswana (23.4%), Lesotho (23.3%), South Africa (17.3%), Zimbabwe (14.9%), Namibia (13.4%), Zambia (12.5%), Mozambique (11.3%) and Malawi (10%).
- 34% of all people living with HIV and AIDS in the world live in the SADC region.
- AIDS-related deaths have decreased by 32% since 2001 due to the expansion of antiretroviral therapy.
- In 13 of the 15 SADC countries, women have a higher HIV prevalence than men.
- In six of the 15 SADC countries, less than 50% of People Living with HIV and AIDS (PLWHA) receive antiretroviral drugs.
- In seven of the 15 countries - Botswana, Namibia, South Africa, Zambia, Seychelles, Mauritius and Swaziland - coverage of antiretrovirals for preventing mother-to-child transmission of HIV is higher than 80%.
- Impressive gains have been made in cutting deaths from tuberculosis (TB) in people living with HIV. Between 2004 and 2011, TB-related AIDS deaths fell by 28% in sub-Saharan Africa. The last 24 months saw a 13% decrease in TB-related AIDS deaths.
- In nine of the 15 countries, less than 50% of the 15-24 year old population has comprehensive knowledge of HIV and AIDS.
- There is evidence that prevention campaigns have begun to change sexual behaviour patterns and lead to a reduction in HIV and AIDS. However, gender disparities continue to be a major driver of the epidemic in the region.
- Zimbabwe adopted a progressive policy on care work. Several other countries, including Mozambique, Zambia and Malawi have begun work on the development of a care work policy.

Trends table - HIV and AIDS						
	2009	2010	2011	2012	2013	Target 2015
SHARE OF HIV INFECTION						
Highest percentage of women	Namibia (68%)	Angola (61%)	Angola (61%)	Angola (61%)	Mozambique (63%)	0
Lowest percentage of women	Mauritius (15%)	Mauritius (19%)	Mauritius (19%)	Mauritius (19%)	Mauritius (20%)	0
HIV POSITIVE PREGNANT WOMEN RECEIVING PMTCT						
Country with highest coverage	Mauritius (100%)	Seychelles (99%)	Seychelles (99%)	Seychelles (100%)	Seychelles (95%)	100
Country with lowest coverage	DRC (4%)	Madagascar (2%)	Madagascar (2%)	Madagascar (3%)	DRC (6%)	100
SCORES						
SGDI	n/a	n/a	47%	55%	51%	100
CSC	63%	53%	60%	62%	71%	100

HIV and AIDS continues to be a major global public health issue, having claimed more than 25 million lives over the past three decades. There were approximately 34 million people living with HIV at the end of 2011. While sub-Saharan Africa is the most affected region – with 23.5 million people living with HIV – SADC is the pandemic's epicentre, with more than 13 million infected by HIV.[1] This is more than half of all those in Africa, even though SADC only accounts for about one third of the continent's overall population.

The Southern African Development Community (SADC) is home to the nine countries with the highest adult HIV prevalence rates in the world: Swaziland (26%), Botswana (23.4%), Lesotho (23.3%), South Africa (17.3%), Zimbabwe (14.9%), Namibia (13.4%), Zambia (12.5%), Mozambique (11.3%) and Malawi (10%). Tanzania (5.3%) has the 12th highest HIV prevalence after Uganda and Kenya.[2]

Women account for 58% of those living with HIV and AIDS in sub-Saharan Africa. Young women, aged 15-24 years, remain particularly vulnerable, accounting for 64% of infections in this age group worldwide.[2] In sub-Saharan Africa, girls are two to three times more likely to be living with HIV than their male counterparts. Out of the estimated 200 million women who become pregnant around the world each year, around 2.5 million are HIV-positive women. Meanwhile, 90% of the world's estimated three million HIV-positive children (younger than 15) live in sub-Saharan Africa and more than 50% of all children living with HIV live in SADC.[4]

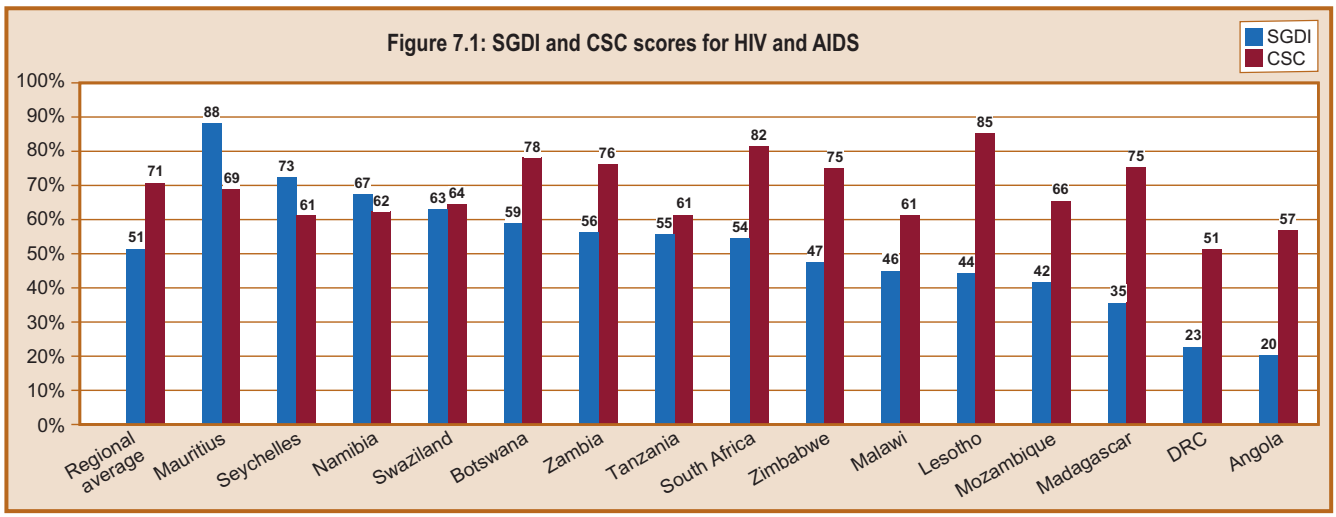
The Southern African Gender and Development Index is a composite basket of weights that (for HIV and AIDS) incorporates sex-disaggregated data on the extent of comprehensive knowledge on HIV and AIDS; prevalence; and HIV positive pregnant women receiving Prevention on Mother to Child Transmission (PMTCT) treatment. The Citizen Score Card (CSC) is based on perceptions.



HIV screening at a clinic in Madagascar, where HIV prevalence remains low compared to other parts of the SADC region.
Photo: Zotonantenaina Razanadratefa

Figure 7.1 shows that the regional SGDI score for HIV and AIDS is 51%, an increase of four percentage points from 47% in 2011. Unlike in other sectors, where citizens score their governments much lower than the SGDI, the CSC rating is higher for the HIV and AIDS sector. The overall 2013 CSC score is 71%, up from 62% in 2012. This score has increased annually from a low score of 53% in 2010, which means SADC citizens perceive positive changes in this area. These perceptions are no doubt influenced by the extent to which leaders (for example in South Africa) have moved from denial to a more pragmatic approach, and the extent to which treatment has become more accessible and affordable.

[1] UNAIDS, 2012.
[2] UNAIDS, 2012.
[3] Securing the Future Today: Synthesis of Strategic Information on HIV and Young People (UNAIDS, 2011)
[4] UNICEF 2013, State of the World's Children 2013, table 4 http://www.unicef.org/sowc2013/statistics.html (last accessed 28 July 2013)



Source: Gender Links 2013.

Women and men's perceptions on HIV and AIDS have generally remained similar across most countries with the exception of for Seychelles. It has the highest disparity between women's and men's scores, with women rating their government's effort 15 percentage points higher than men. Meanwhile, the regional average score for both women and men has increased almost 10 percentage points from 62% in 2012 to 71% in 2013. As in 2012, DRC remains lowest, while Lesotho has moved into the top position, overtaking Seychelles. Lesotho women scored their country 85% in 2013 compared to 63% in 2012 - a change of 22 percentage points. This reflects the more visible government efforts in the country over the last five years.

Background

The impact of HIV is felt at all levels of society - from households, to nations, to entire regions. During 2011 an estimated 1.7 million people died as a result of AIDS-related illnesses globally, and since the beginning of the epidemic more than 16 million Africans have died from AIDS-related illnesses. HIV thus continues to have a direct link to an increased number of orphans in Africa. In 2011, almost half of the world's 14.5 million children who had lost one or both parents due to AIDS lived in SADC.[5] Households impacted by HIV and AIDS often experience decreased or complete loss of income, disintegration of the household, increased school dropout (especially amongst girls) and disproportionate increases in household workload on girls and elderly women, which increases vulnerability to further HIV infection.



Lesotho Minister of Health Dr Pinkie Manamolela addressing a World Aids Day event. *Photo: Informative Newspaper commemoration gathering*

Intensified global and national efforts to expand a continuum of care from prevention, through treatment, care and support is beginning to turn the course of the HIV pandemic. As noted throughout this chapter, this has resulted in fewer new infections, exponential increase in numbers of people on treatment and marked declines in death rates. In the most affected region, this effort translates into increased SADC Gender and Development Index (SGDI) scores and much higher Citizen Score Card (CSC) scores, indicative of appreciation for the positive improvements in this area.

[5] UNICEF 2013, State of the World's Children 2013, table 4 http://www.unicef.org/sowc2013/statistics.html (last accessed 28 July 2013).

Intensified global efforts to eliminate HIV and AIDS

In July 2011 the UN General Assembly adopted a Political Declaration on HIV and AIDS: *Intensifying Our Efforts to Eliminate HIV and AIDS.* Drawing from the Declaration, UNAIDS has articulated 10 specific targets for 2015 to guide collective action.



These are:

1. Reduce sexual transmission by 50%;
2. Reduce HIV transmission among people who inject drugs by 50%;
3. Eliminate new infections among children and substantially reduce the number of mothers dying from AIDS-related causes;
4. Provide antiretroviral therapy to 15 million people;
5. Reduce the number of people living with HIV who die from tuberculosis by 50%;
6. Close the global AIDS resource gap and reach annual global investment of US$22-24 billion in low- and middle-income countries;
7. Eliminate gender inequalities and gender-based abuse and violence and increase the capacity of women and girls to protect themselves from HIV;
8. Eliminate stigma and discrimination against people living with, and affected by, HIV by promoting laws and policies that ensure the full realisation of all human rights and fundamental freedoms;
9. Eliminate restrictions for people living with HIV on entry, stay and residence; and
10. Eliminate parallel systems for HIV-related services to strengthen the integration of the AIDS response in global health and development efforts.



A poster campaign in Namibia promotes safe sex, but many women remain unable to choose when and how they have sex.
Photo: Laurentia Golley

Southern Africa remains the area most heavily affected by the epidemic: Despite massive gains in reducing new HIV infections, resulting in reduced prevalence rates, the SADC region remains the epicentre of the global HIV pandemic, with prevalence rates much higher than anywhere else in the world. However, the epidemic varies across SADC, with widespread, generalised heterosexual epidemics across a wide swath of the region, where prevalence rates have been declining, and more concentrated epidemics in Mauritius, Seychelles and Madagascar in key populations. These include sex workers, men who have sex with men, people who inject drugs, prisoners and seafarers.

Women are more vulnerable to HIV infection than men: Women account for 58% of those living with HIV in the sub-Saharan region and women bear the greatest burden of care. Women - and young women in particular - remain disproportionately more vulnerable to HIV infection than their male counterparts for a variety of reasons. These include gender inequality and social and economic power imbalances that lead to lower decision-making ability in sexual relationships. The main reason women remain most vulnerable to HIV and AIDS infection in SADC and throughout the world is due to women's lack of choice and power to control their sexual and reproductive health. This is now referred to as "choice disability." It affects women's ability to negotiate condom use and take other steps to protect themselves from HIV.

"*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, 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*)

Other factors include:

- High incidence of age-disparate sexual relationships (young women in sexual relationships with older men means a heighted risk of contracting HIV);
- Women tend to have lower knowledge of HIV transmission pathways, leading to a lowered risk perception and uptake of prevention methods;
- Women have less knowledge of HIV prevention methods, testing and treatment options;
- Limited female-controlled HIV prevention devices and methods;
- High levels of stigma and discrimination, impacting on women's ability to access HIV counselling and testing and to adhere to treatment;
- Intimate partner violence or 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;
- High rates of multiple concurrent partnerships;
- High rates of alcohol and drug abuse and inconsistent condom use;
- High incidence of rape and sexual violence perpetrated against women;
- Harmful cultural practices, supported by patriarchy - such as polygamy, widow cleansing, widow inheritance, marrying girl-children to older men - limit women's ability to make choices which can protect them from HIV.

Gender norms also increase men's vulnerability to HIV infection: Men are often encouraged to engage in high risk behaviour and discouraged from seeking health services. As a result fewer men than women get tested for HIV; men have lower levels of access to treatment than women, which means they have lower CD4 cell count levels by the time they seek treatment and have poorer adherence to treatment. This results in higher mortality rates for men.[6]

A rise in new infections in committed partnerships has grave implications for women's increased vulnerability: Evidence suggests that many new HIV infections in sub-Saharan Africa now occur among those in married and cohabiting couples, many of whom remain unaware of their status due to low use of HIV counselling and testing services. Urban data in Zambia suggests that 60% of people newly infected via heterosexual transmission become infected in marriage or cohabitation situations, compared with more than half (50-65%) in Swaziland and an estimated 35-62% in Lesotho.[7] In Botswana, studies indicate that women cohabiting with men had the highest prevalence rates at 40%.[8] These statistics underscore the need for a scaling-up of behaviour change programmes dealing with multiple concurrent partnerships with low HIV testing and condom use, which make women more susceptible to contracting HIV.

In Swaziland, transmission through heterosexual sexual contact (including sex within couples, casual sex and sex work) is estimated to account for 94% of infections.[9]

Women sex workers remain among the most vulnerable to HIV infection: A recent review of available data from 50 countries, which estimated the global HIV prevalence among female sex workers at 12%, found that female sex workers are 13.5 times more likely to be living with HIV than other women.[10] Swaziland is the only SADC member state that presented data on prevalence in sex workers for the UNAIDS 2012 Global Report, which showed an HIV prevalence of 70% in sex workers compared to 26% in the general adult population.

Mobility and proximity to transport routes increases risk of contracting HIV: Southern Africa has always exhibited a 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 movement of people from the inland region and due to tourism.[11] In Mozambique, the southern region has been characterised by increasing prevalence, from 16% in 2002 to 21% in 2009, while prevalence is stabilising in the other regions.[12] Prevalence in Mozambique is also higher in border areas and along the three main transport corridors of Beira, Maputo and Nacala. Meanwhile, a 2008 study in the United Republic of Tanzania found women twice as likely to be HIV-positive if they had travelled away from home five or more times in the previous 12 months.[13] Another study found the risk of becoming infected increased the closer an individual lived to a road in rural KwaZulu-Natal province in South Africa.[14]

[6] UNAIDS Global Report, 2012.
[7] UNAIDS Global Report Factsheet, 2010.
[8] Botswana Country Report, 2010.
[9] Mngadi S et al. (2009) Swaziland: HIV prevention response and modes of transmission analysis. Mbabane, National Emergency Response Council on HIV/AIDS.
[10] Baral S et al. Burden of HIV among female sex workers in low-income and middle-income countries: a systematic review and meta-analysis. Lancet Infectious Diseases, 2012, 12:538-549.
[11] Government of Mauritius 2010.
[12] USAID 2010.
[13] Tanzania Commission for AIDS 2008.
[14] UNAIDS/World Bank Economic Reference Group Meeting December 16-17, 2009.

HIV prevalence is especially high among men who have sex with men: Although homosexuality is criminalised in a number of SADC countries, available data suggests that prevalence is much higher among men who have sex with men (MSM). In Madagascar the prevalence is 14% among MSM compared to 3% in the general population; in Mauritius it is more than 10% among MSM compared to 1.4% in the general population; in Angola it is 8% compared to 2.1%; and in Democratic Republic of the Congo[15] it is 31% compared to 4%. The only country with data showing prevalence among MSM lower than in the general population is Swaziland: 16% compared to 26%.

Men who sleep with men suffer stigma and discrimination: Although as prevalent in sub-Saharan Africa as elsewhere in the world, homosexual behaviour is highly stigmatised in the region. This stigma along with the frequency of violence against homosexuals means men who have sex with men and transgendered people have a higher risk of contracting HIV. More than 42% of MSM surveyed in Botswana, Malawi and Namibia reported experiencing at least one human rights abuse, such as blackmail and denial of housing or health care.[16]

There is a shortage of targeted prevention and mitigation interventions for women who have sex with women: While women who have sex with women can also be vulnerable to contracting HIV infection, this group is rarely targeted with HIV interventions for a variety of reasons. However, this is 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. Engaging in transactional and non-consensual sex means 71% of women who sleep with women run the risk of contracting HIV, according to a 2011 pilot study of the health experiences and needs of lesbian and bisexual women in four southern African countries, including South Africa. The study revealed that 30% of these women did not believe they risked contracting HIV if they had unprotected sex. More than 50% said they had only ever had sex only with women, while more than 15% acknowledged bisexual behaviour.[17]

People who inject drugs remain vulnerable to HIV infection: Although the overall proportion of the SADC population that injects drugs is low, some countries with large numbers of injecting drug users have high HIV prevalence in this group: more than 50% of injecting drug users in Mauritius and 8% in Madagascar. There is also evidence to suggest that women who inject drugs face violence from intimate partners, police and sex trade clients, which increases their vulnerability to HIV infection. Women who inject drugs remain less likely to access services, so if those living with HIV and AIDS become pregnant they are much less likely to access Preventing Mother to Child Transmission (PMTCT) services.[18]



While a SADC Declaration on HIV and AIDS already exists, the SADC Gender and Development Protocol seeks to progress beyond declarations and conventions previously signed by SADC countries. This Protocol does this by specifying the gender dimensions of the problem and coming up with specific time frames and targets which can be translated into real benefits for women living with HIV.

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, the majority of whom are women, to allocate resources and psychological support for caregivers as well as promote the involvement of men in the care and support of people living with HIV and AIDS; and
- 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.

The Barometer annually tracks the indicators in Table 7.1 as an indication of progress towards achieving these targets.

[15] UNAIDS, 2012. Global Report.
[16] Ibid.
[17] OSISA and HSRC, 2011.
[18] UNAIDS, 2012.

Policies

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. Policies provide a framework for addressing the pandemic with an emphasis on prevention.



A number of policies and legal instruments in **Zambia** impact the HIV prevalence among women and girls. These include the Repro-ductive Health Policy; the National Health Strategic Plan (2011-2015); the Convention on the Rights of Persons with Disabilities; the Youth Policy and the Child Policy.

Zambia's legal and policy frameworks on HIV and AIDS include the National HIV and AIDS/STD/TB Act (2002), National Decentralisation Policy (2002), National HIV and AIDS/STI/TB Policy (2005), Population Policy (2007), Reproductive Health Policy (2008), the Zambia Decent Work Country Programme (ZDWCP) 2007-2011 and the National AIDS Strategic Framework (NASF) 2011-2015.

Zambia has implemented the multi-sectoral Strategic Framework coordinated by the Zambian National AIDS Council (NAC). Key stakeholders play a role, including cooperating partners, the Churches Health Association (CHAZ) and the Zambia National AIDS Network (ZNAN), among others. The plan seeks to improve the institutional and managerial capacities of these groups; enhance the sub-granting capacity of CHAZ and ZNAN; strengthen national planning and implementation of HIV and AIDS programmes; increase focus on women and reproductive health; increase focus on the synergies between HIV prevention and treatment and young people, children orphaned by HIV and AIDS; and strengthen the involvement of civil society in the management of the response.

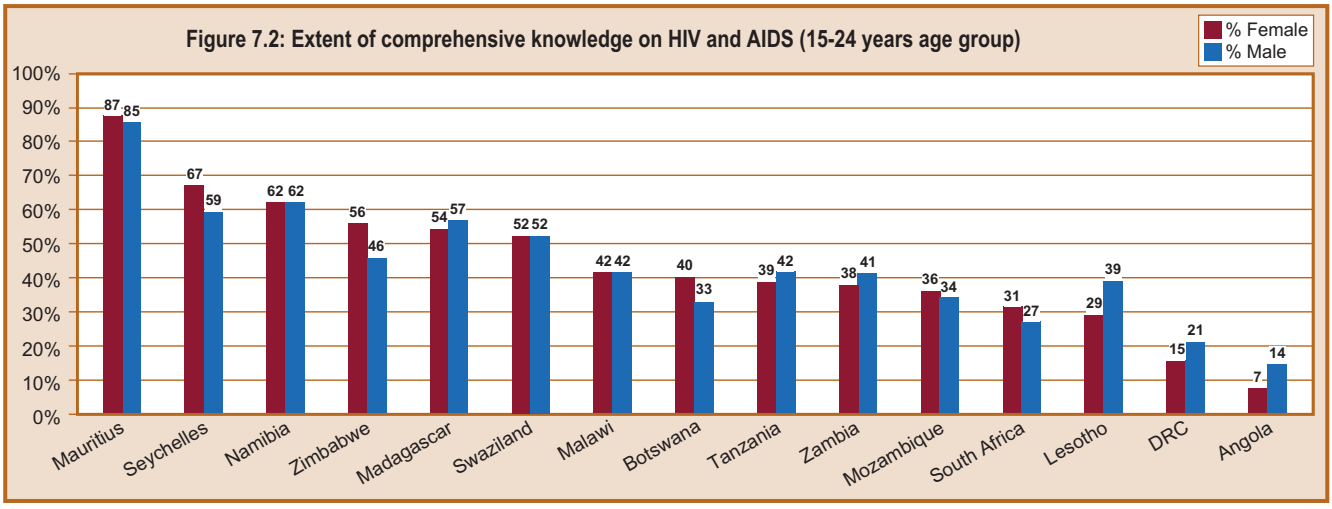
Table 7.1: Key gender, HIV and AIDS indicators

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)	7	14	40	33	15	21	29	39	54	57	42	42	87		34	36	65	62	67	59	27	30	52	52	45	40	38	41	46	56
2. HIV infection	2.1		24.6		4		23.6		2		12		1.4		11.3		13		2.5		18		26		5.7		12.5		14.3	
3. Share of HIV infection by sex	61	39	58	42	58	42	58	42	58	42	58	42	19	81	60	40	50	50	42	58	59	41	57	43	55	45	57	43	60	40
4. % On ARV treatment (total)	36%		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%		6%		62%		8-16%		53%		95%		51%		85%		95%		95%		95%		74%		86%		54%	

Source: UNGASS 2012 Country progress reports; IAS 2012 Fact sheet on HIV and AIDS in sub-Saharan Africa and South Africa.
For Angola, DRC, Madagascar and Mozambique, data from 2012 was sourced from: MDG Database; UN AIDS 2012.

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.

Comprehensive, accurate knowledge of HIV and AIDS is fundamental to ensuring citizens use HIV services and engage in behavioural change. Yet such knowledge remains low among young women and men (aged 15-24) in SADC member states. Age-appropriate sexuality education increases knowledge and contributes to more responsible sexual behaviour. However, significant gaps exist in even basic knowledge about HIV and its transmission.



Source: World Health Organisation [19].



Voluntary counselling and testing on World Aids day in Lesotho. *Photo: Trevor Davies*

There are great variations in knowledge of HIV and AIDS between countries: Figure 7.2 illustrates that the most comprehensive knowledge on HIV and AIDS is in Mauritius - 87% for young women and 85% for young men. Only six countries have 50% or more young people with comprehensive knowledge: Mauritius, Seychelles, Namibia, Zimbabwe, Madagascar and Swaziland. Six countries do not even have 40% average for both men and women (South Africa, Lesotho, DRC, Angola, Mozambique and Zambia). Anecdotal evidence suggests that this depressing picture is further exacerbated by wide disparities in knowledge between rural and urban young people, between higher and lower socio-economic groups, and between those with more and less education. This is especially worrying in a region with the highest prevalence of HIV, indicating that governments and all stakeholders must increase the production and distribution of targeted HIV prevention and mitigation information.

[19] WHO 2012 Statistics and UNGASS progress country Reports 2012.

The knowledge gap between women and men is relatively small: Only six countries - DRC, Angola, Madagascar, Zambia, Tanzania, and Lesotho - show a marked difference in knowledge levels, with a higher percentage of men than women having comprehensive knowledge. In Mauritius and Zimbabwe, a higher percentage of female youths have comprehensive knowledge, while all other member states show parity in this category.

A high prevalence of intergenerational sexual partnerships may play a role in young women's disproportionate risk of HIV infection: Malawi, which demonstrated low levels of knowledge (42%) about HIV in both 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, 1609 health facilities provided youth-friendly services, an increase from 8% in 2004 to 85% in 2010.[20]

Zambia: A youth-led initiative helps combat spread of HIV



Youth Alive Zambia is a program that encourages youths to talk with their peers in schools, churches and anywhere else they meet. It recognises that age difference is often a barrier to addressing sexual and reproductive health issues and that most young people find it easier to talk about these issues with people their own age.

Speaking at the SADC Protocol@Work Summit in Zambia and in the region, Victoria Phiri noted that Youth Alive encourages access to HIV prevention, testing and treatment and its members get training about how to share HIV and AIDS messages with their peers. This helps create greater awareness, changes behaviour and goes a long way to eradicating gender-based violence. Youth Alive members meet every Wednesday to plan and share their field experiences, including both challenges and successes.

The core values of Youth Alive members include:

- Youth driven;
- Faith based: driven by religious doctrines;
- Pro-life, the members educate other youth about how they can promote life by abstaining from sex before marriage to avoid unwanted pregnancies and abortions. Youth Alive members believe life starts at conception and therefore abortion is a sin;
- Fidelity (married youths must be faithful to their partners). Youth learn the benefits of fidelity; and
- Responsibility.

Youth Alive believes behaviour change is the most essential strategy for overcoming the HIV pandemic. The organisation's motto is "Choose Life." It believes this is accomplished by abstaining from sex before marriage.

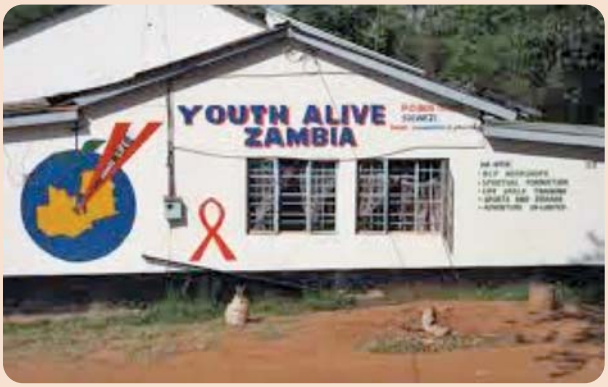


Photo: Google Images

The group also hopes to launch income generating activities for financial sustainability. In its first five years Youth Alive focused on sharing information, including dispelling myths and misconceptions about HIV. In the next five years Youth Alive members hope to follow up with those youths it has reached and evaluate the impact of its work. In addition, they hope to expand information sharing by creating smaller groups in schools and other communities. The main Youth Alive group is currently establishing branches in Zambian schools.

Successful HIV prevention means investing in communities: A number of social and medical factors have contributed to a reduction in new infections in the region. A study conducted on behalf of the World Bank (2013),[21] *Investing in Communities Achieves Results*, indicates that increasing knowledge on HIV through community activities and sensitisation contributes to increased uptake of Counselling and Testing, Anti-retroviral Treatment (ARV) and reduction in prevalence rate. A case study of the Mosselbay Municipality in South Africa illustrates this.

[20] 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.
[21] Rosalía Rodriguez-García, René Bonnel, David Wilson and N'Della N'Jie (2013) Investing in Communities Achieves Results. Geneva: World Bank.

South Africa: Mossel Bay Municipality



The project, presented at the SADC Protocol@Work summit by Alma Kritzinger, Gender and Disability Officer, aims to increase the community's level of awareness about HIV and its engagement with HIV services through door-to-door campaigning in relation to Article 27 of the SADC Gender Protocol. The project attempts to address the community's limited understanding of HIV prevention and particularly women's inability to negotiate condom use and other services. Project staff conducted a community needs assessment prior to beginning community sensitisation. The objectives of the project are to:

- Develop mechanisms for enhanced coordination in advocating for Persons Living with HIV (PLHIV) to have access to treatment and human rights;
- Increase awareness in the community through door to door sensitisation; and
- Lobby for the design of effective programmes with other stakeholders.

Coordinators determined that the residents of informal settlements in five neighbourhoods will be the project's target beneficiaries. The project also targets HIV-positive people and vulnerable children.

Some 56% of the target group have been reached through the door-to-door campaigning. One of the key lessons is that community engagement through door- to-door campaigns is cost effective and efficient in delivering information. It can also contribute to behaviour change and increased use of vital services.

Evidence suggests that HIV prevention programmes may be having an impact on sexual behaviours: In Southern Africa, UNAIDS found a trend towards safer sexual behaviour among both young men and women (15-24 years old) between 2000 and 2007.[22] 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.[23] A 2008 modes of transmission study and epidemiological synthesis report in Swaziland suggested that the percentage of men having multiple partnerships may have fallen in response to a public information campaign.[24]

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 newborns from becoming infected but also to protect and enhance the health of HIV-infected women. In numerous 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. Opportunities for programmes which encourage joint testing of an HIV positive woman and her husband as part of a PMTCT programme also exist 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 support women's healthcare, stigma is reduced and uptake of HIV prevention and treatment services for women and children is increased.



Condoms are the most popular means of prevention among sexually active youths. *Photo: Zotonantenaina Razanadratefa*

Medical male circumcision

Several SADC countries have taken steps to scale-up Voluntary Medical Male Circumcision (VMMC) for HIV prevention. This has the potential to prevent an estimated one in five new HIV infections in Southern Africa by 2025. Though the unit cost is low and it is a once off rather than a recurring expense, substantial initial investment is required in human resource development. However, member states have generally allocated small levels of resources towards the service and progress to date has been slow. While evidence suggests VMMC provides 60% protection from HIV infection for men, there is need for further messaging around other benefits of circumcision, including in reduction of other sexually transmitted infections (STIs) and penile cancer, as well as in protection for women and girls from cervical cancer. There is also need for clear messaging to dispel the notion of VMMC as a silver

[22] 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
[23] UNAIDS 2009.
[24] Ibid.

bullet. It is not 100% effective and men still need to use condoms and abstain from risky sexual behaviour.



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 three 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 should specifically be targeted at this risk population. In May 2013, Zimbabwe had only reached 8% of its target and stakeholders recognised that they needed to re-strategise.

By 2011, Malawi, Mozambique, Namibia, and Zimbabwe had met less than 5% of the 2015 target number of men for voluntary circumcision. Botswana, South Africa, Tanzania and Zambia had met between 5 and 20% of their target and only Swaziland had met more than 20%. Botswana is integrating male circumcision into its national surgery framework, with the aim of reaching 80% of males aged 0-49 by 2013.[25] As of March 2009, Swaziland had drafted a formal male circumcision policy.

Zambia: Chingola champions male circumcision



Although male circumcision is not a substitute for safe sex, it is a scientifically proven way of preventing HIV infection in men. In Zambia, despite awareness campaigns, the male circumcision rate remains low. Overall, 13% of men between the ages of 15-49 have been circumcised. Despite this, male circumcision has contributed to helping Zambia achieve the 28 targets of the SADC protocol on Gender and Development. Speaking at the SADC Protocol@Work Summit in Zambia Petronella Pule legal assistant for Chingola Council described the several health benefits of the practice including:

- *Cleanliness* - it is easier to keep a circumcised penis clean.
- *Urinary tract infections* - some studies have found that circumcision helps prevent urinary tract infections in men and women. Urinary tract infections early in life can lead to kidney problems later in life.
- *Sexually transmitted diseases and HIV* - studies have shown that the prevalence of HIV and STDs is lower among circumcised males.
- *Cancer* - circumcised men are less likely to get penile cancer. Meanwhile, studies have shown that women have a greater risk of getting cervical cancer if they have sex with an uncircumcised male partner.

For these reasons it is important that male circumcision is accessible to men in SADC. Zambian stakeholders and HIV and AIDS have attempted to promote circum-cision and its health benefits at the national level through:

- *Training:* Approximately 350 providers trained.
- Advocacy: Important to cultivate positive attitudes towards the roll-out of VMMC services.
- *Leadership/partnerships:* Creation of clear leadership/ partnerships involving all sectors of the community is essential for a successful implementation.
- *Strategy and operational plan:* Dissemination of the National Male Circumcision Strategy and Implementation plan 2010-2020 to all districts in Western, Copperbelt and Eastern provinces.
- *Monitoring and Evaluation:* identify factors that facilitate and act as barriers to the uptake of male circumcision.
- *Communication:* The media plays a key role.



Chingola Council drafting a gender strategy. *Photo: Faides Nsofu*

Similar strategies apply at the provincial level although decentralisation allows for easier roll-out and implementation. Councillors play an important role in educating community members at district level, which involves more grassroots work.

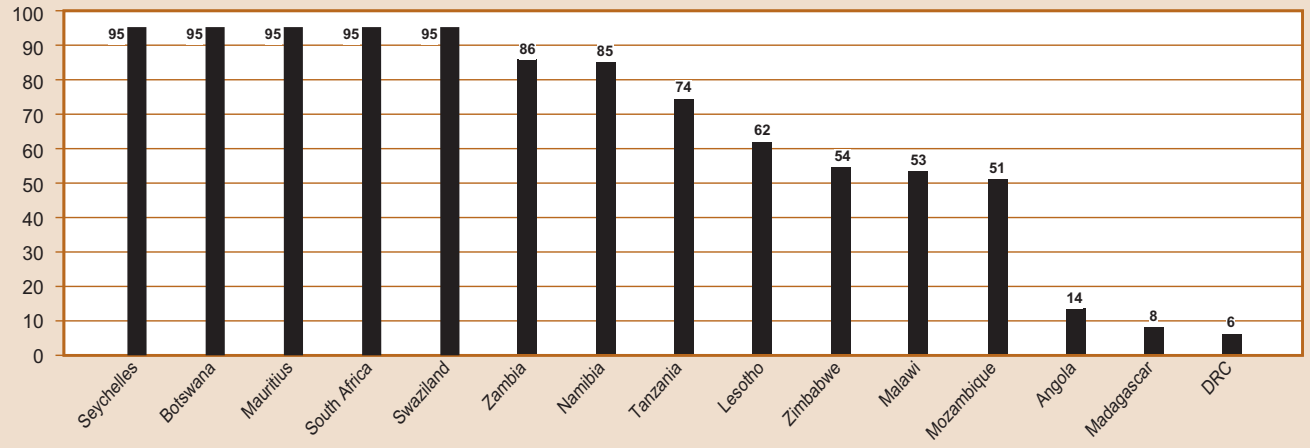
Overall, male circumcision has turned to be a highly cost-effective strategy for HIV prevention in the Zambian context. A recent assessment of the potential impact and cost of scaling up male circumcision in Zambia found that expanding male coverage to 80% of adult men and boys by 2015 would avert an estimated 486 000 new HIV infections (approximately 50% of all new infections) and would result in a cumulative net saving for the public health sector of US$2.4 billion between 2009 and 2025. Evidence suggests that the Zambia National Male Circumcision Programme will have great and immediate impact by focusing on HIV negative adult males aged 15-49.

[25] Forum for Collaborative Research, 2009.

Mother and child

Following a 2011 political declaration, UNAIDS expanded a third of its targets into a Global Plan towards the elimination of new HIV infections among children by 2015 and keeping their mothers alive. The plan focuses on 22 high prevalence countries; 21 in Africa and 12 in SADC (Angola, Botswana, DRC, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe). One major aspect of the plan involves rapid expansion of prevention of mother to child transmission programs. This includes two options (known as Option A and Option B) that provide antiretroviral medications for infants. However both options can only be applied with women whose CD4 cell count is lower than 350. Inadequate laboratory facilities to test CD4 count limit the number of women that access either of these options.

Figure 7.3: Percentage pregnant women living with HIV on PMTC



Source: UNAIDS 2012.

PMTCT uptake is improving dramatically but still remains uneven in the region: On average, 59% of HIV positive pregnant women in the SADC region receive PMTCT. Figure 7.3 illustrates that five countries have PMTCT coverage of 95%, while Zambia has 86% coverage and Namibia has 85%. These countries have already reached the World Health Organisation target of 80% coverage and may soon reach 100% coverage. Meanwhile, four countries have a PMTCT coverage between 50%- 62% and may be able to meet the WHO target by 2015. Only Angola, DRC and Madagascar fall well below 50% coverage.

Social and structural factors impede PMTCT scaling up beyond the current levels. Programmes for mentoring of mothers, disclosure support, greater involvement of males and families and reduction of stigma might help address this. Further, there is a need for greater efforts to reach marginalised groups such as women prisoners, sex workers, drug users, migrants and people with disabilities. The rate of mother to child transmission in such groups is much higher than in the general population.



DRC has adopted a costed national PMTCT elimination plan (2011-2015) to accelerate efforts. Its national programme has adopted the WHO Option A regimen for prophylaxis.[26]



Botswana and **South Africa** have achieved the target of reducing transmission by more than 50% and transmission rates between mothers and babies have fallen to less than 5%. These countries may meet the goal of eliminating new infections by 2015.[27]





Although **Mauritius** saw 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. Mauritius initiated PMTCT in 1999 and in 2009 it introduced new

[26] UNICEF, 2012, Factsheets on the status of national PMTCT responses in the most affected countries.
[27] UNAIDS, 2013. 2013 Progress report on the global plan.

PMTCT protocols to improve management of HIV-positive pregnant mothers. Although it saw an increase of 15% in the uptake of PMTCT in 2009, non-adherence to the programme by injecting drug using pregnant women is the main issue preventing 100% uptake.[28] PMTCT coverage at the end of 2012 is encouraging at 95%.



Mozambique PMTCT programme coverage in Mozambique is improving. Approximately 86% of ANC facilities offer PMTCT services and HIV testing among pregnant women increased from 12% in 2005 to 87% in 2010. In 2011, 51% of pregnant women living with HIV (PWLHIV) received more effective ARVs for PMTCT - up from 38% in 2009. In 2010, 42% of children born to PWLHIV received ARVs for PMTCT.[29]

Mozambique has developed a national scale-up plan towards elimination of mother to child transmission of HIV (2010-2015), it adopted WHO Option A regimen for prophylaxis[30] and will be moving to B+. This will further reduce transmission as a current gap is prophylaxis during breast feeding.



PMTCT medication at a local clinic in Mozambique. *Photo: Ruben Covane*

Tanzania is scaling up its PMTCT programme, mainly through integrating PMTCT services into Maternal Newborn and Child Health (MNCH) services. By 2010, the majority (90.4%) of ANC facilities had integrated PMTCT services. HIV testing among pregnant women increased from 14% in 2005 to 86% in 2010, and 74% of pregnant women living with HIV received ARVs for PMTCT in 2011. The transmission rate has been halved but it is still 15%, with high levels of transmission during breastfeeding. Tanzania has adopted WHO's Option A regimen for prophylaxis and implemented a costed national PMTCT scale-up plan (2011-2015).[31]



In **Zambia**, the government recognises that PMTCT is critical to reducing the risk of transmission and has rolled out PMTCT service in about 72 districts with more on the way. A scaling up of PMTCT services has resulted in an increase in pregnant women who completed prophylaxis from 14 071 in 2005 to 25 578 in 2006. By September 2007 the figure had reached 35 314.

It is now mandatory for every pregnant woman to undergo HIV testing so that if she is positive, she can quickly start treatment to reduce the chance of infecting the baby. Between 2009 and 2011, Zambia saw a 55% decline in the number of new paediatric HIV infections - from 21 000 to 9500.[32] Meanwhile, 86% of pregnant women living with HIV received efficacious ARVs for PMTCT in 2011, up from 58% in 2009.[33] Zambia has also adopted WHO Option B+. However, issues exist for those Zambian women who refuse to get their results when tested. This could be attributed to inadequate counselling before a pregnant woman undergoes testing and fear of stigmatisation and discrimination.[34]



The **Lesotho** government works with the Elizabeth Glaser Paediatric AIDS Foundation on PMTCT. This focuses on interventions such as the nutrition of children and PMTCT. It also offers psychosocial support and PMTCT services to HIV-positive mothers.

[28] 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_MH5d3vCaNnDUv1BBs2NQAE4QBEpVI23IWsTfLKRqTiedp1uNK31l&sig=AHIEtbQhQ3-XyDeKK6pbG4zTnxUZsdJjbw&pli=1

[29] Early Infant Diagnosis of HIV in Mozambique: Progess Report January 2009 - December 2011.

[30] Mocambique_Diagnostico Precoce infantil do HIV_2009.

[31] UNICEF, 2012, Factsheets on the status of national PMTCT responses in the most affected countries.

[32] Ibid.

[33] Ibid.

[34] Zambia country report, multi-sectoral AIDS response monitoring & evaluation biannual report (2006-2007).

Malawi: PMTCT programme a leap forward in HIV prevention



In the third quarter of 2011, the Malawi Ministry of Health Department of HIV and AIDS implemented an innovative policy for women living with HIV in Malawi. All HIV-positive pregnant or breastfeeding women began a lifelong antiretroviral treatment (ART), regardless of their clinical stage or CD4 count.

This programme, Malawi's "Option B+" for PMTCT, marks the first true implementation of a "test and treat"[35] programme - and it is set to become a game changer for global policy for HIV prevention and treatment.

The programme caught the attention of health leaders worldwide and has opened an important discussion on the most viable treatment and prevention options for women living with HIV and their children in resource-limited settings. Implementing option B+ (initiating lifelong treatment for all pregnant or lactating women living with HIV) in Malawi resulted in a 748% increase in the number of such women receiving antiretroviral therapy from 1257 in the second quarter of 2011 (before Option B+ implementation) to 10 663 in the third quarter of 2012 (one year after implementation).



A new cutting edge Malawian project to prevent mother to child transmission has caught the attention of world leaders in the field of health and HIV.
Photo: Google Images

Implementing option B+ required the training of 4839 healthcare workers and decentralisation of ART to all health centres with antenatal care (ANC), which resulted in an increase from 303 ART sites in June 2011 to 641 integrated PMTCT/ART sites in September 2012.[36] This treatment option is available for free to expectant mothers in Malawi and includes a simple "one pill daily" treatment, which is easier for health workers to prescribe and for pregnant mothers to follow.

Early indications show that adherence among mothers on ART is similar to the national average (80%).

Option B+ provides the same triple ARV drugs to all HIV-infected pregnant women beginning in the antenatal clinic setting and continues this therapy for all of these women for life. Important advantages of Option B+ include:

- Further simplification of PMTCT programme requirements - no need for CD4 testing to determine ART eligibility (as required in Option A) or whether ART should be stopped or continued after the risk of mother-to-child transmission has ceased (as in Option B);
- Extended protection from mother-to-child transmission in future pregnancies from conception;
- A strong and continuing prevention benefit against sexual transmission in serodiscordant couples and partners (where one partner is HIV positive and the other is not);
- Likely benefit to the woman's health of earlier treatment and avoiding the risks of stopping and starting triple ARVs, especially in settings with high fertility; and
- A simple message to communities that, once ART is started, it is taken for life.

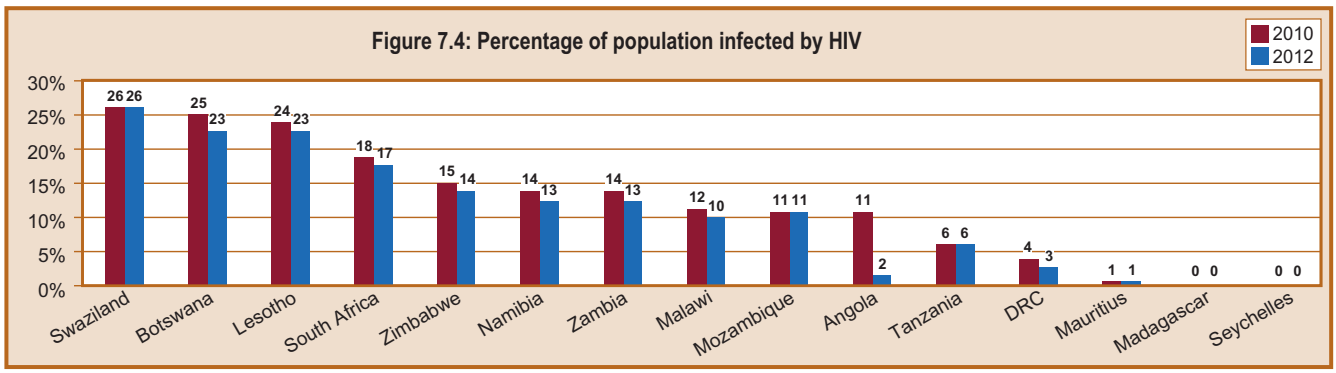
While these benefits need to be evaluated in programme settings, and systems and support requirements need careful consideration, many countries have chosen to follow Malawi's lead. Rwanda, Uganda and Haiti have already begun to implement Option B+ and other countries, such as Namibia and Ethiopia, will soon follow suit.[37]

Based on the advantages of starting PLHIV on treatment and evidence of Option B+ effectiveness, the new WHO ART 2013 guidelines recommend the following[38]:

- Initiate treatment in adults living with HIV when their CD4 cell count falls to 500 cells/mm^3 or less - when their immune systems remain strong. The previous WHO recommendation, set in 2010, suggested offering treatment at 350 CD4 cells/mm^3 or fewer.
- Providing antiretroviral therapy - irrespective of their CD4 count - to all children with HIV under five years of age, all pregnant and breastfeeding women with HIV, and to all HIV positive partners where one partner in the relationship is uninfected.

Preventing new infections has yielded significant results: Encouragingly, concerted prevention efforts have resulted in steep declines in new infections in the world, with sub-Saharan Africa leading the way. Between 2001 and 2011 in Malawi, the rate of new HIV infections dropped by 73%, in Botswana by 71%, in Namibia by 68%, in Zambia by 58%, in Zimbabwe by 50% and in South Africa by 41%. In Swaziland, which has the highest HIV prevalence in the world, new HIV infections have dropped by 37%. This picture is heartening as countries continue to make huge strides toward reaching the UNAIDS 2015 target of zero new infections.

