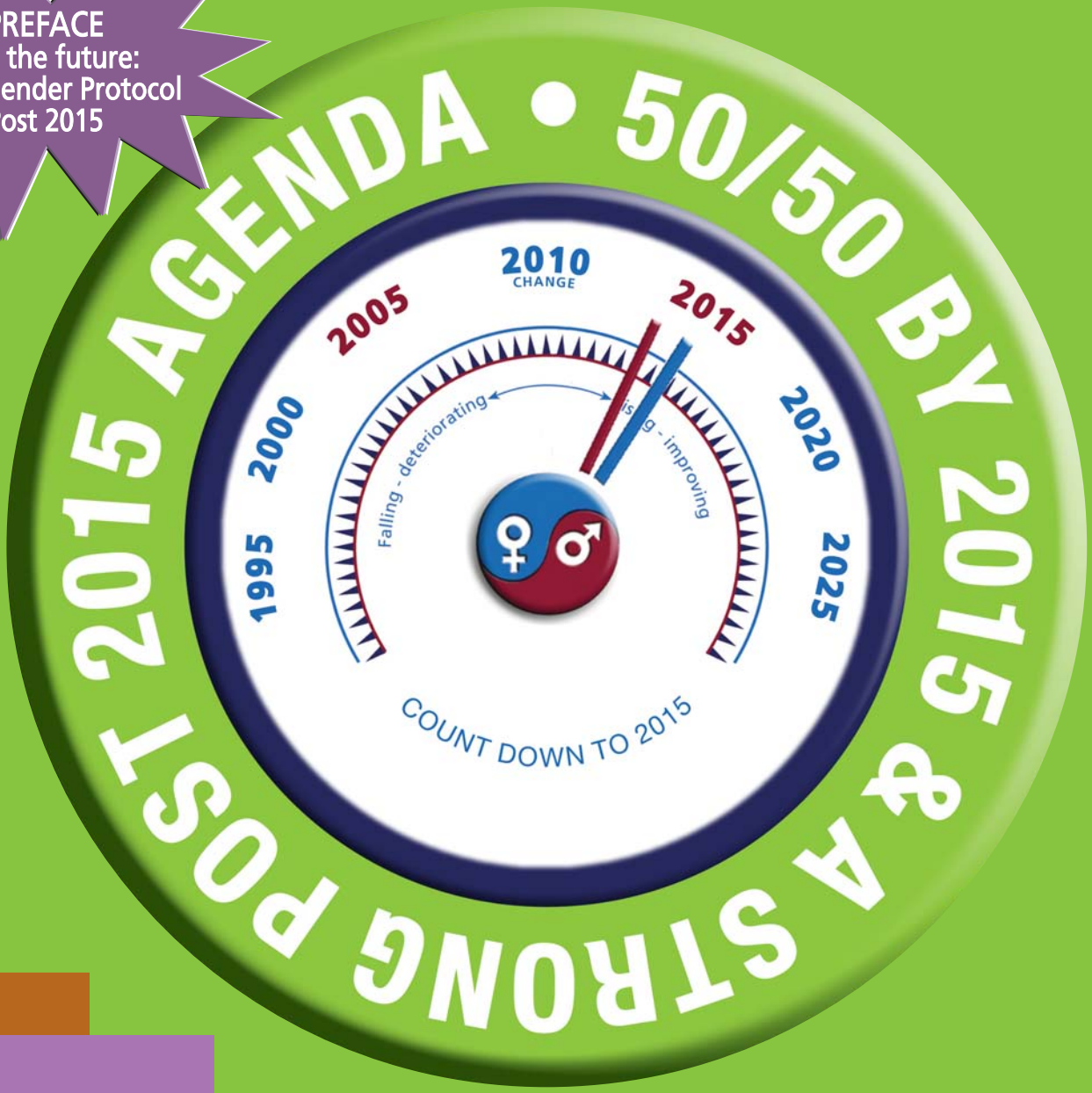
SADC GENDER PROTOCOL 2014

BAROMETER

PREFACE
Into the future:
SADC Gender Protocol
Post 2015



Edited by Colleen Lowe Morna,
Sifiso Dube, Lucia Makamure
and Katherine V Robinson