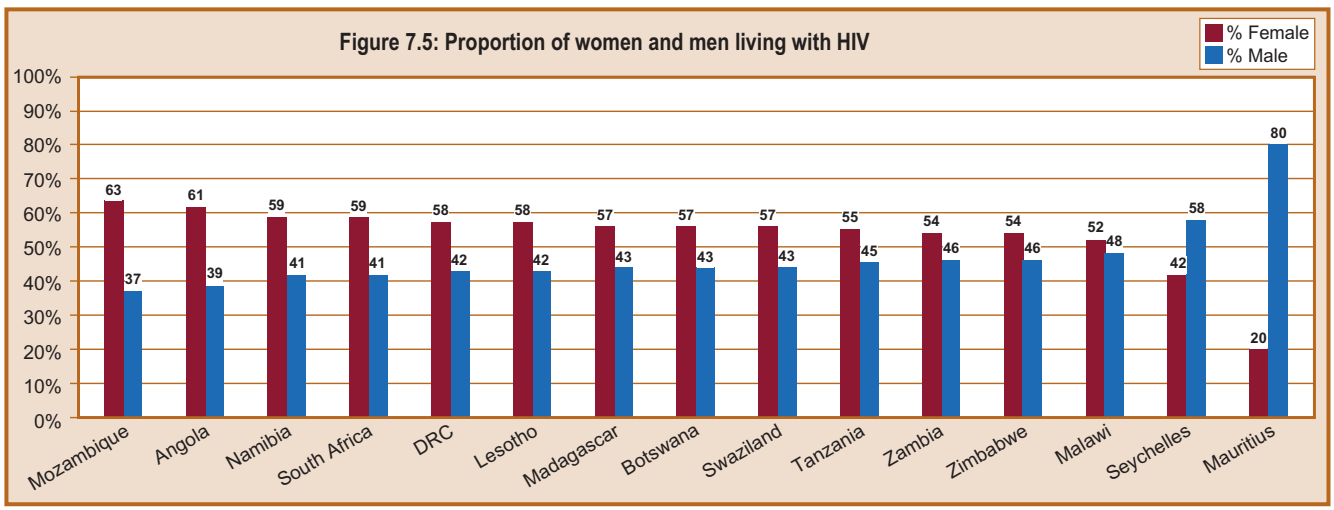
[35] http://www.thelancet.com/journals/lancet/article/PIIS0140-6736%2810%2962303-3/fulltext
[36] Morbidity & Mortality Weekly Report March 1, 2013. Impact of an Innovative Approach to Prevent Mother-to-Child Transmission of HIV - Malawi, July 2011-September 2012.
[37] WHO, HIV/AIDS Programatic Update 2012 and UNAIDS Treatment 2015.
[38] http://www.who.int/mediacentre/news/releases/2013/new_hiv_recommendations_20130630/en/



Source: UNAIDS 2010 and UNAIDS 2012.

Figure 7.4 illustrates that HIV prevalence rates continue to drop throughout the SADC region. Those countries with the highest prevalence in the region, South Africa, Zambia and Zimbabwe have managed to reduce these rates, as have countries like Angola and DRC, which have historically not had high HIV rates compared to the other countries in the region. Zimbabwe showed significant reductions between 2001 (26.5%) and 2012 (14%).[39] 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. South Africa, with the region's highest overall number of people infected, has stepped up efforts and programmes, including a large ART programme to address the epidemic.[40]

"[New infection statistics] have emboldened our conviction that achieving an AIDS-free generation is not only possible, but imminent."
Michel Sidibé, UNAIDS Executive Director, 2012.



Source: UNAIDS 2012.

As illustrated in Figure 7.6, more women continue to live with HIV than men. As in 2011, 13 SADC countries have a greater proportion of females than males living with HIV. Only Mauritius and the Seychelles have a higher male prevalence, likely because HIV and AIDS infection is concentrated among injecting drug users. The most pronounced sex difference is in Mozambique (63% women, 37% men) and Angola (61% women, 39% men).

[39] 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

[40] UNAIDS Country Progress Report, 2010

Zimbabwe: HIV decline announced at AIDS conference



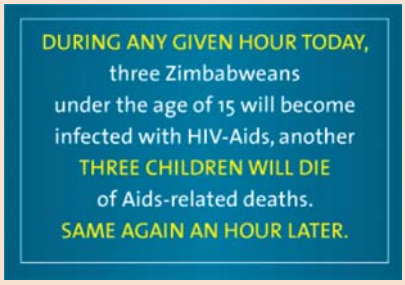
Zimbabwe's HIV prevalence dropped from a high of 33% in the late 1990s to 14% in 2010. This is largely due to a vigorous national behaviour change campaign according to Oscar Mundida, the Behaviour Change Coordinator at Zimbabwe's National AIDS Council, who shared his country's experiences at the 2011 South African AIDS Conference.

"As a country we do not attribute the decline to any one campaign. We acknowledge the importance of a multi-sectoral response where different players with different strengths work together to achieve the desired result, which is what we have done" said Mundida.

Mundida, who successfully designed the first National Behaviour Change Strategy, said Zimbabwe turned the tide because its citizens took the issue seriously after lawmakers declared HIV and AIDS a national disaster in 1999. He said the country introduced the National AIDS Trust Fund, funded by a 3% tax on all taxable income for Zimbabwean workers, which has largely funded the country's HIV programme with support from the donor community.

He noted Zimbabwe has also adopted prevention strategies, such as male circumcision and the "One love campaign," which encourage fidelity and partner reduction, delayed sexual debut in youths and abstinence. This has led to a reduction in the number of people with casual sex partners. "We are working with every player to get results. The media plays its role in disseminating educational information to the public while civil society runs several awareness campaigns across the country," he said. "However the urban areas have more access to the information and messages and as a result we saw the decline happen first in urban areas where information from the media and campaigns is easily accessible compared to rural areas."

Mundida said Zimbabwe's battle with HIV is far from over as new infections largely occur in stable relationships and marriages, showing that while people may no longer engage in short term casual relationships, they continue to take on multiple long term partners. Condom use is low in these relationships, which may last for years, according to several studies conducted in Zimbabwe.



Mundida said Zimbabwe stakeholders continue to look for ways to effectively respond to gaps in fighting the epidemic. *Source: SAfAIDS Media (2011)*

Treatment



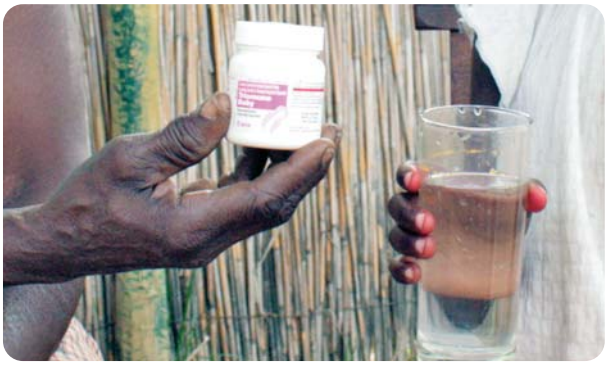
The Protocol requires state parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.

The exponential increase in access to antiretroviral therapy over the last decade is finally reversing the bleak picture of AIDS in SADC. Between 2005 and 2011, the number of people in sub-Saharan African on treatment increased by 805%.[41] Of 9.7 million people on ART globally, 7.1 million live in sub-Saharan Africa. About 1.6 million of all those on treatment started treatment in 2011, indicating a significant improvement in the scale of ART provision.[42] The result is that in 2011, antiretroviral therapy had been rolled out - for the first time - to more than half (56%) of those eligible for it in sub-Saharan Africa, which is above the average global proportion of 54%.[43] However, the proportion of people living with HIV on treatment still falls significantly short of the 25.9 million people eligible for treatment worldwide, according to the 2013 ART guidelines.[44] In the sub-Saharan Africa region, less than four in ten of those in need of treatment have received it.[45]

Saving lives: Since 1995, antiretroviral therapy has saved 14 million lives in low- and middle-income countries, including nine million in sub-Saharan Africa.

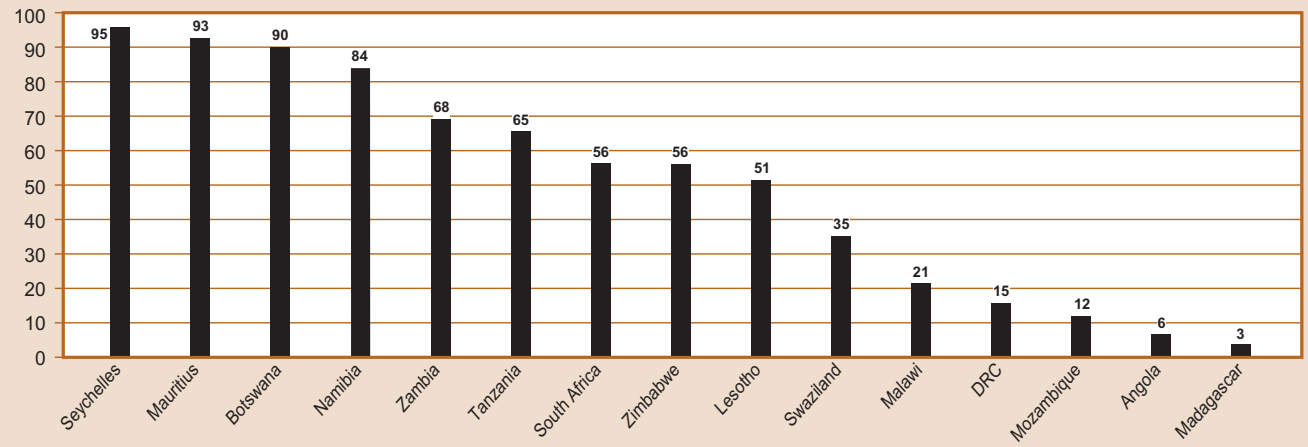
[41] UNAIDS 2013, Update Africa
[42] Tsitsi Apollo, 2013, Treatment 2013: Overview - Current global situation
[43] UNAIDS, 2012, World Aids Day Report: Results
[44] WHO, 2013, WHO 2013 ART Guidelines
[45] World Health Organization 2010 Progress report: Towards universal access: Scaling up priority HIV/AIDS interventions in the health sector

Fewer deaths from AIDS-related illnesses is transforming societies: more people have regained their health and returned to work or to taking care of their families. The region now sees fewer funerals; less time is spent caring for the ill and more time is spent on productive activities. Sub-Saharan Africa added a record 2.3 million people to treatment programmes in the last two years, an increase of 59%. South Africa scaled up its treatment services to reach 1.7 million people, an increase of 75% in the last two years.



An HIV positive patient taking life prolonging ARVs in Mozambique.
Photo: Ruben Covane

Figure 7.6: Percentage of people receiving ARVs



Source: UNAIDS 2012.

There are still major differences between countries: Figure 7.7 illustrates that while there have been vast improvements in access to ARTs, there remains a long way to go. This is especially true in Angola and Madagascar, which respectively only provide ARVs to 6% and 3% of HIV positive citizens. Meanwhile, Seychelles and Mauritius have done much better at 95% and 93% respectively. There is little sex disaggregated data on the uptake of ART but it is clear that gaps and challenges remain across the SADC region:



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, by December 2012, Botswana had provided ARVs to 96% of those eligible.[46] The government funds 60% of the country's HIV and AIDS budget and political commitment to the programme is very high.



Malawi implemented National Guidelines for the use of Antiretroviral Therapy. These guidelines supported government implementation of a five-year ART scale-up plan (2006-2010). The HIV and AIDS policy makes provision for universal treatment, care and support, noting that citizens who test positive shall have access to affordable, high quality ART and prophylaxis. It also ensures that vulnerable groups actively participate in designing, developing and implementing a national plan for universal access to treatment.



South Africa has rapidly scaled up its ART programme, which is the largest in the world. Close to two million South Africans have accessed treatment to date, compared to one million in 2009. Legislators hope that three million will be receiving treatment by 2015.

[46] UNAIDS 2013, Update Africa.



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 had received ARV treatment. While the amount of available drugs needs to increase, a lack of infrastructure and human resources has been cited as the major challenge 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.[47]



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, Zimbabwe did not reach this target until 2008. According to estimates, only about 55% of the almost 600 000 people in urgent need of life-prolonging antiretroviral treatment had received it by 2010.[48] According to the latest WHO guidelines (2010), only one third of HIV positive patients in need of treatment have received it. Reports reveal that people living with HIV (including many women and children) have crossed the border into Botswana and South Africa in order to access ARVs, which are more readily available in those countries.[49] In 2012, 260 000 additional people accessed HIV treatment, a 118% increase.

Challenges to expanding treatment: Overstretched and understaffed health systems in the region face many challenges as they struggle to further expand treatment programmes. Some of these include:

- Retaining patients in treatment.
- HIV stigma and discrimination still prevent those that need care and treatment from accessing it and adhering to it. This is particularly true for marginalised groups that are subject to other forms of stigma such as people with disabilities, sex workers, sexual minorities, prisoners and refugees.
- Poor data availability and management, both crucial to be able to keep growing numbers of patients in the system.
- Reliance on external funding for treatment programmes. Very few countries in the region can fund their own programmes. However, there is growing commitment to mobilise domestic funds and much greater emphasis on prudent management of available funds.
- The continuum of care has many gaps between prevention, testing, treatment and ongoing adherence.
- The cost of ARVs, especially second and third line regimens, which will become needed as treatment programmes mature.



ARVs in the shelves at Lamvelase health center, Swaziland.
Photo: Thandokuhle Dlamini

- Reaching more men earlier and keeping them in care and treatment.
- Improve treatment for children. Botswana and Namibia have met their goal of 80% of eligible children on treatment and South Africa and Swaziland have been able to get more than 50% of eligible children on treatment. However, few countries provide treatment to more than three out ten children who need it.
- The numbers of new HIV infections is increasing at a rate that outpaces treatment: for every two people enrolled in HIV treatment, five become newly infected.

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, usually due to lacerations and other trauma. Treatment can help 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 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 remain silent on PEP for non-occupational exposure (rape and sexual abuse), as PEP drugs and services remain mostly available for health personnel.[50]

[47] ACTSA, 2010.
[48] Medecines Sans Frontieres, 2010.
[49] AFP, 2008.
[50] ZWRCN, 2009.

A 2007 Zimbabwe Women's Resource Centre and Network study revealed that health workers comprised 95% of respondents who had received PEP, while sexually abused girls made up the other 5%.[51] There is a general lack of knowledge about the benefits, and availability, of PEP by women and girls in the country. Women also come up against various barriers to effectively receiving PEP. Although there is no recognised time guideline, it is generally recognised that PEP should be administered 24-36 hours after possible exposure to HIV through rape or unprotected sex. This is not always possible in rural areas due to distance 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.

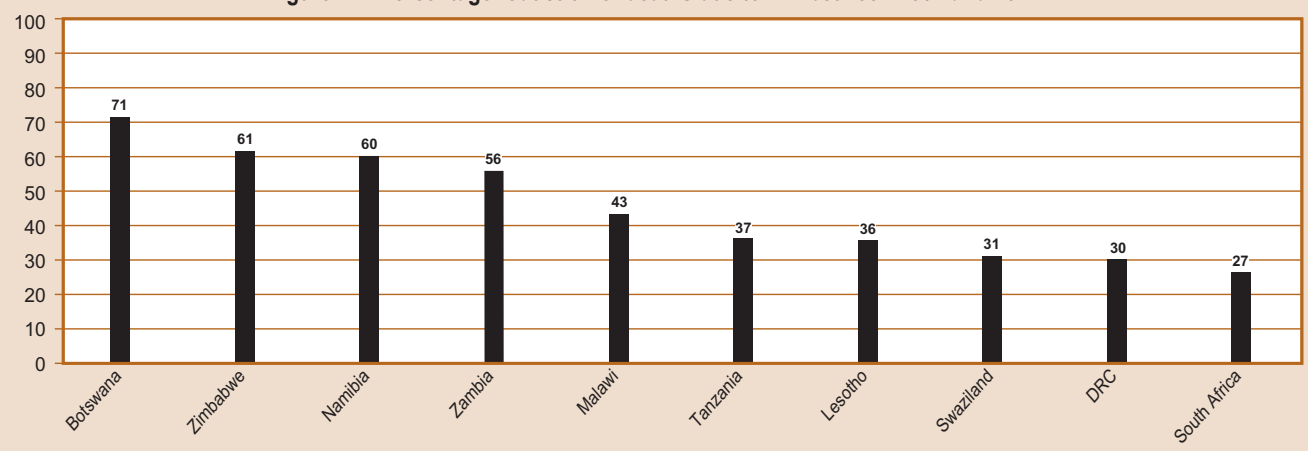
The risk of tuberculosis and HIV co-infection remains high: Sub-Saharan Africa accounts for 80% of the global number of people living with both TB and HIV. The region has made major strides to reduce TB deaths, which include:

- Intensified TB case-finding: everyone that is enrolled in HIV care should be screened routinely for TB;
- Isoniazid preventive therapy for those without active TB;
- Infection control for TB in all HIV care facilities to prevent the spread of TB;
- Initiating antiretroviral therapy early, regardless of CD4 count, for those with active TB.

There has been some progress in controlling co-infection: 76% of people with TB received HIV testing. In 2011, ten countries (Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe) tested 76% of TB patients for HIV. However, there is a need to intensify these efforts to further reduce deaths.

The risk of HIV and cervical cancer co-infection is common: Co-infection of HIV with the human papilloma virus, which causes cervical cancer, is also common. The two viruses have similar risk factors and both can be sexually transmitted. Progression of human papilloma virus infection to early cervical cancer is much more common in women living with HIV. A number of initiatives, such as the Forum of African First Ladies against Breast and Cervical Cancer have spearheaded efforts to expand access to cervical cancer screening through integrating cervical cancer screening and responses into HIV services and plans. The incidence of cervical and breast cancer is increasing and is more common in younger women. It is anticipated that cervical and breast cancer will be the leading cause of death in women in the region by 2025.

Figure 7.7: Percentage reduction of deaths due to HIV between 2001 and 2012



Graph compiled from UNAIDS 2013 Result Report.

The region has seen a reduction in deaths from HIV and AIDS: The rapid expansion of treatment has resulted in a marked reduction in the number of deaths in the region. The UNAIDS 2013 Results report notes that sub-Saharan Africa has cut the number of deaths from AIDS-related causes by 32% between 2005 and 2011, with the largest drop in AIDS-related deaths recorded in some of those countries where HIV has the strongest grip. For example, Figure 7.8 illustrates that South Africa reduced the number of deaths in this time period by 27%, which amounts to approximately 100 000 deaths.[52] Botswana, meanwhile, saw the largest per capita reduction at 71%.

[51] Ibid.
[52] UNAIDS 2012 World AIDS Day Report: Results.

Tanzania: Helping reduce stigma and isolation



A workshop in rural Tanzania provided an opportunity to map a sustainable communication strategy to address HIV and AIDS-related stigma at the grassroots level. The Grassroots Female Communicators Association (GRAFCA) facilitated the workshop as one of several components of an ongoing Women Against Cervical Cancer (WACC)-funded project.

Speaking at the Tanzania and regional SADC Protocol @Work Summit, Mkasafari Mlay said the project recognises the central role community communication can play in creating awareness and understanding of HIV and AIDS in rural areas. Statistics show that organisations have expanded efforts and resources in Tanzania to raise awareness and prevent early deaths of people infected with the virus. The decline in infection rates in urban and middle class communities due to interventions by development agents and mass media has, however, not been replicated in rural areas.

The GRAFCA project began in July 2011 and is designed to build the capacity of village leaders in Songea Rural District to challenge discrimination and lead an anti-stigma campaign. Medical Officer Pius Fusi noted that while more people have been seeking anti-retroviral treatment in the village dispensary, it is possible others seek it directly at the district hospital. Fear of stigma causes people living with HIV to seek treatment in distant centres to minimise the risk that members of their community will find out about their seropositive status.

The creation of two task forces that conduct meetings at the grassroots level is part of the project's sustainability strategy. "We believe this strategy of dealing with HIV and AIDS stigma reduction will also be initiated by other wards in Songea rural district as the task forces promised to make it a continuous exercise," says Dominica Haule, the project coordinator. She is hopeful that such workshops will continue to reduce stigma. However, she observed that communication from the village level to the district level regarding HIV and AIDS issues remains a challenge.



HIV and AIDS symbol.
Photo: Zoto Razanadratefa

Workshop participants noted other concerns, including the tendency to blame women as sources of HIV in families. The meeting observed that there is an increase of people living with HIV engaged in micro enterprises to meet their basic survival needs.

Stories such as the one below about life after an HIV positive diagnosis inspired workshop participants:

Esther's story

Had I known that telling our village chairperson that I was HIV positive would make my life miserable, I would not have done so. I tested HIV positive in April 2010. I thought the only person who could help and enable get me the assistance I needed was the village chairperson due to his political power and influence. I was devastated when he announced at a village meeting that I am HIV positive.

That day marked the beginning of a miserable life as my relatives blamed me for disclosing my seropositive status. They started isolating me. I was left without moral or material support. I contemplated committing suicide. However I confided to a friend who convinced me not to end my life but instead encouraged me to accept the situation and seek treat-ment. My friend tested positive in 2006 and has been on anti-retroviral treatment and living a healthy life.

Although I did not commit suicide, I was ashamed and hid from the public. I stopped singing for the church choir where I was a dedicated member for many years. My efforts to get treat-ment failed because of bureau-cracy and nepotism.

As a result of the workshop and the subsequent action by the task force, Esther successfully registered for anti-retroviral drugs and has been under-going treatment since November 2011.

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 caregivers; 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?*: "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 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."[53]



Theresa Chishimba discusses her organisation's care work activities at the 2012 Zambia Gender Justice and Local Government Summit. *Photo: Albert Ngosa*

At its worst, HIV leads almost inevitably to AIDS, which is a cocktail of many opportunistic infections - diarrhoea, thrush, TB, pneumonia, shingles, meningitis and others. For many it is a slow "wasting away," with some days and even weeks or months better than others. In many SADC countries, the high morbidity and mortality from HIV and AIDS places significant demands on already under-resourced health care services. Formal health care systems in these countries have yet to recover 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. The long term and progressive nature of HIV and AIDS means that 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 can be healthy for years before succumbing to illness and death. The health infrastructure cannot provide palliative care to so many thousands of very ill people, most with little hope of recovery. In many cases this care has been transferred to the family and community.

Care has been provided by the elderly and children as a generation of able-bodied men and women have been decimated by the unrelenting progression of HIV across whole communities. 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 ill with AIDS-water to wash the clothes, the sheets and the patient after regular bouts of diarrhoea.

Driven almost entirely by a strong sense of duty and compassion, a "rag tag" army of community caregivers who provide support to their neighbours has sprung up across the region. Community and home-based care (C&HBC) programmes remain popular in Southern Africa and are 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, driven by community volunteers, enhances the capacity of families/communities to offer affordable quality care for the sick.

A 2009 study conducted by VSO-RAISA and the World Health Organization shows that women and girls comprise up to 80% of volunteer care providers in C&HBC programmes (VSO-RAISA and 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 society assigns the role of care provider to women. Society views women and girls 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.

The study found that working conditions for care providers must deal with unregulated working conditions. Legal frameworks to protect their rights are non-existent or weak and organisations that use volunteers neglect their responsibilities and obligations towards them. The volunteers remain unrecognised, overwhelmed by work, psychologically burdened by others' problems and inadequately supported. In short, they are in dire need of support.

[53] http://www.sarpn.org/documents/d0000919/P1017-Unpaid_Care_Work.pdf

Swaziland: Care work that counts



The Imbeleko Community Home based Care and Support Program in Mbabane, Swaziland, is a response program developed by the Mbabane Council. It is aimed at improving the quality, and increasing the longevity, of life for people living with HIV and AIDS.

Speaking at the SADC Protocol@Work Summit, Fikile Mathunjwa said the municipal council realised the impact the pandemic has on its workforce and communities and the undesirable overall impact of that: a decreasing pool for municipal supply, skills, tax revenue and also impeding the ability of the municipality to pursue goals of development and provide its core services. It therefore committed itself fully to avert the disaster by providing all the resources it could, e.g. human, financial, skill building, etc.

The Imbeleko program's approach is holistic; a collaborative effort by the hospital, the family of the client, and the community to enhance the quality of life of people living with HIV and AIDS and those with other chronic disabling diseases (clients) and their families. In home-based care, the care of patients is extended from the hospital or health facility to their homes. This approach ensures the effective use of resources, fully involved clients and their families, and communities, council, and government that know and understand their roles and responsibilities.

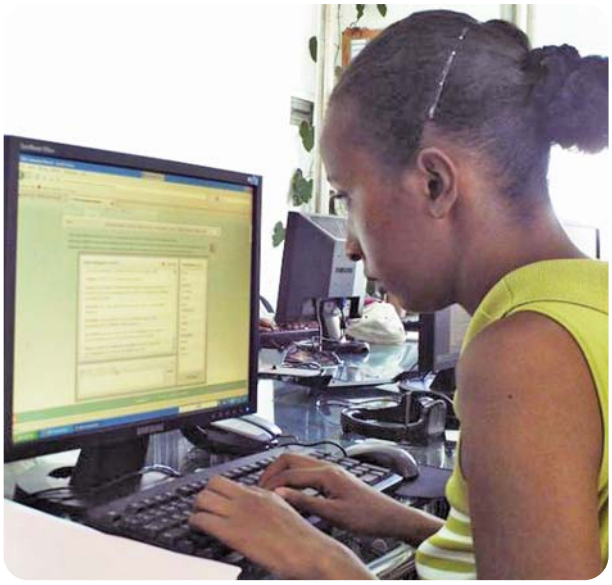
HIV and AIDS has been an emergency and care providers have provided a service in resource limited settings under extremely difficult conditions. Most become worse-off economically because of care giving (VSO-RAISA & WHO 2009). Care providers therefore expect some financial or material compensation for 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) and 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.

The region has seen an increase in female-headed households: Female-headed households tend to have more children, including AIDS orphans, than male-headed households. In Zambia, a study revealed 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.[54] As the crisis deepened in Africa, many girls left school to provide home-based care.[55]



In **Swaziland**, school enrolment is estimated to have fallen by 36% due to AIDS, with girls most affected.[56] At the same time, older women have been pushed into the labour force to support their grandchildren and adult children living with HIV and AIDS.[57]



A care worker participates in a care work cyber dialogue during the 2011 16 Days campaign in Madagascar. *Photo: Gender Links*

Grandmothers, aunts and cousins may be caring for orphaned children from several families.

Care work in a time of ART

As rapid increases in availability of treatment becomes a reality across the region, it is necessary to pause and consider the role of community and home-based caregivers in the future. Some areas in which caregivers will continue to be needed are:

Ongoing engagement in the HIV continuum of care: including provision of psychosocial support;

[54] UNICEF. 2003. Africa's Orphaned Generations. New York. www.unicef.org.
[55] http://www.unfpa.org/hiv/women/report/chapter4.html
[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.

awareness raising for all forms of prevention, including PMTCT; treatment readiness and continuing support for treatment adherence; as well as community mobilisation to decrease stigma.

Care giving for children: [58]In many sub-Saharan countries, extended families have assumed responsibility, with little public support,[59] for more than 90% of all double orphans and single orphans not living with the surviving parent.[60] The largest increase in AIDS deaths, orphan hood and vulnerability over the coming years will occur in those countries where extended families' resources are already stretched. As the numbers of orphaned and vulnerable children rise, it becomes increasingly difficult for families to meet the growing need for childcare.[61]

Services undertaken by care providers may be classified in three categories: prevention, treatment and support. Table 7.2 details the types of activities included in each area.

Table 7.2: Services undertaken by care providers[62]

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

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 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.[63]

[58] http://www.unicef.org/publications/files/Africas_Orphaned_and_Vulnerable_Generations_Children_Affected_by_AIDS.pdf
[59] 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
[60] 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.
[61] 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
[62] 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".
[63] http://www.vosesa.org.za/sadcconference/papers/7.pdf

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:

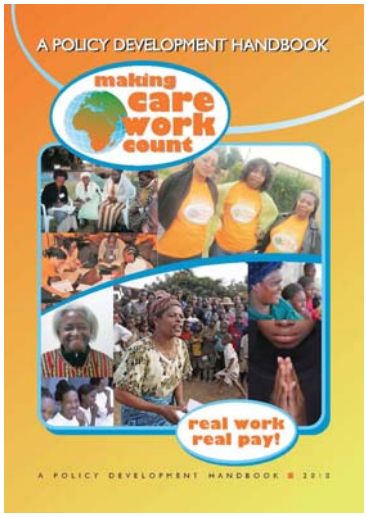
- **Remuneration:** People doing the work of government have a right to be financially rewarded.
- **Logistic and material support:** It is imperative that care providers are provided with care kits as well as other support, such as uniforms for identification, bicycles, food packs, monthly monetary allowances, 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.

Table 7.3: Review of care work

Country	Remuneration	Logistic and material support
Botswana	Donor organisations continue to provide financial incentives for C&HBC volunteers working through NGOs. The state still defines care work as volunteerism.	Government provides C&HBC 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. VSO is engaging with parliamentarians in Malawi to develop a policy.	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. VSO has supported the development of a draft policy which will be reviewed by MOH.	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.

- **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 7.3 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.[64]



policies in each SADC country

Training/Professional recognition	Psychosocial support	Gender equality
Government has no mandated, minimum level of training. Nurses train C&HBC 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 C&HBC, 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.	C&HBC 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 C&HBC 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 C&HBC. 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.

Country	Remuneration	Logistic and material support
Namibia	Current C&HBC 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.
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 C&HBC 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 C&HBC 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 C&HBC organisations to sustain their projects and C&HBC 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.VSO is supportring parliamentarians to develop a policy.	National guidelines that specify materials to be made available to care providers. A limited number of these are available.
Zimbabwe	A stand alone policy has been adopted. 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.



Care workers take part in the launch of the 2011 Barometer in Namibia. *Photo: Gender Links*

Malawi, Mozambique, Namibia, South Africa, Zambia and Zimbabwe, have held capacity-building sessions with civil society organisations (CSOs) as well as with National AIDS Councils and health ministries. 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 work policy.

Training/Professional recognition	Psychosocial support	Gender equality
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 C&HBC 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.
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 C&HBC.
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 C&HBC has looked into support for care-givers. MOH&SW requests that all C&HBC 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 C&HBC has looked into support for care-givers. MoHSW requests that all C&HBC 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. C&HBCs are registered under the Registrar of Societies. C&HBC 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 C&HBC 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.

There has been some progress, but more work is needed on policies: As of June 2013, Zimbabwe adopted a policy on care work. Mozambique and Zambia have reached an advanced stage of policy development on care work. Mozambique passed a law in December 2012 enabling the development of a care work policy. In February 2013 Mozambique developed a draft policy with VSO RAISA that is being passed through parliament and the Ministry of Health. Malawi has an advanced draft care work policy. Following the change in government in Malawi, VSO RAISA is organising meetings with newly appointed Members of Parliament to continue work on the policy.

Zambia has a draft policy on palliative care and as of June 2013 has developed a draft policy for caregivers. This draft is currently being circulated within the Ministry of Health, the Ministry of Community Development and through Parliament. Namibia is currently working on policy implementation, with help again from VSO RAISA. 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. In most countries, care work is addressed in broader policies on terminal illnesses.

Care work campaigns take 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 have taken root at the local level. Gender Links has incorporated a care work module into the training and action plans of the 150

Centres of Excellence for Gender in Local Government in 10 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 models for paying care workers. There is no standardised approach that is regulated in care work policy and legislation or labour law.

There needs to be a cohesive government response to training and retraining care workers: Policies should be clear about criteria for trainees, standardised content and a decentralisation strategy so that people away from urban centres have access to training opportunities. Care workers require retraining to equip them for new roles in an era of ART.

Men need to be encouraged to get involved as care givers: The previously held assumption that men cannot be involved in care work is gradually changing.

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Care work campaigns take 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 have taken root at the local level. Gender Links has incorporated a care work module into the training and action plans of the 300 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.

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Men need to be encouraged to get involved as care givers: The previously held assumption that men cannotbe involved in care work is gradually changing.

Next steps

SADC countries need to continue to build on gains made in tackling HIV and AIDS: The intensified global and national efforts to expand a continuum of care from prevention, through treatment, care and support is beginning to turn the course of the HIV pandemic. It is important that governments continue to find money to fund HIV prevention, treatment and care programmes.

There is an urgent need to tackle the increase in new infections in committed partnerships: It is vital that stakeholders increase the number of behaviour change programmes dealing with multiple concurrent partnerships with low HIV testing and condom use, which make women more susceptible to contracting HIV.

Tackle stigma associated with men who sleep with men and women who sleep with women: With increased HIV prevalence in these communities it is increasingly important to build on interventions that reduce stigma and provide medical and other assistance to these groups.

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 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: Ongoing engagement between parliamentarians and civil society is a very important to ensure that policies move from drafts to adoption.

Expansion of the scope of care work from HIV and AIDS to all long term illnesses: as roll out of ARV's will mean less direct nursing for care workers, there is room to expand the scope of conditions that care workers can be equipped to advise on. These can include awareness about screening for cervical and breast cancer. Care givers can be equipped to educate their communities on a variety of illnesses.

Promote community and local government involvement in care work: Full involvement of community members and local governments will not only help in increasing understanding of the work that care givers do, it will also decrease the burden if everyone plays their part.

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 stakeholders and target groups are not aware of the existence of such a policy.

Cultivating "champions": It is important to identify regional "champions" to effectively roll out advocacy initiatives. Engaging influential figures in society - including members of parliament, first ladies and retired presidents such as Kenneth Kaunda and Festus Mogae - is critical in scaling up advocacy initiatives. 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 if 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 focused 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 soldiers celebrating Madagascar National Day. *Photo: Zotonantenaina Razanadratefa*

KEY POINTS

- Potential for conflict in Madagascar, Zimbabwe and DRC remains high, while the militarisation of politics in Swaziland is a concern. Women bear a disproportionate burden of conflict wherever it occurs, yet are absent from peace processes and decision-making.
- There has been a vast improvement in the collation of sex-disaggregated data on security services in the region since the Barometer began tracking this parameter in 2010. Ten countries (compared to five) now provide sex-disaggregated data on defence and 13 (compared to five) provide sex-disaggregated data on the police. However only six countries provide sex disaggregated data on correctional services.
- A few countries have registered considerable progress. Women constitute 27% of the defence forces in South Africa; 38% of the police in Seychelles and 52% of correctional services staff in Seychelles.
- Eight countries now contribute women to UN peace-keeping forces, with Namibia (46% women) contributing the highest proportion of women.
- There is insufficient empirical evidence in this sector to compute the SADC Gender and Development Index (SGDI). However, the Citizens Score Card (CSC) rating (reflecting public perceptions) has increased significantly from 40% in 2011 to 69% in 2013.
- Major gaps still persist, with several countries still not providing data; having no women at all in certain security areas, or low levels of 1% to 6%.
- SADC countries need to review legislation governing the security sector to ensure gender sensitivity and regular collection of data. This should start with the SADC Security Organ and Strategic Plan, that remain gender blind.
- Civil society efforts to boost women's involvement in peace initiatives from the ground up need to be bolstered.

Trends table - Peace building and conflict resolution					
Parameter	**2010**	**2011**	**2012**	**2013**	**Target 2015**
Defence					
Number of countries with sex-disaggregated data	5	8	9	10	15
Highest proportion of women in defence	South Africa (24%)	Namibia (26%)	South Africa (27%)	South Africa (27%)	50%
Lowest proportion of women in defence	Botswana (1 %)	Madagascar (0.1 %)	Madagascar (0.1 %)	Madagascar (0.1%)	50%
Police					
Number of countries with sex-disaggregated data	5	8	13	13	15
Highest proportion of women in the police force	South Africa (21 %)	Lesotho (29 %)	Namibia (31 %)	Seychelles (38%)	50%
Lowest proportion of women in the police force	Mozambique (7%)	Mauritius (6%)	Mauritius/DRC (6%)	Mauritius/DRC (6%)	50%
Correctional services					
Number of countries with sex-disaggregated data		5	6	6	15
Highest proportion of women in correctional services		South Africa (27%)	Seychelles (52%)	Seychelles (52%)	50%
Lowest proportion of women in correctional services		Mauritius (8%)	Mauritius (8%)	Mauritius (8%)	50%
Peace-keeping					
Number of countries with women in peace-keeping forces	7	8	8	8	15
Highest proportion of women in peace-keeping	Namibia (46%)	Namibia (46%)	Namibia (46%)	Namibia (46%)	50%
Lowest proportion of women in peace-keeping	Tanzania (6%)	Madagascar (3%)	Malawi (2%)	DRC (2%)	50%
Scores					
CSC	n/a	40%	40%	69%	100

All parameters refer to available data during the respective years.

Gender responsive peace and security provisioning is a regionally recognised imperative that SADC member states should strive to achieve. There can be no lasting peace and security in the region if member states continue to apply gender blind approaches in identifying and responding to the needs and interest of citizens. This is similarly the case if the security institutions, mechanisms and processes continue to be dominated by men.

Gathering gender disaggregated data in this area has proved challenging as this data is often not available. The Barometer first introduced a peace and security chapter in 2010. Four years later, it is possible to start pulling out some trends from the data, albeit incomplete.

The key trends table shows that by 2013, 10 countries provided sex-disaggregated data on defence, compared to five in 2010. South Africa and Namibia have vied for top place with regard to women's representation in the defence force. Currently South Africa (27%) has the highest proportion of women in defence. Madagascar (0.1%) has the lowest. Although it is not possible to compute a regional average due to data gaps, most countries fall in the category of very low proportions of women in defence.

The table shows that there has similarly been an improvement in availability of sex-disaggregated data on the police, with 13 SADC countries (compared to five in the past) making such data available. Seychelles (38%) has outstripped South Africa and Namibia as the country with the highest proportion of women in the police force. DRC and Mauritius (6%) have the lowest proportion of women in the police force in the region.

Sex disaggregated data is least available for correctional services. As reflected in the trends, only six countries (one more than in the past) have made this data available. At 52%, Seychelles is the only country in the region to have achieved gender parity in correctional services. Mauritius (8%) has the lowest proportion of women in correctional services.



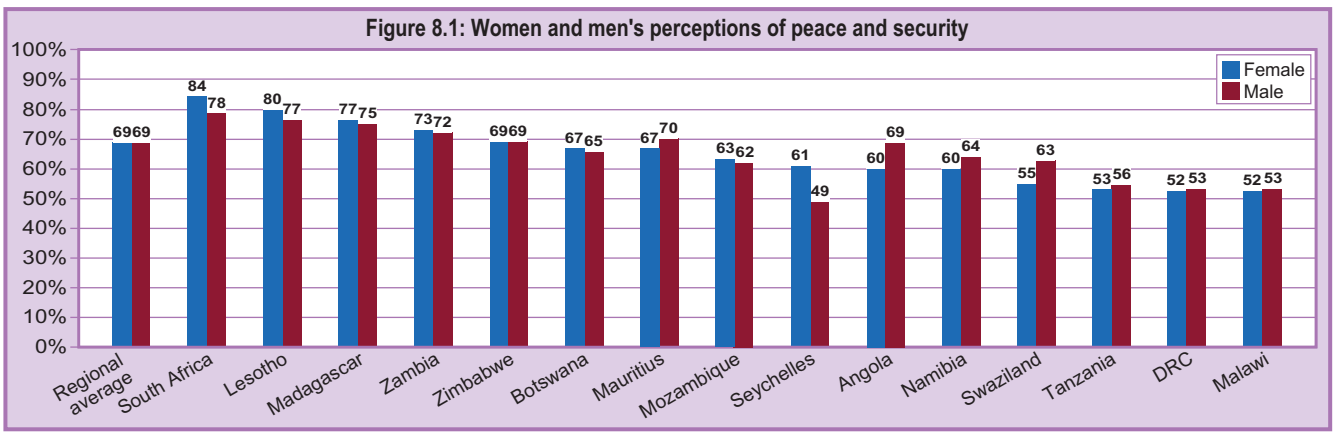
Gender parity at the top: Jean Bruneau, the Commissioner of Mauritius Prisons and Gunneeta Aubeeluck the Assistant Commissioner of Mauritius Prisons. *Photo: Ghirish Abdhoosee*

Eight SADC countries now contribute women peace keepers to UN peace-keeping missions, compared to seven when the Barometer first started tracking this area of work. Namibia has consistently provided the highest proportion of women (46%) although (due to its larger size) South Africa has provided the largest absolute number of women to such missions. In many countries the proportion of women sent on peace-keeping missions ranges from 2% to 6%. DRC currently holds the record for the lowest proportion of women in peacekeeping missions (2%).

Though data for women's representation in the security sector remains incomplete, the picture is getting clearer especially in relation to the police. The SADC Human Resources Working Group has agreed to make gender a standard agenda item for their meetings.[1] This template will track the existence of gender related policies, structures, targets and representation. This is a major advancement for the collation of this data as throughout Africa data for women in the security sector is scanty. Economic Community of Western Africa States (ECOWAS) is the only regional bloc that has made concerted efforts to begin tracking gender representation in the defence forces. There can be no meaningful assessments of progress in realising gender equality within the security institutions if this data is not systematically collated throughout the continent.

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), this is still not possible due to the data gaps. The 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 and security



Source: Gender Links

Overall, citizens gave SADC governments a score of 69% for gender, peace and security. This is a significant increase from a score of 45% in 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, as well as the generally more peaceful conditions in the security sector. Figure 8.1 shows that women and men gave their member states the same score (69%). Seychelles recorded the highest gender gap with women giving a much higher score of 61% compared to the score of 49% given by their male counterparts. Angola and Swaziland also registered a marked gender gap in scoring (nine and eight percentage points respectively, with men more positive than women in both instances). There are no substantial differences in the scores given by male and female citizens for the rest of the countries.

Background

There are many low intensity intra and interstate conflicts across the region (for example, in Angola, Mozambique, South Africa, and Swaziland and between Tanzania and Malawi). It is, however, the conflicts in the Democratic Republic of Congo, Madagascar and Zimbabwe that have been on the SADC Organ's agenda for a number of years now.



The emergence of yet another rebel group in the eastern **DRC**, the M23, in April 2012 led to renewed violence and large-scale population displacement. M23 consists of former National Congress for the Defence of the People (CNDP) members who were supposed to have been integrated into the DRC's National Defence Force (FARDC). M23 asserted it was

[1] Presentation by Major General Memela-Motumi (SANDF) at the ISS Gender, Peace and Security Workshop, September 2012.

revolting against the DRC government for not respecting the agreement that was signed on the 23rd March 2009. The capturing of the city of Goma in the Kivus in November 2012 by the rebel group highlighted the weakness of the DRC government's ability to protect its citizens and the inadequacies of the United Nations Stabilisation Mission in the DRC, MONUSCO.

A supplementary intervention force, with the first offensive UN mandate (though the idea of the Brigade came from the region), was deployed to the Kivus. This force consists of troops from Tanzania, Malawi and South Africa (i.e. from SADC). The attempt to take strong measures to deal with the situation is encouraging. However, events over the years in the DRC indicate that it is not sufficient to "neutralise and disarm" the M23 (and that there are many more rebel groups in this country) as they always reappear in different guises later. The root causes of the conflict in the East must be attended to if there is to be meaningful and sustained peace. The task has so far proven very difficult to resolve as the conflict is being fuelled by a "mix of local, national and regional factors" that speak to deep mistrust of, and incompetence by, the DRC national government and deep seated ethnic cleavages that are aligned to local and regional business economic and security interests.[2]



The M23 Group. *Picture sourced from Al jazeera*

As South African soldiers readied themselves to be deployed in the DRC, news headlines served as a stark reminder of the gendered nature of this conflict. M23 tweeted: "SA army (SANDF) coming to Congo [sic] to fight M23 heros [sic], is full of beautiful girls, may God protect them against DRC GOV rapists army."[3] Both the army and rebel groups are renowned for their sexual violence atrocities. South Africa is well known for its large deployment of female peacekeepers, in part to assist with curbing sexual and gender based violence during conflict. Although the tweet was part of scare tactics on the part of the M23, it nevertheless highlights the added vulnerabilities of women peacekeepers in these conflict zones and the necessity for taking a gender sensitive approach to conflict and peace building.



The political crisis in **Madagascar**, which got reignited when violence erupted in Antananarivo in January 2009, leading to the ousting of President Marc Ravalomanana, has also occupied SADC's peace and security agenda. SADC suspended Madagascar and appointed a mediation team to find a solution to the crisis. In August 2009 SADC brokered a power sharing deal, but the incumbent President, Andry Rajoelina, reneged on both this agreement and the subsequent Addis Abba agreement. In September 2011 the contending parties agreed on another SADC Roadmap in conjunction with the civil society to pave the way for presidential elections. However, implementation of the agreement has proved difficult. In December 2012 there was a breakthrough when the presidential contenders, who have been the cause of the stalemate, agreed not to stand in the elections. However as the election date draws closer (the second half of 2013) displays of intolerance and power struggles have once again resurfaced. Former President Marc Ravalomanana has put his wife forward as a presidential candidate and President Andry Rajoelina has once again decided to stand for re-election.[4]

All of these machinations have a devastating impact on the socio-economic and political environment of the country, with women bearing a disproportionate burden as their already dire quality of life faces further decline as discrimination and violence increases. Malagasy women have therefore actively been advocating for peace and reconciliation in Madagascar and for inclusion in the National Reconciliation Commission (formed in September 2012). In addition, they have developed a National Action Plan for implementing the United Nations Security Council Resolution UNSCR 1325.



The Global All Inclusive Agreement brokered by SADC as a Roadmap for peace and reconciliation in **Zimbabwe** has also had its ups and downs. Zimbabwe has formed a unity government, stabilising the economy and adopting a new constitution. However, the depoliticisation of the security sector and creating an environment for credible elections, now due to take place at the end of July 2013, remains

[2] See Jason Stearns, 2012, "From CNDP to M23: The Evolution of an Armed Movement in Eastern DRC," London: Rift Valley Institute http://riftvalley.net/resources/file/RVI%20Usalama%20Project%201%20CNDP-M23.pdf.
[3] Khadija Patel, " M23 Warns SANDF: DRC Army will rape your girls" in the Daily Maverick 5 July 2013 http://www.dailymaverick.co.za/article/2013-05-13-m23-warns-sandf-drc-army-will-rape-your-women/
[4] See Lesley Connolly, 2013. "The Troubled Road to Peace: Reflections on the complexities of resolving the political impasse in Madagascar," ACCORD Policy & Practice Brief, February http://dspace.cigilibrary.org/jspui/bitstream/123456789/33614/1/ACCORD-policy-practice-brief-21.pdf?1

problematic. It is hoped that these elections will bring the intended end to the political crisis. As Zimbabwe once again shifts into election gear, SADC needs to be vigilant about the violence against women and women candidates in particular. Civil society organisations in Zimbabwe, especially women's organisations, have engaged in peace building initiatives over the last decade. They have also started to engage on the issue of gender and security sector transformation through a series of workshops (for example the workshop held in April 2013 by the Zimbabwe Peace and Security Programme).



Militarisation of politics in **Swaziland** has been identified as a potential threat to peaceful elections in 2013. Newspaper reports have recorded a number of instances in which police clashed with civilians and banned political parties. The Open Society Initiative of Southern Africa (OSISA) told the African Commission on Human and Peoples' Rights meeting that in February 2013 a battalion of armed police invaded the Our Lady of Assumption Cathedral in Manzini and forced the congregation to vacate the church alleging that the service 'intended to sabotage the country's general elections'. OSISA added: "A month later, a heavily armed group of police backed up by the Operational Support Services Unit prevented members of the Trade Union Congress of Swaziland (TUCOSWA) from holding a peaceful commemoration prayer in celebration of the federation's anniversary. In both instances there was no court order giving the police the legal authority to halt the prayers." In July a large consignment of ammunition was discovered at the airport under a cloud of secrecy. Thousands of hand grenades were discovered. Current expenditure indicates more public spending is made on the army than social services like health, education and food security.

Policy provisions for women's representation and participation



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

The recently adopted African Union Security Sector Reform Policy Framework provides the platform for SADC member states to meaningfully implement Gender and Security Sector Reform (SSR). This policy notes that "SSR will adhere to the principle of gender equality and women's empowerment as enshrined in the various protocols and frameworks. The entire SSR process will therefore include women-specific activities, gender awareness and responsive programming, and aim to bring about transformative possibilities for gender equity within the security sector."[5] Sadly, the new strategic framework for the SADC Organ, SIPO2, once again missed the opportunity to mainstream gender into peace and security and the Regional Action Plan for the implementation of UNSCR 1325 that was drafted in 2011 is yet to be adopted.



Globally there has been considerable forward movement on UNSCR 1325. The UN has developed a set of indicators to assist with monitoring and evaluating progress in relation to women, peace and security and a seven-point action plan for gender responsive peace building. A number of regional organisations have adopted UNSCR 1325 Regional Action Plans, e.g., the League of Arab States and the Economic Community of West African States.

There are now 37 countries with National Action Plans (NAPS), nine in Africa, and one in Southern Africa - the DRC. The South African government has drafted a NAP but this is yet to be formally adopted and remains out of the public eye, which speaks to the lack of public consultation. Civil society and government representatives jointly worked on a NAP for Madagascar in 2012. This still has to be formally adopted by the state. With 2015 around the corner, SADC will have to fast track the implementation of Article 28 of the SADC Gender and Development Protocol.

> "Although National Action Plans can be useful tools to advance the implementation of commitments on women, peace and security, it is equally important to ensure the mainstreaming of those commitments in relevant policy and planning processes, including at a sub-national level."
> *UN Report of the Secretary General on Women Peace and Security, October 2012*

[5] AU Policy Framework on Security Sector Reform adopted in 2011.

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 No 1/93 Gender not mainstreamed into the Act Women are allowed to enlist	The Lusaka Protocol 1994 governs policing. Women are allowed to enter the police services.		No
Botswana	Yes	Defence Act chapter 21:05. Gender not mainstreamed into the Act. Women allowed to enter the Defence Force since 2008.	Police Act 29 of 1978; Chapter 21:01 of laws of Botswana. Gender not mainstreamed into the Act.	Prisons Act Chapter 21:03. Gender not mainstreamed into the Act.	Yes
DRC	Yes		In 2010 a new law was passed to reform the police. (Cannot access).	Ordinance 344 of 1965. Gender not mainstreamed into the Act.	Yes
Lesotho	Yes	Lesotho Defence Force Act no. 4 of 1996: Gender is not mainstreamed into the Act.	Police Act no 7 of 1998. Equal opportunity for police recruitment mentioned in Act. Gender is not mainstreamed into the Act.		Yes
Madagascar	No	Military was limited to the recruitment of men. No specific reference to gender equality in legislation. They have now opened doors to women with a 10% intake quota being applied.	Law 96-026 of 4 October 1996. Article 8 stipulates that it does not discriminate against officers on the basis of gender.		Yes
Malawi	Yes	Malawi Defence Force Act of 2004 commits defence to maintaining a healthy well trained, equipped, disciplined and gender sensitive force. Women joined the Defence Force in 2000.	Malawi Police Service Act - (cannot access). Recruitment to the Malawi police does not discriminate on the basis of gender.	Prisons Act of 1966: commits to a responsive and equitable service, also mainstream gender ,HIV and environment . Strategic Plan of Correctional Services commits it to mainstreaming cross cutting issues such as HIV, gender and environment.	Yes
Mauritius	Yes	No Defence Force.	Police Act 1974 and Police Amendment Act of 2003. Acts do not mainstream gender. The country has a Sex Discrimination Act 43 of 2002 protecting against unlawful discrimination. Women are part of the police services.	Reform Institution Act of 1988. Only refers to he/him.	Yes

Country	Constitution reflects gender equality clause	Defence White Papers	Police White Papers	Correctional Services Act	Signed Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children
Mozambique	Yes	Defence and Security Act 17 of 1997. Act does not mainstream gender. The National Gender Policy indicates that women should participate at all levels of the society including defence and security.	No Act.	Decree-law number 26.643 dated 28 May 1936, amended in 1954 and 2006 (cannot access).	Yes
Namibia	Yes	Namibia Defence Force Act 1 of 2002. Act is gender sensitive. A newly formed gender unit in the NDF is reviewing all defence policies and legislation. NDF has a gender mainstreaming policy.	Police Act 19 of 1990 is gender sensitive. Recruitment policy is gender sensitive.	Namibia Prisons Act 17 of 1998 is gender sensitive.	Yes
Seychelles	Yes	Defence Force Act 31 of 1980. Gender not mainstreamed into the Act. Does have women in the Defence Force.	Police Force Act (Cap 172). (Cannot access). Does have women in the Police.		Yes
South Africa	Yes	White Paper on National Defence for the Republic of SA 1996 is gender sensitive. New White Paper being drafted. Gender not mainstreamed into the Defence Act of 2002. SANDF has a gender mainstreaming policy. White Paper on Peace Missions in South Africa 1999. No special clause on gender - White Paper is in the process of revision. Women part of the Defence force since the 1970s.	SA Police Services Act 1995 - gender not mainstreamed. Have a gender policy. SAPS has an Affirmative Action Policy that calls for 30% representation. Women part of Police since 1971.	Correctional Services Act 111 of 1998 is gender sensitive.	Yes
Swaziland	Yes		Police Act 29 of 1957 (cannot access).	Prisons Act 40 of 1964 (cannot access).	Yes
Tanzania	Yes	National Defence Act of 1966 does not mainstream gender. Recruitment policy does not discriminate against women. Women part of the Defence Force since its inception.	Police Force and Auxiliary Services Act 2002 (cannot access). Tanzania Police Force Reform Programme includes gender mainstreaming.	Prisons Act of 1967. Gender not mainstreamed into the Act.	No
Zambia	Yes	Defence Act 45 of 1964 (amended In 1994) in [Vol. 8 Chapter 106 of Constitution] - gender not mainstreamed. Defence Force does recruit women.	Police Act (amended in 1999) [Vol. 8 Chapter 107] - gender not mainstreamed. Does recruit women.	Prisons Act 56 of 1965 (amended 2000) [Vol. 7 Chapter 97] - gender not mainstreamed.	Yes
Zimbabwe	Yes	Zimbabwe Defence Act 1972- Gender not mainstreamed. Zimbabwe National Defence Policy 1997 (cannot access).	Police Act 2 of 1995: Gender not mainstreamed. Does recruit women.	Zimbabwe Prisons Act 4 of 1993 - gender not mainstreamed.	No

Table 8.1 reflects the need for SADC countries to review dated, gender-blind legislation in the security sector. Most countries have adopted polices to recruit women into the security sector but there is inadequate information on the content of these polices and on the existence of other policies (e.g. sexual harassment) and mechanisms (gender units). There needs to be an overall assessment of gender and security sector transformation in SADC countries. This process can be undertaken by SADC, which should take the lead in the implementation of the AU SSR framework policy. SSR processes aim to achieve the following:

- Implement gender best practices and women focused activities at all levels and in all the elements of the security sector.
- Improve the mechanisms for the prevention of sexual and gender-based violence with the aim of ending all violence against women.
- Involve women at all levels of SSR processes including the leadership positions with the aim of creating gender balance in the security sector institutions.
- Address specific needs of women and girls formerly associated with armed forces or groups as well as wives and widows of former combatants.
- Provide gender, international human rights and humanitarian law training to all security personnel; and
- Increase the recruitment, retention and advancement of women in all security sector institutions.

Representation

Table 8.2: Representation of women in the defence sector in Southern Africa

Country	Male %	Female %
Angola		
Botswana[6]	99	1
DRC	93	7
Lesotho		
Madagascar	99.9	0.1
Malawi	95	5
Mauritius	No defence force	
Mozambique	95	5
Namibia	74	26
Seychelles	80	20
South Africa	73	27
Swaziland		
Tanzania		
Zambia	90	10
Zimbabwe	80	20

Source: ISS and country reports.

Table 8.2 reflects the proportion of women in the defence forces of ten SADC countries for which this data could be obtained. In some instances these percentages are still estimates. When the SADC Defence Forces begin to populate the newly adopted template for tracking the mainstreaming of gender into the Defence Forces more accurate data will be available. The table shows that four countries have achieved a representation of women of 20% or above: Zimbabwe, South Africa, Seychelles and Namibia, with South Africa (27%) having the highest proportion of women in the defence force.

Missing from Figure 8.2 is data for Angola, Lesotho, Swaziland and Tanzania. It is not clear whether there are women in these defence forces. Although Angola and Tanzania have a relatively large number of women the data could not be verified.



Women in Madagascar's armed forces total only 0.1%. *Photo: Zotonantenaina Razanadratefa*

[6] Since 2008 Botswana has trained a 100 women recruits.

SADC: Fewer soldiers but more women



In May 2013, the SADC Inter-State Defence and Security Committee Human Resources working group agreed to downsize their defence forces while increasing the representation of women. The meeting brought together senior commanders from all SADC members states' armies.

Addressing delegates at the closing ceremony of the meeting on 23 May, Zimbabwe Defence Forces Chief of Staff Service Personnel and Logistics, Air Vice Marshal Titus Abu-Basutu, said the move to trim armies would be carefully looked into. "In discussing exit strategies of downsizing our defence forces, you explored ways of harmonisation in order to achieve a common approach to this important matter," he said.

Because each SADC member is different, downsizing the armies should be tailored to suit the needs of each member state. Therefore no figures or percentage of people to be retired were made available. In that regard, Abu-Basutu said the regional bloc will carefully study the situation and come up with ways of integrating retired soldiers into civilian life. here was also a fast track resolution to have more women joining the security forces.

"It is gratifying to note that... most defence forces have promulgated policies that address and promote gender equity. I have no doubt that by 2015 the majority of our defence forces will have achieved the 30% threshold for women," Abu-Basutu said.[7]

Head of the SADC Gender Protocol Alliance Peace and Security Sector Cheryl Hendricks, drawing on the conceptualisations of Colleen Burke noted "Although militarism as an ideology extends beyond the military, the military is the institution in which it is embedded and through which it is most visibly exercised. Militarism promotes the use of physical violence for resolving conflict (institutionalised violence), operates on the logic of friend and enemy, entrenches hierarchical power relations and stereotypical notions of masculinity and femininity and seeks to maintain clear division between the genders: it projects, reinforces and is shaped by patriarchy. The transformation of gender relations within the defence force requires a shift away from an ideology of militarism."[8]



Angola's National Defence minister, Cândido Van-Dúnem praised military women and civilian female staff of the Defence Ministry and the Angolan Armed forces (FAA) during March 2013 celebrations. Cândido Van-Dúnem went on saying that since the early stages of the Angolan liberation struggle for independence women have always been showing commitment and tenacity, as well as strong willingness to contribute to the establishment of a country that promotes freedom, prosperity and progress. He noted that the Defence Ministry and the Angolan Armed Forces have several women at different levels, in leadership positions. Although there is no sex-disaggregated data on the security forces, the Commission on Defence and Public Order is chaired by a woman and has a female representation of 56.2%. Women account for 18% of decision-makers in the ministries of Justice, Interior and Defence.[9]



Botswana continues to increase the number of women in its defence force. It now has 100 women officers and is seeking to enlist women into the infantry with the support of Africom (US Africa command structure).

[7] http://www.defenceweb.co.za/index.php?option=com_content&view=article&id=30638:sadc-countries-aim-to-reduce-forces-have-more-women-in-the-military&catid=56:diplomacy-a-peace&Itemid=111

[8] Cheryl Hendricks, 2012, " Transformation of Gender Relations in the South African National Defence Force: Real of Presumed" in Gender and Peacebuilding in Africa Occasional Paper 4, Pambazuka Press citing Colleen Burke, 'Women and militarism', Women's International League for Peace and Freedom, http://www.wilpfinternational.org/publications/womenmilitarism.htm, accessed 26 January 2012.

[9] Source http://allafrica.com/stories/201304010022.html, 29 March 2013; Barometer country report.

Botswana: US Soldiers help integrate women into the Botswana Defence Force

As the U.S. Army drops its ban on women serving in combat positions, the Botswana Defence Force (BDF) is making similar personnel changes by having a Woman's Integration Work Group to give Batswana women a chance to be enlisted soldiers within the BDF.

For the work group, Colonel Sara V. Simmons and Sergeant Major Carolina D. Johnson of U.S. Army Africa in Vicenza, Italy, travelled to the BDF Headquarters in Gaborone, Botswana, from April 5-12 to share their successes and also some of the challenges women still have in the U.S. Army.

U.S. Army Africa responded to a request from the BDF Chief of Defense Forces stating the leadership was interested in integrating enlisted women into the BDF. The BDF has about 100 female officers. Simmons said they went to Botswana to share not only their personal experiences but also how the U.S. Army has transitioned from its birth in 1775.

U.S. Ambassador to Botswana Michelle D. Gavin said, "Barriers restraining women's ability to add value to an organisation remain in place only to the detriment of that organisation. It is common sense to use your entire pool of talent to build the strongest possible organisation. Passion to serve is not tied to whether you are a man or woman, but it is what is in your heart, it is in your commitment to country, and it is in the talents you bring to the fight. On these measures, men and women walk the same path. This has not been and it will not soon be an easy path. Not in the United States, nor in Botswana."

Source: http://allafrica.com/stories /201304261126.html



Botswana Defence Force band at International Women's Day in Ramotswa. *Photo: Vincent Onthusitse*

In August 2012 **South Africa**'s Department of Defence held a Women's Month gender conference and a 16 Days of Activism Campaign conference in December 2012. The Chief Directorate Transformation Management hosted a sexual offences management workshop at the SA Air Force College. SANDF personnel have been implicated in sexual offences in peace missions. The Department of Defence noted: "There are 93 cases involving the South African National Defence Force (SANDF) members serving under the United Nations Organisation Stabilisation Mission in the DRC."[10] To address the issue of sexual offences, SANDF is reviewing its sexual offences legislation so that the Act has a stricter application and carries a much harsher punishment.

Namibia continues to have the second highest percentage of women in defence at 26%. In August 2012, the Namibian Defence Force (NDF) held a two-week workshop to strengthen the capacity of the Gender Unit Representatives in the NDF. Namibia appears to have support from the highest levels within its defence sector for its gender-mainstreaming programs and this has assisted with the relatively fast pace at which women have been integrated into the security institutions.

[10] Report by Wyndham Hartley, 2013, "SA Soldiers serving in the Congo face 93 charges" http://www.bdlive.co.za/africa/africannews/2013/06/13/sa-soldiers-serving-in-congo-face-93-charges. Note that this covers the period from 2003 and only 15 have been charged.

Police services

Table 8.3: Women's representation in SADC Police Services

Country	Male %	Female %
Angola	n/a	n/a
Botswana	76	24
DRC	94	6
Lesotho	83	17
Madagascar	88	12
Malawi	79	21
Mauritius	94	6
Mozambique	93	7
Namibia[11]	69	31
Seychelles	62	38
South Africa	67.5	32.5
Swaziland	n/a	n/a
Tanzania	81	19
Zambia[12]	83	17
Zimbabwe[13]	75	25

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[14]; 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).

Table 8.3 reflects data for 13 of the 15 Southern African countries Police Services. This data remains the same as in the previous year. Six countries have 20% or more representation of women in their police services (Zimbabwe, South Africa, Seychelles, Namibia, Malawi and Angola). Three of these - Namibia, South Africa and the Seychelles - have a representation of more than 30%. Three countries for which data could be obtained (DRC, Mauritius and Mozambique) have less than 10% women in their police forces.



Although there is no data for the number of women in the police services of **Angola**, the country report to Convention of the Elimination of All forms of Discrimination Against Women (CEDAW) in 2013 noted that the "Police Force of Angola promoted unity of family and a department had been created to deal with domestic violence and violence in the family, headed by a woman, which provided psychological counselling to victims and guidance on the procedure to follow. The Criminal Code was being reformed and would include all crimes against human rights, including trafficking in, persons."[15] In June 2013, women in Angola protested their lack of protection. A news report claimed "more than 15,000 citizens took to the streets in protest against the wave of brutal murders of female peasants, and the mutilation of their bodies in Cafunfo, Cuango municipality, in Lunda-Norte province."[16] One of the protestors, Paula Muacassenha, said: "The women of Cafunfo turned out *en masse*. Women are very angry, myself included. In the South, when a bull disappears, even the government worries. Here, women are brutally murdered and the police and government don't even bat an eyelid."[17]



Women comprise 24% of the **Botswana** Police Service (BPS), predominantly at the lower ranks. At the Southern African Defence and Security Management Network (SADSEM) workshop in Botswana from 2-4 May 2012 Kebonyengwana Mashaka of the University of Botswana noted: "The prospect of reaching the SADC Gender Protocol target for women to hold 50% of decision-making positions in the public and private sectors seems bleak for the BPS. Yet, efforts have been made to integrate women (rather than mainstream gender) into police promotions and development criteria. There is no set target for female recruitment: the Police Commissioner decides how many female and male officers to recruit each year, based on demand and logistics."[18]



Botswana Police Service at International Womens Day march in Ramotswa. *Photo: Vincent Onthusitse*

[11] This is a 2009 figure.
[12] This is a figure for 2008. From the Gender and Security Sector Reform Toolkit.
[13] http://ipsnews.net/africa/nota.asp?idnews=53329
[14] http://www.nampol.gov.na/Pages/DOCUMENTARY.aspx
[15] CEDAW Report for Angola, February 2013. http://www.unog.ch/80256EDD006B9C2E/%28httpNewsByYear_en%29/9AB2F1455476ACBBC1257B18005F3F28?OpenDocument
[16] Maka Angola News, 18 June 2013. http://makaangola.org/2013/06/18/en-police-and-military-crackdown-after-womens-protest-in-lunda-norte/
[17] Ibid.
[18] SADSEM Seminar Report, 2013, "Security, Defence and Gender, Training and Education Workshop" Gaborone, Botswana, 2-4 May.

Botswana: Entry points for mainstreaming gender into Botswana Police Services operations

Pursue the principle of visibility: If women are not in "visible" police roles they are often passed over for promotion. Cases where single mothers who lack the necessary childcare support to work night shifts or live far from home highlight one example of the many issues that make it hard for women to gain visibility and promotion. There is also the challenge of "sympathetic discrimination". As an example of this practice, female officers are not allowed to use motorcycles during traffic control duties because "women can't control them" as they are "too big". In another example, women are often not given detective or intelligence work because of the cultural stereotype that they talk too much and cannot keep secrets. In order to put an end to such discrimination, policewomen should be deployed in positions that offer opportunities for recognition and promotion. Measures are also needed to recruit and train more female police officers. In addition, female officers should also be put on patrol duty so that they are can constantly interact with the population and initiate educational campaigns in schools. Finally, promotions must be based on merit.

Training and education programmes: Though BPS training mechanisms are not visibly gender-biased, female officers are often not included in continuing education courses, such as on defence and security management or security sector governance. On the other hand, male police officers are often excluded from gender training simply because they are men.

Institutional culture: There are certain stereo-types about the police that are acted out in internal institutional culture as well as within the communities the police seek to serve. For instance, police have to be tough, brave, etc. In certain cases, community members prefer to lodge their complaints with male officers because they fit this stereotype of policing. There needs to be a change not only in institutional police culture but also in the way that communities view policing in order to foster a broader understanding of the professional skills required and to avoid discrimination against female officers.

Domestic violence reporting: In the BPS, there is a perception that dealing with cases of domestic violence is not "real police work". Women are asked accusatory questions when reporting assault and abuse, such as: "What did you do to make him so angry?", while abused men are sometimes asked embarrassing questions like: "Why do you let a woman beat you?" This compromises justice delivery and runs counter to the stated values of the BPS.

Crime management strategy: As with domestic violence cases, the reception of rape victims by police officers is not always welcoming. The different attitudes and discriminatory behaviour of the BPS must be reviewed and addressed. What is the policy in dealing with rape cases? Perpetrators must be identified and victims given equal protection. In reality, however, rape cases have the highest drop-out rate of any crime from the time of reporting to conviction in court.
Source: SADSEM Security Defence and Gender Training and Education Workshop Report, 2-4 May 2012, Gaborone Botswana.



Botswana Police Force leads the march against GBV in Kgatleng District Council.
Photo: Vincent Onthusitse

The **DRC** Police estimates the number of women was at 6%.[19] Gender and SSR therefore has not been a major feature of the police reform programs. There are serious structural and behavioural challenges that still beset the police including accommodation challenges.

Colonel Ekofo Ndejemba Donatien of the South Kivu Police Department, told the news service IRIN: "You may be used to managing your house as you wish, but in our camps it is different. We live all together - officers, lower ranks and all of our families - under the rules decided by our Commander. This causes a lot of conflict,

[19] Cheryl Hendricks interviewed representatives of the PNC in Kinshasa in March 2013.

misunderstanding, abuse of power and both superiority and inferiority complexes. Frankly, it's an environment that predisposes men to commit violence of one type or another. Unfortunately, that is usually gender-based violence."[20]



In the absence of a military, police in **Mauritius** ensure peace, security and the safety of the population. Women only constitute 6% of the country's police force. However, the Mauritian Police Force (MPF) is "committed to transforming the organisation into a modern and dynamic one which will allow for faster response to the needs of the citizens and to fulfill its mission thereby yielding the expected desired results." It therefore launched a new National Policing Strategic Framework in 2010 with a view of "enhancing its efficiency and effectiveness and providing a high standard of service to the public [asserting that] the NPSF paves the way for a fundamentally new policing concept and philosophy and rests on six key strategies, all aiming at shifting the Police from a "Force" to a "Service", where the service to the community is at the centre of the policing role."[21] We hope that part of that transformation includes mainstreaming gender into the MPF.



The events of 16 August 2012 at Marikana, where the police shot and killed 34 striking miners has left a huge blight on an already beleaguered **South African** Police Service. This came at a time when South Africa had just appointed a new female National Police Commissioner, Riah Phiyega. She has had to face the Commission of Inquiry and be under public scrutiny. Her handling of the Marikana massacre has raised concerns over whether women in senior positions in security services change the culture of their institutions. Indiscipline in SAPS has also made media headlines quite often over the last year. SAPS officers, male and female have been implicated in police brutality, taking bribes, robberies and various sexual offences. It is clear that the South African Police Service has to refocus on creating an effective, efficient and rights respecting service for it is fast losing credibility. The number of women in SAPS, as impressive as the statistics are at 32%, will not amount to much if the people of South Africa do not trust the police.

South Africa Police Commissioner Riah Phiyega holds a BA (Social Work) degree from the University of the North, a Bachelor of Arts Honours (Social Science) from the University of South Africa, a Masters in Arts (Social Science) degree from the University of Johannesburg and a Post Graduate Diploma in Business Administration from Wales- University- Cardiff. She also attended Executive Development Programmes at the National University of Singapore and Wharton University, Pennsylvania in the US. She is a past Group Executive of Absa Bank Limited. While at Absa, she chaired the All Pay boards of Gauteng and Eastern Cape; she was also a board member of Absa Actuaries, Chair of Gotswelela Trust and Trustee of the Absa Foundation.



South Africa Police Commissioner Riah Phiyega.
Photo: www.ilo.co.za



Zimbabwe's police force has a representation of 25% women. In the police force, 25% of deputy commissioners are women, 36% Senior Assistant Commissioners and 17% Chief Superintendents.[22]

Correctional/prison services

Although research on the motivations and practices of male sexuality and the human rights abuses in prison are receiving much more scholarly attention, there is no comprehensive overview of the gendered nature of the staffing of prisons. Information is only available for six countries in the region.

Table 8.4: Women's representation in correctional services

Country	% Male wardens	% Female wardens	% prisoners who are women
Angola			3
Botswana			4
DRC			4
Lesotho	74	26	2
Madagascar	84	16	4
Malawi	85	15	1
Mauritius	92	8	6
Mozambique			2
Namibia			3
Seychelles	48	52	7
South Africa	72	28	2
Tanzania			3
Zambia			3
Zimbabwe			3

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

[20] Cited at http://www.irinnews.org/report/91391/drc-new-law-a-boon-for-police-reform
[21] Cited at http://prb.pmo.gov.mu/English/Documents/PRB%20Reports/mpf.pdf
[22] Cited at UNDP Zimbabwe website, http://www.undp.org.zw/millennium-development-goals/goal-three-gender-equality.

Table 8.4 shows that in almost all countries, women constitute 4% or less of all prisoners. The highest proportion of female prisoners is in **Seychelles**, which also has a strong matriarchal culture as a result of many men migrating from the island in search of jobs, adventure and greener pastures. Ironically, Seychelles also has the highest percentage of women wardens. It is the first country in Southern Africa to reach the 50% milestone for a security sector institution.

South Africa is making a concerted effort to increase the number of women wardens and to create a sense of belonging for them. It recently launched a network for women prison wardens across the country. This will complement the network for police women and shows that women in the security sector are beginning to find ways in which to cooperate to improve their employment conditions.

Women prison warders to be empowered

Minister of Correctional Services, Sibusiso Ndebele, has revealed that female prisoner warders are subjected to discrimination, sexual harassment and intimidation in many South African prisons. Speaking at the launch of the Correctional Services Women's Network in Bloemfontein, Ndebele said the environment in many prisons in the country was not favourable for women warders.

According to Ndebele, there are over 11 000 women working in the department, which constitutes 28 percent of the 41 808 total of staff members employed in the department. Only 31 percent of them are in managerial level.

The objective of the network is to create a platform for women to be able to share their observations and concerns and find ways to solve these problems. This will in turn promote unity and cooperation amongst female correctional officers and prison population in both South Africa and SADC region.

The network seeks to ensure that there is gender parity during training and deployment. Ndebele said he is determined to ensure that women occupy strategic positions. "In most cases, there have been considerable changes at policy level. The system still remains large,


Sibusiso Ndebele.
Photo: Google Images

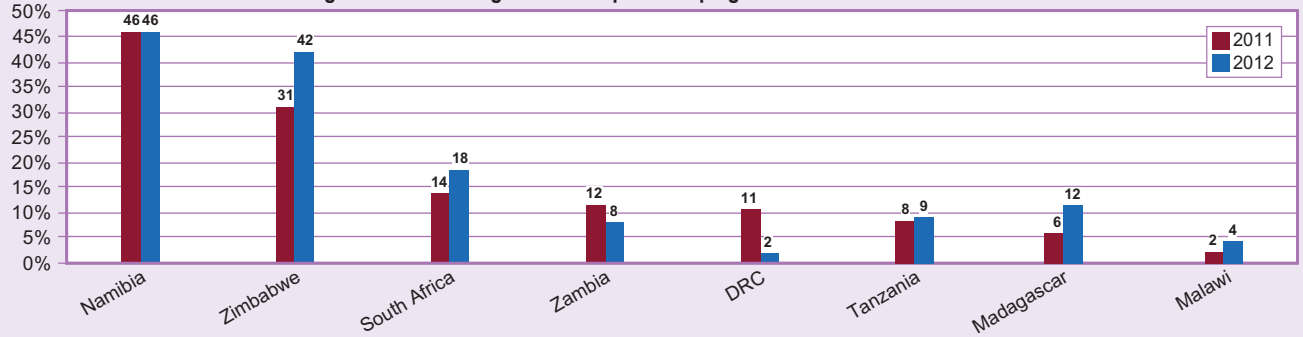
and is not designed to accommodate the specific needs of women in the work-place, including the basic provision of amenities for women," he said. "It is important that as a sector, those of us in the law enforcement should direct a message that reaches out to women which clearly says to them that they are needed, that they are welcome and they are valued. That message can only be sent by the way we treat and empower those that are already in the system."

The Minister said a gender sensitive approach is needed to treat victims and offenders within the criminal justice system. This can only be achieved if women are taken on board to give inputs from a female perspective. He stated that this will enhance the efforts in the fight against crime. "Women should not be viewed as the victims within the criminal justice system, but as contributors both in the prevention and combating of crime." The department is currently finalising a Human Resource Development Strategy (HRDS) initiative, which will ensure the acceleration of the department equity targets, in line with national targets.

Source: The Weekly, 31 August 2012 http://theweekly.co.za/?p=9568

Peacekeeping

Figure 8.2: Percentage women in peacekeeping forces - 2011-2012



Source: Calculated from 2011 and 2012 UNDPKO Monthly Statistics for Peace missions.

Zimbabwean police women join the "blue berets"



Of the 1063 officers of Zimbabwe's police who have taken part in eight peace-keeping missions worldwide, a total of 189 of them (18%) have been women. The first woman served in East Timor in 2000, seven years after the police began participating in peacekeeping missions.

From providing security to women and girls as they go searching for wood for cooking, to providing support during elections, to ensuring food supplies can reach refugee camps safely- the work of peacekeepers starts at dawn and ends after most other people have gone to sleep. Far away from their own friends and families, UN peacekeepers serve a critical role in maintaining peace in post-conflict countries.



Zimbabwean peacekeepers discuss challenges. From left to right: Superintendent Sithulisiwe Mthimkhulu, Superintendent Rosina Mamutse, Assistant Commissioner Charity Charamba, Superintendent Jessie Banda, Superintendent Kani Moyo, and Assistant Inspector Muchaneta Isabell Ngwenya. *Photo: UNDP/Sirak Gebrehiwot*

Assuming senior-level positions while on mission comes naturally to Zimbabwean police women who already hold senior posts at home, explains Assistant Commissioner Charity Charamba.

"We are provided with equal opportunities within the police and given the chance to rise and to participate at all levels. Women are heads of several of the country's provinces and the head of the training depot is female," she says, adding that Zimbabwe's Police Commissioner General promotes women's advancement within the force.

She says working internationally gives women blue berets the chance to see different types of police practice and to share experiences.

"I have been on the Zimbabwean Police Force for 31 years and I work in the Victim Friendly Unit as a gender trainer. I've always wanted to be one of the blue berets and my dream came true," says Superintendent Kani Moyo, who served for 15 months as a Gender Police Advisor and Officer in Charge of Training in Nyala with the African Union/United Nations Hybrid peacekeeping operation known as UNAMID, in Darfur, Sudan.

Superintendent Sithulisiwe Mthimkhulu, who has been on peacekeeping missions in Sudan and Liberia, recalls facing barriers because of her gender, but also because of cultural differences.

"In Darfur, Sudan, before independence, the local people looked at you as if you were different, because you are a woman in uniform. Also, being a Muslim country, the local male police officers did not take it lightly receiving orders from a woman," she recalls. During her missions, Mthimkhulu has worked to motivate women through sports, literacy classes and other activities to become interested in all aspects of police work and she assisted them in establishing a police women's network.

Source: http://www.unwomen.org/2012/10/zimbabwean-women-police-officers-make-inroads-as-members-of-the-blue-berets/

Although there is more global awareness of the need to include women in peace negotiations and to produce gender sensitive peace agreements, the region is still lagging behind in realising this ideal. Of the 14 peace processes mediated by the UN in 2011, only four of the negotiating parties included women in their delegations. Of the nine peace agreements signed in 2011 only two contained women, peace and security provisions.[23] The UN has now developed guidelines for gender sensitive mediation that SADC countries should take heed of.

The UN set a target of 20% deployment of women police peacekeepers by 2014 and 10% for troops. It is still struggling to reach these targets. Some countries in Southern Africa are making concerted effort in this regard and have in some instances exceeded this target (see the data for peacekeeping for Namibia, South Africa and Zimbabwe). They are able to deploy larger numbers of women because of programs to attract women into their security institutions and to implement gender mainstreaming policies.

[23] UN Report of the Secretary General on Women, Peace and Security, October 2012. http://www.un.org/ga/search/view_doc.asp?symbol=S/2012/732

The deployment of female peacekeepers is a key component of UN Security Council Resolution (UNSCR) 1325. However, its implementation continues to be a global challenge. The United Nations Department of Peacekeeping Operations (UNDPKO) target for women in country troop contributions is 10%, while police targets are at 20%. A much more concerted effort must be undertaken to train and deploy women as well as to ensure that all peacekeepers receive adequate gender sensitive pre-deployment training.

A few countries in Southern Africa continue to perform above the global average for the proportion of female peacekeepers they deploy, namely Namibia, South Africa and Zimbabwe. The proportion of women and men deployed in UN peacekeeping missions for 2012 has shown some improvement for SADC countries. Although Lesotho and Mozambique continue to send women, the number of peacekeepers they send is small (2-3 peacekeepers each), and the DRC has declined from 11% in 2011 to 2% in 2012, the other contributing countries are making an effort to deploy more women.

For example, Madagascar increased its proportional percentage of women from 6% to 12%; Malawi from 2% to 4%; Tanzania from 8% to 9%; South Africa from 14% to 18% and Zimbabwe from 31% to 42% in 2012. Namibia remains the same but continues to deploy the largest proportion of female to male peacekeepers 46% women.

However South Africa accounts for the largest actual number of women deployed, because it deploys many more peacekeepers overall. For 2012, South Africa deployed an average of 372 female peacekeepers per contingent (compared to 1740 males), whereas Namibia deployed an average of 26 females and 31 males.[24]

Policewomen in peacekeeping forces

For many countries the majority of the women peacekeepers deployed are drawn from the ranks of the police, rather than the defence forces (it is only South Africa and Tanzania who send more women soldiers than police as peacekeepers). For 2012, Namibia deployed 62% women from its police contingents (an average of 23 women per contingent), and 32% for Malawi (an average of 20 women). South Africa deployed an average of 25% females from its police contingents (an average of 18 women).

Training

Increasing the number of women in the security sector is not an end in itself. The focus should also be on the broader issues of the security of women within society and the transformation of the culture of the security institutions so that they are gender sensitive and gender responsive. Gender based violence in the region remains at alarmingly high rates and security sector personnel are implicated in many of the abuses.

Security institutions need to review their training curricula from a gender perspective so that it goes beyond the current short obligatory modules on sexual and gender based violence to more meaningful and transformative gender content that is a core part of what they are taught.

The Southern African Defence and Security Management Network (SADSEM) has made efforts to mainstream gender into training: The network comprises 11 tertiary partner institutions. The network seeks to contribute to peace and security in Southern Africa by strengthening the democratic management of its defence forces and other security organs. It does so primarily by offering specialised training programmes to police and military officers and others involved in managing defence and security in the region. It also undertakes research on defence and security issues, and helps governments in the region to develop defence and security policy.[25] A meeting convened in June 2013 by SADSEM to mainstream gender into the curricula of security service training courses is a start, but this is at the higher level of education. Gender needs to be mainstreamed into training from cadet level to senior management in all security sector institutions.

Similar efforts are under way in police services: From 25 to 27 September 2012, the Training for Peace Programme at the Institute of Security Studies (ISS) held a workshop with the Southern African Regional Police Chief Council Organisation (SARPCCO) Task Team for Female Police Officers Gender Mentors/Advisors course. Ten participants attended the meeting from the INTERPOL Regional Bureau in Harare, and delegates from Malawi, Tanzania, South Africa and Zimbabwe. The training aimed to:

- Equip participants with the necessary tools to enhance gender mainstreaming.
- Translate UN/AU peacekeeping mandates on gender equality into practice, and supporting capacity building of the police.
- Assist in mentoring, advising and training national police, including community policing and gender, investigating sexual and gender-based violence.
- Promote and ensure that communities have access to police services in missions.
- Raise awareness on gender issues so that the police are able to create linkages with organisations and community groups representing women.[26]

[24] Calculated from UNDPKO 2012 monthly statistics.
[25] http://sadsem.org/?page_id=16
[26] http://www.issafrica.org/events/the-sarpcco-female-police-gender-advisorsmentors-course-task-team-meeting

Southern Africa: Gender in peace training

As a trained woman peacekeeper I have facilitated discussions on Gender-Based Violence (GBV) locally and regionally. The course that I facilitated covered what is meant by GBV, the implications, factors contributing to it, perpe-trators of GBV, and how to investigate gender cases. Police officers who were to be deployed in conflict areas were trained in these aspects because that is where GBV is rife.

After attending the Train the Trainer (TOT) course in peacekeeping at the Botswana Police College, I was selected to proceed to Mozambique because I was one of the participants who did exceptionally well. In Mozambique I satisfied all the require-ments, and after several presentations, role plays, and exercises, I was certified by SARPCCO and ISS as a regional facilitator in peace operations.



Kedibonye Emily Kula from Botswana speaking at the SADC Gender Protocol@Work summit. *Photo: Vincent Onthusitse*

I have run training in Malawi and Namibia, aimed at preparing the contingent who were to be deployed in the African Union Hybrid Operation in Darfur (UNAMID), the United Nations Mission in South Sudan (UNMISS), the United Nations Integrated Mission in Timor-Leste (UNMIT) and other missions. I also facilitated a TOT course for police participants from Botswana, Lesotho, Mauritius, Malawi, South Africa, Swaziland and else-where.

Women in conflict areas are vulnerable to abuse and GBV because legal structures and law enforcement have collapsed, and perpetrators take advantage of that situation. Some women end up in marriages of convenience just because they live in poverty, need security, and they don't have anything to give to their children. Such situations come about because of the conflict. The training contributed a lot because the officers were then deployed to missions in countries such as Sudan, where GBV is used as a weapon of war. The officers are still in Sudan and are in a better position to investigate and testify against perpetrators because of the training that they received.

UNSCR 1325 reaffirms the important role of women in the prevention and resolution of conflicts and in peace-building, and stresses the importance of their equal participation and full involvement in all efforts for the promotion of peace and security. It also emphasises the need to increase women's role in decision-making with regard to conflict prevention and resolution.

The training aimed to define gender and understand the relationship between gender and culture in war-torn areas, and to equip the trainees with information on how gender relationships are transformed by violent conflicts. The training included a discussion of the impact of conflict on women and men, and also on the implications of GBV. It helped the participants to be aware of the policy framework in dealing with GBV and sexual exploitation, and to understand conflict resolution processes, since they were to be deployed in areas where there are wars or conflicts going on. It aimed to enhance the police officer's knowledge of the promotion of gender equality and the protection of women in conflict areas.

The effectiveness of the training reflected in women participants being more comfortable to articulate topics on gender and sexual exploitation. In Malawi and Namibia I was the only woman facilitator, and the rest were men. I had to deal with all the topics that involve gender issues. The coordinating organisation (ISS) sent a letter of appreciation to the Commissioner of Police, thanking him for allowing me to go and facilitate. My country needs to replicate the process of deploying trained officers to war-torn areas to use the knowledge that they have received, and take part in protecting victims of GBV and preventing gender crimes. For the project to continue beyond its life span, the country has to contribute towards the deployment of peace keepers in areas that are affected, because they will apply the skills they have been taught to save the communities that are vulnerable to GBV. The project will be copied and replicated by others, because its effects will be seen and recognised globally - *Kedibonye Emily Kula, Public Prosecutor, Botswana, speaking at the SADC Gender Protocol@Work Summit, April 2013.*

Women in the SADC peace and security structures

Tanzania: Women in Peace Networking (TAWOPE)



Three women - a journalist, a teacher and a social worker - founded TAWOPE after attending a special training on peace and security in 2004. Rustica Haule, one of the funders, presented a case study on the network at the SADC Gender Protocol@Work Summit in April 2013.

TAWOPE's vision is to document peace and security issues and to advocate around community awareness. Although TAWOPE targets women, it also aims to educate the whole community.

The intervention started after some regions in up-country Tanzania erupted into civil conflicts. More rape cases were reported amongst the women, girls and youth. Health services, including maternal health, suffered. TAWOPE realised that women and the whole community needed knowledge on maternal health and available services. TAWOPE collaborated with Medical Women's Association of Tanzania (MEWATA) during the implementation.

The goal and mission of the TAWOPE in all its programmes is to make sure that the whole community, including women, men, the youth and disabled people, should enjoy their rights and live in a peaceful and secure area. TAWOPE uses various approaches to obtain information from the community, including awareness workshops, counselling, research and documentation to get to know what is going on in certain areas.

The project set out to assist women with health information during the conflict situation, to assist women and youth in finding counselling services, to provide family planning services and information, and to pressurise govern-ment to establish health services around the conflict area.



Rustica Haule of TAWOPE.
Photo: Gender Links

Outputs include competent facilitators, related equipment, and ensuring enough funds for implementation. The main outcomes include women, men and youth being empowered with information relating to health, the review of government policies on education and economics, activities related to the project, and the encouragement of community members after counselling.

Challenges have included the need for slow, step by step, teaching and a lack of funds which made some areas hard to reach. We just use all possible means to travel at the affected areas and stay with them for a week, conducting awareness sessions and providing the information necessary for them to access health services.

Lack of support from the government has been a challenge. In all our activities we have tried to incorporate the government sector so that they can understand what is going on. Minimal or no support from other stakeholders has also been a challenge. TAWOPE managed to incorporate some stakeholders by explaining TAWOPE's mission and vision.

TAWOPE is working with the community despite the challenges, and is planning a huge project to empower women using the Land Law Act, which allows women to own land. Replication and sustainability is possible, because conflict situations occur in almost every African country.

The Protocol on Politics, Defence and Security Co-operation establishing the Organ does not specifically mention the promotion of gender equality: Both the first and the second Strategic Plan of the Organ (SIPO 1 and 2) fail to mention gender. The second Strategic Plan signed in 2010 and launched in 2012 missed a great opportunity to develop a strategic plan that could take on board new issues and approaches to security, including that of gender.

The decision by SADC to collate data on mainstreaming gender into the defence sector is however a step in the right direction: SADC has also developed the following relevant strategies:

- SADC Strategy to address Gender Based Violence.
- SADC Strategy to address Gender Based Violence in situations of armed or other forms of conflict.
- Ten Year SADC Strategic Plan of Action on Combating Trafficking in Persons, especially Women and Children.

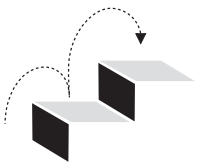
Training women in mediation: The African Centre for the Constructive Resolution of Disputes (ACCORD) has taken the initiative to train women as mediators. Under the Peace-making Unit's African Union (AU) Mediation Support Capacity Project and in collaboration with the AU Peace and Security Department, ACCORD convened an African Women Mediators Seminar in Johannesburg, South Africa from 2 - 3 May 2012.

Building peace movements from the ground up

Conflict prevention involves a proactive approach: All too often the approach in SADC and elsewhere has been to wait for conflicts to brew and escalate, rather than seeking to prevent these. Civil society organisations around the region seek to involve women in initiatives to prevent conflict from the ground up. Gender Links works with 300 councils in ten Southern African countries - Botswana, Lesotho, Madagascar, Mauritius, Mozambique Namibia, South Africa, Swaziland, Zambia and Zimbabwe - that have joined the Centres of Excellence for Gender in Local Government programme. The programme includes a module on peace and conflict resolution at the local level.