Alliance partners

Coordinator
Gender Links

Constitutional and legal rights
Women and Law in Southern Africa WLSA

Governance
Women in Politics Support Unit WIPSU

Health, HIV and AIDS
Southern Africa HIV and AIDS Information Dissemination Service SAfAIDS

Care work
Voluntary Services Overseas-Regional Aids Initiative South Africa

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Tanzania
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Zambia
Women and Law in Southern Africa – Zambia

Zimbabwe
Women's Coalition of Zimbabwe

Faith Based Organisations
Norwegian Church AID Southern Africa Office

Men's Groups
Sonke Gender Justice

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

Gender Links coordinates the work of the Alliance.

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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. She updated the 2013 Zimbabwe Barometer.

PREFACE

INTO THE FUTURE: THE SADC GENDER PROTOCOL AND THE POST 2015 AGENDA



Gender activists in Lesotho demand 50/50 by 2015 and a strong post 2015 agenda.
Photo: Colleen Lowe Morna

KEY FACTS

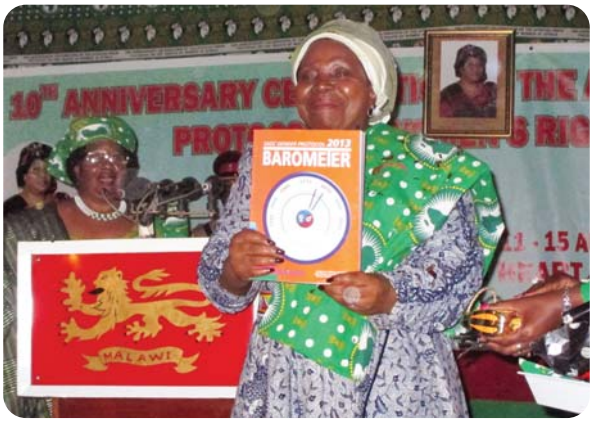
- SADC is the only region in the world with a legally binding omnibus instrument for achieving gender equality in the form of the SADC Protocol on Gender and Development [SGP].
- The SGP has 28 targets to be achieved by 2015, compared to the 8 targets in the MDGs specific to gender, or in which gender has been mainstreamed.
- The civil society Southern African Gender Protocol Alliance (the Alliance) that lobbied for the Protocol and now monitors its implementation through the annual Barometer has devised the SADC Gender and Development Index (SGDI) and Citizen Score Card (CSC) to measure progress towards attaining the targets of the SGP.
- Global debates on the post 2015 agenda recognise the limitations of the MDG "basic needs" approach, especially with regards to gender equality. The clamour in the debates on the Sustainable Development Goals (SDG's) that will succeed the MDG's is for a rights-based approach.
- The gender lobby in Africa and globally is demanding a stand- alone goal on gender equality in the SDG's and stronger mainstreaming of gender in all MDG goals. This lobby is calling for greater "voice, choice and control" for women in the post 2015 era.
- By pushing the boundaries of the MDGs, and setting targets in such areas as GBV and the media, the SADC region is at the forefront of going beyond minimal standards in the post 2015 agenda.
- Gender activists in the SADC region can also use the global debates to strengthen their demands, especially for the inclusion of sustainable development within the post 2015 SGP, rather than as an afterthought or addendum.
- In line with global discourse, it is also time to strengthen the rights based approach, through forthright language on the many "informal forces" that continue to undermine gender equality despite constitutional and legal provisions to the contrary.
- Each chapter of this Barometer ends with a section on the post-2015 agenda that analyses the existing targets, the proposed SDGs, the SGDI indicators that have so far been used to measure progress, and proposed indicators in global gender advocacy (see Annex A on the CD ROM for the composite matrix).
- This exercise has yielded 150 possible targets and 300 possible indicators for the SGP in the post 2015 era.
- The key message in the 2014 Barometer is that *now is the time to demand accountability in the run up to 2015, and even greater accountability in the post 2015 era!*