ACCORD and the Progressive Women's Movement (PWMSA) of **South Africa** have sought to build local women's capacity in mediation. A Memorandum of Understanding between ACCORD and the PWMSA signed in August 2011 aims to contribute towards durable peace and sustainable development in South Africa, and on the continent, through supporting the development and training of women mediators. Also, in keeping with UN Resolution 1325, ACCORD seeks to empower women to participate more actively in peace processes. As such, this training programme is part of a wider initiative that seeks to develop mediation skills amongst women in South Africa.[27]

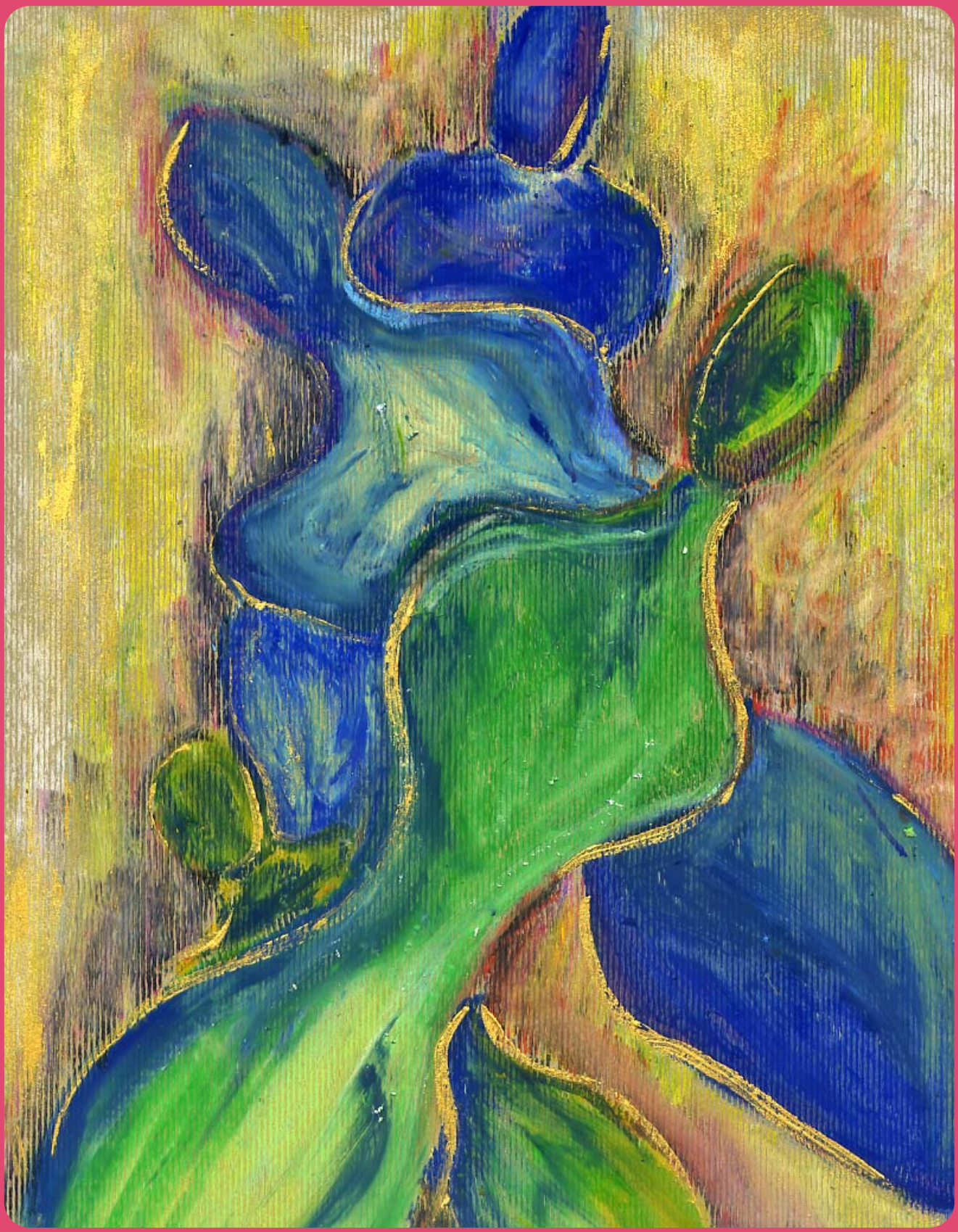


Next steps

It is commendable that more sex-disaggregated data for the sector is now available, and that this is gradually being used to correct the gender disparities in the sector. However, in many cases women continue to be viewed as a vulnerable group rather than part of the solution to peace 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, both men and 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 sex-disaggregated:*** While there has been some progress on this front, all SADC States should be mandated to keep sex-disaggregated data for the sector. If this is achieved it will be easier to monitor 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.
- ***Women should be regarded as part of the solution in peace building processes and be appointed as mediators:*** The population is affected differently by conflict and there are differences between the way men and women experience and cope with conflict. It is therefore important for member states to ensure equal representation of women and men in key decision-making positions during peace building. More women should be trained and appointed as mediators as they bring a different perspective to the table.
- ***Women's role in peace-keeping at all levels needs to be increased:*** Women have an important role to play at all levels of peace support operations and more should be trained and sent to these missions.
- ***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.
- ***Building peace movements from the ground up:*** Local level peace building initiatives need to be intensified, linked to the popular GBV slogan in the region: *"peace begins at home."*

[27] Source: http://www.accord.org.za/news/112-peacemaking



"Growing up" *Anushka Virahsawmy*

CHAPTER 9

Media, information and communication

Articles 29-31



Getting to the heart of the matter: Covering GBV media training field visit Swaziland. *Photo: Ncane Maziya*

KEY POINTS

- The regional average Southern Africa Gender and Development Index (SGDI) score for media is 67% compared to the regional Citizen Score Card (CSC) score of 69%.
- The SGDI has gone up by one percentage point since 2012. On the other hand, the CSC has increased by 14 percentage points, showing an increasingly positive perception among citizens.
- GL is working with 108 gender and media Centres of Excellence (COEs) in 12 SADC countries.
- The self-monitoring exercise conducted in 76 media COEs shows that the proportion of women sources in the media has gone up by five percentage points from 19% in the Gender and Media Baseline Study (GMBS) to 22%.
- There is evidence that media houses are beginning to take gender mainstreaming seriously with 47 media institutions representing 90 newsrooms in SADC having gender policies.
- The media generated 208 of the 672 case studies collected for the SADC Protocol Summit.
- In the past year, GL provided on-the-job training for the media on the ten themes of the Protocol.
- Participants from ten institutions of higher learning from six countries participated in the training of trainers to mainstream gender in journalism and media curriculum.
- Students from institutions of higher learning acknowledge the role of gender and media literacy in improving their knowledge on gender.

Trends table - Media progress against targets						
	2003	2010	2011	2012	2013	Target 2015
WOMEN SOURCES						
% women sources	17%	19%	19%	21%	22%	50%
Country with highest percentage of women sources	Angola (26%)	Lesotho (32%)	Lesotho (33%)	Madagascar (23%)[1]	South Africa (28%)	50%
Country with lowest percentage of women sources	Malawi (8%)	Mozambique and Zambia (14%)	Mozambique and Zambia (14%)	Mozambique and Zambia (14%)	DRC and Mozambique (17%)	50%
Media house with the highest percentage of women sources	Radio Ecclesia - Angola (41%)	Radio Elykia - DRC (75%)	Radio Elykia - DRC (75%)	Radio Elykia - DRC (75%)	Mauritius Broadcasting Corporation (61%)	50%
Media house with the lowest percentage of women sources	Radio Nationale - 0	Radio Feonn'ny Toamasina-Madagascar (0%)	Radio Feonn'ny Toamasina-Madagascar (0%)	Radio Feonn'ny Toamasina-Madagascar (0%)	Studio Sango Malamu - DRC (8%)	50%
GENDER SCORE CARD						
Regional score		-	-	57%	63%	73%
Country with highest GSC	- -	-	-	66% (South Africa)	75% (South Africa)	73%
Country with the lowest GSC	-	-	-	39% (Lesotho)	47% (Botswana)	73%
BAROMETER MEASURES						
SGDI		-	67%	66%	67%	100%
CSC	- -	40%	40%	61%	69%	100%

Several international and regional instruments contain provisions on gender equality within the media, especially at the decision-making levels. Section J on the Media in the 1995 Beijing Platform for Action (BPFA) calls on the media to promote women's full and equal participation in media management and for the media to aim at gender balance in the appointment of women and men to all management bodies. In Southern Africa, both the SADC Protocol on Gender and Development (SGP) and the SADC Strategic Implementation Framework (2006-2010) call for 50% women at all levels of decision-making in the media, as well as in media content, by 2015.

The trends table shows the relatively slow progress in achieving gender equality in the media in the SADC region. Women comprised 17% of news sources in the 2003 Gender and Media Baseline Study (GMBS). This rose to 19% in the 2010 Gender and Media Progress Study (GMPS), which monitored 157 media houses in SADC. The 2011 additional monitoring of 30 media houses that Gender Links is working with showed that the proportion of women sources remained at 19%. But by 2012 this had increased to 21% and by 2013 to 22% in the self-monitoring exercise undertaken by 76 media houses that form part of the Centres of Excellence (COEs) for Gender in the Media that GL is working with. The COE project supports media houses in mainstreaming gender in institutional practice and content.

All told, over the last ten years there has been a five-percentage point increase in the proportion of women sources since the 2003 Gender and Media Baseline Study (GMBS)'s from 17% to 22%. However, there are important nuances. The lowest proportion of women sources has increased from 8% (Malawi) in 2003, to 17% (DRC and Mozambique) in 2013. The performance of individual media houses has also improved dramatically. The Mauritius Broadcasting Corporation (MBC) has moved from one of the lowest performing media houses (14% in 2003) to one of the highest in the latest monitoring (61%). This shows that with the right mix of leadership and policy measures, rapid change is possible.

The *Glass Ceilings: Women and men in Southern Africa Media* (2009) study showed that women constituted 41% of those working in the media and 28% of those in management.

The Gender Score Card (GSC) introduced by GL as part of the COE process measures media performance against 20 indicators for gender in and through the media. These indicators form the basis of media policies and action plans. At the start of the process, the 108 media houses in 12 SADC countries involved in the COE process scored 57%. This score increased during the latest verification to 63%. South Africa (66% and 75%) scored highest in 2012 and 2013 respectively. In 2012 Lesotho

[1] Lesotho media houses did not participate in the self-monitoring as the media houses had not yet completed the policy stage.

(39%) and in 2013 Botswana (47%) scored lowest. But overall, all the GSC scores increased over the year, showing that the policy measures are beginning to take effect.

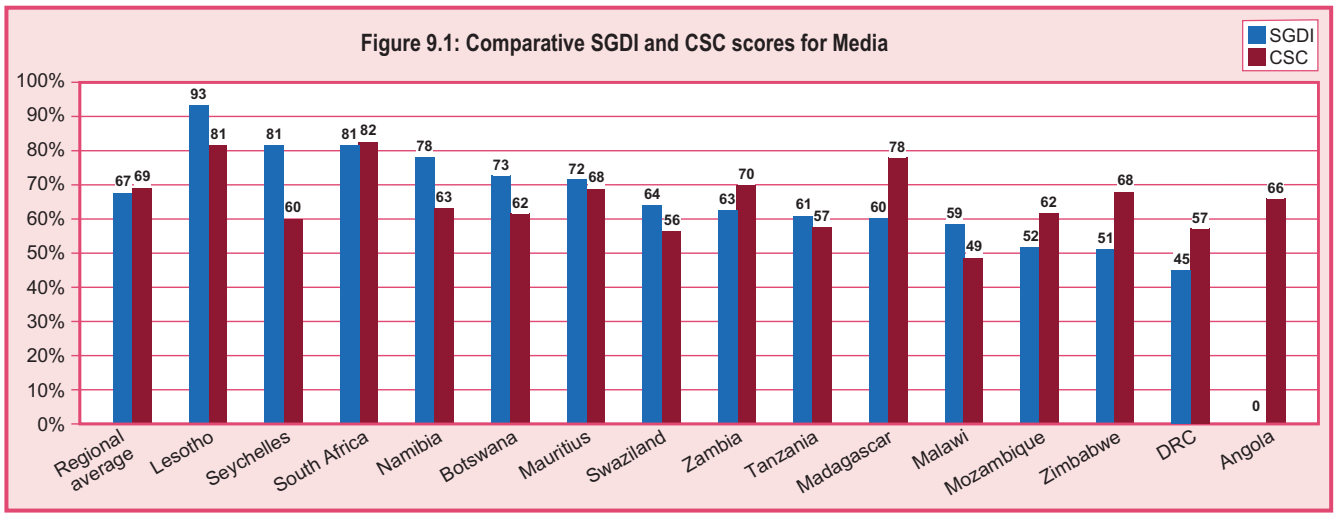
In 2009, GL undertook the *Gender in Media Education in Southern Africa* (GIME) audit in 25 institutions of higher learning offering journalism and media studies in 13 SADC countries. The audit revealed that only seven of the 25 institutions have policies or other special measures to achieve gender equality. Almost half of the institutions audited have stand-alone sexual harassment policies or at least included sexual harassment as a transgression within their disciplinary codes of conduct.

The research further found that gender is mainstreamed in various ways at different institutions though this tends to be done in an ad hoc way and teaching it is often left to the lecturer's discretion. At the same time, the research also showed lack of knowledge in mainstreaming gender in the different courses offered



Blessing Jona (left) and Professor Sheila Mmusi: gender champions in media training institutions. *Photo: Trevor Davies*

in media and journalism training. Since then there is evidence that media training institutions are beginning to put gender on the agenda. This is demonstrated in case studies presented at the SADC Protocol Summit.



Source: Gender Links.

The SADC Gender and Development Index (SGDI) is a composite score that 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.

Figure 9.1 shows that with two years to go before 2015, the timeline for the achievement of the SADC Gender Protocol (SGP) targets, the media SGDI for the region stands at 67%. Although this is one percentage point higher than the 2012 average of 66%, it raises concerns and questions as to whether media will be able to up this score in just two years. However, there are country variations with Lesotho (93%), Seychelles (81%), South Africa (81%) and Namibia (78%) scoring above 75% on the media SGDI.



Four countries - DRC, Zimbabwe, Mozambique and Malawi - scored below 60%. GL could not ascertain the SGDI for Angola because the organisation has not conducted any media research since the 2003 Gender and Media Baseline Study (GMBS).

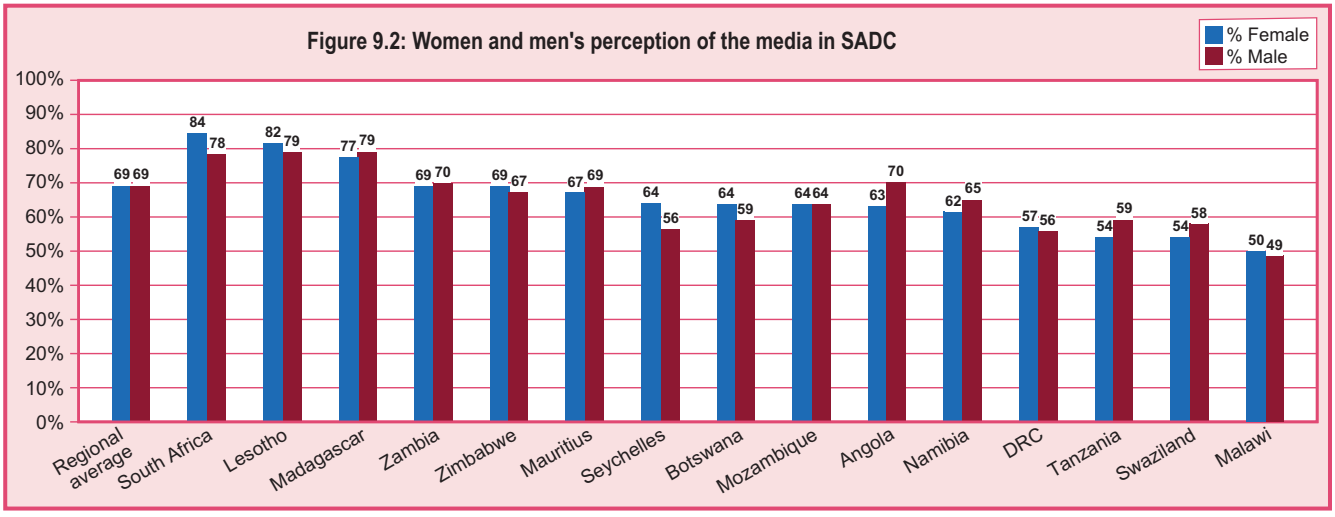
The slight increase in the proportion of women sources from 17% in

the 2003 GMBS to 22% in the 2013 self-monitoring exercise explains the increase in the SGDI.

For media house composition and media training, the SGDI made use of the *Glass Ceilings in Southern African Media* 2009 study and the *Gender in Media Education* 2010 audit. It is important to undertake studies in 2015 to assess the true extent of progress.

The limitation of the SGDI score is that it does not go beyond numbers. The basket of scores for this indicator also tends to dilute the most important indicator, women sources, and a key measure of "voice." The Citizen Score Card (CSC) captures qualitative nuances - such as gender stereotypes in the 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.

At 67%, citizens scored the media slightly lower than the SGDI (69%). However, this is up considerably from 40% in 2010. Country variations show that in ten countries, citizens scored the media lower than the SGDI. But citizens in Zambia, Madagascar, DRC, Mozambique and Zimbabwe scored the media higher than the SGDI.



Source: Gender Links.

Figure 9.2 compares the perceptions of women and men on media cross the SADC region. Interestingly both women and men scored the media at 69%. There are country variations, however, with men in South Africa, Lesotho, Zimbabwe, Seychelles, Botswana, DRC and Malawi being more positive than women. In the rest of the countries, women scored the media higher than men did.

Background

Media is one of the most powerful tools not just for transmitting information but also shaping and transforming gender relations. The media is both a target and a tool in gender mainstreaming efforts. Media presented 208 of the 672 case studies at the SADC Protocol@Work Summit, showing that this sector has joined hands with government and civil society partners in the countdown to 2015.

Gender activists 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. As the fourth estate, media has a key role to play in holding government and other key sectors accountable for their commitments to gender equality. Yet if unwatched, the media itself can potentially reverse the gains being made in other sectors. Due to its wide reach and ability to shape public opinion and discourse, it is important that media takes up its place as a tool for democracy, voice and inclusion in society.

The SADC Gender Protocol has one time bound media target, "take measures to promote the equal representation of women in the ownership and decision-making structures of the media, in accordance with Article 12.1 that urges equal representation of women in decision-making by 2015." The media provisions in the Protocol are carefully crafted not to be prescriptive or make assumptions about the extent to which government can regulate or influence the media. However, the provisions:

- Cover gender in the media and gender within the media. They touch on policy, which assists in creating conducive media environments for women and men. There is a training component not just for practising

journalists, but also for the mainstreaming of gender in journalism and media curriculum.



Zambia Institute of Mass Communication (ZAMCOM) students covering the 2013 Zambia SADC Protocol@Work Summit. *Photo: Cynthia Kalizinje*

- Acknowledge the lack of women's voices in the media and the need to give women equal voice. The media is also encouraged to desist from perpetuating gender stereotypes especially in advertising, entertainment and coverage of gender violence.
- Are consistent with freedom of expression. Nothing could be more central to this ideal than giving voice to all segments of the population. When women comprise about 52% of the population, but only constitute 24% of news sources (GMMP, 2010), censorship of a very real kind exists.

The discourse on gender equality is also based on the premise that all citizens have rights to freedom of expression and access to the media. Unless "the media promotes gender equality in the workplace and also in the way women are represented, both within the working environment and in the representation of women"[2] then they will be denying the human rights of 52% of the world's population.

Figure 9.3: Breakdown of SADC Gender protocol case studies by theme

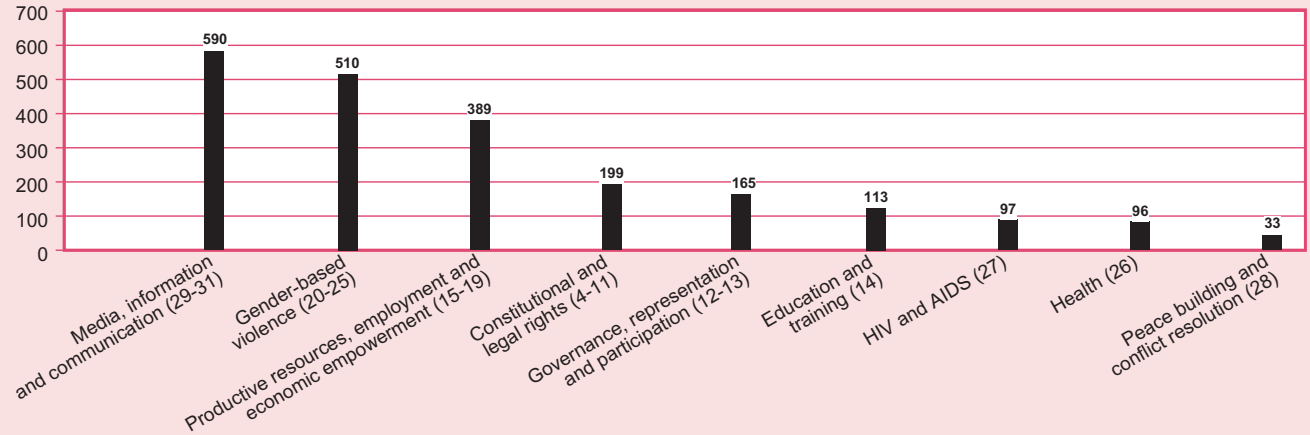


Figure 9.3 shows that among the case studies submitted for the SADC Protocol@Work Summit, (many of which referred to more than one Protocol target) participants referred most to the media SGP targets. This underscores the critical role of the media in awareness about, discourse on, and implementation of the SGP.

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.

[2] International Federation of Journalists. 2009. Getting the balance right: Gender Equality in Journalism. International Federation of Journalists. Brussels.

Gender equality in the media begins with the policy framework. Broadcasting in the region and elsewhere is governed by statutory bodies that allocate and regulate the airwaves. The print media in most countries is governed through self-regulation. Some countries have media councils that set the policy framework for all the media. As the lead agency for the Media Cluster in the SADC Gender Protocol Alliance (SGPA), GL has worked with several regulators in SADC region. GL also manages the Gender and Media Diversity Centre (GMDC) that brings together media development organisations and training institutions that "connect, collect and collaborate" on gender in media training. GL has, over the last two years, also worked directly with 108 media houses that form part of the COE's for Gender in the Media project.

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)[3] audit of existing media laws and policies in SADC countries covered 12 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. Access to information laws are currently being discussed in Malawi and Zambia. 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 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 the differential impact that access to information has on women and men: On the continent, discussions on a Draft Africa Union Model Law on Access to Information took centre stage in 2012. The Gender and Media Diversity Centre (GMDC) made attempts to ensure that gender is mainstreamed in the model law in line with the African Platform on Access to Information.

Criminalisation of free expression in Africa continues and has the potential to impact negatively on the right to receive and impart information, opinion and ideas: In some instances, criminalisation has an impact on female journalists, especially those who have families, as they are often afraid to report objectively due to fear of intimidation or imprisonment. Further, aspiring female journalists may chose not to become mainstream practitioners due to fear. This in turn affects numbers of female journalists in media houses.

[3] GEMSA is no longer in existence. However, many of the country networks formed under the umbrella of GEMSA continue to operate at country level, and have joined the GMDC partnership.

Malawi: Media freedom and gender violence



While media and social commentators continue to condemn Parliament Chief Security Officer Youngson Chilinda for assaulting female photojournalist, Thoko Chikondi, the slant of their statements has been far too narrow. The many condemnations focus only on the assault of media freedom and fail to condemn the continual violence perpetrated against women.

Chikondi works for Nation Publication Limited and was outside the Parliament buildings in Lilongwe, on 30 May to document a National Assembly meeting. Chilinda punched Chikondi several times after she photographed consumer rights advocate, John Kapito, who had just presented a petition to Parliament. Chilinda apparently thought that she was actually photographing him without his consent and proceeded to assault her.

Anthony Kasunda, Chairperson of the Media Institute for Southern Africa -Malawi Chapter (MISA), strongly condemned the assault of Chikondi, saying that Chilinda's barbaric actions were unwarranted because "if he did not want to be photographed, he could have avoided being in a public place." The World Association of Press Councils (WAPC) also slammed the assault and suggested that the attack not only harmed the journalist but the whole of society, by intentionally intimidating journalists and threatening media freedom.

Bonex Julius, a male photojournalist present at the scene photographed Chilinda assaulting Chikondi. Julius did not "ask permission" and in fact captured Chilinda in a very compromising position, yet Chilinda did not feel it necessary to punch Julius several times. The intimidation and violence perpetrated against journalists, already deters media organisations from sending female journalists into the field. Female journalists and women in general should not have their professional and social freedoms inhibited because some men in society deny women their human rights and rights to safety.

Furthermore, this perpetuates the lack of female reporters as well as the gender-based division of labour that already exists in Malawian media houses. According to gender and media research conducted by Gender Links in Malawi, women only make up 23% of employees in media houses, despite the much higher number of female journalism students enrolled at various tertiary institutions.

Chikondi is one of the few female journalists who have stood their ground, undeterred by widespread institutional sexism. Raphael Tenthani, a BBC correspondent and columnist for the Malawi Sunday Times, describes award winning and internationally acclaimed Chikondi as "one of the few female journalists who have burst the stereotype barrier that photojournalism is a man's domain."

Chikondi is also undeterred by the attack, saying it has strengthened her resolve to remain a photojournalist. While thanking friends and fans for their support on her Facebook page, Chikondi said, "I still love my job and most of all, my camera which I will always protect. Nothing has changed." - *(Excerpt from an article written by Daud Kayisi and published on the Gender Links Opinion and Commentary Service.)*



Undeterred: Thoko Chikondi. *Photo: Google Images*

Broadcasting and ICT policies are largely gender blind but there are 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 Tanzanians and makes no specific reference to women, in contrast to the Broadcasting Act of South Africa (see overleaf).

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.

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 telecentres to the public. The lack of such facilities in the other countries limits women's access to ICTs. None of the telecentres collected gender aggregated data about who uses their services by sex and how their services are used. It is therefore difficult to assess if women are enjoying their right to universal access to ICTs and to have a targeted roll out of services.

Licensing, public awareness and advertising: 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 using the internet as a tool for advancing gender equality. GL continues to run cyber dialogues, or on-line chats, as a way of getting policy makers, activists and citizens engaged in debates on key gender issues. These include the Sixteen Days of Activism campaign that is held from 25 November to 10 December every year as well as during major UN conferences including Beijing Plus Ten, Beijing Plus Fifteen and Commission on the Status of Women meetings.

ICTs have become a tool that women can use as an alternative to be heard and at the same time amplify their voices: ICT trends such as social networking, m-services and digital story-telling have given women a platform to express themselves while also receiving information on relevant issues that they seek to access. With the opportunities that are created by ICTs for women come challenges that create barriers to use, access, affordability and availability.



Rural women in South Africa using ICTs to source information. *Photo: Women's Net*

Zimbabwe: Blogging - My journey to expression



When I began blogging on a hot and slow October day back in 2009, I could scarcely have imagined what a story I would have to tell about my journey just two short years later. *Fungai Neni*, which translates in English to mean 'Think With Me' is a virtual space that would equate, in the physical, to my dragging a big wooden platform to the centre of Harare's Africa Unity Square, standing on top of that block and sharing my thoughts through a powerful megaphone. It is MY voice. And people are listening to it!

There were various motivations for my beginning the blog, but a few stand out more prominently. One of those is that often times, the newspapers that I contributed articles to censored so much of my language that a lot of what I was saying and meant to say was lost in shrouds of conservatism and political correctness. So, in writing about male circumcision, all references to the word 'penis' were changed to terms like 'the male member'. 'Sex' was omitted from many pieces, even if it was being discussed as one of the main modes of HIV transmission and ah yes, the worst word of them all - that scandalous 'vagina' - had the editors cringing to the point that they almost always spiked any of my articles that mentioned the word.

My journalism is political - isn't all journalism? But I must quickly dismiss any ideas that I am a political reporter in that 'accompanying ministers on official state visits' or 'unearthing potentially divisive political party grime' kind of way. The personal is political, so goes the saying.

And this is the politics that I discuss; the politics of body, spirit, mind, society, culture and gender. So while I might never have intelligence, officials hounding me about my writings, or face the same sort of struggles that many Zimbabwean journalists face in gaining access to heavily guarded public information and officials, I have faced the challenge of constant censorship of my work because of its intimate nature and brutal forthrightness.

It is true, Zimbabwe is a conservative country - a country where discussing the things that matter most is often cast in a scandalous light to the point where silence is often the safest option. Talk about sex work and you must be a sex worker; write about abortion and you must have had one yourself; say something about homosexuality and yes, you must be a lesbian too. It is this linear train of thinking that a fair portion of society holds around taboo issues, which is why they never get the fair hearing they deserve in the local media, or in many other arenas beyond Zimbabwe for that matter. Sadly, it is also why a great number of journalists refuse to report on some important but taboo beats.

And that's why blogging has been a godsend for me. When I blog, no one can censor my thoughts. I can say what needs saying and say it loud! And what I am finding is that more people are willing to take the arguments that I make than leave them, even if they do have different opinions - this is what makes for critical awareness building within society, after all.

Upholding the right to access to information goes hand in hand with respecting freedom of expression. Why, I wonder, can Zimbabwe's mainstream media not understand the great importance of discussing issues just as they are, I wonder? This is why it's high time media practitioners and owners stop playing the safe game and dare to reflect the many faces of society. In so doing, we might all finally get the chance to have our stories heard. *(Excerpt from an article written by Fungai Machirori for Issue 10 of the Gender and Media Diversity Journal. Machirori's blog has since evolved into a website, "Her Zimbabwe", that gives voice to Zimbabwean women on various issues).*



Claiming the space - Fungai Machirori. *Photo: Google Images*

Media regulators



Malawi is promoting gender balance in newsrooms: Rachel Joshua, FM101's reporter. *Photo: Gender Links*

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.

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 MMC on the need for a gender code of ethics. The regulator has expressed willingness to start the process.

Gender policies in media houses

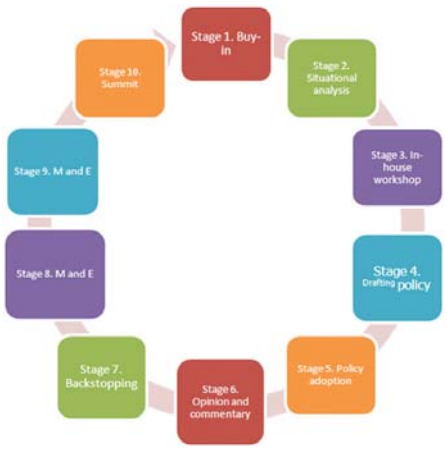
GL's research on gender in and through the media led to the conclusion that the only way to effect change in the long term is to work directly with media houses in developing gender policies and action plans; support journalists through on-the-job training and monitor progress through self-administered monitoring tools. GL began this journey by working with the Southern African Editor's Forum (SANEF) on the Media Action Plan on HIV and AIDS and Gender (known simply as MAP). GL managed the policy unit of MAP that succeeded in rolling out gender aware HIV and AIDS policies to 280 newsrooms or 80% of media houses in Southern Africa between 2006 and 2010. This close up engagement with media institutions paved the way for the globally unprecedented COE process.

Figure 9.1: Summary of GL Media COE's

TYPE	PRINT	RADIO	TV	TOTAL
PUBLIC	10	5	8	23
PRIVATE	34	15	7	56
COMMUNITY	5	23	1	29
TOTAL	**49**	**43**	**16**	**108**

Table 9.1 shows the spread of media houses that GL is reaching through the COE project. The partnership includes 23 public entities. Public broadcasters are known for their wide reach and ability to reach people even in the most remote areas. This includes eight public television stations. Despite arguments that private media only care about their bottom line (or possibly because they so!) 56 have come to the party.

Community media is equally important because this is the medium closest to the people. It occupies a strategic position to empower and give voice to communities, promote democracy and improve access to information in society. As the media closest to the people, community media is able to address issues specific to their communities.



The ten-stage process involves working directly with media houses to devise gender policies and action plans, and then monitor their implementation using a self-monitoring tool. Stage seven of the project involves capacity building for journalists based on the ten thematic areas of the SGP. This ensures that the media is able to report effectively on all the provisions of the Protocol from a gender perspective.

In the last year, GL verified 54 of the 108 media houses that it is working with, administering a follow up Gender Scored Card (GSC) and compiling institutional as well as individual stories of impact. This exercise culminated in the inaugural SADC Protocol @Work Summit, conducted in 12 countries, with the regional showcase held in Johannesburg in April 2013. For the media, which serves as a cross cutting sector, this served to show how much the media is giving visibility and profiling the SGP. The SADC Protocol Summit provided an opportunity to the media to engage with players from different sectors such as local government and civil society. In addition, the Summit became a platform to establish and strengthen relations between the media and other stakeholders.

By August 2013, 47 media houses, representing 90 newsrooms had developed and adopted gender policies. This is an improvement from the Glass Ceiling study where only 16 of the surveyed media houses said they had gender policies. Gender policies for media houses should include, among others, gender sensitive clauses on recruitment, promotion and allocation of tasks in media houses. This initiative also moves beyond the emphasis on numbers of women employees in media houses to gender mainstreaming as the strategy to transform the overall work environment to be responsive to gender concerns.

Media house scores against key gender indicators

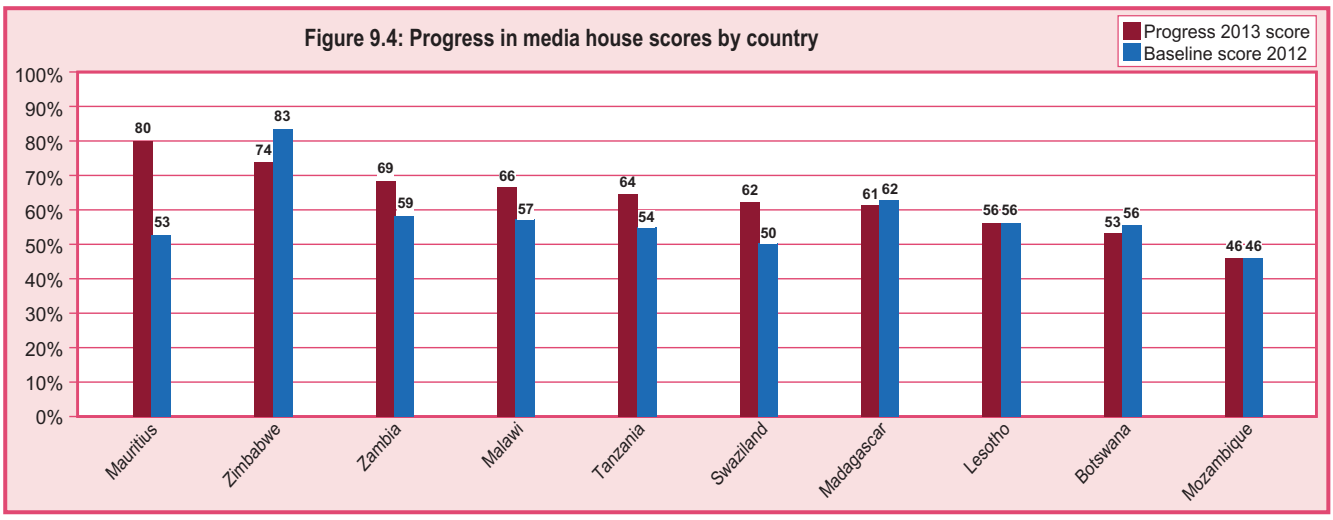
GL introduced the Gender Score Card (GSC) to measure gender mainstreaming in the media houses that it is working with. The GSC is a useful tool in measuring qualitative changes within the media. This tool focuses on institutional as well as content indicators. The broad areas covered include policy framework, workplace, editorial practice, marketing, advertising, monitoring and evaluation.

The strength of the SGP lies in that it enables participation from the media house and the evaluator. It is also one of the most accurate measures of the work happening on the ground. During the COE verification that took place in GL media houses ahead of the SADC Protocol Summit, GL used the GSC to engage with media houses on progress in implementing their gender policies.



Photo: Nations Newspaper

Katherine Robinson, left, Gender Links Communications Manager during verification at the Nation Newspapers, Malawi.



Source: Gender Links.

Figure 9.4 shows that that there has been an increase in country media houses scores compared to the baseline. Mozambique and Lesotho have remained constant, while Zimbabwe, Madagascar and Botswana have gone down. Zimbabwe and Botswana are behind in terms of developing and adopting gender policies.

Mauritius, Malawi and Zambia have registered significant increases with Mauritius score moving from a baseline of 53% to 80%. Malawi moved from 57% to 66% and Zambia from 59% to 69%. These results however mask the progress in individual media houses in different countries.

The Mauritius Broadcasting Corporation, which emerged the joint winner of the COE award together with *L'Express* of Madagascar at the SADC Protocol Summit, had the highest score at the country and regional summits. This media house is evidence of how sustained support to a media house over a period of time leads to good results. Moving from a baseline score of 53% to 80%, the MBC has shown how leadership commitment is important for the success of the project. GL has consistently worked with the MBC since 2006. The MBC was the first media house to develop and adopt a gender policy. The media COE verification process revealed several examples of how gender policies have transformed gender relations within the media.



Elizio Muchanga Jornal Magazine independente and Luis Xavier from Radio Terra Verde interviewing women in the Mandlakazi community. Gender policies can bind journalists to always seek women's voices.
Photo: Ruben Covane

Madagascar: From policy to practice at *L'Express*

L'Express of Madagascar, joint winner with the MBC of the media COE category at the SADC Protocol@Work Summit, is an example of a media house that has worked to create an enabling environment for women to achieve their potential.

The Group *L'Express de Madagascar* is a press group publishing four titles: *L'Express de Madagascar* (a bilingual daily newspaper), *L'Hebdo de Madagascar* (a weekly francophone newspaper), *Ao Raha* (a daily Malagasy newspaper), and a monthly women's magazine titled *Essentiale*. Since February 2013, the group has also broadcast programmes on local radio from Monday to Saturday. The group has 205 employees (46% of whom are women).



Rabary Lovasoa, Director of *L'Express* receives an award during the SADC Protocol Summit. *Photo: Zotonantenaina Razanadratefa*

In 2011, the group adopted an editorial policy concerning professional practices. Gender issues and the protection of human rights are included in this policy. In 2012, the group adopted and officially launched two engagements towards gender equality with Gender Links, and another one on children's rights. The engagement of the media house on gender does not include quotas, but it reminds the enterprise of its particular obligations towards women - rights such as maternity leave, flexible hours for breastfeeding, and intolerance towards sexual harassment in the workplace. This engagement demonstrates the willingness of the institution to mainstream gender in its administration and in media content of information. The editorial director and his or her assistants for each press title supervise implementation of these engagements.

Following the development of its gender policy, *l'Express* has built childcare facilities to ensure that women with young children can have them close to them during the day.

The COE process contributed to addressing the gender challenges in the media house through:

- Internal debates on gender issues.
- Training of journalists has increased awareness on gender issues.
- Publishing stories and editorials on gender issues
- Inserting portraits and stories of women who are models for society in the newspaper.
- Mothers have a flexible schedule for breast-feeding, sometimes they bring their babies to a nursery.
- Self monitoring process assists the media house to monitor progress and find ways of addressing gaps if any.

In recent years, there have been more women than men applying for jobs, and there are few men in the newsroom. The group encourages applications by women and is committed to the equitable treatment of each employee. There is a commitment to respecting rights, and especially the rights of women. Sexual harassment is not tolerated and women and men are able to operate in a free environment.

In line with its gender policy, on the international day for women and the international day for the fight against violence, the group dedicated a special edition to women activists. Women wrote most of the articles published on 8 March (International Women's Day).

Women and men in the media

The Protocol calls on Member States to take measures to promote the equal representation women in the ownership 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 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%. Women constituted less than a third of managers, and less than five percent of media owners. Although men still dominate in media ownership in SADC, there is evidence that women are slowly making inroads into media ownership.

Botswana: Examples include *The Voice* newspaper, Botswana, co-owned by Beata Kasale.



BAM Media owners, Tsepang, Ntsepeng and Malisema Mahloane during a meeting with Gender Links in Lesotho. *Photo: Ntolo Lekau*

Lesotho: BAM Media, publishers of the *Informative Newspaper* in Lesotho has managed to get women into leadership positions. BAM is also one of the few media houses in SADC owned and run by women. Although BAM is still finalising its gender policy, it is evident that gender mainstreaming is a key area of consideration. At *Informative Newspaper*, the Managing Editor and the Editor are female. A discussion with men within the media house also revealed that there is dynamic leadership, which caters for the needs of both women and men.

According to Malisema Mahloane, one of the Directors at BAM Media, "In the future, I see BAM media as a place of equal opportunities for women and men. As its leader, I have ideas about mentoring and coaching young women and men coming into the media."

Zimbabwe: The International Women's Media Foundation, a GMDC partner, awarded Edna Machirori, the first black female newspaper editor in Zimbabwe a Lifetime Achievement Award on 3 May 2013. The IWMF said as a woman journalist in post-colonial Zimbabwe, Machirori rose through the ranks of several newspapers, including *The Chronicle* and the *Financial Gazette*, in spite of a deeply patriarchal culture. "As one of the first women in Zimbabwean media and as the first black female editor of a newspaper in Zimbabwe, Machirori represented unprecedented achievement for women finding their place in a post-colonial landscape. She has acted as a mentor to other women throughout her career and has faced down critics of her incisive reporting."

Machirori served as editor of *The Chronicle* newspaper at the time of the Willowgate scandal, an investigation into corruption among high-level members of the ruling ZANU-PF party. Machirori shared her reflections on being a senior woman in this male dominated field:

Fighting a lone battle to overcome gender prejudices

I would call my first experience as a female editor for a weekly newspaper a baptism by fire. Imagine a woman on the other side of the phone raging. As her tirade against me escalated, she did not allow me to get even one word in to respond to the accusations. She kept screaming at me.

"This is the trouble with women who get appointed to decision-making positions'', she shouted. "We put you up there to fight for us but you do not take long to join the men's club."

As her ranting became more venomous and shrill, I decided to cut her call off. I did not stand to gain anything from making myself available for this abuse. This incident occurred exactly a month into my appointment as the first black Zimbabwean woman to edit a mainstream weekly newspaper. The verbal abuse came from a leader of a businesswomen's group because I had not assigned a reporter to cover one of their meetings.

This meeting took place early in the week and the daily newspapers would normally cover such events. The dailies had been notified of the event but had chosen not to assign reporters to cover it. Someone had to be made a scapegoat for this state of affairs and who, better than the upstart who had just taken up the editorship of the weekly newspaper!

As a female editor, the businesswoman did not expect me to have any excuse for not ensuring I assigned a journalist to cover every function involving or organised by women. Never mind that the newspaper has clearly spelt out parameters and objectives, none of which related to turning the weekly into an exclusively women's mouthpiece.

As I sat at my desk after this verbal bashing, I felt numb because of the unwarranted attack. The pressure of the unrealistic expectations that were being imposed on me became unbearable even at this very early stage.

I had endured another confidence-sapping drama the very first day I took up my appointment. A male colleague who had been editing the publication in an acting capacity felt he should have been made substantive editor. Reacting angrily to my appointment, he literally laid siege to the office I had to move into and refused to budge for a full two weeks.



Edna Machirori.
Photo: Google Images

The branch management went through the motions of pretending to resolve the matter but obviously, they sympathised with their male colleague. Clearly, their true stance, "you think you are good enough to be one of us, so deal with it" became a pick up line.

Short of physically ejecting the man from the office, I could not do anything. A directive from head office ordering the angry man to make way for me eventually resolved the matter.

These early incidents, which I regarded as my baptism of fire, set the tone for the kind of battles I had to fight throughout my tenure. Male colleagues regularly ganged up on me and they either ridiculed or dismissed my contributions during meetings. My ideas were often thrown out only to be resurrected and accepted on subsequent occasions when articulated by a male colleague.

It is widely erroneously assumed that when a woman is appointed to a pioneering position that is a sign that the walls of prejudice and gender discrimination have come tumbling down. Nothing could be further from the truth. If anything, entrenched gender prejudices are re-enforced within the circle of the male colleagues she has to interact with. She now has to fight a lone battle to overcome entrenched gender prejudices and patronising attitudes.

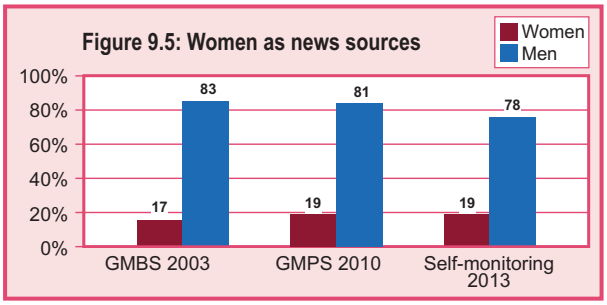
Regrettably, it is not only male chauvinists who lie in waiting to be proved right that the appointment is a mistake. Sometimes, fellow women, who should be offering support and encouraging her, also resort to "Pull-her-down" otherwise known as PHD antics. *Excerpt from article "T*raiblazers face new frontiers of sexism" *by Edna Machirori published on the GL Opinion and Commentary Service.*

Women and men in media content

The Protocol encourages 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 that challenge gender stereotypes.

Following the 2010 GMPS and the 2011 monitoring, which served as baselines for the proportion of women sources, GL has worked with media houses to conduct a follow-up self-monitoring exercise. Sixty seven out of 108 media COEs participated in this exercise, compared to 157 in the GMPS and 30 in the 2011 monitoring. The high number of media houses that participated in the exercise is evidence of taking ownership and greater accountability for performance against key gender and media indicators.

Figure 9.5 shows that the proportion of women sources in the Southern African media has increased by five percentage points from 17% in the 2003 GMBS to 19% in the GMPS and 22% in the 2013 self-monitoring exercise. This reflects that with continued support to media houses, though very slow, change is possible.



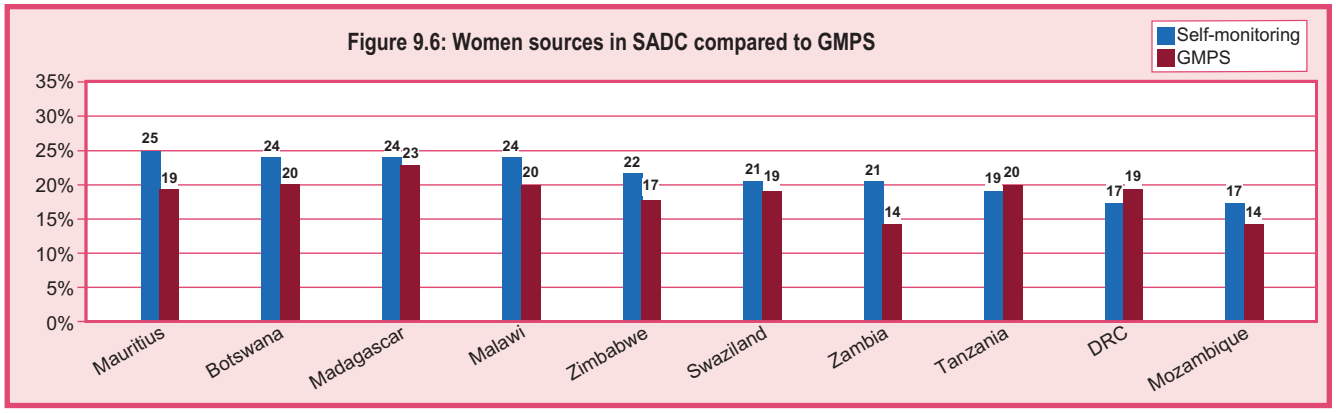


Figure 9.6 shows that Mauritius (25%) registered the highest proportion of women sources. Mozambique (17%) registered the lowest. Zambia recorded the highest increase moving from 14% to 21% followed by Mauritius and Zimbabwe from 19% to 25% and 17% to 22% respectively. In Mauritius the move is due to the massive progress at the MBC where sources have moved from 28% to 62%. Swaziland moved from 19% to 21% and Malawi from 20% to 24%. Capital FM in Malawi recorded the greatest improvement from 9% in the GMPS to 42% in the self-monitoring exercise.