In 2008, SADC Heads of State signed a ground-breaking and unique instrument: the SADC Protocol on Gender and Development, with 28 targets to be achieved by 2015, also the deadline for the Millennium Development Goals (MDGs). SADC is the only region in the world that has brought together all existing continental and international instruments for the promotion of gender equality into one legally binding Protocol. Unlike the other 25 SADC Protocols, the SADC Gender Protocol (SGP) has specific targets and timeframes. Although Botswana and Mauritius have not signed the SGP it became enforceable in September 2012 after getting nine ratifications (over two thirds of the 13 signatories).

The Protocol is also unique in the extent to which governments and civil society have worked together from the crafting of the instrument during the review of Beijing Plus Ten in 2005, to ratification and now implementation. The gender NGOs that came together to lobby for the Protocol have formed the Southern Africa Gender Protocol Alliance, a network of 15 country and eight theme networks covering sector and cross-cutting interests, such as men's groups and Faith-Based Organisations. Since 2009, the Alliance has produced an annual regional and 15 country Barometers, tracking progress towards the attainment of gender equality.

The experience of the last six years shows the enormous value of and mobilising power of specific targets. Gains have been made in areas like education and women's political representation. With an average of 26% women in parliament and 24% in local government, the SADC region comes second only to the Nordic countries with regard to women's political representation. Since the first Barometer in 2009, eleven SADC countries have undertaken constitutional reforms of some kind that have a bearing on gender equality. Tanzania's draft constitution is the first to prescribe a 50% quota for women's representation in political decision-making. Malawi has passed gender equality laws in line with some provisions of the SGP. The SADC Secretariat's Gender Unit working with the Alliance developed a SADC Plan of Action to move forward on full implementation of the SGP.[1] To date six countries (DRC, Lesotho, Namibia, Seychelles, Swaziland and Zambia) have aligned their national gender action plans to the SGP and costed its implementation.

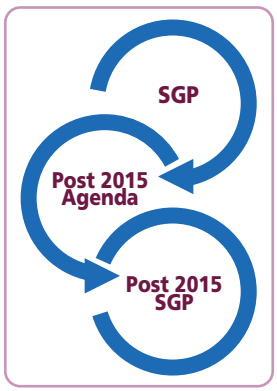
Progress on the 28 targets is measured using two yardsticks, the SADC Gender Development Index (SGDI) which is based on empirical data collected on 23 indicators on six areas (Governance, Education and training, Productive resources and employment, economic empowerment, Sexual and reproductive health, HIV and AIDS and Media and information and communication) and the Citizen Scorecard (CSC) based on citizen perception.



Head of the Africa Union Dr Nkosazana Dlamini-Zuma launching the 2013 SADC Gender Protocol Barometer in Malawi
Photo: Colleen Lowe Morna

A regional SGDI score of 67% and CSC score of 67% reflect the extent to which gender is now on the region's agenda. To date a total of 1859 case studies have been collected through the annual SADC Gender Protocol Summits hosted by the SADC Gender Alliance in collaboration with local government and the media and support from Gender Ministries. These case studies provide qualitative insights on how the SADC Gender Protocol is being used as a tool to promote gender equality by governments and civil society alike in the final countdown to 2015.

The MDGs brought together governments, the international community, civil society and the private sector to achieve concrete goals for development and poverty eradication. Much has been accomplished through the concerted and focused efforts of all, saving and improving the lives of many people, but the agenda remains unfinished. The post-2015 development agenda is slated to carry on the work of the MDGs and integrate the social, economic and environmental dimensions of sustainable development. Continued progress towards the MDGs in the remaining year is essential to provide a solid foundation for the post-2015 development agenda[2].



As the SGP goals are aligned to the MDGs, it is imperative that the regional gender protocol be reopened for negotiation, just as the MDGs are being transmuted into the SDGs. The SGP post 2015 will build on the successes of the past six years and allow for robust debate on new areas of concern.

With less than a year left before the deadline of both the SGP and the MDGs all stakeholders should seize the moment to look at how the two processes can strengthen each other.