Although Mozambique still has the lowest proportion of women sources, there has been an increase from 14% to 17%. This is because of the concerted capacity building workshops for journalists under stage seven. Although only one media house has adopted a gender policy, journalists are starting to apply the knowledge and skills gained from the training. DRC and Tanzania are the only countries that have regressed.

Table 9.2: Women's voice in individual media house performance

Media house	Baseline	2003 monitoring	Percentage point difference
Mauritius Broadcasting Corporation (MBC)	28%	61%	33
Capital Radio (Malawi)	9%	42%	33
L'Express (Madagascar)	13%	29%	16
The Voice (Botswana)	17%	32%	15
Agence Congolaise de Presse (ACP) (DRC)	10%	22%	12

A further analysis of the performance of individual media houses shows that 27 of the 76 media houses monitored scored higher than 25% women sources. The examples in the table include the Mauritius Broadcasting Corporation (MBC) that registered a phenomenal 33 percentage point increase, in a process that GL and the MBC has documented over time. Capital Radio in Malawi has gone up from 9% to 42% women sources since it joined the COE process. Madagascar's *L'Express*, joint winner of the Media COE award at the SADC Protocol Summit has also moved from 13% to 29%.

Malawi: *Capital FM* leads the way



Malawi's *Capital FM* has an amazing story to tell after moving from 9% women sources in the 2010 GMPS to 42% in the 2013 self-monitoring exercise. The Media Manager, Alaudin Osman, says; "My first encounter with the Gender Links team was really embarrassing, since at the time Capital Radio was dominated by men and there were so few women in all departments, they represented only 20%. Women's voices were barely there in our news content." Osman realised that it was crucial to catch up by employing more women to balance up the workforce. Now women make up 40% of those in management. Osman also recognised that it was not merely about the demographic profile of the institution, but also about the nature and quality of content that the station produced.

Capital FM's improvements in gender mainstreaming are recognised at an internal level and equally at an external level, being a primary producer and disseminator of knowledge, information and entertainment that informs the Malawian populace. From advertising to news, programing to PSA's, *Capital FM* has given precedence to the voices of women and dedicated a commendable proportion of airtime to issues that affect the lives of women and gender.

Not only do women now represent 40% of the workforce, but key positions are also occupied women; the manager and editor being both female. Furthermore, *Capital FM* has also implemented a sound gender policy, extending to strict editorial guidelines that prioritise female voices and issues that affect women.

Their policies offer equal opportunity for sources as well as journalists and media workers. It is also through GL's training that increased awareness about gender sensitive reporting has been employed within the newsroom. This has encouraged both female and male media professionals to challenge the gendered norms of reporting and presenting, by covering stories and topics outside of those stereotypical journalistic practices. "The courses made us think. We learnt that gender is not only a women's issue but it's about men too", says Keshia-Zara Osman, who is head of programming.

The change has not come easy. Management faces a number of in-house challenges in getting staff to take a stance, "We are constantly having to push staff to tackle hard topics, trying to get presenters to engage with these issues, because it's not just up at the newsroom, it's up to DJs and presenters too, explains Arlene Grimes, the operations and marketing manager.

Although they are gradually making changes especially internally, they recognise the difficulty in changing mind-sets specifically with sources and audiences. For *Capital FM*, the challenges lie in the entrenched attitudes and traditional values of the Malawian public. Furthermore a culture of fear persists, borne primarily out of the recent political turmoil and widespread socioeconomic problems.

"The history of Malawi still affects the present. The previous government became a dictatorship so people are still recovering from that. It is out of fear that diverse voices are hard to find, never mind trying to get women. Women are still so tentative about speaking out about political issues," says Grimes. Despite their efforts in speaking to women, they highlight another barrier to female expression; within the corporate and political arenas, most spokespeople and PR officers are men. "Malawi has a long way to go when it comes to gender equality and empowering women. Although we have a female president we must still criticise the government," adds Wezie Nyirongo the editor at *Capital FM*.

Unlike many other institutions, Capital's remarkable improvements do not displace their humility and unwavering commitment to furthering the gender cause. It seems the more they achieve, the more they want to achieve; focussing less on their strides and more on what still needs to be done.

Gender aware programming and content

There are several examples of gender aware programming in content across the media in SADC.



Mauritius: At the Defi Group's weekly *News on Sunday* Jamillah Jaddoo is contributing to gender aware content through her column, 'Women's Voice' which, captures the life stories of Mauritian women who are excelling or making a difference in different fields of work/life. These human stories look at successful women who have climbed the corporate ladder.

Jaddoo says her column is making a difference in that it also profiles women who have made it in male dominated fields. Some of these women have become role models. She recalls writing about Mauritius's first post woman and female bus conductors. These stories serve to inspire other women to know that the sky is the limit and that they too can do anything they want in life. Jaddoo says the post woman story generated so much interest such that she wrote it again in French. She says there are now about seven post women in Mauritius.

This column has also become a platform for women to express themselves and say their stories in their own words in some instances. By giving women, the space to express themselves, Jaddoo is contributing to the SADC Gender Protocol goal of achieving gender equality by 2015, through ensuring that women find expression through the media.

Malawi: MIJ FM of Malawi has also made significant gains on the programming front. MIJ has introduced gender aware programmes in line with its gender policy. Programmes include Gender Ku Malawi (Gender in Malawi) and Democracy Forum. Gender Ku Malawi focuses on topical gender issues in Malawi and brings in experts from different fields. Democracy Forum includes phone in sessions. This assists in opening up space for different members of the community to become part of debate and discussion on topical issues affecting men and women.





Zimbabwe: Radio Dialogue is also a good example of a media house that involves the public in its programming. The community radio station has lived up to its mandate as a community entity by doing vox-pops and road shows where they discuss and raise awareness on GBV and other gender related issues. Radio dialogue's road shows are popular in Bulawayo and other neighbouring communities that the station serves. The people of Bulawayo come together and discuss pertinent issues long after the shows have finished. According to Station Manager, Zenzele Ndebele, "What inspires me are the women I see every day coming to Radio Dialogue with a story to tell. Most of our active community members are women, and it always pains me that when it comes to serious issues, women, who are the most active participants, are not given a platform to express their views. Our slogan is 'Giving you a voice' and I believe women in our community need to be given the voice because no one can tell their story better than them."

Examples of gender programmes include *"Ezobulili"* (gender issues) and Fusion. The shows allow for public engagement and participation as they access the views of different people.



Radio Dialogue Road shows to educate the community on GBV in Makokoba, Bulawayo.
Photo: Radio Dialogue

Mauritius through the gender lens of the MBC



As the first institution to develop a media house gender policy with support from GL, the MBC has become a good example of how buy-in from the highest levels of any institution leads to effectiveness. As the GL team sits with Director General Dan Callikan and the Deputy Director General Soondaree Devi Sooborun, it becomes evident that management takes gender mainstreaming seriously. Not only has management signed a Memorandum of Understanding (MOU) with GL signalling its commitment to transforming gender relations in and through the media, it has gone on to ensure that every employee is aware of this commitment and that the gender policy becomes a living document.

The fact that the gender mainstreaming process at the MBC is driven from the top has ensured effectiveness. Management buy-in has also made it possible for gender programmes to thrive at the MBC. For example, management has put in place monitoring and evaluation systems to ensure that all programming is in line with the gender policy. Deputy DG Sooborun is responsible for monitoring the implementation of the policy. This includes ensuring that all advertising goes through the Quality Control unit for verification before going on air.

When the MBC developed its gender policy the proportion of women sources stood at 14%. Through continued efforts and backing by management, this rose to 28% as indicated in the 2010 *Gender and Media Progress Study*, (GMPS). Speaking at the 2010 Gender and Media (GEM) summit, Soboorun said, awareness of the gender gaps in MBC coverage had prompted the public broadcaster to think deeply about the broader issues of voice, responsiveness and what it means to be a public broadcaster that represents the views and voices of all segments of the population.

This is reflected in the way that the MBC has worked to ensure that gender is mainstreamed in both content and institutional practice. During the 2012 self-monitoring exercise, it emerged that the proportion of women sources has gone up from 28% to 61%. But the question is: what strengthens this desire to include different voices in the media?

The answer points to the diversity of Mauritian society. Mauritius is an Indian Ocean Island comprised of different races, tribes and cultures. This diversity is captured in the different languages spoken in the country such as Creole, English, French, Hindi, Mandarin and Bhoj puri. Creole is the language that has brought different languages and cultural groups together as they try to forge a common Mauritian identity. As an agenda setter one of media's key roles is to create platforms for community engagement on different topics. These are mostly issues that affect Mauritian people at large. The aptly named Kool FM plays this role of connecting people. The station realises that change can only take place when communities come together and debate topical issues. The programme '*Kool a l'e'cote*' (Kool FM listens to you) is a phone in programme which allows the audience to talk about their daily struggles. There is a range of gender specific topics that the radio station brings to the fore for discussion. One of the most common topics discussed is gender-based violence. The programme not only provides the platform for free expression but it also brings in legal and other experts to offer advice to the callers.

MBC Empowers Poonam Sewnarain

"The first time I talked in a microphone was during the Gender Links Workshop on Women in Politics, during the mock radio interview. At the beginning, my voice was trembling and it took me some time to get confidence in myself. While I was doing the interview with Loga, the television crew from the MBC arrived and wanted to interview participants. When Loga chose me to be interviewed by the MBC, I really trembled and my feet were like jelly, but I took up the challenge. My voice trembled at the beginning, but during the interview, I regained my confidence and the interview went well. My greatest joy was seeing myself on television for the first time in my life. My husband and family were so proud of me. Friends and families from all over Mauritius telephoned to congratulate me. Whenever the MBC television is present for any function, I am pushed forward to talk and I really do not mind, as I know I can talk."



Mena Gopaul and Loga Virahsawmy talking on the Sixteen Days campaign and cyber dialogues to Mauritians. *Photo: Ghirish Abdhoosee*

Reporting on gender based violence

The Protocol calls on the media 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 has a role to play in changing attitudes, perceptions, and mind-sets 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.

While targets are in place for the reduction of gender violence, indications are that it is escalating in some communities. According to the Botswana Gender Based Violence Indicators Study, of all the women interviewed in the study, 67.3% had experienced some form of GBV in their lifetime. Some 44.4% of all men interviewed said they perpetrated some form of violence. In Mauritius, about a quarter (24%) of women have experienced some form of GBV at least once in their lifetime compared to 23% of men who have perpetrated GBV at least once in their lifetime.

In Zimbabwe, 'about a quarter (26%) of women interviewed experienced some form of violence (psychological, emotional, economic, physical or sexual) perpetrated by an intimate partner in the period 2011-2012. Thirteen percent of men in the country admitted to perpetrating some form of violence against their intimate partners during the same period.'

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 GMPS, GBV constituted 4% of the topics covered;
- 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
- Men/court reporters write most gender violence stories.

Getting the balance right: Media houses presented several case studies of gender aware coverage on gender-based violence at the SADC Protocol@Work Summit. Although a lot still needs to be done to end GBV, the media is slowly reporting responsibly.

Botswana: Mammusi Siska uses television to address the culture of silence that surrounds the rape of children, using the news story of a 36-year-old man who sexually abused three young girls. By educating communities about this form of GBV and encouraging

people to report cases, she aims to raise awareness about the extent of the problem, to help children understand their rights, and to encourage parents to protect their children.



DRC: Esther Sabu Malu raises the issue of contraception. Her television programme targets primarily men and she challenges the notion that contraception is a woman's responsibility. She urges men to take initiative in ensuring the well-being of their partners and their families.



Mauritius: Jenilaine Moonean's articles draw attention to the problem of GBV, telling women who find themselves in abusive relationships that they are not alone, and encouraging them to break the silence on which this problem thrives. Examining the sociological causes of GBV and its psychological effects, Moonean is working to eliminate gender violence and the abuse of women.



Namibia: Zelda Hakskeen's radio programme *Young people speak out* provides a platform for people to express their views on gender equality and the rights of women. The aim is to raise community awareness around rights and responsibilities, and mobilise women and children against the rape, torture and murder of other women.



South Africa: Mellini Moses uses radio to highlight the inadequacy of existing divorce legislation, and to warn women of the dangers of drug dens. Examining the gender roles that men and women often slip into during divorce, she draws attention to the effects of parental alienation on the children, in order to help people to think more objectively about what they are doing. Turning her attention to Johannesburg's "Lolly lounges", Moses documents the stories of women who find themselves trapped in abusive situations.



Zimbabwe: Thandeka Moyo's articles on Gender-Based Violence, and especially spousal violence, draw attention to an escalating and under-reported problem not only in Zimbabwe, but throughout the region. By giving voice to the voiceless, the powerless - sometimes even the dead - Moyo helps to document the human suffering caused by abusive men. She also shows the role that economic dependence plays in forcing women to remain silent, urging them to report any sort of GBV - unlike Miriam Takavingofa, who remained in an abusive relationship until she was chopped into pieces. Moyo had this to say about her six articles in relation to the SGP:

Why I write about GBV

"The stories mirror the environment that Zimbabwean women survive in, with less than three years before the SADC protocol and MDGs deadline.



Thandeka Moyo, News Reporter.
Photo: Gender Links

The soaring statistics of Gender-Based Violence (GBV) show that it might be impossible for Zimbabwe to achieve the target of adopting integrated approaches with the aim of reducing the current levels of GBV by half by 2015.

Cases are increasing of women who are not only assaulted but also murdered in cold blood by their spouses, for example the late Miriam Nyoni, and the increase hinders achieving many targets of the protocol. Victims of GBV are unlikely to strive towards equality, because in experiencing abuse, their health is also compromised. Women are still finding it difficult to report cases of GBV because of economic dependence, indicating that government has also failed to adopt policies and enact laws, which ensure equal access, benefits and opportunities for women in trade and entrepreneurship.

I wanted to empower women with information, and with the experiences of other women. The stories were targeted at women, policy-makers and men as well.

After I wrote the story of Miriam Nyoni, many women and members of civil society responded by sending messages to *The Chronicle*, airing their views and thanking me for covering the story and keeping them updated.' - *Thandeka Moyo*

Coverage of HIV and AIDS

Coverage of HIV and AIDS is still low: GL research showed 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.

Protocol @ work

Media Drivers of Change

As the SADC region approaches the 2015 target of both the SGP and the MDGs it is important to work with a cadre of drivers of change across the region. Continued engagements with media houses has shown that there is a critical mass of men and women committed to making a difference in the media. Unlike the Women in Development (WID) approach, which only focuses on women, the Gender and Development (GAD) approach recognises that men are partners in the fight for gender equality. The presence of such women and men gives hope to the efforts of the SADC Gender Protocol Alliance.

Mauritius: Danjay Callikan



Dhanjay Callikan, the Managing Director of MBC has personally engaged himself and the whole corporation to ensure implementation of the objectives set in the gender policy. He is present at all workshops organised by MBC and Gender Links to promote gender issues. He makes a point of addressing the participants, and encourages them to promote gender balance and equality. Under his leadership, MBC has increased women sources in its news programmes from 28% to 61% (self-monitoring, 2013).

According to an MBC employee, the DG is "inspiring, determined, self-confident, and a driving force in making things happen". Notably, the DG cannot effectively achieve the objectives of the corporation without the commitment and support of his collaborators at senior management and management levels. He has a strong conviction that he can rely as much (or even more) on his female collaborators.

Due to the DG's commitment to gender equality, women hold key positions at the MBC. These include Deputy Director General, the Team Leader Finance and Marketing, the Responsible Officer Radio Oriental Section, the Responsible Officer Programmes, the Responsible Officer Documentation and Archives, the Responsible Officer Satellite Section, and Editors of the Day in the news department.

Callikan has a determined character and adopts a sense of wisdom in taking bold decisions. He ensures the smooth running of the corporation in close collaboration with a few professionals whom he trusts.

His commitment to intrinsically integrate gender in audio-visual media is "tangible". While watching TV and listening to radio, nobody can deny that gender is linked to the main objects of the corporation (i.e. to entertain, educate and inform). The DG possesses all the qualities of an effective leader, and he is very knowledgeable about gender and how to use media to promote gender initiatives. His personal efforts to understand gender have further strengthened his skills, knowledge, values and attitudes are further enhanced and broadened in his personal efforts to accomplish gender democracy.

Through the leadership of Callikan, The MBC makes gender mainstreaming an integral part of its institutional practice. As such there has been no need for Gender Links to allocate a specific budget for work on gender, because gender initiatives form an integral part of MBC activities. Programmes on gender are included in MBC Radio and TV programme schedules like other prog-

rammes in other fields (economic, social development and other key issues). Workshops and training on gender form part of the MBC capacity building programme.

Malawi: Hilda Phiri, Radio Maria



My name is Hilda Phiri and I have been the station Manager of Dzimwe Community radio since 2006. While one could think of a station manager's position as a mana-gerial post, the case is different with a community radio station and Dzimwe in particular. In spite of being in charge of managerial tasks of the radio station, I am also a content producer, presenter and reporter for the station. As a station manager, I am the overseer of all the radio station's day-to-day activities. It is my responsibility to see to it that the editorial policy is being followed and that all the programmes and news bulletins are aired at the right time. It is also on my day to day to do list to monitor all the projects that Dzimwe is undertaking with communities around.

I was only 20 when I took over the managerial position of the radio. It was so challenging then, because the radio was on the verge of being off air due to unavail-ability of resources. We did not only have outdated equipment, but we lacked finances as well. Many people were not interested in working for the station because very few were willing to work on a voluntary basis. This demotivated the existing staff members, and the impact could be noted in the quality of the programmes that were being produced. I took it upon myself to turn the situation around.

In order to change things for the better, I decided to set targets. One of targets was that I needed to work hard and make sure that by 2013, the radio station should have computers in all departments. I thought this would affect our work positively. I am happy that I managed to achieve this before the set timeline. On staff salaries, I thought of the best way through which we could come up with an income-generating project that could finance staff salaries. This is when we came up with the business centre idea. The centre offers communication and printing services. This project coupled with radio adverts has made a huge impact, in the sense that it is able to generate salaries for all staff members. Though the salaries are not very competitive in as far as the media industry in Malawi is concerned, staff members are at least motivated to work harder than before.

I have always wanted to work in the media and bring about change. When Gender Links came to train us on women's economic empowerment, we thought that although we are a small radio station we could try implementing what we learnt to bring change to society. Pushpa Jameson, GL former country facilitator taught us that if women are empowered economically, the gender based violence prevalence rate could go down. Thinking of how best I could integrate this into our programming and projects, the first thing that came into my mind was Women's Radio Listening Clubs. This thought triggered another idea, village banking.

I sold the idea to my team and the board and they fully supported it. We then approached the government to assist us in training women on the importance of saving, how they could save, and how to share the savings. Additionally, as a radio station, we did programmes on the subject, and encouraged women radio listening clubs. This project is run in partnership with Farm Radio. During my last monitoring and evaluation of the project, I was amazed to learn that many women have been empowered economically. While some women have started small scale businesses, many women testified during the visit that the economic independence that has come about as a result of village banking has changed their lives for the better.

Although I have always been perceived as a young lady since I took the managerial position of the radio, I have never stopped dreaming of ideas that could bring about positive change in the communities that listen to the radio. For instance, I am happy to learn through radio listening clubs how the radio is impacting on people's lives.

In the past, it was believed that men were supposed to be at the lake fishing (as a source of income) while women should be in the garden growing maize and other crops for household use. Now many people seem to be breaking away from these stereotypical trends as they have realised that a kitchen and a garden are not the only places where women can be. Women have now ventured into economic activities that are gene-rating more income compared to fishing. Some men are now helping these women as opposed to hindering them. Whenever I see such things happening, I believe that the media is indeed powerful. I have realised that as a media person, I have the power to bring about the change I need in the community.



Hilda Phiri, Station Manager at Dzimwe Community Radio, talking to women at one of the radio listening clubs in Malawi. *Photo: Dzimwe Community Media*

Gender in media training

Ensure gender is mainstreamed in all information, communication and media policies programmes, laws and training in accordance with the Protocol on Culture, Information and Sport.

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 on-going courses. To mainstream gender in the curriculum and put in place institutional mechanisms that ensure that gender is a component of curriculum reviews is key to taking a holistic approach to gender mainstreaming.

The *Gender in Media Education* (GIME) audit revealed massive gaps in gender and media training institutions both in composition as well as the absence of gender discourse in training curricula. The numerous capacity building initiatives in training are starting to bear fruit. Whilst no follow up study/audit has been conducted, there is evidence of qualitative change.

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.

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.

There are more women than men in media studies: While men are the majority of the academic staff, Table 9.3 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).

In many countries there are many more female students by a wide majority, but in a few, women are still in the minority: Table 9.3 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.

But large numbers of women in media education and journalism classrooms does not translate into large numbers of women in newsrooms. Many female students as the GIME research found cited that they had been sexually harassed by their sources during internship and would not consider pursuing journalism as a career. Most of them opted to go into public relations. However, this can be addressed if experienced female journalists mentor aspiring female journalists and tell their story more often to equip the young ones with skills on how to manoeuvre the newsroom.

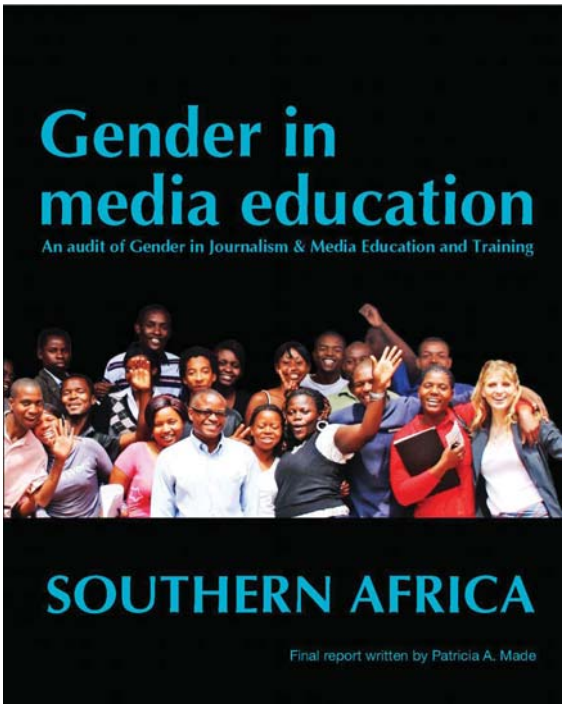


Table 9.3: Summary of key gender indicators for institutions of higher learning in the GIME research								
Institution	Staff		Students		Policies		Curriculum	
	% Female	% Male	% Female	% Male	Gender	Sexual harassment	Gender considered in curriculum review	Committee/ individual responsible for gender 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 Institute 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

Mainstreaming gender in journalism and media training



From Left to right: Dalitso Nkunika (Malawi Institute of Journalism); Dr Maxwell Mthembu (University of Swaziland); and Dr Francis Chikhunkhuzeni (Malawi Polytechnic) at an informal GMDC discussion during the July 2012 meeting for trainers. *Photo: Jabulani Sithole*

Building on the findings of the GIME research, the GMDC continued to strengthen its work with the Centres of Excellence in Journalism and Media Education and Training in institutions of higher learning in Southern Africa.

One of the key findings of the GIME and GMPS studies is that gender training for journalists and trainee journalists is very important to start to shift the gender imbalances in the media.

GL in partnership with UNESCO through the International Programme for the Development of Communication (IPDC) engaged with institutions of higher learning to mainstream gender in media and journalism education and training curriculum.

The project aims to mainstream gender in journalism and media education and training curricula. The main objective is to build the capacity of institutions of higher learning in Southern Africa to mainstream gender in journalism and media education and training. This is viewed as a way that will contribute towards integrating gender into all aspects of the media in Africa.

In addition, the project contributes to the notion that the media is a platform for democratic discourse that reflects a diversity of views and interests in society. It supports the principle that good journalism is about accuracy, balance and fairness. An absence of women and women's voices in the media compromises these principles', thus promoting gender is about good journalism.

Specific objectives of the project include:

- To test a foundation course on mainstreaming in journalism and media education and training.
- To train educators in six Potential Centres of Excellence of Journalism and Centres of Reference in Africa to mainstream gender in their curricula.
- To pilot the use of face-to-face and online teaching and learning as a model to build the capacity of journalism and media educators and trainers.

The GMDC hosted a six-month intervention with institutions of higher learning that constituted two workshops. The first workshop held from 10-13 April 2012 covered gender content, practical exercises and planning. Participants from ten institutions of higher learning from six countries attended the workshop in Johannesburg, South Africa. They shared experiences and information about the current teaching and learning context for journalism and media education and training.

At the second workshop held from 23-27 July 2012 in Johannesburg, South Africa, the trainers discussed different approaches to mainstreaming using two manuals that have been developed by GL for the media and local government.

Trainers also discussed how the modules can be improved, where the modules can be incorporated in journalism and media education curricula, possible assessments that can be used and resources that can be sourced from the Gender Links website to recommend to students to read. They came up with plan of actions that they started implementing in January 2013.

The meeting coincided with the meeting for Gender and Media Networks in eight Southern African countries. The Networks also had an opportunity to look at the gender-mainstreaming manuals. The two groups came together to discuss how they can work together in-country and planned how to partner for gender and media literacy training during the Sixteen Days of Activism 2012.

The gender and media literacy training before and during the Sixteen Days of Activism saw the implementation of what the trainers learnt during the April and July Training of Trainers' workshop. As part of university outreach, the institutions of higher learning went to councils and municipalities that GL has been working with.

They took the participants through the gender and media literacy course and some of the outputs include first hand account stories on gender based violence, campaigns, opinion and commentary pieces and analyses of media monitoring during the period.

Some of the trainers responded to the call for entries in media education for the SADC Protocol@Work Summit held in April 2013 and seven media training institutions responded to present best practices.

Malawi: The Polytechnic of Malawi has focused mainly on mainstreaming gender in the syllabus and in course outlines, re-orienting the existing curriculum wherever possible. The Polytechnic recognises the critical role that the media plays in making meaning, purveying culture and promoting development and the institution promotes the active participation of female students. 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.

Malawi: Gender runs through media training



The Malawi Institute of Journalism, winner in the media training category at the SADC Protocol Summit awards, is a media training institution offering certificate and diploma courses in journalism. Its curriculum encompasses 14 modules or subjects at certificate level and 12 at diploma level. In subjects like human rights, HIV and AIDS and public health reporting, literature and literary appreciation, the curriculum includes topics that specifically address gender issues. These are content subjects and it is easy to mainstream gender into the core content.

The other subjects are productive, skills oriented and not intrinsically gender-friendly. In these subjects, gender is a crosscutting issue i.e. it is mainstreamed mainly through the teaching and learning methodologies used. This is viewed as a more viable strategy of mainstreaming gender, as it allows the application of pedagogical skills across the curriculum. All tutors and a significant number of students have, at some point, attended gender sensitisation workshops. The knowledge obtained in these workshops has enabled the tutors to factor gender in their teaching methods and thread in gender concepts, awareness and sensitivity in students' classroom tasks, assignments and extra-curricular activities like clubs and societies.



Japhet Thole presenting on his documentary produced for Neighbourhood Watch, at the 2013 Malawi SADC Gender Protocol Summit. *Photo: Gender Links*

MIJ also ensures equal participation in external or in-house workshops by selecting equal numbers of female and male students This notion is extended to all other school activities, tasks and responsibilities. At times students are tasked to go into communities not only to play their role as "watchdogs" but also to hone their journalism skills by reporting issues from the grassroots. This is mainly done through clubs and societies. The clubs' objectives mostly address MDGs and emerging issues such as gender, climate change, HIV and AIDS, health and human rights.

The students have, on their own volition, initiated community outreach activities that address a number of targets of the SADC Gender Protocol.

To date, MIJ students have been involved in the government's safe motherhood initiative. They have also formed the MIJ 4 Cancer Club, which has made linkages with the Cancer Association of Malawi and participates in cancer awareness campaigns and activities. Other clubs that have been formed are the MIJ Tech Club (which deals with TV or Video production and photography), and the MIJEC Club (that brings awareness on issues of climate change and the importance of environmental conservation). These clubs would, by the nature of their activities, traditionally be subscribed by male students. However, more female students are registering with these clubs.

The students are also given airtime on MIJ FM radio to present a programme (Neighbourhood Watch) that showcases their skills in radio production and enables them to apply knowledge and skills in reporting human rights abuses from a gender perspective.

South Africa: The Durban University of Technology (DUT) is training students to produce gender-aware media content. This is done through analysing current media content, through improving the curriculum and learning materials, and through the way in which media courses are presented. According to Maude Blose, Lecturer at DUT, "bouncing off ideas between male and female students showed them that things aren't as they seem, and that although gender balance is often taken for granted this has negative impacts." It is important that students are taught from an early age to be aware of such issues, especially since they are the future media practitioners and will have to make crucial decisions on the type of content that they distribute to society.

South Africa: Gender in media at the University of Limpopo



An opportunity presented itself to mainstream gender into the media studies curriculum in 2012. Coincidentally, it was at the same time that Gender Links conducted a workshop for media educators in gender and media literacy. As expected, I went on to train lecturers from my department as well as representatives from community radio stations and small independent newspapers after the GL training.

The lecturers subsequently had to do an assignment in which they showed how they would mainstream gender into their courses. The assignment was then linked to the reviewing our curriculum. All lecturers were able to include issues of gender and HIV and AIDS into their courses. These were then incorporated into the curriculum that the South African Qualifications Authority (SAQA) approved in 2012.

About 15 lecturers benefitted from the exercise and are in turn teaching approximately 1500 students in the Media Studies Programme (undergraduate to postgraduate). More students are exposed to gender in the media and they understand the subject more including international policy and legislation such as the SADC Protocol on Gender and Development and the Millennium Development Goals.



Professor Sheila Mmusi at a Media COE planning meeting at the University of Limpopo. *Photo: Tarisai Nyamweda*

This knowledge means that students are able to critically analyse gaps and biases in reporting gender-related stories.

All lecturers in the department have incorporated gender into their courses at both undergraduate and postgraduate level. This a good example of mainstreaming as it is done at all levels. The research studies conducted by Gender Links are used as teaching materials and recommended to students for further reading. Illustrations and exercises from these books are used for teaching, learning, and assessment.

The lecturers and postgraduate students have also been trained in media monitoring. The training workshop designed for community media included staff and postgraduate students, as the aim was to have them assist in the monitoring of media content in the media Centres of Excellence (COEs) in Limpopo. While students and lecturers acquired skills in media monitoring, some went further to choose Masters research topics, which explore gender in the media, for example:

Matjila, MDK (MA Degree): *Gender in the Media: An exploratory study of gender in community radio programming* (Supervisor: Prof SO Mmusi).
Maphiri, FO (MA Degree): *An investigation into the usage patterns of information and communication technologies among females in the Vhembe district of Limpopo Province* (Supervisor: Prof SO Mmusi).
Senong M.M (MA Degree): *Representation of women in South Africa soap operas: A case study of Polokwane Municipality, Limpopo Province* (Supervisor: DR MA Kupa).
Mabokela S.E (MA Degree): *Portrayal of gays and lesbians in selected television programmes* (Supervisor: DR MA Kupa).
Muswede T (PhD thesis): *The impact of Community Media on sexual and reproductive health: A study of the influence of Community radio programming on the sexual behaviour of adolescents in Limpopo* (Supervisor: Prof SO Mmusi).
Mbajiorgu CM (PhD thesis): *South African Mass Media and HIV/AIDS Pandemic: An investigation of Media Publicity and Attitude towards Coverage* (Supervisor: Prof SO Mmusi).

Empowering citizens through media literacy training

Citizens play an important role in holding governments and media accountable for their commitments to gender equality. But it takes an enlightened citizenry to do this. The GMDC vision is to develop "citizens, women and men, who are empowered to engage critically with their media." There is growing interest in media literacy and the GMDC's unique contribution to the media literacy discourse has been to tailor make a gender and media literacy course. The course has been applied and tested with various audiences in close collaboration with various GMDC partners, from academic institutions to women in politics.

In total 193 women and men, 62% women and 38% men benefitted from the gender and media literacy course in 2012. The course equips participants with gender analysis and a range of communication skills including media monitoring, how to take up complaints, design and cost campaigns, and use new media to leverage these campaigns. Trainers who run gender and media literacy mainstream gender in their courses. Through this initiative, a new generation of young media professionals is emerging.

Media students learn by doing at the summits



As part of linking all the interventions that GL is undertaking in academic institutions, student journalists were given the opportunity to learn on the job at the 2013 SADC Protocol Summit. Since 2010, GL has conducted media literacy training through institutions of higher learning. During the summits, GL put together a team of students to apply their media literacy skills through compiling summit news supplements. This exercise resulted in 12 country and one regional summit newspapers.

This exercise also gave the students an opportunity to interact with practicing journalists from the media COEs as well as strengthen the linkages between media houses and media training institutions.

Mots'elisi Motseko - National University of Lesotho: I attended the media literacy training in January 2011. I am studying mass communication, which covers journalism, public relations, and communication. About 21 first year students registered and it took us two weeks to complete the course.

I did not understand the importance of gender equality, the whole idea of having men and women's opinions in the media. The training however, opened our eyes somehow because we monitored the media and found out a number of discrepancies such as the fact that more stories were written by men and male voices dominated the stories.

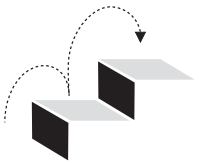
For example, most of the people who called in a certain night show on People's Choice FM were men. After the training some students took it upon themselves to educate junior students about gender concepts and the media. I learnt that women and men must be afforded equal space in the media.

Japheth Thole - Malawi Institute of Journalism: It is through attending Gender Links meetings that I got to understand how the media can contribute to the SADC Protocol on Gender and Development, whose targets are expected to be achieved by the year 2015. This has made me more aware of the protocol provisions and how I can contribute through my reporting.

Although we are journalists, there are things that we do without realising that we are being gender-insensitive, and it is through such awareness raising initiatives such as media literacy that now we see the world differently, especially the things we often take for granted.



Mots'elisi Motseko, (right) participated in the media literacy course at National University of Lesotho. *Photo: Saeanna Chingamuka*



Next steps

Key strategies for moving forward with the gender and media work include:

- ***Re-strategising and changing the programme design:*** GL will strengthen the COE model by conducting in-house gender policy implementation workshops to all COEs. This is based on the evidence that emerged during verification, that while media houses have developed and adopted gender policies, awareness of these policies amongst media house personnel is still very low. GL will also seek to build on the positive examples of the SADC Gender Protocol@Work, presented at the SADC Protocol Summit.

- ***Support to media houses on implementation of gender policies through content production:*** The key indicators for the success of the media COE project include gender aware content and programming. Working with journalists and content producers will lead to gender specific programmes and content. Whilst there is evidence that a significant number of media houses are implementing their gender policies, the number of such programmes and editorial content is still low. Media houses would like to receive more support from GL to keep up the momentum. The existence of gender focal persons within the media COEs will energise the project roll-out. Media houses that have done well have mainly relied on champions to drive the process from within.

- ***Continued engagements with media houses on the results of the self-monitoring exercise:*** As part of on-going dialogue, GL will facilitate in-house workshops to discuss the results of the self-monitoring exercise. Whilst there are gains in certain media houses, there are challenges, which call for engagement and strategising around. These workshops include discussions on the feedback from the COE verification. This will ensure that all staff are aware of commitments to gender equality.

- ***Monitoring and evaluation:*** Consistent monitoring and evaluation exercises are key in benchmarking progress and pulling out case studies of impact. The COE verification process, which forms stage 9 of the COE process, has given GL insights into the impact of the work on the ground and the challenges thereof.

- ***Create more synergy between the media COE project and the Opinion and Commentary service:*** As part of knowledge creation, the GMDC houses the GL opinion and commentary service. Whilst journalists from the media COE project are contributing to this service, there is need for a more structured way of bringing together the two activities. This also links to the need to market the GL opinion and commentary service more with editors from the media COEs. The usage of the service by COEs is still low.

- ***Create synergies between media houses and journalism and media training institutions.*** A meeting between media COE facilitators and Journalism and Media lecturers revealed the need for stronger working relationships between these institutions. Media trainers train journalists for the media houses and as such there is need to forge a common understanding of what gender mainstreaming means.

- ***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.

- ***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,

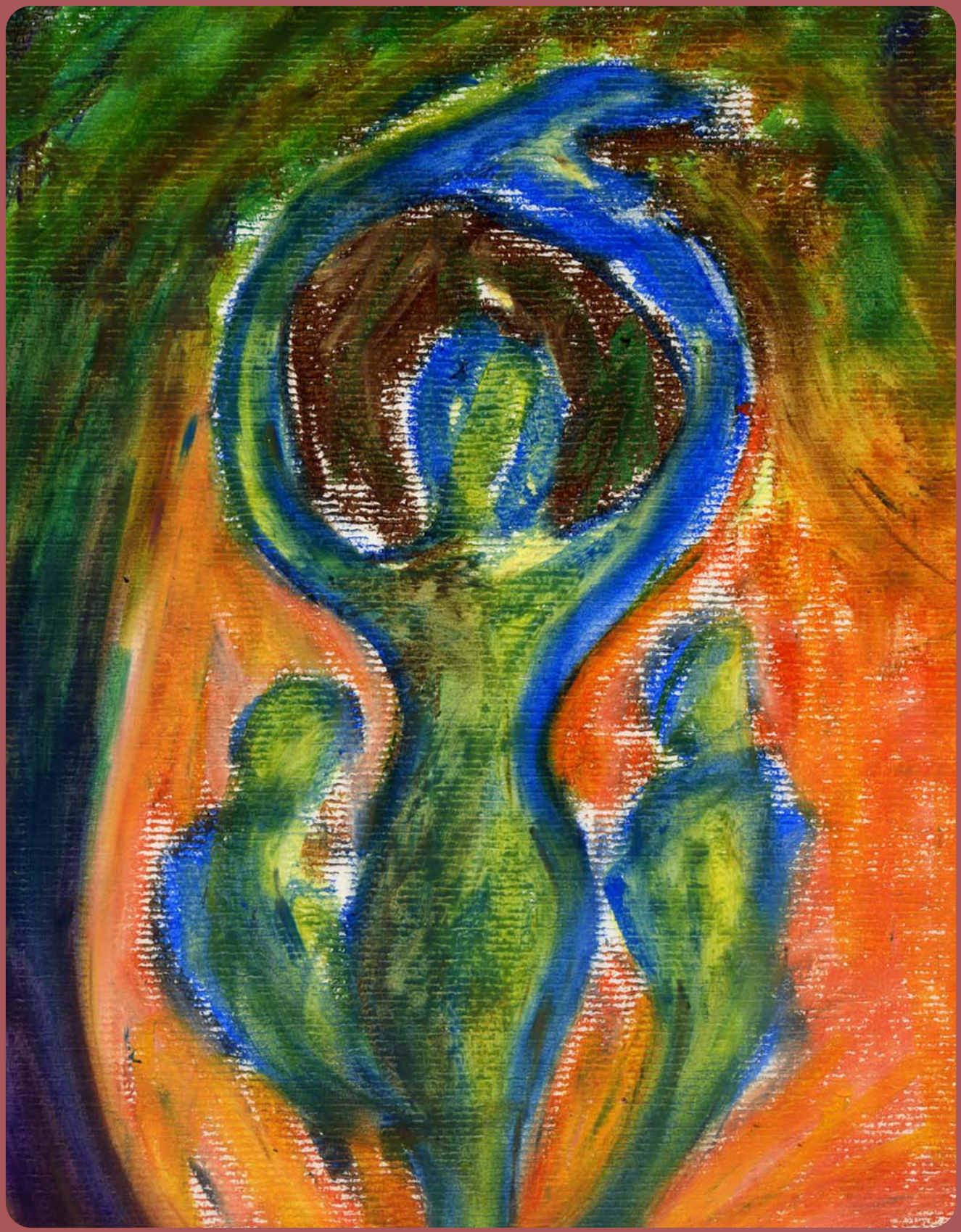
while GEMSA's work in raising media alerts shows how this muscle can be flexed. In the coming period, gender and media activists will focus on supporting GEM Networks to sensitise the public on gender and media.

- ***Follow up research studies:*** While making an enormous contribution to gender and media discourse, the GMPS, Glass Ceilings and GIME need to be updated in the run up to 2015. While GL monitored 76 media houses under the self-monitoring exercise, focus will now shift to a regional comparative progress study, which analyse the performance of COEs against non-COE media houses. GL has also relied on situation analysis figures

- ***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.



Picture our lives: Tanzania SADC Protocol@Work Summit. *Photo: Fanuel Hadzidzi*



"Isabella" *Anushka Virahsawmy*

CHAPTER 10

Implementation

Articles 32-36



Time for action: Bianca Dlamini from Swaziland Environmental Authority, links gaps, to actions to budget for the SADC Gender Protocol. *Photo: Colleen Lowe Morna*

KEY POINTS

- Thirteen out of 15 countries have signed the SADC Gender Protocol (SGP). Botswana and Mauritius have still not signed but there are positive signs that they may do so.
- Twelve countries (up from 9 in the last year) have ratified the Protocol, with Malawi being the latest to ratify and deposit its instruments. Of the countries that have ratified, only DRC has not deposited its instruments of ratification.
- Namibia, Swaziland, Seychelles, and Zambia have led the way in drafting costed gender action plans aligned to the SGP.
- Learning from these four countries, DRC, Lesotho, Malawi, Mozambique, Tanzania and Zimbabwe are set to align their policies and action plans to the SGP.
- 300 councils in ten countries, covering one fifth of the SADC region have committed to become Centres of Excellence (COE's) for gender in local government.
- The campaign for an Addendum on Gender and Climate Change gained momentum with an online petition signed by 1027 citizens (55% men; 45% women) - Gender Ministers formally backed this proposal at their meeting in Maputo in February 2013.
- Alliance partners have administered knowledge and attitude quizzes to nearly 50,000 citizens across the SADC region. With knowledge at 53%, and attitudes at 65%, the Alliance has its work cut out well beyond 2015.

Trends table - Implementation						
	2009	2010	2011	2012	2013	Target 2015
Number of countries that have signed the Protocol.	12 Botswana Malawi, Mauritius had not signed	13 Malawi signs the Protocol	13 Botswana Mauritius not signed	13 Botswana Mauritius not signed	13 Botswana and Mauritius close to signing	15
Number of countries that have ratified the Protocol.		2	9	11	12	15
Number of countries with policies and action plans aligned to the SADC Gender Protocol.	0	0	3 Namibia, Seychelles, Zambia	5 Add Zambia and Swaziland	10 Add Mozambique, DRC, Tanzania, Malawi, Lesotho	15
SGDI overall.			64%	66%	67%	70%
CSC overall.	55%	55%	55%	57%	66%	70%
Number of Alliance country MOU's.		10	12	14	15	15
Number of theme MOUs.		6	8	8	8	10
Knowledge of the SADC Gender Protocol.		46%	54%	59%	53%	60%
Number of SADC Gender Protocol@Work case studies.		19	44	631	1190	
Number of signatories to the Petition for an Addendum on Gender and Climate Change.	0	0	0	600 signatures	1027 citizens signed online petition	Addendum signed



With only two years before the 2015 deadline for achieving the 28 targets of the SADC Gender Protocol (SGP), implementation has become the watchword of gender activists across the region. In April 2013, over 300 activists, government and local government officials and media from around the Southern African Development Community (SADC) converged in Johannesburg for the SADC Gender Protocol @work regional Summit, following 12 National Summits involving 1484 participants (69% women and 31% men).

The summits yielded 672 case studies SGP is being used by citizens to demand and create change. In the five years since the adoption of the Protocol, the Alliance slogan has progressed from "the time is now", to "yes we can", to "yes we must." As the countdown began, the focus of work has shifted from a push for countries to sign and ratify the Protocol to lobbying for costing and implementation of its targets to move from paper rights to people's rights.

Two countries, Botswana and Mauritius, have still not signed the Protocol. But, as reflected in the tracking table, there has been a rapid progression of countries ratifying the Protocol (among the fastest of any SADC Protocol to be ratified). Twelve countries have ratified the SADC Gender Protocol that went into force in September 2012 after Swaziland became the ninth country to deposit its instruments of ratification. The DRC remains the only country that has ratified but not yet deposited its instruments of ratification.

From a baseline of zero, five countries have aligned their gender policies and action plans to the targets of the SGP, or are in the process of doing so; and another five (two thirds in total) are in the process of doing so. The SADC Gender and Development Index (SGDI), a basket of 23 empirical measures, has inched up slowly each year, from 64% in 2010 to 67% in 2013. The Citizen Score Card (CSC) that measures perceptions has registered the most dramatic increase: from 55% in 2009 to 66% in 2013 (one percentage point less than the SGDI, compared to gaps of over ten percentage points in the past). This reflects a growing optimism among the SADC citizens.

Over the last year, the Southern African Gender Protocol Alliance (SGPA) has stepped up its coalition building efforts. The Alliance secretariat, hosted by Gender Links, has signed MOU's with focal networks in all SADC countries. Lead agencies have been identified for most of the theme clusters. The men's sector and Faith Based Organisations are playing an increasingly visible role. The *"Women demand action now"* campaign in South Africa led by South African Women in Dialogue (SAWID), the country focal network, shows the mobilising power of NGOs. In Malawi, the NGO Gender Coordinating Network (NGO-

Eureka - Protocol comes into force

September 2012 became a turning point for the SADC Gender Protocol campaign when Swaziland became the ninth country to deposit the instruments of ratification. Eureka - the SADC Gender Protocol came into force. The region had reached the two-thirds majority required out of those that have signed to deposit instruments of ratification.

GCN) will be hosting the Alliance during the parallel NGO meeting to the Heads of State summit taking place in this Southern African country in August 2013. Alliance partners have administered knowledge and attitude quizzes to nearly 50,000 citizens across the SADC region. With knowledge at 53%, and attitudes at 65%, the Alliance has its work cut out well beyond 2015.