1 SADC Gender Protocol 2013 Barometer.
2 Millennium Development Goals Report 2014.

Lessons from the MDG era



Goals can be a powerful force for change. They are most effective where a clear and compelling ambition can be described in clearly measurable terms and stand as tools of communication, inspiration, policy formulation and resource mobilisation[3]. The MDGs are making a tangible impact on lives of people around the world.

However, there is a growing consensus that the MDGs failed to address the root causes of poverty, most especially women's inequality, which made it impossible for the goals to be truly transformative. It is increasingly recognised that unless the structural causes of poverty, such as power relations, are addressed, poverty eradication will be impossible to achieve.[4]

The intersection of gender inequalities with other inequalities based on class, race/ethnicity, disability, age, location, marital status, gender identity and health status often lead to specific forms of discrimination and disadvantage. For example, girls in the poorest 20 percent of households have the least chance of getting an education: they are over three times more likely to be out of school than girls in the highest income quintile[5]. These gaps in the MDGs also reflect a wider challenge of data availability and quality. The MDG targets on gender equality were selected based on the availability of data, rather than what dimensions of gender inequality and women's empowerment were most important to monitor.

In its position paper on "Women's Rights and Gender Equality post 2015" the UK-based Gender and Development Network (GADN) states: "Post 2015 We are operating now in an environment which is, in some ways, more precarious for women's rights than when the MDGs were framed. Gains which have been made are increasingly under attack. At the same time, economic crises have left women bearing a disproportionate share of the burden of austerity, while at the same time women's organisations are facing cuts to their funding. Now is the time for political leadership. Without a dedicated goal for gender equality and women's rights, it is likely that the commitment of the international community, donors and national governments will be downgraded. Rather than capitalising on a crucial opportunity, the energy and investment expended to date would be wasted with a real risk of reversals in progress on gender equality. GADN calls on world leaders committed to promoting gender equality to prioritise the inclusion of a strong standalone goal on gender equality and women's rights in the forthcoming negotiations on the post-2015 framework."

Table I: How the SGP strengthened the MDGS

MDG Provisions	How the SGP goes beyond MDG targets
Constitutional and legal rights	
No targets	1. Endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices
	2. Review, amend and or repeal all discriminatory laws.
	3. Abolish the minority status of women.
Gender and governance	
1. 50 % women representation in national parliaments	4. Endeavour to ensure that 50 percent of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures.
Education and training	
2. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	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.
3. Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	6. Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender-based violence, amongst others.

3 United Nations. (2013). A New Global Partnership: Eradicate poverty and transform economies through sustainable development.The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.
4 Righting the MDGs: Contexts and Opportunities for a Post-2015 Development Framework.

MDG Provisions	How the SGP goes beyond MDG targets
Economic justice	
4. Achieve full and productive employment and decent work for all, including women and young people	7. Ensure equal participation by women and men in policy formulation and implementation of economic policies.
	8. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.
	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.
	10. Review national trade and entrepreneurship policies, to make them gender responsive.
	11. With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.
	12. Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.
	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.
Gender violence	
No provisions	14. Enact and enforce legislation prohibiting all forms of gender-based violence.
	15. Ensure that laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault.
	16. Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.
	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.
	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.
	19. Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015.
Health	
	20. Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.
5. Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio.	21. Reduce the maternal mortality ratio by 75%.
6. Achieve, by 2015, universal access to reproductive health.	22. Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men.
	23. Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.
	24. Develop gender sensitive strategies to prevent new infections.
HIV and AIDS	
7. Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it.	25. Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.
	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.
Peace building and conflict resolution	
No targets	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.
Media, Information and Communication	
No targets	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.

Table I shows that while the MDGs has 8 targets relating specifically to gender equality (most of these under MDG 3 - gender equality) the SGP has 28 targets for the attainment of gender equality by 2015. This demonstrates how the SGP pushed the envelope of the MDGs, going much further than this "basic needs" approach. The 58th CSW in March 2014, that focused on the post 2015 agenda, recognised such efforts in its agreed conclusions:

> "The Commission welcomes the commitments and concerted policy action at national, regional and global levels to achieve the Millennium Development Goals for women and girls. The Commission recognises the innovative efforts by some countries in the implementation of the Millennium Development Goals for women and girls by adapting targets to local contexts and reporting on a broader range of issues related to gender equality and the empowerment of women than the Millennium Development Goals specifically addressed, including on human rights of women and girls."

Targets	• Focus • Too basic needs driven = human rights approach
Indicators	• Useful (omission from SGP; targets but not indicators - SGDI) • Must be across the board, measurable
Gender	• Stand alone goal important • Not enough - mainstreamed

Three key lessons emerge from the MDG era. The first is the value of **targets** in focusing energy and mobilising resources. However, the "lowest common denominator" approach with regard to both targets and indicators led to the criticism that the MDGs are too basic needs driven and that there is need for a right-based approach.

The second lesson concerns the value and limitation of **indicators**. An important difference (and omission from the SGP) is that the MDGs have targets that can be measured across the board. A limitation of these indicators is that they are quantitative and do not always tell the full story. For example enrolment figures in schools do not reflect the quality of education, or safety in schools. One of the biggest challenges in the post 2015 era is now to find more measurable and *meaningful* indicators.

Valuable lessons have been learned on **gender** during the MDG era. The Gender and Development Network (GADN) comments that "Importantly, MDG3 has demonstrated the impact that a dedicated gender goal can have. It has promoted inclusion of gender in the broader development agenda and has increased political will for and attention to the needs and priorities of women and girls. It has also spurred new investment in gender both in relation to resources and also in terms of increased technical knowledge." GADN argues that: "It remains critical that the post-2015 framework contains a stand-alone goal on gender equality and women's rights alongside targets to eliminate gender inequality in all other goal areas." The network goes on to argue that "Mainstreaming, ensuring that gender equality is embedded across the framework, requires targets and indicators that tackle gender inequality in every area, recognising that the barriers that women and men face may be different. Mainstreaming goes beyond ensuring that both women and men benefit equally from existing targets, to ensuring that priority is given to those interventions that are of particular importance to achieving gender equality and women's rights."[6]



Global processes

Several interlocking processes are at play in the count down to 2015: the negotiations around the SDG's; Africa and other regional positions being put forward; and acceleration of gender lobbying efforts. SADC is part of these processes, and also has its own important processes under way.

One of the main outcomes of the United Nations Conference on Sustainable Development (Rio+20), held in Rio de Janeiro in June 2012, was the agreement by Member States to launch a process to develop a set of sustainable development goals (SDGs). A 30-member Open Working Group (OWG) of the General Assembly was tasked with preparing a proposal on the SDGs.

The Rio+20 outcome document - "The Future We Want" resolved to establish an inclusive and transparent inter-governmental process on SDGs that is open to all stakeholders with a view to developing global sustainable development goals to be agreed by the United Nations General Assembly (UNGA).



The disparity among developing countries across all MDGs remains huge, as illustrated by the Human Development Report 2013. The gap between the rich and poor is increasing while women remain disproportionately affected by poverty.

6 Achieving gender Equality and Women's Empowerment in the post 2015 framework, Paper by the Gender and Development Network.

By end of July 2013 the High Level Panel[7] had released its report from the global consultations that took place under the banner: ***A New Global Partnership: Eradicate poverty and transform economies through sustainable development*** *-The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.* In principle, the report is agreeable to these minimum demands from the gender sector.

It is clear that efforts towards reaching the MDGs will have to continue beyond the initial deadline set for 2015[8]. In its report the High Level Panel recommends that targets in the post-2015 Agenda should be set for 2030 building on achievements of the fifteen year period (2000-2015) under the MDGs. Longer time frames would lack urgency and might seem implausible, given volatility of today's world, while shorter ones would not allow the truly transformative changes that are needed to take effect[9].

But the world has changed significantly since the Millennium Declaration. While the principles it articulated in terms of sustainable and inclusive development remain as important as ever, there is an increasing recognition that a new approach is needed[10].