Background

Since 1992, the SADC region has put in place some 35 legal instruments, including the SADC Treaty, Protocols such as the SGP (2008); charters, declarations, and MOU's as the cornerstone of the SADC regional integration agenda. The Regional Indicative Strategic Development Plan (RISDP) 2003-2018 (that is under review) provides the overarching regional framework guiding SADC in its efforts to achieve its regional integration, development and poverty eradication agenda where gender equality, combating HIV and AIDS, and poverty eradication, are cross cutting sector intervention areas.[1] Once Protocols are signed and ratified, they are legally binding on state parties, thereby 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, both men and women.

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 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.

Five years since the Protocol's adoption in 2008, the SGPA 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. In 2013, five years since the historic adoption of the SGP, the Barometer assesses institutional processes and mechanisms that need to be put in place to ensure a strong push on delivery - from governments as well as civil society. The chapter contains important new areas - such as the extent to which the SGP is being implemented at local level and mobilising by Faith Based Organisations.

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 the innovative Gender Progress Score (GPS) that will serve as a baseline for future comparisons.



Citizens rate their government's performance on gender in Zambia.
Photo: Cynthia Kalizinje

[1] SADC 2003; Regional Indicative Strategic Development Plan (RISDP), 2003-2018.

Signing

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 are positive developments that lawmakers in these countries may take steps toward signing: Since August 2008 13 SADC member States have signed the Protocol; Botswana and Mauritius have still not done so. Twelve SADC member states namely Angola, DRC, Lesotho, Malawi, Mozambique, Namibia, Seychelles, Swaziland, South Africa, Tanzania, Zambia, Zimbabwe have ratified the Protocol. Malawi became the latest country to deposit its instruments of ratification with the SADC Secretariat following civil society initiatives to make governments more accountable and responsive on gender-related issues.

Mauritius: Although Mauritius has not yet signed the SGP, the local government elections in December 2012 opened the door to a possible change of position (see Chapter two, governance).

Mauritius had reservations about signing the Protocol due to its Constitution which did not allow for affirmative action or positive discrimination. The main problem lay in Article Five of the SGP, which provides for affirmative action and special measures to increase women's representation and participation in decision-making positions. However, the Constitution had to be amended to make way for the local government quota. In his keynote address at the SADC Gender Protocol Summit in April 2013, Minister of Local Government and Outer Islands Louis Hervé Aimée raised hopes when he said: "Since Mauritius amended its Constitution so that parliament could pass the 2011 Local Government Act, by allowing a gender-neutral quota in local elections, this has opened the door for the country to change its mind about signing."

Soon after a member of the opposition Lysie Ribot asked the Prime Minister "whether he is aware that Mauritius is among the two only countries that have not signed the SADC Protocol on Gender and Development which advocates gender parity in political decision-making." The Prime Minister replied: "I cannot sign it because it will go against our Constitution, here, in Mauritius. Once we have done the amendment that we need to do, then there will be no problem for me to sign it."



Mauritian Minister of Local Government and Outer Islands, Louis Hervé Aimée. In the 2012 Mauritian local government elections, women's representation jumped from 6.4% to 26%.
Photo: Gender Links

Botswana, host to the SADC Secretariat, has maintained its reservations on the Protocol, raising concerns about the protocols' mandatory language and the commitment to timeframes. However, the Botswana Congress of NGOs (BOCONGO) continues to use the Protocol as a monitoring tool. The SADC Gender Protocol Botswana Barometer, shows that the country has made significant progress in all five of the six sectors for which quantitative data is available.

According to the SGDI, Botswana ranks number one out of the 15 SADC countries in the economy and

education sectors; and at least one of the top five countries in the areas of health, HIV and AIDS and media. The governance sector draws the country backwards where it is at position 11 in terms of political decision-making: parliament, local government and cabinet. As a result, the overall SGDI puts Botswana at number six out of the 15 countries in terms of progress on achieving gender equality. Should Mauritius sign, Botswana would find itself under pressure to follow suit. BOCONGO held a strategy meeting in July 2013 to increase civil society pressure on the Botswana government to sign.

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 10.1: 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, 2013.

Progress towards ratification has been steady: Table 10.1 shows the number of countries that have ratified and those that have deposited instruments of ratification with the SADC Secretariat. Twelve of the 13 Governments that signed the SGP (more than the two-thirds required for the Protocol to go into force) have ratified the sub-regional instrument making it one of the few SADC Protocols to go into force in record time as a result of the lobbying and advocacy efforts of the SADC Gender Protocol Alliance. Malawi became the 12th country to ratify the Protocol and deposit its instruments after Malawi President Joyce Banda committed to ensuring that Malawi ratifies the SGP before the August 2013 Heads of state Summit to be hosted by Malawi in a video address to the SADC Protocol@work Summit in April 2013. Malawi, Zambia and South Africa have deposited their instruments of ratification bringing the number to 11. The DRC is yet to deposit it's instruments of ratification.

Implementation at national level

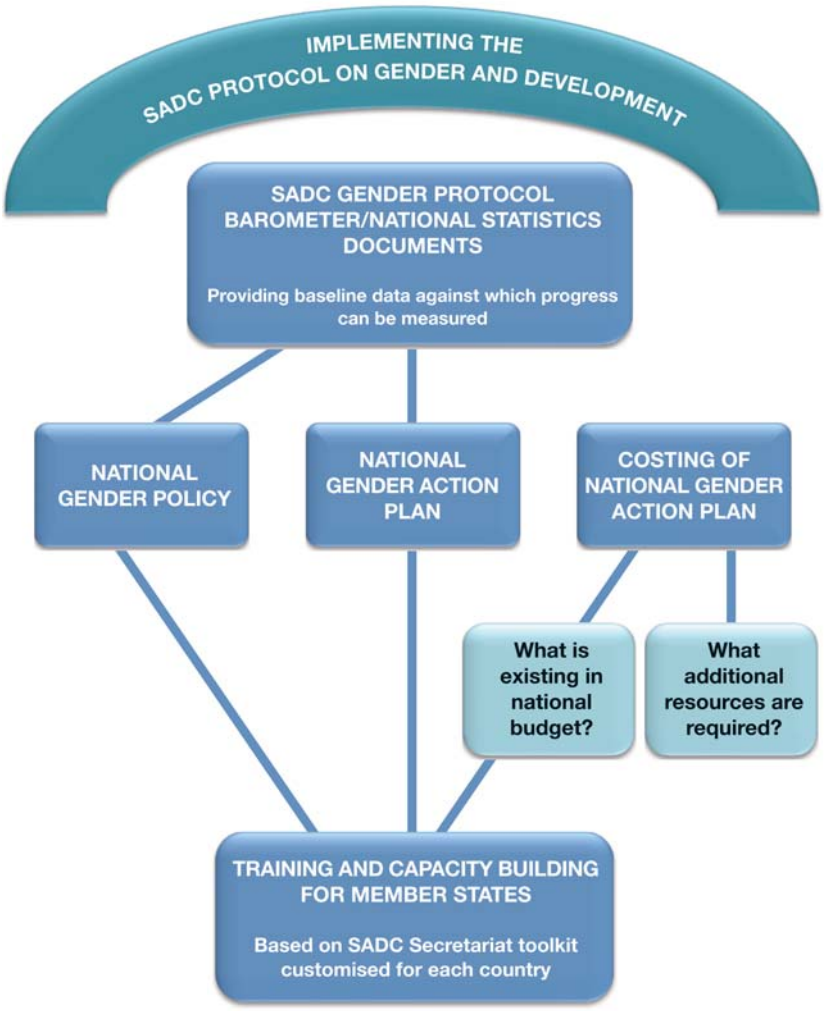
The Protocol states that state parties shall ensure the implementation of the Protocol at the national level. They shall also ensure that national action plans, with measurable timeframes, are implemented, and that national and regional monitoring and evaluation mechanisms are developed and implemented. 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. Article 33, on financial provisions provides that 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.

There is now a roadmap for the SADC Gender Plan: Over the last two years, the SADC Secretariat's Gender Unit, working in close collaboration with the Alliance, developed a SADC Plan of Action to move forward on full implementation of the SADC Protocol.

GL has developed an integrated model for implementation involving aligning national policies and action plans to the targets of the SGP; using the country Barometers to obtain baseline data; and identifying actions, time frames and resource implications. Four countries (Namibia, Swaziland, Seychelles and Zambia) have gone through this process (see Zambia case study) but follow up needs to be monitored.

Taking stock at the SADC Gender Protocol Summit: GL, in its role as Secretariat to the SGPA, held a strategy meeting on 24 April 2013 in the wings of the SADC Gender Protocol @Work Summit to assess progress towards aligning national policies and action plans to the Protocol. The meeting identified opportunities for doing so in countries that are reviewing their gender policies and action plans, as well as those going through Constitutional reviews such as Tanzania.

Figure 10.1: Costing model developed by Gender Links



Zambia develops a National Gender Action Plan linked to the SGP



As part of its commitment to the SGP and MDG 3, Zambia under-took a yearlong process of identifying gender gaps; aligning its policy and action plan to the SGP and costing implementation. Zambia with the support of the SADC Gender Unit, GIZ and technical assistance from Gender Links and Women in Law Southern Africa (WLSA) - the Alliance focal network in Zambia - followed the model developed by Gender Links. Zambia Barometer author Margaret Machila served as country facilitator for the process, summarised in the accompanying graphic. She shared this model at the June 2013 "learning and sharing" workshop (see next section).



Minister of Gender, Inonge Wina, officially launches the Barometer in Zambia.
Photo: Colleen Lowe Morna

The process started with formal meetings with the Ministry of Gender and Child Development during the "Buy in Stage". The Government of Zambia has elevated the Gender in Development Division under Cabinet Office to a full-fledged Ministry of Gender and Child Development with the mandate of coordinating gender equality across various sectors and has Gender Focal Points in all Line Ministries and Government Departments.

The Strategic Plan seeks to scale up gender equality by the Zambian Government by 2015 through the mainstreaming of gender in the national planning and implementation framework, the Sixth National Development Plan and the Medium Term Economic Framework and the National Budget.

The process of developing the costed national gender action plan has been a participatory process aligned to the SGP and the country's National Development Framework. The facilitators compared the process of identifying resources to an onion - the search involved peeling every layer to understand how resources are allocated, who benefits, and how resources can be reallocated. For example, the analysis found that men benefit most from Local Government functions that get out-sourced such as construction and waste management. This could be corrected through policy measures.

The activity based budgets for Zambia made it easier to interrogate budgets, but revealed the importance of gender disaggregated data. For example, it is important to know who benefits from the Citizen's Empowerment Fund. The analysis found promising initiatives recommended for scale up, such as a programme by the Department of Energy encouraging the production of efficient stoves, a labour and cost-saving device with a green dividend.

Despite communication and coordination challenges, Zambia managed to produce a well thought through National Gender Action Plan. Line ministries also interrogated existing budget lines, finding under each line ministry direct and indirect sources of funding for advancing gender equality.

The Zambian Government will ensure adequate resources are made available for the full implementation of the strategic plan. The main challenge outlined in the Zambian costed national action plan is to ensure that the key line ministries that are responsible for the implementation of the various activity plans adhere to the agreed upon framework for coordination.

An M and E system needs to be developed for programme surveillance and to ensure that the activity plan is implemented and above all, the commitment by the ruling party to ensure that the set targets are realised by 2015.[2] (Zambia Costed National Gender Action Plan; Ministry of Gender and Child Development Zambia, March 2013).

1. • **Buy in**
2. • **Baseline**
3. • **Review of policy**
4. • **Inception meeting with GFP**
5. • **Framework and clustering**
6. • **Planning and Costing workshop**
7. • **Backstopping**
8. • **Validation**
9. • **Monitoring and evaluation**
10. • **Peer learning and sharing of good practice**

[2] Zambia Costed National Gender Action Plan; Ministry of Gender and Child Development, Zambia, March 2013.

Table 10.2: 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 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 , adopted 2011	Yes , adopted 2011	No	Require technical assistance for alignment and GRB	Advocacy around MDG3.
Lesotho	Ministry of Gender, Youth, Sports and Recreation.	Yes	Yes, 2003 - requires review	Yes, need to review action plan	No	Not as yet	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.	Gender Policy reviewd in 2005, reviewed in 2013	Yes, 2005 -2008.	Yes	Yes, government-driven initiatives. Donor influence CIDA.	Review process underway
Mauritius	Yes. Ministry of Gender Equality, Child Development and Family Welfare.	Yes		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 GRB.	Advocacy around signing the SADC Gender 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
Mozambique	Ministry of Women and Social Action.	Yes	Yes, 8 March 2006. Requires a review	Yes, addressing gender-based violence.	No, need to hire consultant to align action plan to SGP	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	Ministry of Women, Children 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, plan was developed in 2011.	Aligned to the SGP in 2012.	Yes gender budgeting initiative supported by UNFPA.	Advocacy around MDG3; Ratification of 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	Gender policy and action plan not aligned to the SGP.	Yes, a strong civil society led process.	Constitutional Review, Revision of national gender policy.
Zambia	Ministry of Gender and Child Development	Yes, to some extent.	Yes, adopted in 2000.	National Action Plan on Gender-Based Violence (2008-2013).	Has developed Costed Gender action plan aligned to SGB.	Yes, as of the beginning of 2011, the national GRB launched in conjunction with UN Women.	Draft costed Gender Action Plan completed, need to launch and accelerate Action Plan.
Zimbabwe	Yes. Ministry of Women Affairs, Gender and Community Development.	Yes	Gender policy reviewed 2013 and is before Cabinet.	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 makers. Presidential elections, Annual Budget Process - Fiscal year.

Learning and sharing network on SGP implementation

Delegations from the DRC, Lesotho, Malawi, Mozambique, Tanzania and Zimbabwe met in Johannesburg in June 2013 to chart a way forward on implementation of the SGP. The SADC Gender Unit and GL, in its capacity as alliance coordinator, convened the meeting that included senior officials from gender ministries, planning and economic ministries, country focal networks and UN Women.

Rosina Museke -Mabakeng, deputy director in the Namibian gender ministry, and Margaret Machila from Zambia shared their experience of aligning policies and action plans to the SGP and costing implementation. Namibia shared how it has customised the SADC Gender Mainstreaming Tool Kit to suit its country needs. Namibia also shared a highly innovative approach to forming clusters of government ministries and civil society responsible for the implementation of its gender action plan that is gaining traction.

Key lessons shared included: creating a critical mass of officials with knowledge on Gender Responsive Budgeting; engaging Gender Focal Points from the key Institutions using the Customised SADC Gender Mainstreaming Toolkit; working smart with existing money rather than always looking for new sources of money and a participatory approach in working with civil society and using the MDGs, Protocol targets and timeframes.

Magdeline Madibela, Head, SADC Gender Unit emphasised the partnership between the SADC Secretariat, gender ministries, Gender Links as the technical partner and civil society in driving the process of aligning policies and cost implementation as 2015 draws closer. She invited countries that have not aligned their action Plans to the SADC Gender Protocol to forward their expression of interest.



Head of the SADC Gender Unit Magdeline Madibela, at the Alignment and Costing Workshop, Johannesburg, 11- 14 June 2013. *Photo: Lucia Makamure*

Using the Seychelles Gender Policy which is aligned to the key provisions of the SADC Gender Protocol, the six country delegates identified gaps in their gender policies and action plans and devised strategies for the integration of the SGP targets into these key documents. In summary:

- **DRC**: Has a gender policy and action plan adopted in 2011 and a Strategic Plan for Gender mainstreaming adopted in 2012. Certain elements of the Action Plan that are not aligned to the SGP. There is need to review the timelines in the National Action Plan.
- **Lesotho**: The gender policy, dating back to 2003, needs to be reviewed. The director, Matau Futho - Letsatsi, plans to hold a series of meetings with Cabinet, directors and the Permanent Secretary. A briefing from SADC will be required to move the process of alignment and cost implementation forward.
- **Malawi**: The gender policy is being reviewed. Gender has been mainstreamed into the national development plan, but there is need to ensure that the targets of the SGP are mainstreamed into this.
- **Mozambique:** The 2006 gender policy needs to be reviewed and an action plan developed to go with it. The Ministry of Women and Social Action has bought into the process and needs to plot the way forward for Alignment and Cost Implementation; Review of Gender Policy and Action Plan in Line with SADC SGP; The SADC Gender Mainstreaming Resource Kit needs to be translated into Portuguese.
- **Tanzania:** The Gender Policy 2000 and Action Plan 2002 need to be updated. The country is going through a Constitutional Review Process. This is an opportune moment to align these processes with the SGP.
- **Zimbabwe:** The gender policy is in the final stages of review. There is need to draft a costed action plan to go with the policy, to include GBV, drawing on the recent baseline data generated through the Violence Against Women Baseline Study. (More on alignment and costing can be found on: http://www.genderlinks.org.za/page/implementation

Table 10.2 illustrates that

- 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.
- Four countries Namibia, Swaziland, Zambia and Seychelles have developed costed gender action plan aligned to the SGP.
- Malawi and Zimbabwe are in the process of updating their gender policies. The Alliance has forwarded proposals for aligning these to the SGP.
- Generally, gender action plans do not align to the SGP. Most do not align but address the broad sectors, including governance, constitutional and legal rights, economic justice, education, health, HIV and AIDS.
- Seychelles has 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.

Cascading the alignment and costing model: The audit in April identified countries that have recently reviewed, plan, or are ready or willing to integrate the targets of the SGP into their planning and budgeting processes. GL and the Alliance stepped back to document lessons learned from the first four countries. These included the need for processes to be well grounded in-country; resonate with country priorities and planning, as well as allow enough time for these complex exercises to be undertaken. The pilot phase also showed the value of peer learning and sharing. This led to the idea of a more networked approach in the next phase.

Implementation of the SADC Protocol at local government level

A key achievement over the last few years is the implementation of the SADC Gender Protocol at local 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.

This led to GL's launch of the Centres of Excellence (COE) for gender in local government covering nearly 300 councils in ten SADC countries. The COE councils cover a population of 132,574,693 or approximately 21% of the population of the SADC region. The ten-stage COE process involves developing and implementing local level action plans aligned to the SGP, with flagship projects on local economic development, climate change and ending GBV. The COE's include all capital cities of the 10 target countries and a portion of rural areas.

GL uses a Gender in Local Government Score Card covering 25 critical areas for gender mainstreaming to assess council performance. Overall, the COEs scored an average of 55% at the start of the project in 2011 (baseline). This increased to 63% in the progress measured in March 2013. The eight percentage point increase shows that real progress is being made, both from the perspective of the implementers and of independent adjudicators. This progress is evident on the ground through council implementation of the SGP. The COE process has resulted in high level political support, across ministries and political parties, as reflected in the fact that 13 ministers from the region attended the SADC Protocol@Work country summits. As a result of the COE initiative, councils have allocated nearly R5 million out of their own budgets towards gender mainstreaming. This amount is set to increase.

Table 10.3: Centres of Excellence for Gender in Local Government

Country	Total Number of councils	Total Target 2013/14
Botswana	27	27
Lesotho	75	30
Madagascar	119	51
Mauritius	133	59
Mozambique	43	13
Namibia	65	34
South Africa	278	18
Swaziland	67	24
Zambia	73	34
Zimbabwe	92	27
Total	974	317



Botswana: Local government work is shared with the Botswana Association of Local Authorities (BALA) and the Gender Affairs Department (GAD). BALA have been instrumental in opening up access to the councils since inception and have been co-facilitating the COE process. GAD has provided training on gender to councils as well as the strategic political and financial support during summits. Gender Links have shared with these two partners platforms to ensure that service delivery is gender sensitive. The COE process has resulted in high-level political support, across ministries and political parties, as reflected in the high-level attendance at the summit.



Lesotho: The Ministry of Local Government, Chieftainship and Parliamentary Affairs and the Ministry of Gender and Youth Sports and Recreation have played an active role in the roll out of the COE process.

In Lesotho the COE has gone from strength to strength and currently boasts 30 Gender Focal Persons, 30 Gender officers and 30 Gender Coordinators.



Madagascar: After winning the COE prize at the regional summit in Johannesburg in 2011, members of the Malagasy delegation decided to create an association called Association of Elected Gender Responsive - AESG. The association is now formal and has the general objective of popularising the gender approach in all localities in Madagascar. The members believe that they cannot talk about development without the equal participation of men and women. Members of the associations are mayors, councilors, representatives of the Ministry of Population and Social Affairs and also the Ministry of Decentra-lization and various technicians.



Mauritius has successfully implemented the '3 in 1' strategy to increase women's local government represen-tation to 26%. The success in Mauritius in women in local government is due to the New Local Government Act with its gender neutral quota, intensive training in different regions of Mauritius, making sure that women are empowered and avoiding the "Flower pot syndrome" when it comes to women (see Chapter two). This produced transformative female leadership in local government and new leaders emerged. Media monitoring also assisted in covering the elections and profiling women candidates through specific programmes for women.



Namibia: Some 34 of the 65 councils have signed up to the COE process. Some urban councils have now adopted smaller ones in cascading the COEs, e.g. Outjo, Swakopmund, Karibib and Usakos. This has assisted in sustainability of the COE process. This cascading will assist in reaching out to the vast geographic area of Namibia.



Swaziland: 12 of the 67 councils have joined the COE process and are being taken through the initial stages. Eight councils have developed Action Plans. In Swaziland the key partner that has contributed significantly to the COE process is Swaziland Local Government Association (SWALGA) with whom GL has an MOU. It is also worthy to note that high level support from political figures and other NGOs has been witnessed.



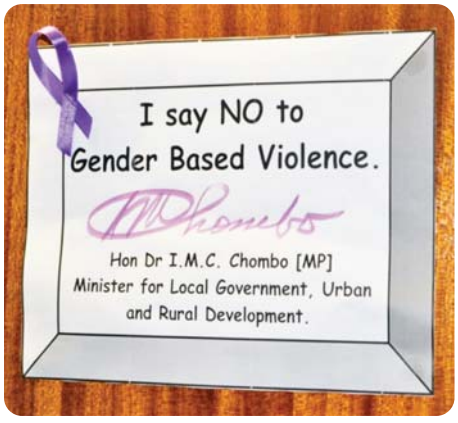
South Africa: 13 Councils have been part of the Centres of Excellence (COE) process. GL has partnered with the South African Local Government Association (SALGA) The most significant commitment in SA is the role of councils in budgeting for gender.



Zambia: 22 councils have joined the COE process; 14 have developed their own Action Plans. High level political support has been a source of strength and encouragement. The COE suffered a minor setback due to the change of government and shuffling of key staff into other mandates. GL, with the support of UNICEF through the Ministry of Gender and Child Development will undertake the first national survey of the extent, effect, support, and response to GBV in Zambia. This will provide key baseline data for benchmarking progress at local and national level. The GBV indicators pilot survey conducted in four districts showed that 90% of women have experienced all forms of GBV. The COE process has resulted in high-level political support, across ministries and political parties, as reflected in the high level attendance at the summit.



Zimbabwe: 21 Councils have joined the COE process and another six are set to join, bringing the number to 27. The key partners in the COE process are Ministry of Local Government, Urban and Rural Planning, Ministry Of Women Affairs, Gender and Community Development, Zimbabwe Local Government Association (ZiLGA), and Urban Councils Association of Zimbabwe (UCAZ). The COE process has resulted in high level political support, across ministries and political parties, as reflected in the high level attendance at the summit.



Zimbabwe: Rural council walks away with best council award in Zimbabwe



If you find yourself in Zvimba district in the Mashonaland West Province of central northern Zimbabwe, you might just meet the Zvimba Queens. No they are not beauty queens! The Zvimba Queens are the council's newly formed women's soccer team with a budget of $3990 out of the $28,580 allocated by the Council to promote gender equality in the 2013 budget. For a rural council, this is a small fortune, and a firm indicator that it's no longer business as usual where gender is concerned! Indeed, Zvimba walked away from the SADC Gender Protocol@Work summit with top prize in the rural local government COE category.

Zvimba became a Centre of Excellence for Gender in Local Government in October 2011. In less than two years, the Council's gender score has risen from 64% in 2011 to 80% in 2013. During GL's verification visit, Gender Focal Person Fainesi Shamhu presented a fat file of evidence that included a gender policy and action plan (formally adopted by the Council in December 2012) a gender statement to go with the 2013 budget, gender disaggregated employment statistics, job adverts encouraging women to apply, and minutes of community meetings on which gender is a standing item.

The council combines a strong evidence and policy-based approach with visible and practical interventions that involve women and men. Gender Champion Tsitsi Mugabe, who also represents rural women in the Women in Local Government Forum, provides political leadership. Mugabe and Shamhu went through the COE Training of Trainer process. They conducted their own situation analysis of the Council.

In a relatively short space of time, the Council can point to several "before" and "after". Before the Council had no gender policy. Many other COE's have gone straight to an action plan without a policy. Zvimba has customised the Zimbabwe Local Government Association (ZILGA) Gender Policy to its needs, with many references to the provisions of the SADC Gender Protocol. For example, the policy quotes the SADC Gender Protocol target of 50% women in decision-making by 2015, through affirmative action measures if necessary. The council is unique in that it has a relatively high proportion of women - 38% (the overall average of women in local government in Zimbabwe is 18%).

There has not been an election since the adoption of the gender policy, and women still only chair two of the seven committees (28%). However, women now constitute 42% of the vice chairpersons. The Gender Committee has recommended that Council adopt a 50/50 rule for chairing of committees, and that where the chair is male, the deputy must be female. Presently, Mugabe chairs the strategically placed planning committee, while Councillor Margaret Hoshiki is vice chairperson of finance. Women in management have increased from 25% to 33% over the last year.

One of the most visible achievements concerns ensuring that women and men gain access to land (evidence provided) and keeping sex disaggregated data on land. Women councillors pointed to many well documented examples of issues they have raised in the Council, as well as those raised by women in the community, as examples of women's participation in decision-making. ZRDC has photocopied the pamphlet on the provisions of the SADC Gender Protocol many times over. From the initial stage three village community workshop, the SADC Gender Protocol is now mentioned at all community gatherings. Minutes of council meetings, budget consultations and other gatherings show gender responsive governance at work in concerns over water, sanitation, roads, boreholes, dams, schools, deforestation, electrification and mining.

Councillors in ward seven and nine have initiated garden projects to empower women. During a late afternoon visit, the women members of the Tirivamwe (we are one) Co-operative demonstrated how they have reclaimed a once empty bush and turned it into a garden under crop rotation. Produce is sold, and some used to feed orphans and vulnerable children.

On Valentine's Day last year, the Council ran a day of voluntary counselling and testing for couples, thanks to a gender aware HIV and AIDS policy that is targeting men. The Council's 2013 budget makes a provision for refresher courses and kits for care givers, the majority of whom are unpaid women. The SADC Gender Protocol has strong provisions around the appropriate recognition of care work.



GL Zimbabwe Country Manager Priscilla Maposa (left, Faines Shamhu and DFID's Caroline Hoy (right) sample the produce from Ward Seven gardens.
Photo: Colleen Lowe Morna

The Southern African Gender Protocol Alliance

Fact box 2013

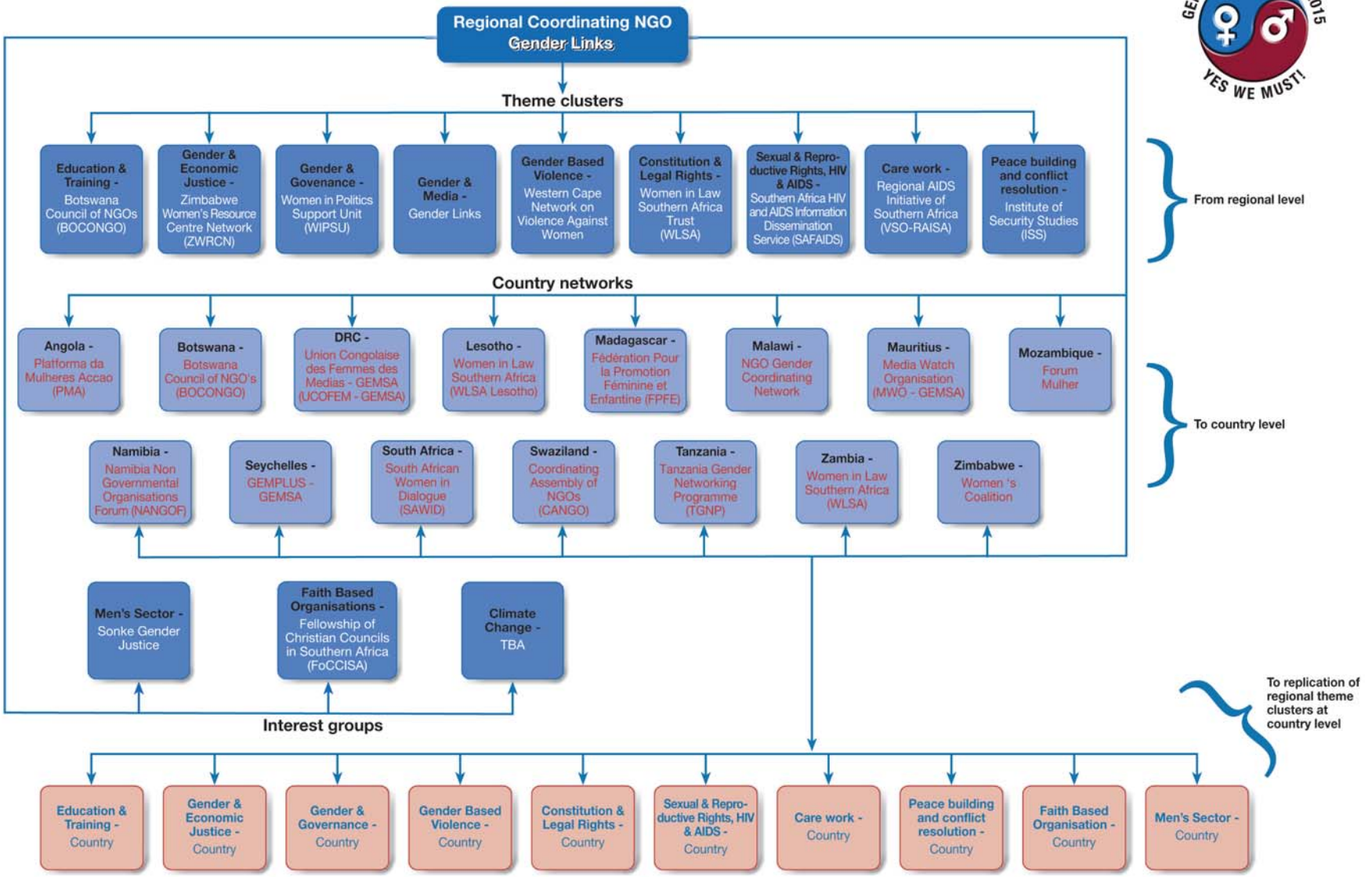
- Nine reference group meetings in-country to validate findings of the country Barometers used to compile the 2013 Barometer.
- 2012 Barometer and 15 country Barometers produced and launched.
- Seven alignment and costing workshops in Seychelles, Swaziland and Zambia to identify gaps against the Protocol provisions and develop national gender action plans aligned to the SADC gender protocol targets. Backstopping continues until the action plans are finalised.
- Four MOUs signed between Gender Links as the secretariat and Alliance focal organisations from Angola (Platform for Women Action), Tanzania (Tanzania Gender Networking Programme) and Zambia (Women in Law Southern Africa - Zambia) and with Botswana Council of NGOs as regional theme cluster lead for the Education Sector. This brings to 23 MOUs that have been signed. Two interest groups are on board to represent Faith Based Organisations and the Men's Sector but are yet to sign MOUs. The aim is to establish a thematic cluster on gender and climate change by the 2013 Heads of State Summit and the grouping will work with the regional secretariat to spearhead
  a campaign for an Addendum to the SADC Gender Protocol on gender and climate change.
- SADC Gender Ministers endorsed the principle of an Addendum on Gender and Climate Change at their meeting in Maputo in February 2013 ahead of the Commission on the Status of Women (CWS) meeting.
- Seven issues of the Road to Equality e-newsletter and a daily newsletter during the 57th Commission on the Status of Women (CSW) meeting in New York.
- 62 village level workshops in partnership with local government councils.

The Alliance, a "network of networks", started as a coalition in 2005 when the campaign for the adoption of the SGP began. As the SADC Gender Protocol campaign shifted from signing and ratification to lobbying for implementation, the need for the network to reorganise became apparent. The Alliance has grown to comprise country focal networks and theme clusters led by organisations with a 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. Figure 10.3 alongside illustrates the Alliance structure.



Lesotho Barometer reseacher Matseliso Mapetla explains the key findings of the report during a validation workshop. *Photo: Lucia Makamure*

How the Southern Africa Gender Protocol Alliance works:



Coalition building - A network of networks

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 led to these being renewed.

Annual meeting and summit: As per tradition, the Alliance will hold its annual meeting in August 2013 in Johannesburg ahead of the SADC Heads of State Summit in Malawi. The Think Tank will represent the Alliance at the SADC Council of NGOs (SADC -CNGO) meeting that takes place parallel to the summit. The Malawi focal network is set to come into its own as host of the gender lobby during the summit.

The working relationship between the Alliance and focal networks in Mozambique and South Africa has strengthened. The Alliance and Forum Mulher have held several Barometer planning meetings. Forum Mulher participated in the aligning and costing workshop. South Africa Women in Dialogue (SAWID) held fruitful planning meetings in June 2013 with the alliance on the implementation of the SGP and launching of the 2013 South Africa country Barometer. The new focal network for South Africa, SAWID has launched an imaginative campaign to popularise the Protocol in all nine provinces of the country during Women's Month in August.

Malawi: NGOGCN lights the way to the Summit



Joyce Banda, SADC's first women president will chair SADC after the Heads of States meeting 2013. This represents a unique opportunity for the Alliance to accelerate the implementation of the SADC Gender Protocol. The NGO Gender Coordinating Network, (NGOGCN) has begun consultation with the incoming chair.



Joyce Banda.

H.E. Joyce Banda, then Executive Director of the National Association for Business Women, served as the first Chairperson of the Network. Initially, the Ministry of Gender housed the network.

High on the agenda of the 2013 summit is implementation. While a few SADC countries have integrated the targets of the Protocol into planning, there are still far too many gaps, including in Malawi itself.

GBV and women's rights will also loom large on the agenda. Within Malawi, there is a mounting campaign to end the practice of child marriages (see Chapter One on Constitutional and legal rights). The Alliance will also seek to take the campaign on gender and climate change to a higher level.

With NGOGCN's involvement in bringing 'Beijing' to Malawi and GL's involvement in campaigning for gender equality in SADC these organisations naturally came together towards this common goal. NGOGCN actively participated in the SADC Gender Protocol campaign. NGOGNC has five thematic clusters all with permanent committees. These are gender based violence, women in politics (governance), child rights, gender related laws and agriculture and economic empowerment. These are the main implementers of the network's activities. The committees drive the activities through their chairpersons.

NGOGCN has carved a name for itself by taking this campaign to the grassroots in Malawi. This has helped bring issues of women's political participation out for public debate. Through this collaboration, NGOGCN has conducted village level workshops, to take the SADC Gender Protocol to the remote parts of Malawi. Although local elections are yet to happen in Malawi, the awareness levels have gone up.

According to Emma Kaliya, NGOGCN chairperson, "Gender Links CEO, Colleen Lowe Morna, has a drive to see things happening. I have a similar spirit, hence the continued collaboration between the two organisations." Like GL, NGOGCN wants to make a difference to the lives of girls and ensuring that human rights are upheld.

Another key area of engagement has been the production of the yearly SADC Gender Protocol Barometer, where NGOGCN has been responsible for the Malawi country report. Through this initiative, NGOGCN is able to monitor government on implementation as well as document progress across different thematic areas.

Working with the NGOGCN has strengthened the men's movement in Malawi. The Men for Gender equality Network (MEGEN) is evidence of this achievement. According to MEGEN Chairman Marcel Chisi, "MEGEN is a group of progressive men who have embraced gender equality and women's human rights as a norm."

South African women demand change now!



South African Women in Dialogue (SAWID) in collaboration with Gender Links, the Alliance Secretariat, will use Women's Month in August 2013 to host nine provincial meetings to canvass the South African Barometer, develop fact sheets, enlist champions for the 28 targets of the SADC Gender Protocol and launch a campaign, *Women Demand Change, Countdown to 2015* that culminates in a high profile event at the end of August. The campaign will also be shared during a major conference on local government being organised by the Ministry of Cooperative Governance and Traditional Affairs (COGTA) and SAWID in early August 2013.

This campaign builds on a series of meetings leading up to the 2013 SADC Gender Protocol Summit. Apart from the overall focal point, ideally Alliance country networks have organisations leading thematic areas under the gender sector. By default, these are also the Alliance country level theme cluster leaders unless an alternative organisation is seconded for this task. In February 2013, during the Alliance caucus meeting, the Secretariat requested that each country should fill in the thematic lead organisation for each cluster where these exist.

If some of these do not exist, this presents an opportunity for electing a lead organisation to coordinate the cluster at local level. If clusters do not necessarily match the structure of the Alliance like Gender Based Violence, Peace and Security this is still acceptable and the organisation can be repeated on the list of contact persons. In addition if your country has a cluster under the gender sector which is human rights instead of Constitutional and Legal Rights; or any other for that matter this is still acceptable as long as it then stands on record that these are the leaders.

Once the country level theme cluster lead organisations are mapped, the Secretariat undertakes to provide the names to the cluster leaders at regional level so as to reinforce the regional cluster mechanisms as well.

The alliance in South Africa works in a similar way but has been adapted to the country and cascaded to provincial and local level. The main idea is to build alliance networks at the provincial level through a series of workshops. Through the group work that will be happening at the provincial meetings and workshops a person is elected to represent the theme for the province.

From each province ten people will form a provincial steering committee. The members of the provincial steering committee will represent each province at the national level with SAWID representing the South Africa Alliance at the regional level. The aim of the workshops is to:

- Popularise the Protocol in the local community through social and traditional media and through the use of a bulletin board - per the communications strategy.
- Launch the *Women Demand Action Now!* Campaign.
- Identify gender focal champions in all provinces.
- Develop Barometer advocacy fact sheets.
- Launch the South Africa Barometer at a high profile event accompanied by the actions that women demand.
- Identify and plan cross cutting campaigns - including the National Healing Programme, Poverty Eradication Programme, GBV, 2014 elections, Gender and Climate Change.
- Advocate for a petition to be submitted to the Heads of State Summit which will urge SADC governments to invest in 15% of the infrastructure budget towards the development of human infrastructure.
- Set up an electronic bulletin board and sign-up sheet.
- Set up an online petition to canvass for WEGE and implementation of the SADC Gender Protocol targets.
- Administer the SADC Gender Protocol Citizen Score Card, Gender Progress Score and "what do you know about the Protocol" quiz.

Countdown to 2015: The significance

2013
- Centenaryto the first Anti-pass march in Bloemfontein by women.
- South African Women in Dialogues (SAWID) 10th Birthday celebration.

→

2014
- National elections.
- 60 years since the Women's Charter.
- Vision 2014 - National Plan of Corporate Governance System.
- South Africa celebrates 20 years of democracy.

→

2015
- Target date for the SADC Gender Protocol.
- South Africa celebrates 21 years of democracy.
- Halfway mileston the African Women's Decade.
- Deadline for Millenium Development Goal 3.
- 15 years left to attainment of the Naitonal Development Plan Vision 2030.

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.

Southern Africa: Keeping the faith

Faith-Based Organisation (FBOs) wield a significant influence and power in communities and in the home. One of the findings of GL's Violence Against Women Baseline research from six countries is that people go to their religious leaders for guidance in handling cases of gender violence.

Norwegian Church Aid (NCA), a long-standing partner of the Alliance, supported several workshops with Faith Based Organisations on strategic communications to end GBV during the period under review. The workshops aimed to link church groups to national Alliance structures and local government Centres of Excellence.

GL is in the process of signing an MOU with Fellowship of Christian Councils in Southern Africa (FOCCISA) by September 2013. Through FOCISSA GL will raise awareness of the SADC Gender Protocol within church communities, and sensitisation on gender mainstreaming within the church. This will contribute to increased knowledge on the gender equality discourse by FBOs.

Even as the MOU is in process, GL collaborates with FBOs during the Sixteen Days campaign, with one campaign day dedicated to "The role of the FBOs in addressing gender-based violence."

The FBOs made strong submissions to the SADC Protocol@Work Summit. The adjudication panel scored six of the twelve entries 80% and above. They commented that the case studies that presented were of an outstanding standard with potential for replication. The judges emphasised the need for collaboration between FBOs and civil society organisations to share knowledge and learning on good practices.

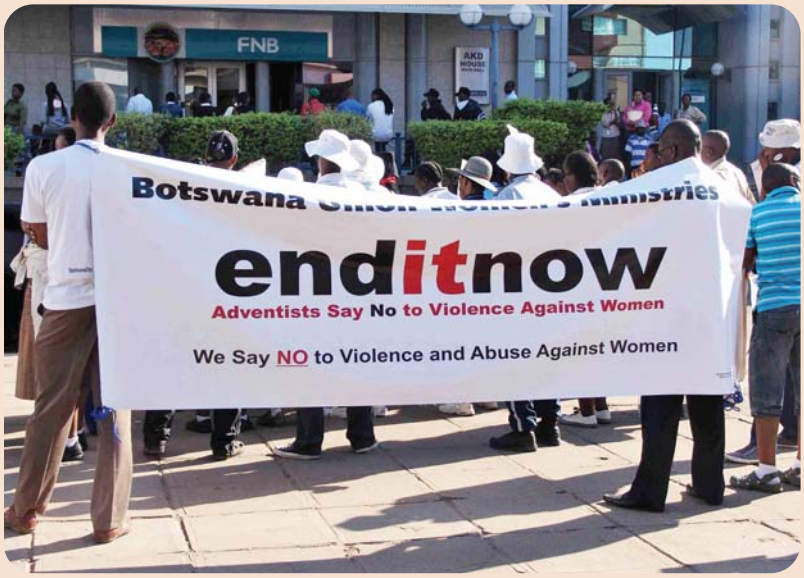
Christian Social Services Commission based in Tanzania won the award for ground-breaking initiatives in reducing maternal and infant mortality amongst premature and low birth weight babies, promoting low-cost methods and sharing best practices amongst hospitals through the "kangaroo method". The method involves using the mother's own body to incubate pre-term babies.

Namibian Catholic Bishops Conference took the runner up award. An umbrella organisation of associations that provides representation at local, village, national and regional level fighting for gender equality within the socio-economic, political; legal justice and religious arenas. The organisation operates under the theme "Let Justice Prevail".

Other interesting case studies included the Tamar Project that campaigns against gender based violence through creating GBV awareness amongst FBOs and religious communities. Pastors and priests speak out against rape and other forms of harmful cultural practises.

The Church Forum on HIV and AIDS presented its research paper "A Biblical Approach to Gender". The paper is a reference document and advocacy tool for facilitating Church Forum dialogues on issues of gender disparities within the community.

A parallel event for FBOs during the Summit provided a space for strengthening the FBO network and encouraged dialogue around the challenges that FBOs face. Following the event, GL received a request by an ordained women minister of the United Congregational Church of Southern Africa noting her concern that there was limited understanding on issues of faith and gender. She requested that the Alliance convene a regional workshop to broaden knowledge on faith and gender. The Alliance is seeking support for the workshop.



Faith based organisations speaking out against GBV during a march organised by the Botswana Women's Affairs Department during 16 Days of Activism.
Photo: Vincent Onthusitse

Holding government accountable

In 2012/2013, the Alliance held nine reference group meetings to validate the findings of the SADC Gender Protocol country barometer reports. The networks produced the 2012 SADC Gender Protocol Barometer, making it the fourth annual Barometer that tracks progress against the 28 targets. A new feature in 2012 is a chapter on Gender, Climate Change and Sustainable Development. The Alliance held eight country and two regional launches of the 2012 SADC Gender Protocol Barometer in Botswana, Malawi, Mozambique (regional); Namibia, South Africa (regional), Swaziland, Zambia, Zimbabwe, Lesotho, Madagascar, and Mozambique.



Name and shame - the value of country barometers



Pat Made.

Whenever one asks about the situation of women in Zimbabwe, a barrage of negative stories and images follow. "Women are the poorest of the poor..."; "women are beaten, raped and emotionally abused..."; "women are dying in childbirth..."; "women are the least educated..." and on and on it goes!

This narrative seems not to change whether the question is asked today, ten or twenty years ago. Without ways and means to give visibility to the change that happens at the macro and micro levels daily for the betterment of Zimbabwean women's lives, a moribund picture of women's development would forever grace the pages of history.

Zimbabwe produced and published for the first time in 2012, its country SADC Gender Protocol Barometer report. The *2012 Zimbabwe SADC Gender Protocol Barometer* illustrates how far Zimbabwean women have come, and the roads to be traversed ahead as gender equality and women's rights activists push for full implementation of the SADC Gender Protocol. *UN Women Zimbabwe* supported the production and printing of the publication in recognition of the fact that the regular production of knowledge on progress towards gender equality and women's rights is essential.

The regional and country barometers on progress towards the implementation of the SADC Gender Protocol do more than just keep track of governments' accountability to gender equality and women's rights. The great importance of the barometers is that the data, stories on the SADC Protocol@Work, and the gender analysis of the information contained throughout the ten chapters of this almost four-year old monitoring tool, make visible the changes taking place to improve the situation of women.

As the 2012 World Bank *World Development Report on Gender Equality and Development* makes clear, the situation of women worldwide has not been stagnant. The report notes that change has been accelerating, with gender equality gains in every decade building on gains from the decade before. Areas of unprecedented gains for women, the report states, have been made in rights, in human capital endowments and in access to economic opportunities.

Zimbabwe's *SADC Gender Protocol 2012 Barometer* captures the country's gender equality gains as well as the areas where activism for greater accountability needs to be stepped up. At the time of writing this piece, for example, a new Constitution with strong provisions on gender equality and women's rights had received a 'Yes' Vote in the March Referendum.

The 2012 country Barometer depicted the efforts of women's activism and lobbying to get their gender equality and women's rights demands into the country's new Supreme Law. The significance of this change will be documented in the 2013 Zimbabwe Barometer, demonstrating the importance of the barometer annually marking the winds of change for us to see.

The importance and significance of the country report is evidenced by the fact that the Honourable Deputy Prime Minister Thokozani Khupe launched the report at a jam-packed event. Speakers included the Minister of State for the Organ for National Healing, Reconci-liation and Integration, Sekai Holland, and the Deputy Minister of Women Affairs, Gender and Community Development, Jessie Majome.

Because the SADC Gender Protocol brings together in one instrument many of the gender equality and women's rights tenets, principles and provisions articulated in the Convention on the Elimination of All Forms of Discrimination against Women and the 1995 Beijing Plat-form for Action, for example, govern-ments can track how well they comply with these instruments too.

(Pat Made is a GL Board Member. She edited the 2013 Zimbabwe Barometer)

Dear Alliance,
Just wanted to send a note on how useful the Gender Barometer publication is.
I have circulated it across UN Women.
All the best, Dina Deligiorgis, Knowledge Management Specialist, UN Women -
E Mail Communication

Protocol@work

Advocacy

High level advocacy with a focus on three strategic campaigns - 2009 - 2012+

The Alliance at regional level is focussing on three campaigns: the 50/50 campaign (see Chapter two), campaign for an Addendum to the SADC Gender Protocol on gender and climate change (see Chapter 11) and reducing gender violence by 50% by 2015 (see Chapter five). Major recent successes include quotas for women in local government in Mauritius (see governance section) as well as in parliament in Zimbabwe. The SADC Gender Ministers meeting in Maputo in February 2013 agreed to "consider a proposal to develop an addendum to the SADC Protocol on Gender and Development on Gender and Climate Change."

Direct beneficiaries

During the year under review the Southern African Gender Protocol Alliance held 95 events; 62 of these village level workshops. The other meetings included reference group meetings of the barometer, country and regional launches of the Barometer, capacity building workshops for government officials and Faith Based Organisations (FBOs). The Alliance reached 2185 people through village level workshops, 71% of these women.

Table 10.4 provides a breakdown of village level meetings conducted in 2012/2013. Over the year, 15 countries hosted 62 village meetings, which reached 2185 people. Participants included local government council officials, councillors, representatives from community-based organisations and ordinary women and men. Of these, women comprised 1562 (71%) and 623 (29%) were men. Testimonial evidence suggests that the Protocol is a powerful tool in the hands of "ordinary" women.

Table 10.4: Alliance and Village level meetings on the SADC Gender Protocol

Country	No of meetings	Female	Male	TOTAL
Angola	1	23	9	37
Botswana	3	82	22	104
DRC	1	30	12	42
Lesotho	3	31	29	60
Madagascar	4	165	81	246
Malawi	3	83	64	147
Mauritius	8	159	18	177
Mozambique	5	108	42	150
Namibia	3	57	29	86
Seychelles	3	52	11	63
South Africa	10	213	53	266
Swaziland	4	128	65	193
Tanzania	1	13	4	17
Zambia	6	219	67	286
Zimbabwe	7	199	117	316
TOTAL	**62**	**1562**	**623**	**2185**
Proportion of women & men		**71%**	**29%**	

How the SADC Gender Protocol has changed my life

"I first heard about the SADC Gender Protocol from Zvimba Council Gender Focal Person (GFP) Fainesi Shamhu. She was talking about the SADC Protocol in 2012 and participating in the Gender Justice and Local Government Summit. I got a copy of the SADC Gender Protocol which I am now using to talk to the communities I work with.

I believe the Protocol has opened up our minds as women. There has been notable change to my life, this Council and community. Due to gender main-streaming initiatives, council has taken affirmative action steps to register houses/stands in both spouses' names. The housing application forms are now sex disaggregated. Personally getting to know about gender issues has been an eye-opener. I used to look down upon myself. Through gender education, I am empowered and am very confident.

I am now the chairperson of the Political District: unanimously elected, unopposed. In the past, I would have been afraid to take up such positions. I now know that you can contest with men and challenge them, even at work. Most important, I have learnt that there is need for behaviour change. I have acquired information and the ability to act on the knowledge that I have acquired. This is the first time I am meeting someone from GL but I now know that they are the proponents who move the SADC Protocol."

- Denicah Makota, Executive assistant, Parliamentary Constituency information Centre, Zvimba, Zimbabwe.



Denicah Makota celebrating at the 2013 Zimbabwe SADC Gender Protocol Summit. *Photo: Colleen Lowe Morna*



2013 International Women's Day cyber dialogue in Botswana . *Photo: Vincent Galathwe*

Indirect beneficiaries

List-serve: The Alliance work is cascaded using different channels such as the GL list-serve with over 10,000 members mainly from Southern Africa but also from across the globe. For instance, the organisation announced the 2012 regional and country barometers through this contacts list. The Roadmap to Equality e-newsletter is also disseminated using the list-serve and accessed via the Gender Links website.

Website: The SADC Gender Protocol webpage hosted by Gender Links received 25,120 unique hits from January to December 2012. All key documents for the Alliance work are housed under this section of the website. The SADC Gender Protocol Barometer

New media: The petition campaign has gained momentum as a way of mobilising citizens to support the campaign for an Addendum to the SADC Gender Protocol on gender and climate change. 172 online signatures were collected in the run up to the 2012 August Heads of State Summit as part of applying pressure to the respective governments to adopt the idea of an Addendum on gender and climate change.

Publications: The Alliance programme produced a number of publications in 2012: the regional Barometer and nine country barometers by December 2012. Country Barometers continued to be produced and launched in the run up to the SADC Gender Protocol@Work summit.

Leveraging change: The Alliance has provided a structured way to contribute as strategic partners in political, social and economic dialogue at local, national and international levels with relevant stakeholders leading to enhanced ownership of the SADC Gender Protocol campaign by civil society organisations. For example, the Alliance continues to ensure that provisions of the SADC Gender Protocol set minimum standards reflected in legal and policy frameworks as shown in Zimbabwe and Zambia during the period of negotiating the countries' constitutions. The Women's Coalition of Zimbabwe, the Alliance focal network there, says that the new Constitution adopted in March 2013 met 75% of women's demands. These include enshrining gender equality in the Constitution; affirmative action and a quota for women in the National Assembly. The Alliance mobilised its forces at the meeting of SADC Gender Ministers ahead of the Commission on the Status of Women (CSW) meeting to issue a powerful statement (see excerpts below):

Alliance weighs in at gender ministers meeting ahead of CSW



On behalf of my colleagues in the Southern African Gender Protocol Alliance, I feel very privileged and honoured to stand before you today and deliver this speech. The gender sector in our region is unique in the extent to which it has opened the door to civil society participation. Together with our Governments, we campaigned for a SADC Protocol on Gender and Development with 28 targets to be achieved by 2015. With two years to go until this deadline, also the deadline for the Millennium Development Goals, we have changed our slogan from "yes we can" to "yes we must"!

We wish to thank SADC and UN Women for enabling us to make our voice heard at this strategic gathering. We want to assure our governments that we are your firm partners and allies in taking forward the gender agenda in our countries. You have been elected to deliver a better life to all our citizens - especially for women. We are the hands, feet, eyes and ears, hearts and heads, that can help deliver these visionary goals. We are not your competitors but rather an implementing arm of our Governments.

The immediate focus of our attention is the CSW, that will spotlight this year on Violence Against Women and Girls. Emerging findings from prevalence studies on GBV in five SADC countries show that between one quarter and two thirds of women in these countries experience some form of gender violence over their lifetime. The highest form of such violence - emotional violence - barely features in police statistics. Yet it daily undermines women's agency and self-worth; costing our countries billions of dollars that could otherwise go into economic development.

Today, Valentine's Day, citizens around the world are joining hands in the One Billion Rising Campaign to say "No" to gender violence. We wish to commend the draft SADC position paper to the CSW. It is a bold statement from our region that women's rights are human rights; that we must tackle the root causes of gender violence - patriarchal norms and harmful traditional practices that result in gross human rights violations being perpetrated with impunity.

We note with particular concern the impunity with which women's rights are violated in situations of conflict such as the Eastern DRC. How can our region stand aside when this area is being termed the rape capital of Africa? We urge our Ministers to denounce rape as a weapon of war in the strongest possible terms and help to liberate women trapped in this conflict.

While the MDG's have highlighted the basic needs of the poor, women and children, the post 2015 agenda needs to take a rights-based approach that recognises that rights are indivi-sible. This means that all marginalised groups - the poor, rural dwellers, the disabled, sex workers, and sexual minorities among others - must be acknowledged and accorded their rights. "Rights cannot be given by one hand and taken away by the other hand" and there is need to avoid equating rights to morality.

Women have a right to security of person; to bodily integrity; to make decisions and choices over our lives and bodies, including the right to safe abortions. While many of our countries have developed strong laws and policies, implementation is weak, and resources scanty. Let us not just look good on paper - let us walk the talk and it cannot be business as usual anymore but be it business unusual. We applaud the draft SADC position paper to the CSW for its insistence on dedicated resources for ending gender violence, and for calling on all SADC countries to measure the extent, effect, response and prevention of GBV to benchmark progress.


Emma Kaliya.

We meet in Maputo today in the aftermath of furious floods that have also just hit Mauritius. Climate change is no longer a theory. We are witnessing its devastating consequences on all our citizens, especially women and children. We commend the draft SADC position paper for making the link between climate and gender justice. We take this opportunity to remind Our Ministers of their commitment on 18 November 2011, in the SADC Engendered Position Paper on Climate Change for CoP17, to develop an addendum to the SADC Protocol on Gender and Development to address issues related to Sustainable Development. Now that the SADC Gender Protocol is in force, we urge our ministers to seize this opportunity to place issues of gender and climate change squarely on the agenda through an addendum.

[3] On behalf of members of the SADC Gender Protocol Alliance represented at the meeting including BOCONGO (Botswana); Peace and Governance Women's Coalition (DRC); WLSA (Lesotho); Media Watch Organisation (Mauritius); Forum Mulher (Mozambique); WLSA (Mozambique); Men for Change (Mozambique); Friendly Haven (Namibia); Lungos (Seychelles); POWA (South Africa); WLSA (Zimbabwe); Pan African Positive Women's Coalition (Zimbabwe); WLSA (Zambia); Gender Links (Regional).

Since its adoption in 2008, the SADC Gender Protocol has demonstrated its relevance by being a living instrument, known, used and employed by its citizens. In March this year, country networks of the Alliance will be organising SADC Gender Protocol@Work summits in 13 countries. These will culminate in a regional summit in Johannesburg from 22-24 April. We call on our Ministers to support these efforts to accelerate the pace of change in the critical count down to 2015. "This is the SADC that Women Want". Yes we can, and yes, we must! The Time is Now!

Delivered by Emma Kaliya[3] NGO Gender Coordinating Network - Malawi, Member of the Think Tank, SADC Gender Protocol Alliance on 14 February 2013

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). In July 2013 the Alliance participated in the SADC-CNGO meeting to map the "SADC We Want Campaign". The Alliance also shared best practices in campaigning for the drafting, signing and ratification of the SADC Gender Protocol from the "roadmap to equality" booklet (2009) with participants at the steering committee meeting.

"The SADC Council of NGOs (SADC CNGO) recognises the Alliance as a key and strategic partner. SADC CNGO also considers GL as an expert or reference organisation on gender. They are the "architect" on gender. Every time we need to go deeper we ask GL to do deeper analysis. For example, SADC CNGO invited GL to sit on our poverty observatory committee and be part of the regional steering committee. When we developed our climate change paper and the Poverty indicators, we gave it to GL for peer review. In fact, we requested GL to help us mainstream gender in our different programmes, which include governance, peace and security, poverty and economic integration. The organisation does not pay GL for their technical support.

Because SADC CNGO brings together all NGOs in the region, it is not a thematic focused organisation so the core business is not around gender. Instead, we are working to mainstream gender in all our programming with impetus from the Alliance. Our work is to see the SADC Gender Protocol targets become a reality. We have other regional Protocols and on poverty and development, environment and forestry among several but the implementation and tracking of the SADC Gender Protocol is more advanced because of the nature of how it is formulated and the socio-political environment.

We are still planning a workshop so that they come and train our Board on gender mainstreaming. GL is one of the promising organisations, which has left concrete footprints in SADC region. They need to keep the alliance active. They need to be inclusive. They have done excellent piece of work. I have no doubt of their quality consciousness, innovation, and the good name they have built. They have to keep their constituencies. The Barometer is a ground-breaking Protocol monitoring tool and promising initiative. I did a study on Protocol monitoring tools. The gender alliance barometer is the second best. It is comprehensive, it is rooted in Member States and it is practical. I think it is great.. For me GL deserves more support. That is my take of it. The challenge is to maintain the momentum."

Bob Muchabaiwa, SADC CNGO Research, Advocacy and Policy Manager.

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.

A voice at global level: The Alliance has contributed to dialogues on the Post-2015 Development Agenda and participated at the Commission on the Status of Women at international level.

The next two years vs the Post 2015 Agenda?

The 57th Session of the Commission on the Status of Women (CSW 57) witnessed an emerging view that government and civil society should double their efforts to achieve the existing MDGs before 2015 amid the negotiations on a new framework.

Zorah Moosa from Gender and Development Network reiterated the need to achieve the current MDGs: "We are in a catch 22. Even though there are red flags we are raising we also need to move full steam ahead on the new framework and processes that are going on".Moosa was speaking at a CSW parallel event called Gender and post 2015 framework: Multi-stakeholder dialogue on key gender issues relating to CSW's emerging issue 2014. The Switzerland Permanent Mission to the United Nations and the South African government hosted the event.

The MDGs and the SADC Gender and Development Protocol both have targets to be achieved by 2015. This is a momentous year to take stock and turn up the pressure for implementation and accountability of the Protocol and MDGs.

With regard to the new framework, the emerging consensus is that a strong stand-alone gender equality goal is required but gender should also be mainstreamed in all the other goals by putting in place gender sensitive targets and indicators as well as sex- disaggregated data.

The language in the new framework must also adequately articulate any emerging issues such as sexual orientation as it relates to sexual reproductive rights. All this would improve Millennium Development Goal 3, which is the current standalone gender goal; the indicators are considered weak and gender is not mainstreamed in all the other goals.


Loveness Jambaya- Nyakujarah.

A Gender Links publication, Finding Gender in the MDGs, outlines areas in which the MDGs fall short in addressing gender. The target of eliminating gender disparity in primary and secondary education, on its own will not ensure gender equality and empowering women. Education is a key factor to empowering women, but it is not the only factor. Besides goal three, (women's empowerment and gender equality) the only gender-specific indicators relate to maternal mortality. Women's rights and GBV do not feature in the MDGs.

Speaking on a panel at CSW South Africa's Minister of Women's Affairs, Children and People with Disability, Lulu Xingwana said that the MDGs must be carried forward into the post 2015 development framework, but with several new dimensions such as women's vulnerability and violence against women and girls.

There is an urgent need to develop rural infrastructure and to eliminate unequal access to resources, land, financial services as well as employment opportunities. Malian gender activist Mama Koite Doumbia lamented that women from poor countries have a double tragedy. "In 2000 the gap between rich and poor was huge, at two years to 2015 the gap is still wide."


Lighting the way: Lulu Xingwana, with South African Deputy President Kgalema Motlante. *Photo: Colleen Lowe Morna*

In her concluding remarks Xingwana said: "The challenges facing the developing world and sub-Saharan Africa in particular will require a renewed commitment from those who have made financial commitments to Africa for achievement of the MDGs not to renege on their commitments over the next two years…We support the Secretary General's panel to focus on the acceleration of the implementation of the MDGs and would appeal that much focus be on assisting Africa to meet all its targets. However, we wish to caution against prejudging the review outcome and prematurely setting in processes that will undermine the ideas of the MDGs".

Adapted from an article by Loveness Jambaya-Nyakujarah, outgoing Alliance and Partnerships Manager.

Monitoring and Evaluation of the SADC Gender Protocol

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 it uses include:

- The SADC Gender and Development Index (SGDI) developed and used in the Barometer since 2011.
- Citizen scorecards calculate citizen perceptions. These are referred to in the executive summary and throughout all chapters in this barometer.
- Knowledge quizzes measure the extent of women and men's knowledge of the SADC Gender Protocol to see if advocacy efforts have made a difference.
- Attitudes quizzes measure the extent to which gender attitudes are becoming more progressive.
- 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.

Knowledge of the SADC Gender Protocol

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.

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.

Table 10.5 shows that 17964 SADC citizens took part in the knowledge quiz (up from 3390 in 2012) 53% women and 47% men. This is the largest such sample and reflects the increasing depth of the work of the Alliance as this reaches across national and local level.

Table 10.5: Participants in the knowledge quiz

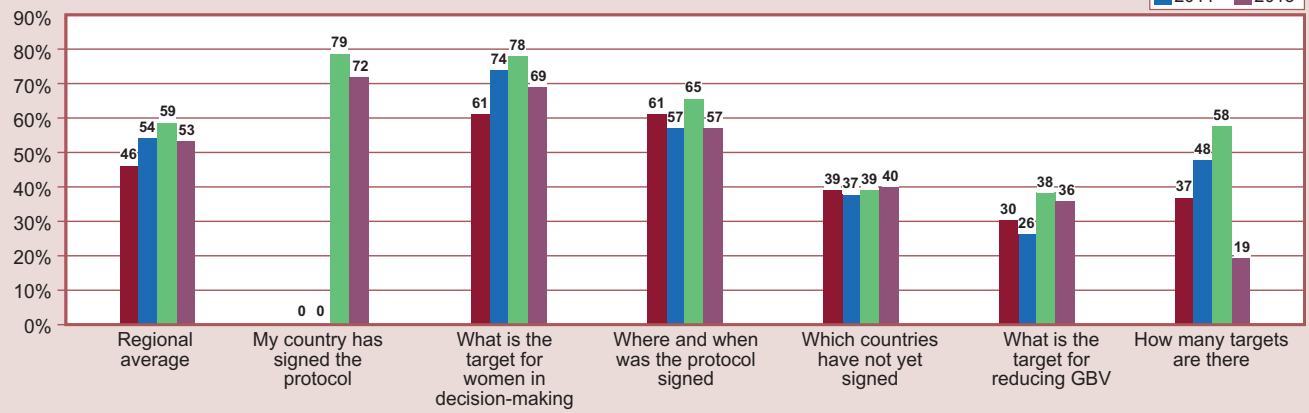
Country	Female	Male	Total	Female %	Male%
Region	9293	8401	17694	53	47
Botswana	306	173	479	64	36
DRC	691	925	1616	43	57
Lesotho	1362	1290	2652	51	49
Madagascar	508	348	856	59	41
Malawi	527	786	1313	40	60
Mauritius	1535	1451	2986	51	49
Mozambique	297	253	550	54	46
Namibia	229	178	407	56	44
South Africa	731	489	1220	60	40
Swaziland	368	386	754	49	51
Tanzania	844	961	1805	47	53
Zambia	417	437	854	49	51
Zimbabwe	1478	724	2202	67	33

Source: Gender Links 2013.

The quiz questions include:

- My country has signed the protocol
- What is the target for women in decision-making
- Where and when was the protocol signed
- Which countries have not yet signed
- What is the target for reducing GBV
- How many targets are there

Figure 10.2: Knowledge quiz results: 2010-2013



Source: Gender Links 2010-2013

Figure 10.2 shows that with the wider sample, there has been a reduction in the overall knowledge score from 59% to 53%. While this is disappointing, it is a more realistic reflection of the work that still needs to be done. The best known facts relate to which countries have signed the SGP, and the target for women in decision-making. Areas that need work concern the GBV targets, and how many targets overall.

The Gender Progress Score (GPS)

The Gender Progress Score (GPS) has evolved from a 20 question attitude survey derived from GL's GBV baseline survey. This is now available online. Table 10.6 shows that a total of 46, 265 citizens participated in the Gender Progress Score (compared to 7583 in 2012): 54% women and 46% men.

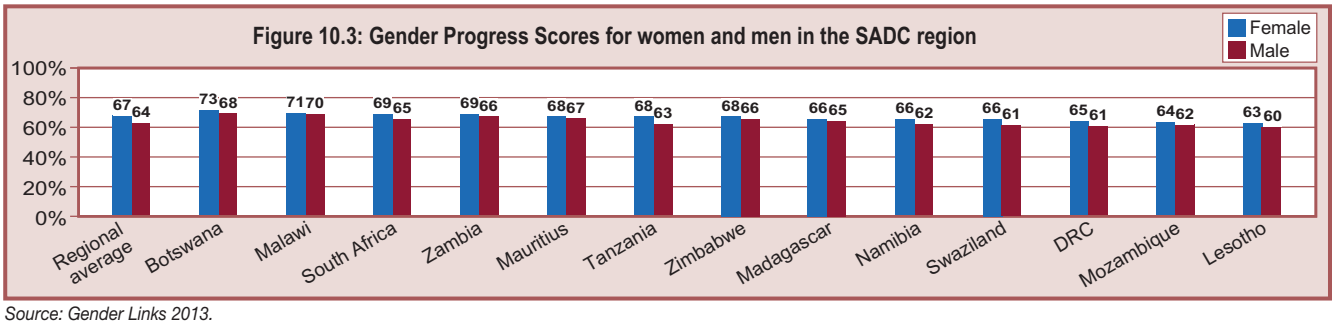
Table 10.6: Participants in the GPS

Country	Female	Male	Total	% Women	% Men
Botswana	1366	818	2184	63%	37%
DRC	1364	1584	2948	46%	54%
Lesotho	3467	3297	6764	51%	49%
Madagascar	1287	893	2180	59%	41%
Malawi	860	1362	2222	39%	61%
Mauritius	3695	3732	7427	50%	50%
Mozambique	880	765	1645	53%	47%
Namibia	2682	2305	4987	54%	46%
South Africa	1907	1215	3122	61%	39%
Swaziland	1074	860	1934	56%	44%
Tanzania	1633	1700	3333	49%	51%
Zambia	1393	1427	2820	49%	51%
Zimbabwe	3145	1554	4699	67%	33%
Region	**24753**	**21512**	**46265**	**54%**	**46%**

Table 10.7: How the GPS is scored

Question	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
Example	*Scoring for these questions*				
People should be treated the same whether they are women or men	5	4	3	2	1
A woman should obey her husband	1	2	3	5	5

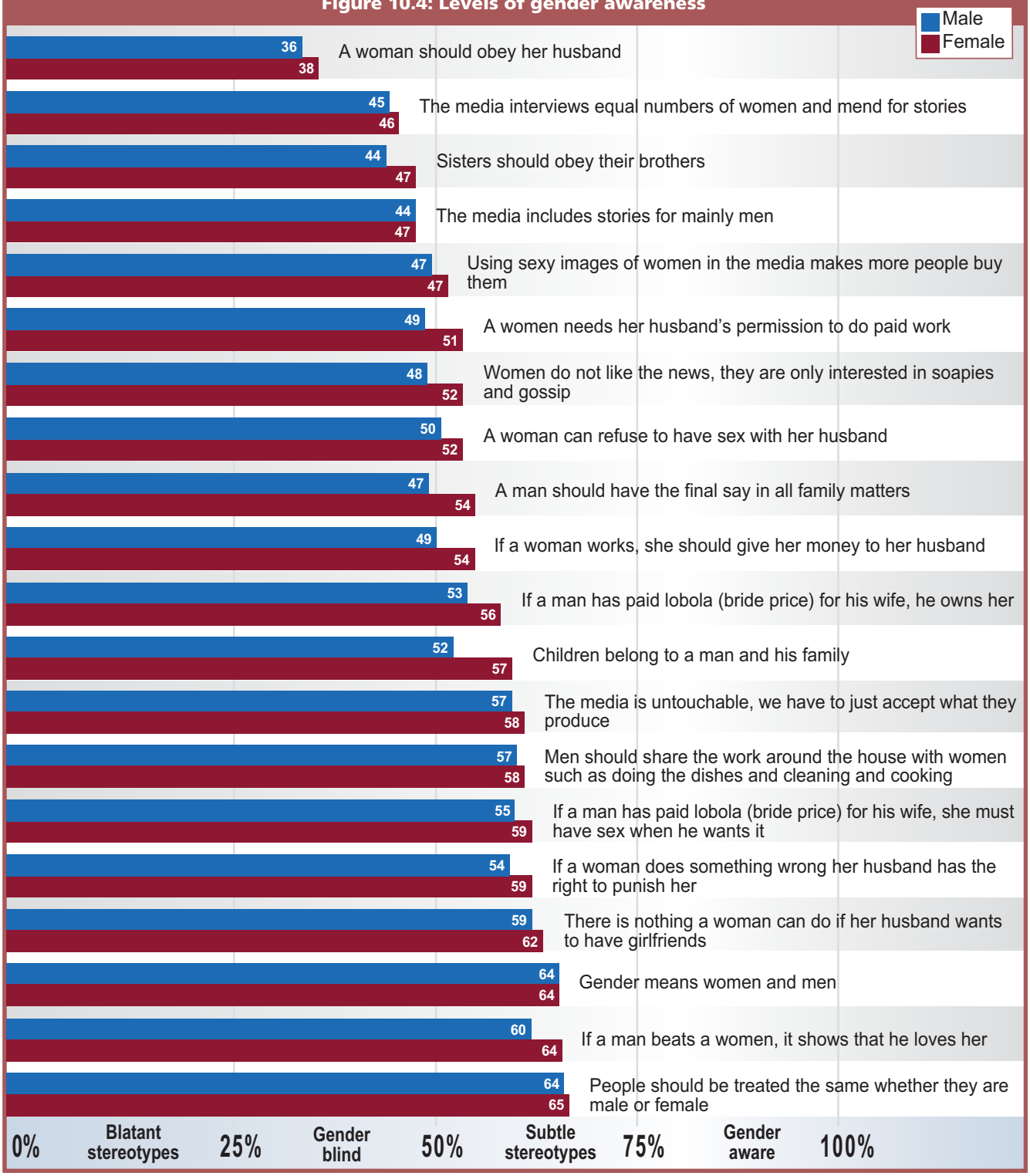
The way the score is derived is that each of the twenty questions is scored from one to five (from least progressive=one, to most progressive=five). Table 10.7 provides two examples of how the scoring is done, depending on the question. The scores for the twenty questions add up to 100 with one being least progressive, and 100 most progressive. The percentage score is thus a measure of where women and men stand on key gender issues in the SADC region. As this is the first year in which attitudes have been scored this way (an example of the incremental innovation of the Alliance) the 2013 scores serve as a baseline.



Source: Gender Links 2013.

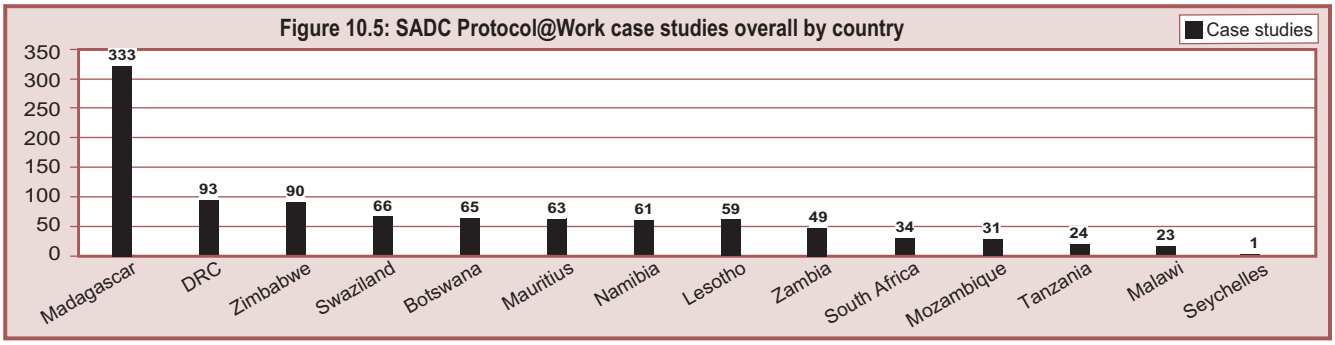
Figure 10.3 shows that overall women scored 67% (slightly higher than men at 64%). Women in all SADC countries scored higher than men, but only marginally so. This shows that public education and awareness aimed at changing attitudes needs to be intensified for both women and men. The scores between countries do not vary widely. Botswana (73% for women and 68% for men) scores highest and Lesotho (63% for women and 60% for men) scored lowest. Public education and awareness on gender issues needs to be intensified across all SADC countries.

Figure 10.4: Levels of gender awareness



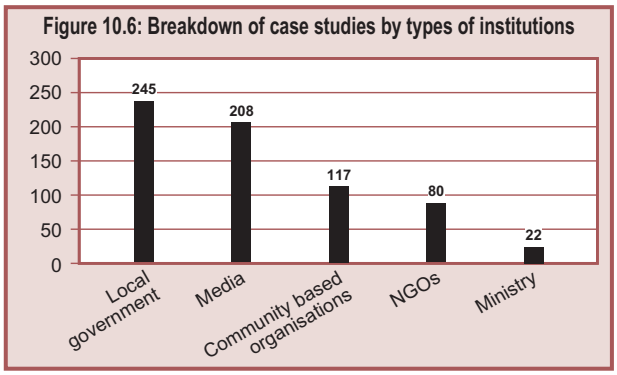
Source: Gender Links 2013.

Figure 10.4 reflects the levels of gender awareness in SADC for the different questions arranged in ascending order. A score of 0-25% is reflects blatant stereotypes; 25%-50% gender blindness; 50%-75% subtle stereotypes and 75%-100% gender awareness. For eleven out of the 20 questions (slightly over half) the overall responses fall in the subtle stereotype category, and four of the overall responses fall in the gender blind category. None of the overall responses falls in either the gender aware or blatant stereotype category. This suggests that while there has been progress in the region, leading to attitudes falling within the "middle" zone, much remains to be done to lift these (for women and men) into the progressive gender aware zone.



Source: Gender Links 2013.

Another way of looking at this is that the question that scored the highest level of gender awareness among both women and men is the question of whether or not women and men should be treated equally, in other words women and men in the region are aware of the constitutional and other commitments to gender equality. Yet the question with the lowest overall score is whether or not women should obey their husbands; in other words a high proportion of women and men in the SADC region believe they should. This reflects the general schizophrenia in the region: we talk the talk of gender equality, but fail to walk the walk by applying these principles to daily existence, starting with the home.



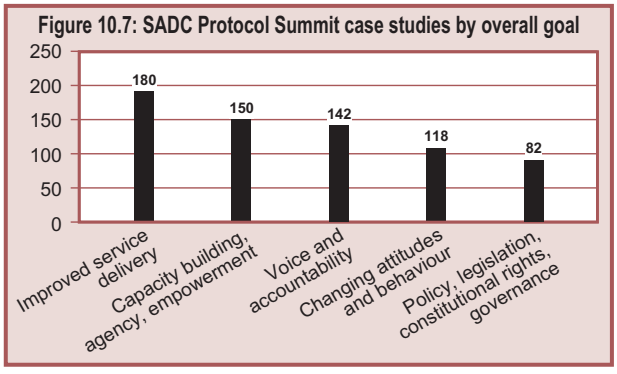


Figure 10.5 shows that since the start, the Alliance has collected 1191 case studies of the SADC Protocol@Work, with Madagascar (333) registering the highest number of case studies, followed by DRC (93) and Zimbabwe (90).

The SADC Protocol@Work Summit case studies

The SADC Gender Protocol@Work summit yielded 672 of the 1191 case studies. The projects ranged from large projects with government to international donor funding to small income-generation activities that have grown beyond their immediate purpose, that have created sustainable livelihoods.

Figure 10.6 shows that the largest number of case studies (245) came from local government, followed by media (208), Community-Based Organisations (CBOs with 208); 80 from NGOS and 22 from government ministries. The fact that over half the case studies emanate from local-level and community initiatives is significant. This shows that the SADC Gender Protocol is being applied where it matters most: in the lives of citizens.

Figure 10.7 shows that of the 672 case studies, the majority (180) aimed to improve service delivery, or to build capacity (150), agency and empowerment of women (together accounting for almost half). Just over 21% aim to give voice and promote accountability, just under 18 per cent are about changing attitudes and behavior, and the remainder aim to improve policy, legislation, constitutional rights and governance.

The analysis of the case studies also covered which targets of the Protocol participants refer to in their work. The SGP,[4] specific targets to be met by 2015 cover:

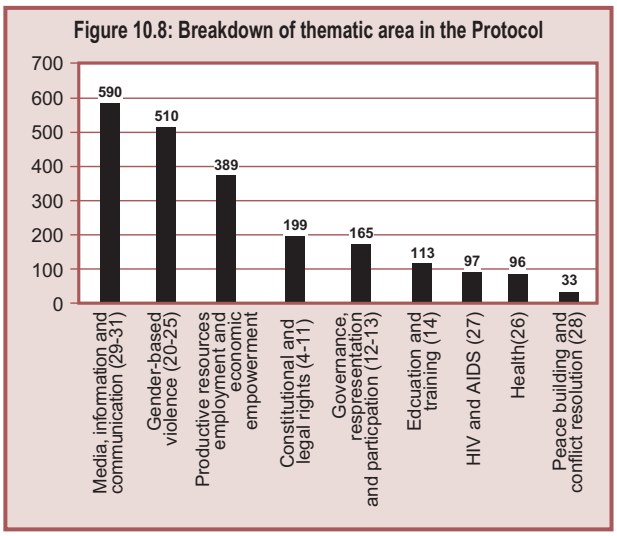
- Constitutional and legal rights (Articles 4-11)
- Governance, representation and participation (Articles 12-13)
- Education and training (article 14)
- Productive resources, employment and economic empowerment (Articles 15-19)

[4] The SADC Protocol on Gender and Development (2008), available online at http://www.sadc.int/sadc-secretariat/directorates/office-executive-secretary/gender-unit/ (accessed 10/6/2013).

- Gender-Based Violence (Articles 20-25)
- Health (Article 26)
- HIV and AIDS (Article 27)
- Peace building and conflict resolution (Article 28)
- Media, information and communication (Articles 29-31)

Articles 32-36 deal with implementation. SADC member states are obliged to submit comprehensive reports every two years, outlining their progress in achieving these targets.

The case studies identified in the summit process often deal with more than one thematic area of the SGP. Figure 10.8 shows that the best covered themes at the summit included media, Gender-Based Violence and economic empowerment. Areas that need to be improved include HIV, health or peace-building.



Academic referencing of the SADC Gender Protocol continues in 2013

A Google search yielded several references to the SGP in the worlds of academia and international development. Academics have used the instrument to frame research papers, arguments, and in some case have even made the Protocol the subject of research.

One example is Raditloaneng W. N. "Towards a transformative reconstruction of gender: A critical review of women in the international space" International Journal of Sociology and Anthropology Vol. 5(2), pp. 50-58, March, 2013: Available online at http://www.academicjournals.org/IJSA/ http://www.academicjournals.org/ijsa/PDF/pdf2013/Mar/Raditloaneng.pdf

This paper uses the SADC Gender Protocol in its analysis of the role that women play in the international space. The author argues for a more comprehensive and inclusive way of reconstructing gender to include both men and women in the international space. Women need to personally experience their dynamic role in gender issues, critique works for both men and women, and based on their perceptions, reconstruct gender for the whole purpose of bridging gender gaps globally. She addresses the practical and strategic needs of both men and women to bring about gender parity.

The author refers to the importance of partnerships and Gender Links' commitment to the SADC Gender Protocol. The SADC Protocol on Gender and Development sets priority areas that women need to rise up to the challenge of contextualising and use as a guideline. A lot of what has been achieved by other countries was possible within some form of framework. "Gender Links and partnerships are also crucial because until we start working together, we remain individuals with a pull her down (PHD) syndrome. Together women can succeed. As a collective of women founders, women need to set up baseline information, record women's history in the gender movement to know who is available for a particular type of work." (Page 56 International Journal of Sociology).

Other examples on Google scholar which make reference to the SADC Gender Protocol include:

- Special seats for women in parliament and democratisation: The case of Tanzania MY Yoon - Women's Studies International Forum, 2013 - Elsevier.
- Child and forced marriage as violation of women's rights, and responses by member states in Southern African Development Community S Rembe, O Chabaya, N Wadesango, P Muhuro - Agenda, 2011 - Taylor & Francis.
- Norway: Plan Finland. SADC (2005) Report on the SADC Consultative Conference on Gender and Development. Gaborone: SADC. SADC Gender Unit (2005) Rationale for a SADC Protocol on Accelerating Gender Equality. Gaborone: SADC Gender Unit.
- A gendered critique of transboundary water management: A Earle, S Bazilli - Feminist Review, 2013 - palgrave-journals.com; regional legal frameworks, such as the Southern African Development Community (SADC) Protocol on Shared... institutional framework is explicitly linked to social and economic development objectives, an area where the need for the consideration of gender issues.
- Gender Mainstreaming in EU-SADC Relations: The Capabilities-Expectations Gap; A van der Vleuten - Global Power Europe-Vol. 2, 2013 - Springer.
- Politics & Gender, 5, 325-48.Cross Ref. Munalula, MM (2011). SADC protocol on gender and development: road map to equality? SADC Law Journal, 1, 189-96.
- Awareness campaigns as survival tools in the fight against gender-based violence in peri-urban communities of Bulawayo in Zimbabwe; The Implications of the Quota System in Promoting Gender Equality in Zimbabwean Politics.

SOUTHERN AFRICA GENDER PROTOCOL ALLIANCE STRATEGY - ROADMAP TO 2015

This outlines rollout of the Alliance strategy from 2013 to 2015 based on the four key activities and three campaigns:

2013
Accelerating implementation

- SADC Gender Protocol Summit planning and submission of entries; *Barometer planning* - **February**
- Country level summit - **March**
- Regional SADC Gender Protocol Summit - **April**
- Barometer at country level finalised - **30 April**
- Country level meetings & edit of country Barometer - **June to July**
- Production of regional Barometer - **April to July**
- SADC Heads of State Summit; presentation of annual Barometer; conceptualisation of climate change campaign - **August**

2014
Taking stock

- SADC Gender Protocol Summit planning and submission of entries; *Barometer planning* - **February**
- Country level summit - **March**
- Regional SADC Gender Protocol Summit and strategy meeting on the Addendum for Climate change - **April**
- Barometer at country level finalised - **30 April**
- Country level meetings & edit of country Barometer - **June to July**
- Production of regional Barometer - **April to July**
- SADC Heads of State Summit; presentation of annual Barometer; Draft addendum on climate change adopted; Post 2015 SADC Gender Protocol Strategy - **August**

2015
Pause and reflect!
Backwards & forwards

- SADC Gender Protocol Summit planning and submission of entries; *Barometer planning* - **February**
- Country level summit - **March**
- Regional SADC Gender Protocol Summit - **April**
- Country level meetings & edit of country Barometer - **June to July**
- Production of regional Barometer - **April to July**
- SADC Heads of State Summit; presentation of annual Barometer; Draft addendum on climate change adopted; Post 2015 SADC Gender Protocol Strategy - **August**

CAMPAIGN FOR ADDENDUM ON CLIMATE CHANGE:
- Conceptualisation - 2013
- Strategy meeting - April 2014
- Addendum adopted - August 2014
- Implemenation

50/50 IN DECISION-MAKING:
- 50/50 campaign in all countries with elections 2013-2015
- Affirmative action in constitutions

REDUCE GBV BY 50% BY 2015
- Roll out of GBV indicators
- Advocacy on findings
- Repeat studies post-2015

2013



Challenges

The rate of obtaining buy-in and speed for implementation of costing implementation of the SADC Gender Protocol at national level depends on government bureaucratic processes. Civil society cannot move faster than governments. The peer learning and sharing approach adopted in 2013 is a more long term but sustainable process.

Because the Alliance is not a formally registered network resource mobilisation is a challenge. While a number of theme cluster leaders have managed to raise resources for the work related to the cluster, much of the responsibility rests with the regional secretariat. By remaining a loose coalition the implementation of campaigns is dependent on goodwill of affiliates and this can be a challenge to get things done in places where the structures are weak. On a positive note, Alliance affiliates spend less time on administration and governance. This provides room for creativity and autonomy.

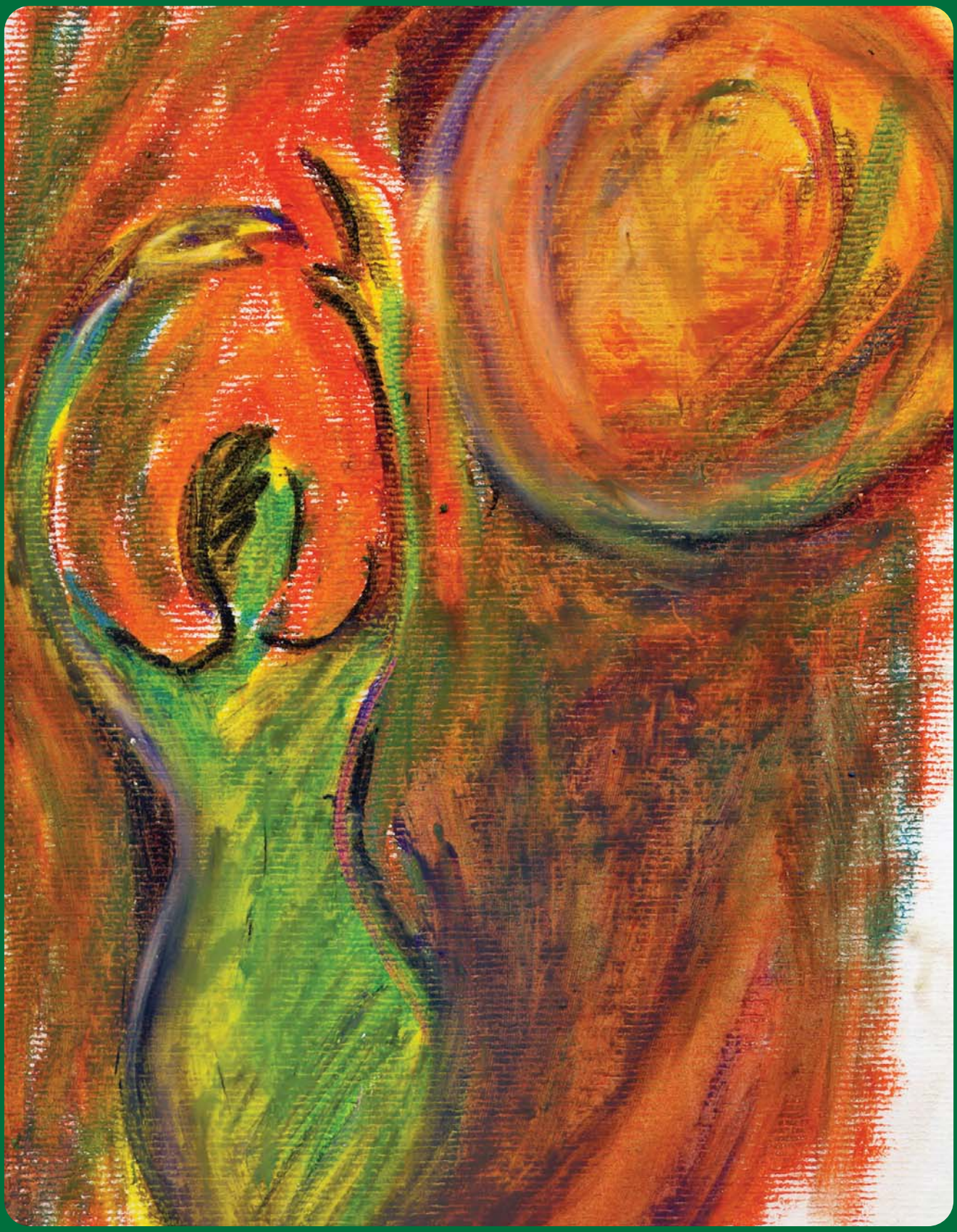


Alliance steering committee meeting, August 2012.
Photo: Lucia Makamure

Next steps

The next two years are critical for the Alliance to strengthen its processes, dynamism and creativity so as to turn up the pressure on governments and push for the achievement of the 28 targets. Key priorities include:

- Produce the fifth edition of the SADC Gender Protocol Barometer and subsequent editions up to 2015.
- Hold the SADC Gender Protocol Summit in 2014 and in 2015.
- Strengthen institutional mechanisms and partnerships within the Southern Africa Gender Protocol Alliance and with other strategic partners.
- Annual meeting of the Alliance preceded by national caucus meetings.
- Lobby Heads of State at their Malawi summit in August 2013 for the adoption of an Addendum on Gender and Climate Change.
- Develop costed national gender action plans in at least six more countries.
- Increase public awareness and empower more women to use the SADC Gender Protocol to claim their rights through village level workshops.
- Press home the 50/50, GBV and climate change campaigns, building on the successes to date.
- Active engagement of national governments especially gender/women's affairs ministries by giving technical assistance as well as getting them to pay for some of the costs because they have the obligation and infrastructure to bring about change.
- Step up efforts implementation efforts with local government as it is the sphere of governance closest to the people.
- Engage with the international community on the post 2015 development agenda.



Anushka Virahsawmy

CHAPTER 11

Gender, climate change and sustainable development



Women marched to the Union Buildings in Pretoria, South Africa, on 15 October 2011 demanding climate and gender justice. *Photo: Dorah Marema*

KEY POINTS

- Climate change will affect all countries, in all parts of the world. But its impacts will be spread differently among different regions and different groups of people. The most affected are likely to be the poor and women living in developing countries.
- As the climate changes, the people likely to suffer most from the impacts of climate change are those least responsible for causing it. It is widely recognised that the developing countries are expected to suffer more from the devastating effects of climate change than the developed countries.
- In Southern Africa, the poor, the majority of whom are women, will be the hardest hit by the impacts of climate change.
- Climate change will have a negative impact on food availability, water, homes and habitats and consequently on people's health, safety and well-being.
- 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 to address climate change and sustainable development. The Alliance has collected 1027 signatures from SADC countries in favour of the Addendum.
- Women only account for 23% of key decision-makers in ministries concerned with climate change and sustainable development, up two percentage points from 2012 but still far from the 50% target.

Going Green!

Climate change is one of the biggest threats to humankind today. It represents a serious challenge to sustainable development, social justice, equity and respect for human rights, both now and for future generations. Within Southern Africa, poor people are more vulnerable to climate change due to their limited capacity to lack of resources. Among them, rural women and girls are the ones most immediately affected by climate change. Despite the fact that climate change has received serious attention in Southern Africa, gender is still overlooked in climate change policies that address adaptation and mitigation (Babugura 2010). Climate change is not gender-neutral.

Climate change will affect all countries, in all parts of the world. But its impacts will be spread differently among regions, generations, age, classes, income groups, occupations and genders (IPCC, 2001).

Climate change is an ongoing trend in the earth's general weather conditions because of a rise in the temperature of the earth's surface. 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).

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 an example of how - by being organised and strategic - civil society is yet again prying open new spaces and getting gender into key areas of the regional agenda.

There are precedents in the region for 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. Women's organisations drafted this addendum, and the Alliance has now 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 that there is no time to waste. While governments prevaricate on legal niceties, citizens – especially women - demand accountability.

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 natural habitat
Zambia	Flooding and prolonged drought
Zimbabwe	Prolonged drought and extended dry seasons, extreme heat and cold.

Background

Southern African countries' socio-economic conditions vary considerably, but poverty is common throughout the region, and remains a major development challenge. About 70% of the population in the region lives below the international poverty line of US$2 per day, and about 80% of the population in some Member States, such as Mozambique and Zambia, are estimated to be living in extreme poverty (Chishakwe 2010, page 6). The extent of human poverty varies among SADC countries.

The problem of poverty as reflected in poor access to water and malnutrition has been exacerbated by climate variability that has resulted in recurring droughts, floods and other natural disasters in the region (SADC 2008, page 16). This has caused a series of food shortages, thereby exposing the people in the region to serious food insecurity. When droughts occur for example, approximately 14 million people in Southern Africa are threatened with starvation (Chishakwe 2010, page 6). This manifestation of poverty is particularly acute among vulnerable groups such as households headed by women, old people and orphans. Such households are on the increase due to the impact of HIV and AIDS.

Africa is already a continent under pressure from climate stresses and is highly vulnerable to the impacts of climate change, and the projected changes in the earth's climate are an environmental concern with severe social and economic implications. The Inter-Governmental Panel on Climate Change (IPCC) (2007) states that parts of Southern Africa are highly vulnerable to climate variability, with the possibility of some river basins becoming more stressed. The report goes on to say: "Food security, already a humanitarian crisis in the region, is likely to be further aggravated by climate variability and change, aggravated by HIV/AIDs, poor governance and poor adaptation. Southward expansion of the transmission zone of malaria may likely occur."

Climate change represents a serious challenge to sustainable development, social justice, equity and respect for human rights, both now in the future.

Maize production in **Southern Africa** may decline by up to 30% in the next 20 years, and wheat production by up to 20%. All SADC countries have experienced an increase in the number of extreme climatic events.



Mauritius: Flash flooding in Mauritius in February 2013 claimed 13 lives. Meanwhile the annual rainfall has decreased considerably, leading to droughts and water shortages. The rise in sea levels due to global warming and significant coastal erosion is of grave concern as it has alarming consequences. Mauritius is a small island developing state (SIDS), and Mauritians are not prepared for this kind of climatic disaster.



Malawi: According to the National Disaster Profile for 2012-2013 compiled by the Department of Disaster Management Affairs, 12 543 households in 18 districts in Malawi were affected by various forms of natural disasters or extreme climatic events of various kinds between November 2012 and January 2013.

These included rainstorms, flash floods and high winds, hailstorms and unusually severe storms. Districts affected were Nkhata-bay, Balaka, Nkhotakota, Phalombe, Zomba, Rumphi, Blantyre, Mangochi, Chikwawa, Thyolo, Nsanje, Ntcheu, Dedza, Karonga, Salima, Machinga, Lilongwe and Mulanje. Residential houses, school blocks, roofs, farmland with different crops, household property and livestock were damaged or destroyed. Five deaths were recorded, one person is still unaccounted for, and many more people suffered bodily injuries.



Lesotho: According to an Economic Commission for Africa (ECA) study carried out by Tsehlo (2012) with regard to the environment, while Lesotho enjoys a low-carbon footprint and has successfully piloted renewable energy solutions, its topography makes it vulnerable to natural disasters (including floods and droughts). This vulnerability is made worse by climatic changes in the form of shifting precipitation patterns.

Lesotho experienced heavy rains country-wide from December 2010 to January 2011. The damage and loss of property, assets and livelihoods due to the floods was estimated at M462.7 million (US$66.1 million). The unsustainable reliance on wood as the most used form of energy in Lesotho contributes to adverse socioeconomic effects on all sexes, loss of biodiversity and soil erosion. It propagates the effects of climate change from greenhouse gas emissions, which affects all men, women and children.

In Lesotho, the link between climate change and gender is becoming of interest to the government and to non-state development actors. The government of Lesotho recognises that due to changes occurring in the climate cycle in recent years, men and women especially in rural areas face many challenges as the majority of them depend solely on local ecological resources. These changes include heavy rains, drought, and heavy unexpected snowfalls.



Mozambique: is a country especially vulnerable to climate change, and every year suffers the effects of droughts, tropical cyclones or floods, or a combination of all three. The effects of these natural disasters have very harmful consequences for people's lives, and especially the lives of women.

Mozambique: Dealing with floods and soil erosion



Torrential rains came early in 2013. The municipality and the provincial government send out an alert for the population to leave low-lying areas. Meanwhile, the municipality started preparing its response to an eventual natural disaster. By February, at least 113 people had died and over 185 000 had been left without shelter (UNDP Resident Coordinator). Although the situation was dire, it contrasted greatly with what happened in the 2000 flooding, in which over 800 people died. This was in part due to the involvement of the municipality which had a policy and projects to prevent and mitigate natural disasters.

The Xai-Xai municipality has been planning in order to surmount problems related to climate change in line with its Strategic Plan and Urban Zoning Plan, and in part due to its participation in the Gender Links Centres of Excellence Programme. So, when the rains came, the municipality was sensitised to the importance of differentiating between the needs of women and men. The municipality is still working in temporary offices, but this has not stopped it from carrying out its activities with gender at the forefront.

At the height of the flooding, the municipality coordinated the creation and supervision of settlement areas for flood victims. The councillor for the area of water, power, health, women and social action, Clara Manhique, had the task of ensuring that the basic health standards in the camps were met, namely clean water, cooking facilities, as well hygiene conditions for women, and proper care of children in order to prevent contamination and contagious diseases. Manhique is liaising with international aid workers in the distribution of essential products for feminine use. The municipality is also working in the redistribution of plots for needy families so that they are not exposed to danger in future floods.

The municipality has been facing problems related to the erosion of soil due in part to heavy rains, and building of houses on slopes. Areas affected were identified in its Urban Zoning Plan and Municipal Strategic Plan. To counter the phenomenon of erosion, the municipality drafted a programme to control, mitigate and combat erosion in the affected areas. Control and mitigation efforts were undertaken with direct participationof women and youth in the building of gutters.

In recent years, Xai-Xai has been registering progressive increases in the level of erosion. The phenomenon places the municipality in a situation of extreme vulnerability. Furthermore, erosion has been significantly eating away space for housing, agriculture as well as destroying public and private infrastructure. The area most affected is the town's periphery, where the relief and soil geological characteristics are susceptible to rain erosion, with drastic consequences on access routes, causing chaos in the working of the city.

It is the hope of the municipality that the implementation of this project can boost its response capacity, and foster new approaches in the fight against erosion, through the use of techniques such as bricks to hold soils, green areas, planting of grass, and ensuring the active participation of residents. The objective is to combat erosion caused by rainwater, in order to contribute to the city's environmental sustainability and the well-being of the population, by building barriers for holding the soil; planting gum trees and other vegetables; establishing technical and institutional capacity; and disseminating knowledge in the areas of prevention and combat of erosion through simple and cheap techniques.

The main beneficiaries are women heads of families, vulnerable women and the unemployed. The local authorities have also been concerned with controlling informal resettlements in order to protect the area's common good, as well as carrying out activities and programmes aimed at combating erosion.



Rita Bento Muianga, Chairperson of the Xai-Xai City Municipal Council, laying bricks
Photo provided by Xai-Xai Municipal Council



Namibia: is increasingly concerned with 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.



Madagascar: Slash and burn activities by communities have resulted in widespread deforestation and bush fires. This has not only increased the levels of carbon dioxide emitted, but has also caused harm to precarious ecosystems, some of which may never recover. The manufacture of coal from wood is a major contributor to carbon emissions.



Zimbabwe: The effects of climate change have resulted in drastic water shortages and lower crop yields, directly impacting on food security for millions of smallholder farmers. Many are being forced to abandon farming as a means of survival and seek work elsewhere in the SADC region. This has led to the breakdown of families as women are often the ones left behind to look after the children and the infirm or elderly.



Leah Kahimbi Mapulanga and Olerile Margaret Mosweu in Chobe Botswana recycle paper. *Photo: Gender Links*

Gender and climate change

The IPCC has predicted that climate change impacts will be differently distributed among different regions, generations, age, classes, income groups, occupations and genders and that the poor, primarily but by no means exclusively in developing countries, will be disproportionately affected. Gender inequalities are directly linked with poverty and the vulnerability of poor men and women to climate change and variability will aggravate inequities in health and access to food, clean water, and other resources (World Bank, 2008).

Climate change affects men and women differently. This is because of on gender differences such as in property rights, accessing information, cultural, social, and economic roles[1]. Most of the women in developing nations are responsible for climatically sensitive tasks such as securing food, water and energy which ensure household well-being, while men are responsible for other climatically sensitive tasks such as livestock farming, land management and forestry (Angula, 2010). This is explained further below in this section. Women are the majority in rural areas, and they depend heavily on natural and rain-fed resources that are sensitive to climate change. Women are more vulnerable to climate change for a number of reasons.

- Women generally take care of the household while men are away at work earning incomes for their families.
- Women have limited access to resources and decision-making processes, which increases their vulnerability to climate change. The majority of women in rural areas spend their time collecting natural resources for food and to maintain their families. This often leads to low women's participation, or limits their ability to participate in decision-making and the economy that affect their livelihoods and lifestyles. Women tend to be underrepresented in decision-making processes involving major issues, such as sustainable development and climate change, and this impedes their ability to contribute their unique and valuable perspectives and expertise on climate change[2].
- Women in rural areas have to shoulder heavier workloads in areas that are prone to frequent flooding (e.g. the Northern Central and North East regions of Namibia).They have many responsibilities in the household, including collecting firewood, fetching water, and food security.
- In most societies, women are responsible for daily household tasks and the care of children and the elderly. Women have to find food, provide clean

[1] Mainstreaming Gender into the Climate Change Regime, http://generoyambiente.com/arcangel2/documentos/227.pdf
[2] 52nd session of the Commission on the Status of Women. Interactive expert panel: Emerging issues, trends and new approaches to issues affecting the situation of women or equality between women and men: "Gender perspectives on climate change".

water and household energy, and care for the sick (Roehr, 2007). Besides that, women involve themselves in income-generation activities as a way of poverty reduction, using natural resources (e.g. making traditional baskets). Climate change may introduce additional burden through the depletion of natural resources and reduced agricultural productivity.

- Women's health is often compromised and affected, according to Roehr (2007). Firstly they are affected due to special physical vulnerabilities, secondly due to their caring roles in families, and thirdly due to additional work which is required owing to the deterioration of environmental conditions that may lead to health damage.

It is important to note that climate change effects on gender inequality are not limited to immediate impacts and changing behaviours, but include subsequent changes in gender relations. During disasters such as floods, women's mobility is often reduced as they have to care for the elderly, children, and other vulnerable groups.

Social roles and responsibilities of women and men lead to different degrees of dependency on the natural environment (Roehr, 2007). Women's lives, needs, experiences, issues and priorities differ from men's, so it is critical to identify gender-sensitive strategies for responding to the environmental and humanitarian crises caused by climate change.

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%, potentially affecting up to 90% of the rural poor.
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.



Malawi: The keeping of gender-disaggregated data is a challenge. However, the Ministry of Environment and Climate Change Management is doing its best to ensure that the data system is in place with disaggregated data. With the Disaster and Risk Reduction Policy launched in 2013, strategies are in place to ensure that there is a strong monitoring and evaluation framework that includes gender-disaggregated data.



Lesotho: As part of fulfilling their socially expected roles, collection of biomass for household cooking and thermal needs from animal kraals, open fields, wood lots, forests and merchants is done 85% of the time by women, who make an average of three trips per week, investing an average of 2 hours per trip (DOE, 2007).This results in a loss of economically productive time for women.

Madagascar: Local council fights against bush fires, protects indegenous baobabs



This good practice shows the participation of the Antanamitarana Local Council in the fight against bush fires, slash-and-burn agriculture and coal-making. In 2012, we decided to choose bozo or baobab tree plantation as a continuation of our efforts to protect the environment and to address the harmful impacts of climate change.

The local council has many plantation sites, but the Fokontany Ambodimaganry one is the most extensive, since this site is meant to be a "Green Village" to attract tourists with a view to implementing sustainable development.

This project aims to increase the number of preserved natural parks in our region and decrease the number of women and children subjected to violence while coal-making. Their workplace is too far from their homes, and they have to use sharpened tools such as big knives.

We decided that the bozo or baobab tree is the one to be grown. The baobab tree is not very often used for coal-making, and the place where it grows is not fit for rice-growing since it is big and its roots are deep. Growing baobab trees can bring many advantages: its flowers, leaves and grains can be used as food or medicines, and its trunk attracts tourists and researchers.

Climate change is a global issue that has several causes. If we consider what is happening within our country, it is mainly due to bush fires and slash-and-burn agriculture. The population does not exactly know the value of the environment so they are destroying it: they take up farming and, coal-making to survive, so no sustainable development will be possible. When we, the executive committee, saw the huge amount of forests destroyed, we decided to take measures to determine which trees should be the concern of a sustainable project to protect the environment. We also identified other sources of income for the numerous women who are involved in coal-making and agriculture, and who we would have to remove from the project site.



Amada Yasmine Mounissa of the Rural Commune of Antanamitarana
Photo: Zoto Razanandrateta

One of the reasons why we decided to carry out this project is the aim to make this fokontany go green. We intend to enlarge the surface area of the tourist site in Montagne des Français or Ambohitr' Antsingy, the neighbouring area.

We aim to empower the population to take on their responsibility to protect the environment, and to protect the endangered species of baobab. We also aim to decrease the number of women and children who are victims of violence, to reduce the practice of bush fires and slash-and-burn, improve the living standards of the population when the area becomes a tourist site, and set up a GREEN council. An overall objective is to promote tourism to generate income for the inhabitants, the council and the region.

Several categories of people are targeted in this project, including the inhabitants and people in the neighbouring protected areas where the project is implemented. Other beneficiaries are the region as a whole, the tourist guides or operators, the tourists, and the student researchers.

After visiting nurseries, advocacy and a sensitising campaign, we set up a basic community structure in charge of the protection of the environment.

Challenges included difficulty in persuading the population at the site, especially those who over-exploited the trees, and some people incited opposition to the project and performed acts of sabotage. The solution involved setting up of the basic community structure – the people who had been hard to convince were chosen as leaders so that they could be trained in management, and to show them the benefits of the project. It is better if the local population at the project site are consulted and convinced first before implementing the project. They are given responsibilities in managing and protecting the environment.



Monitoring small baobab plants in Antanamitarana
Photo provided by the Rural Commune of Antanamitarana

Lesotho: Property rights and climate change



Promoting female farmers' property rights as a strategy to adapt, mitigate and enhance women's participation in climate change problem-solving entails providing training, workshops, public gatherings for female small-holder farmers and women's community groups on property rights and land tenure reform initiatives. This will encompass sensitisation processes and advocacy activities.



Liemiso Koetlisi of WLSA Lesotho.
Photo: Zoto Razanandrateta

Soaring food and commodity prices have resulted in a potentially critical situation. Because of their gender roles within the household and limited access to livelihood resources, female farmers in Lesotho are the people most affected by food insecurity arising from soaring food prices. It is estimated that 2 billion people in the world are food-insecure due to varying degrees of poverty, and that number will most likely increase due to the use of biofuels, spiking food prices, and the threat of global warming.

Climate change is a real threat for female farmers because most of them are unemployed, and they survive off the land. Under climate change, general circulation models (GCM) predict future conditions that will have incremental impact in Lesotho due to high temperatures, lower rainfall, frequent droughts and rainstorms. Strong winds are likely to increase soil loss far above the current level, further weakening the capacity of soils to support the country's agro-ecological and economic well-being. At the SADC Gender Protocol@Work summit Liemiso Koetlisi of Women in Law Southern Africa (WLSA) presented a case study of a project targeted female small-scale farmers and women community members.



Land is precious in Lesotho: Councillor Sophia Tlali tending her garden in Thaba Tseka, Lesotho. *Photo: Ntolo Lekau*

This is because women, due to their gender roles, are the ones who have the responsibility in terms of food security. Due to scarce resources they are the most vulnerable.

WLSA developed, produced and simplified booklets on property rights, land laws, and climate change which were translated into Sesotho for beneficiaries, and educational T-shirts with the message; *Ke Nako: Mohoma Temeng Basali* (literally translated: The Time is Now, Women in Farming). The educational T-shirts were intended to raise awareness of the project and sensitise members of the public especially small female farmers to encourage them to engage actively in the farming sector.

Beneficiaries are of the opinion that the project would be more successful if to could reach more people in their communities. Although this was not possible due to budget constraints, WLSA trained paralegals who can help a large number of community members on issues of inheritance and land rights.

Climate change is still a new word for local authorities, but its effects are seen by each and every Mosotho. This challenge was addressed by ensuring that the project becomes the responsibility of the community members, especially female small-scale farmers, by engaging them and incorporating the actions of the project into their own work plans. This has proved to be a good opportunity, and the project has also been introduced to the local authorities (including chiefs and community councillors) who oversee the target group's daily lives.

To reduce the impact of soil erosion that might be caused by heavy rainfalls, farmers must engage more in conservation farming and minimum tillage, as this preserves insects which live underground and produce nutrients required by the plant. Farmers must avoid using machines to plough, as they produce smoke which contributes to climate change, and must use intercropping (*Hlakantsutsu*) as this enables the farmer to harvest other crops should one crop fail.

The issue of choosing the appropriate seeds to plant at particular times is important, to avoid crop destruction due to heavy rains and persistent droughts.

Sustainability of this project has been secured through stakeholder meetings to ensure ownership of the project from the start, and ensuring that the project becomes the responsibility of community members – and especially female small-scale farmers themselves. The project was introduced to local authorities and to beneficiaries themselves before it commenced, to ensure full ownership by each and every community member.



Swaziland: Poverty and hunger are rife in Swaziland, and the people most affected are women. Madlenya is an area much affected by water shortages. An initiative involving climate-smart agriculture has been most welcomed, and has saved the lives of many villagers. Women were trained by the Lower Usuthu Sustainable Land Management Project in sustainable land management practices, including the return of organic matter to the soil and integrated crop-livestock farming. An increase in institutional capacity for adaptation at local levels, and in particular an increase in traditional knowledge, is being promoted. The women in this programme are now reaping more nutritious vegetables and a greater variety of crops instead of the usual maize that they planted.



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 that 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-generating activities. As a result of the extra workload, women tend to work longer hours than men, who reportedly have more leisure time.



Zambia: Land degradation through deforestation has hastened the impacts of climate change and strong mitigation initiatives have therefore been introduced by the government. Tree planting is undertaken all over the country by the various local government structures, aiming to combat and reverse the effects of deforestation

International frameworks on climate change

Two decades ago, in 1992, countries signed the United Nations Framework Convention on Climate Change (UNFCCC), to cooperatively consider what they could do to limit average global temperature increases and the resulting climate change, and to cope with whatever impacts were by then inevitable. Since the entering into force of the UNFCCC, of the parties (COP) have been held to negotiate binding targets and rules for mitigating climate change and adapting to its impacts. A binding commitment was agreed upon in 1997 at COP3 in Kyoto.

It took more than seven years before the Kyoto Protocol came into force in February 2005, because ratification of 55 countries representing 55% of the world's carbon emissions was required. Since then, the annual session of the Conference of the Parties to the UNFCCC (COP) takes place in conjunction with the Meeting of the Parties to the Kyoto Protocol (CMP). There is also a regular annual meeting of the subsidiary bodies (SB) each year in early summer and various workshops on special issues. This process has been marked by tensions between the global south and global north on a number of issues, including emissions reduction targets and finance.

Gender dimensions of the UNFCCC

Gender equity is not mentioned in the UNFCCC or in the Kyoto Protocol. It is only recently that some parties, in particular those from Annex II countries, have realised the necessity to include gender equality into the debates. A breakthrough was reached at COP13/CMP3.

The organisation of the process is different from other UN processes. There are no major groups, and active participation of observer organisations is limited. Debates are mostly economically or technologically driven. A link to sustainability principles is missing. Therefore it is hard to introduce gender equality into the debates and negotiations.

Although they are the people most affected by climate change, women are not well represented in the climate talks. At COP18 in Doha, parties agreed to a decision on gender balance as a means to reach gender equality. Gender differences are evident in climate change mitigation and adaptation with regards to carbon footprints, impacts of climate change, climate solutions, and access to funds. However, by simply integrating gender into the current climate change agenda, we risk undermining the integrity of the gender concept.

To analyse and address climate change from a gender perspective requires a reframing of the problem in a way that takes into account the root causes of inequality. Integrating gender into existing policies and practice by merely responding to existing gender roles might actually result in reinforcing current gender relations. In order to achieve a true eradication of inequality, transformation is necessary.

Women and gender groups have been engaging in the UNFCCC COP process for many years and their lobbying for greater gender integration in the negotiation text towards a global climate change deal have been gaining momentum. However, recently many women and gender advocates have started questioning whether there will be real gender integration in the UNFCCC COP negotiations, or whether countries will just pay a lip-service to this important issue of gender and climate change to attract funding and support.

There has been a recent unsettling development that might result in countries and various institutions using gender in the climate change negotiating process for their own selfish gain rather than advocating for real

integration of gender in the global climate change agreement. Gender has not been integrated in the shared vision for long-term cooperative action that came out of COP17.

As a result, a lot of women, gender advocacy and lobby groups are being challenged to regroup and strategise how they can effectively influence the global climate change negotiations to integrate gender justice. There is no doubt that for them to achieve fundamental gender justice in the global climate change regime, a lot of lobbying and advocacy has to take place at national level. This will result in a bottom-up approach where UNFCCC parties come to the COP with clear positions on gender justice within the global climate change deal that have been influenced by their citizens, including women, and will also ensure that UNFCCC parties are held accountable by their national women and gender groups should they not keep up with their commitments.

The last decade has seen an increase in the presence and engagement of women's and gender organisations in the UNFCCC process. Although small in number, they are representing a wide array of women's organisations worldwide, and having a growing impact in the debates. At COP13 the women's caucus started to discuss applying for its own constituency. In November 2011, just in time for COP17 in Durban, the UNFCCC Secretariat officially recognised the Women and Gender Constituency.

The charter of the Women and Gender Constituency states: "The goal of the Women's and Gender Constituency is to formalise the voice of the women's and gender civil society organisations present and regularly active in UNFCCC processes, and to debate, streamline and strengthen the positions which these organisations put forth.



The Constituency draws upon global commitments to gender equality and women's rights, especially as they relate to climate change, and toward the achievement of the Millennium Development Goals and related commitments and Conventions. The Constituency works to ensure human rights and a gender perspective is incorporated into UNFCCC negotiations, plans and actions."

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 UNFCCC.

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 26 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.

Key milestones in the Addendum on Gender and Climate Change campaign



2 June 2011:
Ministers of Gender noted the importance of integrating gender into climate Change policies as women and men contribute differently to the causes of climate change. This set the stage for a more robust dialogue involving all stakeholders on gender and climate change in the region.

10 October 2011 – *Technical Experts preparatory meeting for the Africa Continental Consultative Dialogue on Women and Climate Change:*
Gender Links on behalf of the Alliance, is co-opted into the technical experts team by the South Africa Department of International Relations and Cooperation (DIRCO) and attends a planning meeting in preparation for the Conference.

21 October 2011 – *Alliance anchors meeting on integrating gender into the SADC Regional Strategy on Climate Change at COP17:*
A high-level meeting of senior officials and ministers responsible for Gender/Women's Affairs with civil society that had been initially scheduled for 20 – 21 October 2011 to integrate gender into the SADC Regional Strategy on Climate Change at COP17 was rescheduled. A small group of civil society together with representatives from development partners that had travelled to the meeting went ahead to review the document and integrate gender dimensions. Inputs into the document would later feed into the Extra Ordinary Gender/Women's Affairs Senior Officials and Ministerial meetings that later took place from 17 – 18 November 2011.

28 October 2011 – *Alliance participates in Southern Africa regional consultative meeting on climate change:*
The Alliance Secretariat in its capacity as representative of the regional gender sector attended the Southern Africa regional consultative meeting on climate change convened by the SADC Council of NGOs (SADC-CNGO). The Alliance was coopted into a small team to review the civil society position paper on climate change. Its main task was to ensure that gender is mainstreamed into the paper.

17 November 2011 – *Alliance participates in the senior officials meeting – Addendum to the SADC Gender Protocol tabled:*
Building on outcomes from the meeting on the 21 October, the Alliance made contributions to engendering the SADC Regional Strategy on Climate Change at COP17. SADC Gender Unit tabled the principle of developing an Addendum or amendments to the SADC Gender Protocol to include provisions on the gender and climate change as a possible strategy to address the gaps in the instrument.

18 November 2011 – *Alliance observes the Extra Ordinary Meeting of Ministers responsible for gender/women's affairs on climate change:*
The Alliance observed the extra ordinary meeting of ministers responsible for gender/women's affairs on climate change. They adopted the Engendered Position Paper on Climate Change for COP17.

19 – 20 November 2011 – *COP17:*
A number of Alliance theme cluster leaders and national focal points attend the Africa Continental Consultative Dialogue on Women and Climate Change. The Alliance is represented at COP17.

August 2012 – *Campaign intensified at the Maputo HOS:*
Petition presented to the Minister of Environmental Affairs. In 2012, *Forum Mulher*, the focal network for Mozambique, the country hosting the 2012 SADC Heads of State Summit, handed over the petition to the Mozambican Ministry of Environment on behalf the Alliance. The SGPA is now preparing to take advantage of the 2013 Heads of State Summit in Malawi, hosted by the region's only woman leader, to make the case for reopening the SGP. The campaign is an example of gender activists pushing the envelope through their insistence that the SGP be a responsive, "living" instrument.

February 2013 –*The Maputo meeting of SADC Ministers of Gender/Women's Affairs:*
SADC Gender Unit, UN Women and other key stakeholders in preparation for CSW debated the matter: "Ministers were invited to consider a proposal to develop an addendum to the SADC Protocol on Gender and Development on Gender and Climate Change".

Online petition:
The campaign for an gained momentum in 2013 with an online petition signed by 1027 citizens (55% men; 45% women), and gender ministers are formally backing this proposal. The online petition can be found on: http://forms.genderlinks.org.za/view.php?id=125.

Key new challenges and new factors of progress:
While gender ministers have supported the campaign, the SADC Gender Unit (SGU) has been more cautious, not wishing to reopen the SGP so soon after it went into force. In an interesting unexpected consequence, the SGU has shared the draft of the forthcoming SADC Protocol on Environmental Management and Sustainable Development (SPEMSD), with a chapter on gender equality, in support of an alternative mainstreaming argument. The SGPA is arguing that climate change also needs to be reflected in the SGP.

For REDD+ to be successful, the SADC region will have to create the right conditions and acquire both financial and technological resources to prepare 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, Mozambique, Tanzania and Zambia 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 and women's affairs ministers' and senior officials' meetings in November, on the SADC Regional Strategy for the 17th Conference of the Parties to the UNFCCC (COP17). Gender ministers have accepted the principle of an Addendum to the SADC Gender Protocol on Gender and Climate Change (see Chapter Ten). Although the Addendum is still in draft form, Alliance networks have started gathering evidence of government performance against these provisions. This led to the introduction of this chapter in the Barometer in 2012.

Women and men in decision-making in environment and agriculture



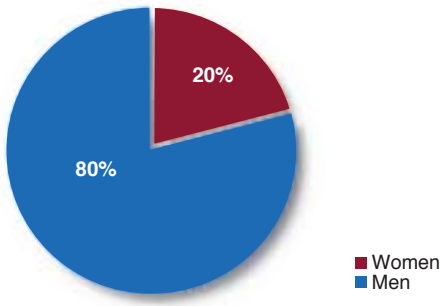
It is proposed that the Addendum on Gender and Climate Change makes reference to ensuring women and men equal participation in all decisions related to climate change at all levels by 2015, as specified in Article 12-13 of 2008 SADC Gender Protocol.

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. In Zambia, for example, environmental affairs, local government, housing and early education all fall under one ministry.

Data represented in Figure 11.1 reflects the distribution of men and women across key decision-making areas for environment and sustainable development. However 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 that control and influence policies and programmes that impact on climate change.

Figure 11.1: Proportion of women and men in the environmental and sustainable development sector



Source: Gender Links (2012).

Women account for only 20% of representation in key environmental affairs and sustainable development ministries. As illustrated in the table and pie chart men make up 80% of key environmental affairs and sustainable development decision-makers, including ministers, deputy ministers, permanent secretaries, heads of departments and other key persons.

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	2013		2013		2013		2013		2013		2013		2013		2013		2013		2013		2013		2013		2013		2013		2013					
Minister of Environmental Affairs (Tourism/ Wildlife)	1			1		1	1			1	1			1	1		1			1	1									1	5	6	45	55
Deputy Minister of Environmental Affairs		1								1		1			1			1			1										2	3	40	60
Permanent secretary/DG				1				1	1	1	1			1		1	1			1		1									3	7	30	70
Minister of Agriculture		1		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[1]	1		1		1		1		1	1			1		1		1				1		1		1				1	1	13	8	92
Minister of Tourism		1										1		1		1						1		1	1	1				1	1	9	10	90
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		1	0	7	0	100
Permanent Secretary Fisheries/ Water Affairs	1	1		1				1		1	1			1		1	1				1	1				1				1	4	8	33	67
Other key persons	1[2]	4[3]	1[4]	1[5]		3[6]	1[7]	1[8]		1[9]		1[10]	2[11]	3[12]						4[13]	1[14]	5[15]	1[16]	5[17]	1[18]	5[19]	2[20]			1	9	34	21	79
TOTAL	5	12	0	5	0	5	2	8	1	10	3	3	3	10	2	3	7	6	0	6	8	11	2	8	1	14	3	2	1	9	32	127	20	80
PERCENTAGE	29	71	0	100	0	100	20	80	9	91	50	50	23	77	27	30	70	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 - Ministry 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.

Zambia has surpassed parity in terms of women's representation in climate change and sustainable development related decision-making bodies at 60%. Figure 11.3 shows that Malawi and Zambia follow with 50% and 40% 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. This means that 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 into question the focus on rural and small-scale farmer's concerns. Five women are responsible for decision-making related to lands (reclamation), rural development and human settlements (in Lesotho, Mauritius, South Africa, Tanzania and Zambia). Women make up 20% 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.



Mauritius: Mauritius is cited as a model in the region as far as climate change is concerned. Decision-making for the national response to climate change is made after consultation with different stakeholders including concerned ministries, the private sector, parastatal bodies, the general public and NGOs. The stakeholders are represented by both men and women where they participate equally in decision-making. There are no women in decision-making positions at the Ministry of Environment but there are women Heads of Department in Education, Policy and Planning and the Project Coordinator for Implementation is also a woman. The Ministry has put in place a series of programmes, projects and awareness campaigns to involve women in climate change. The National Climate Change Adaptation Policy Framework mainstreams gender.



Malawi: bolstered by a multi-stakeholder approach, has embarked on several initiatives in response to the country's climate change challenges. The 2010 Malawi Climate Change Programme (CCP) 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 carbon emissions. The Malawi National Strategy on Sustainable Development (MNSSD) compliments the 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).

According to the Climate Change Adaptation and Mitigation Best Practices in Malawi, released by the Planning Unit of Ministry of Local Government and Rural Development in 2012, a number of success stories fall under disaster risk management initiatives such as community-led disaster management initiatives and community-led early disaster warning systems; agro forestry; initiatives on food and nutritional security through growing of food varieties that nature within a short period with high nutrient content; promotion of water harvesting and land management. These have led to improved livelihoods of households in disaster areas as well as helping address climate change impacts in Malawi in general.

Since 2008, The Agriculture Sector Wide Approach recognised the following as key areas in adapting and mitigating climate change impacts:

- Improvement of early warning systems and weather insurance.
- Developing community storage systems for seed and food.
- Increased use of irrigation.
- Protection of catchment areas.
- Developing and implementing strategies for drought preparedness and developing small dams to harvest water.
- Use of recommended improved crop varieties that are resistant to drought.



Mozambique: Approved the National Action Plan for Adaptation (NAPA) in 2007. This includes:

- Women are in decision-making positions and are able to influence decisions on climate change. The positions of minister and deputy minister are occupied by women.
- The Constitution of the Republic of Mozambique follows the principles of universality and gender equality (Article 117). To achieve these objectives, the government of Mozambique (GoM) has made efforts to integrate the climate issue in national development planning, as shown in PARPA II, the current Five-Year Plan, and Agenda 2025. The operationalisation of these desiderata is made through, but not limited to, the following instruments: (i) National Policy on the Environment (1995), (ii) the National Program for the Environment (1996) and (iii) the Framework Law Environment (Law No. 20/97 of 01 October), which were created to systematically integrate environmental aspects in development, (iv) energy policy adopted in 1995, which aims on the one hand, enhance the viability and access to supplies low cost of various forms of energy and, on the other hand, provides for the development of technologies for environmental conservation and beneficial use of energy.
- The policy also provides for a reduction in the consumption of wood-based fuels, (v) the National Land Policy and its implementation strategies adopted in 1996 and the Land Law (Law No. 19/97, 1 October), which ensures the population to have access to land resources and participates in the management of these resources for its sustainability and equitable social use, (vi) the National Policy on Forests and Wildlife, passed in 1997, which aims to manage the forest and wildlife resources, underlining the need for sustainable use, (vii) the Disaster Management Policy adopted in 1999, aimed at the elimination of poverty and the establishment of a contingency plan, taking into account the occurrence of recurrent natural disasters that affect the social and country's economic.

The Ministry for Coordination of Environmental Action (MICOA) has a Strategy and Action Plan for Gender, Environment and Climate Change addressing the issue comprehensively. The document sets out priorities which relate to other plans and programmes that deal with environmental issues. The strategy focuses on gender and environmental impacts of climate change (social, economic, political and cultural) that will help gradually change the behaviour of women and men for more equitable relations. This paper focuses its attention on the sustainable use of natural resources and its link to poverty eradication and access to and control of women and men over natural resources, as well as climate change adaptation and mitigation technologies.



Madagascar has the National Action Plan for Climate Change Adaptation (NAPA) and has submitted the country's Second National Communication under the UNFCC. Other policies include the National Policy for Environmental Action Plan (NEAP), the 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.



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 relates 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.

Gender-disaggregated data



It is proposed that the Addendum calls on all SADC states to establish, by 2015, a system to collect gender-disaggregated data and develop qualitative and quantitative indicators on climate change.

No country in SADC has successfully collected or collated gender-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 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 gendered impact.

Namibia has collected important data that can be useful for developing measurement criteria or indicators that could be developed into a framework by various countries: 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[3] and child abuse; increase in the 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 are likely to affect the elderly, children and the sick.

Only Namibia has 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, and 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.

[3] No data is available to verify an increase in GBV because of displacement, and this indicator is derived from anecdotal evidence.

Zambia: Energy-efficient stoves



Trees are cut down to provide energy and building materials for houses and farm structures. Curing bricks in the rural areas requires a lot of trees to be cut down. Agricultural activities have led to the clearing of large areas of land, leading to deforestation, which means that people (especially women and children) have to walk long distances in search of firewood.

If people use less firewood, they won't have to spend so much time looking for more. Having a stove that uses less firewood will reduce the demand on women's labour. This also gives the forest and the bush a chance to grow again.

During the SADC Gender Protocol@Work national and regional summit Charity Kawiga of Three Rocks, Zambia, presented a case study of a project that contributes significantly to women's economic empowerment by making more time available for productive activities. The aim is to reduce the burden on both men and women, and to empower them. About 180 000 people will benefit from this project.

The project is also reducing carbon emissions by giving out stoves that use less wood. Trees play an important role in the rain cycle, and if people use less wood it will have a positive impact.

Once the stove is installed in the household, there is less carbon emission. Just a small branch of firewood goes a long way. Besides using less wood, the stove produces less smoke and less ash. The family will be healthier, and cases of coughs and sneezing will be reduced. If women spend less time looking for firewood, they will have a chance to concentrate on more productive activities, like farming.

The target is the community, especially rural communities in areas where the land is degraded. Both men and women were targeted. Also targeted was the environment – there was too much cutting of trees, so we thought of the stove to help rural communities.

There was a survey, and then designing of the stove. The stove was designed in America and developed in China. The feasibility study was done in Zambia. Katete in Eastern Province was chosen because it is one of the degraded districts. Firstly we held a stakeholders meeting with the chiefs and headmen, because we wanted them to fully understand the importance of the project. Then we held a meeting with the District Commissioner. After this an action plan is drawn up, and announcements are made of the awareness meeting and the place. After the awareness meeting, those interested register, and then installation of the stove begins. A month after installation, a follow-up is done for monitoring and evaluation.

The main output was to install 24 000 stoves in phase 1 of the project. In phase 2 we plan to install 26 000 stoves, of which 10 000 have already been installed. We intend to expand the project to surrounding areas like Chadiza, Petauke, Nyimba and Chipata. There has been empowerment of both women and men. Families spend less time looking for firewood. This puts less stress on women, because after working on the farm they will not be carrying heavy loads of firewood.

The challenge is that not all the households are using the stoves. In the initial stages there were myths that giving the stove for free was initiating Satanism. Poor road networks are also a challenge.

Giving the stove to a household is empower both men and women. With community involvement, people are willing to participate fully in addressing environmental problems. It is easy to install the stove. The villagers provide building sand, bricks and water. The project also empowers men because those who know how to build are then able to engage in building as a way to generate income. The builders are from the community, and it is easy to continue installing for other communities.



Charity Kawinga of Three Rocks. *Photo: Cynthia Kalizinje*

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%.

Due to the stringent enforcement of legislation regarding the felling of trees, the use of wood as a source of energy has decreased rapidly in Mauritius. All households are equipped with gas or electric cookers. These have replaced the traditional way of cooking food using petroleum cookers or wood. The new means of cooking is more energy efficient, leads to less pollution and is better for health. The gas (LPG) is easily available in containers, which are sold in several places on the island

- The gas is subsidised by the government and is sold at a relatively cheap price.
- The use of photovoltaic panels to produce electricity is being promoted but has high cost implications.

The use of bio-gas derived from kitchen wastes is also being studied.

South Africa has embraced the renewable energy sector with great vigour. The Department of Energy has issued licences to independent power producers in the renewable energy sector, and municipalities in Gauteng are rolling out biogas projects on various landfill sites and solar water heaters.

Public education and awareness rising 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 the 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, communities and schools.

Mauritius has undertaken major strides to raise public education and awareness. Through awareness raising and environmental education, the Ministry is promoting environmental stewardship for citizens to change their attitudes and adopt a sustainable lifestyle. This is being done through development and implementation of an integrated communication and dissemination strategy for sensitisation and environmental education. Target groups include non-governmental organisations (NGO), youth, school community, women and the general public and, use a wide range of communication tools and resource materials which are adapted for specific situations. Sensitisation of the population is done through delivery of talks, the development of resource material, a mass sensitisation campaign, setting up exhibitions, production of adapted education tools like activity books, development of audio-visual materials such as short films and radio spots, use of the media (radio, TV, and the press), coordination of activities marking major international environmental events such as World Environment Day (5th June), Cleanup The World (September), Ozone Day (16 September 2010) and the management of the Environment Information System (EIS).



The public of Madagascar needs to be educated on the cause of bush fires. *Photo: Razanandrateta Zotonantenaina*

In **Botswana** a joint UNDP and government 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.

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 into climate change. Few of these efforts have a specific gender focus.

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. They include the Community Based Adaptation to Climate Change Pilot Programme, involving the youth; the Namibia Climate Change Adaptation Youth Action Programme, training government personnel as climate change ambassadors; the Climate Change Adaptation Ambassadors Programme, providing formal training for community members; and "Let's Act to Adapt", dealing with climate change in general. 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, 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 citizens, and especially the most vulnerable.

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.

Madagascar has on-going 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.

Madagascar: Women's economic development and climate change



Climate change creates various problems for people in rural areas. Agricultural output decreases the quality of product, which leads to difficulties for farmers.

The environment is deteriorating. The most effective solution is based on reforestation which involves the conservation and enhancement of the environment. It will not be easy without the production of seedlings that we can plant, and reforestation will not be profitable overnight. That's why the production of treated seedlings ready to plant is essential, because this activity seems fast and lucrative. Previously, only pine and eucalyptus trees were available in nurseries, whereas we promoted the production of other species including ornamental plants, fertiliser plants, fruit trees and horticultural plants.

Eight hundred households are involved in this project, presented by the Animators in Environmental Education at the SADC Protocol@Work summit. The project which assists mothers to raise their living standards and to increase their savings through conducting training, enabling them to get quantitatively and qualitatively better crops. Identifying outlets and promoting professionalism and entrepreneurship are essential aspects of this project. Learning French facilitates communication between the producers and the foreign customers who often visit their shops. The project involves the setting up of a "multiplication centre" and the installation of improved outlets. Moreover, increasing "pineapple" products requires the construction of a transformation unit for strawberry and pineapple juice and jam.

In rural areas according to tradition it is the men who take up income generating activities. There is a proverb that says "*Ny lahy no lohan'ny vavy*", which means "The man is the head of women".



Alphonse Rasolofoarinivo Andrianantenaina
Photograph provided by the Association of Certified Animators in Environmental Education

The objectives of this project are to enable women to learn nursery techniques and project management, and promote hard work, creativity and willingness to overcome obstacles. This leads to sustainable development and better products. Teamwork, commitment and sharing experience are tools for perfection. To support them, this project appeals to partners to build modern retail outlets for the sale of horticultural plants or seedlings, and for the sale and processing of local fruit juice and jam. Men and women join hands to succeed. They become complementary and respect one another, promoting human dignity. Additional or accompanying measures are taken to overcome any obstacles that may prevent women from implementing this project. For example, before women used to travel long distances to fetch water which is time consuming. That's why we added the water supply, firstly to avoid this waste of time, and secondly to reduce rape (because the water source is far from the village).

The priority is women with many children, so they can take over the economic development of their home and their children's education, increase their income, and cooperate with men to manage the household. The poor are particularly targeted by this project, so that they can freely express their views and make decisions. In this way they become agents of development who can play their role in society.

The children who need education and training are the guarantors of the future, and will be future parents. That's why they should not be neglected. An outdated mind-set is an obstacle to the implementation of the project: it is said that people die young if they plant a tree at early age, so reforestation is reserved for adults. As a remedy we raised awareness among the young students and the school communities to carry out reforestation sessions. Girls and boys are now planting trees.

At the beginning of the project, the farmers were reluctant. They did not believe in its success. As a solution, we tried to convince them through training sessions, and today they are convinced that their dreams can come true (through training, initiative, and collaboration).

Where there is a will, nothing is impossible, nothing will resist initiative. Ingenuity, creativity, and learning of advocacy techniques are efficient assets for the animators. Act first, the partners will come, the funders will back up credible projects.

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.
- Press home this campaign during the 2013 SADC HOS in Malawi, by lobbying the President's office to take a lead in this area.
- 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.
- Together with women from communities, develop adaptation and mitigation programmes that are replicable.
- Lobby governments to commit to gender concerns in national budgets with specific regard to 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 degree Celsius, and support a shared vision that enables gender equality and avoids adverse effects on vulnerable groups – especially women.



Way to go: Recycled products in <sunduze, Swaziland. Photo: Ncane Maziya

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	2013
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	6.6
	2. Review, amend and or repeal all discriminatory laws.	6	6	6	7	6.5
	3. Abolish the minority status of women.	6	6	6	6	6.4
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	6.6
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	6.8
	6. Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender based violence.	6	6	5	6	6.7
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	6.4
	8. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.	5	4	3	5	6.5
	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	6.3
	10. Review national trade and entrepreneurship policies, to make them gender responsive.	4	4	4	6	6.6
	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	6.5
	12.Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.	5	5	4	5	6.5
	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	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	6.5
	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	6.7
	16. Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.	6	6	5	6	6.6
	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	6.7
	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	6.5
	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	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	6.7
	21. Reduce the maternal mortality ratio by 75%.	6	6	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	6.5
	23. Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.	5	5	5	5	6.7
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	6.9
	25. Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.	7	6	7	7	7.1
	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	7.0
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	6.9
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	6.9
FORMULA = TOTAL DIVIDED BY 280 x 100	**AVERAGE SCORE**	**55%**	**54.3%**	**54.6%**	**56.7%**	**66%**

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		

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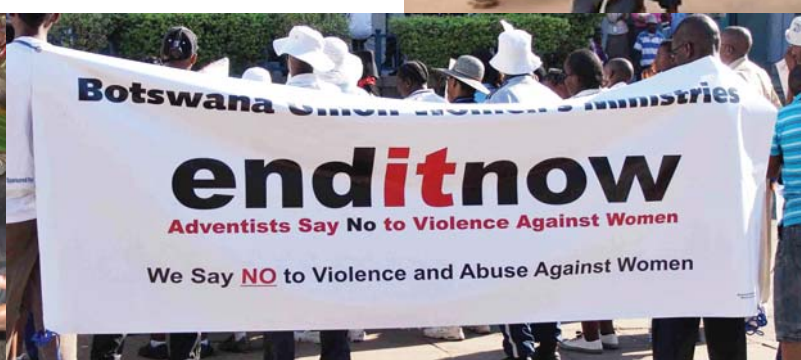

The SADC Protocol on Gender and Development









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.

Countdown to 2015!

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 2013 Heads of State summit, 13 countries had signed and 12 countries had ratified the SADC Gender Protocol. The Protocol is now in force. With two years to go, time is ticking to 2015, when governments need to have achieved 28 targets for the attainment of gender equality. In keeping with the Alliance slogan: *"Yes we must"*, this 2013 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 five years to benchmark progress.