The question currently being debated world-wide is what shape a new global agenda on development post-2015 should take.[11] The 2013 Human Development Report titled ***The Rise of the South*** shows that there is a new global reality that could promote greater progress throughout the world for decades to come. There are emerging States China, Turkey, Mexico, Thailand, South Africa and Indonesia. This could translate to gains towards achieving gender equality. On the other hand the developed countries are facing new kinds of pressures in the face of the three 'E' crises - economic (financial crises mainly in Europe), ecological (climate change) and energy (ever increasing oil prices, lack of alternative energy sources in many countries). The developing countries have not been spared in feeling the effects of these. This puts an important spin to the outcome of the future development framework and particularly as these factors affects women disproportionately.

The High Level Panel outlined five transformational shifts, applicable to both developed and developing countries alike, including a new Global Partnership as the basis for a single, universal post-2015 agenda that will deliver this vision for the sake of humanity[12].

After many meetings and consultations the Panel concluded that the post-2015 agenda should be driven by five big, transformative shifts[13]:

- ***Leave no one behind.*** No person regardless of gender, ethnicity, geography, disability, race or other status should be denied universal; and basic economic opportunities.
- ***Put sustainable development at the core.*** Only by mobilising social, economic and environmental action together can we eradicate poverty irreversibly and meet the aspirations of eight billion people by 2030.
- ***Transform economies for jobs and inclusive growth.*** Diversified economies with equal opportunities for all, can unleash dynamism that creates jobs and livelihoods, especially for young people and women.
- ***Build peace and effective, open and accountable institutions for all.***
- ***Forge a new global partnership*** - towards a new spirit of solidarity cooperation, and mutual accountability. The partnership should involve governments but also include others: people living in poverty, those with disabilities, women, civil society and indigenous and local communities, traditionally marginalised groups, multilateral institutions, local and national government, the business community, academia and private philanthropy.

7 The High Level Panel of Eminent persons is a twenty-seven member panel appointed by the United Nations' Secretary General Ban Ki-moon to make recommendations to him on the development agenda beyond 2015.
8 http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/$FILE/Great%20Insights_Vol%202_Issue%203_April2013.pdf
9 United Nations. (2013) .A New Global Partnership: Eradicate poverty and transform economies through sustainable development -The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.
10 http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/$FILE/Great%20Insights_Vol%202_Issue%203_April2013.pdf
11 http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/$FILE/Great%20Insights_Vol%202_Issue%203_April2013.pdf
12 United Nations. (2013). A New Global Partnership: Eradicate poverty and transform economies through sustainable development.The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.
13 United Nations. (2013). A New Global Partnership: Eradicate poverty and transform economies through sustainable development.The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.



In June 2014, the Co-Chairs of the Open Working Group on Sustainable Development Goal released the Zero Draft, which contains a proposal for goals and targets to succeed the Millennium Development Goals in 2015. The 17 proposed goals are as follows:

1. End poverty in all its forms everywhere.
2. End hunger, achieve food security and adequate nutrition for all, and promote sustainable agriculture.
3. Attain healthy life for all at all ages.
4. Provide equitable and inclusive quality education and life-long learning opportunities for all.
5. **Attain gender equality, empower women and girls everywhere.**

Specific gender targets

5.1 end all forms of discrimination against women and girls.
5.2 eliminate all forms of violence against all women and girls in public and private spaces.
5.3 eliminate all harmful practices, including child, early and forced marriage and female genital mutilations.
5.4 ensure equal access to quality education and eliminate gender disparities at all levels of education and training.
5.5 ensure women's equal access to full and produc-tive employment and decent work, and equal pay for work of equal value.
5.6 reduce and redistribute unpaid care and domestic work through shared responsibility.
5.7 ensure women's equal access to, control and ownership of assets and natural and other productive resources, as well as non-discriminatory access to essential services and infrastructure, including financial services and ICT.
5.8 ensure full, equal and effective participation and leadership of women at all levels of decision-making in the public and private spheres.
5.9 ensure universal access to sexual and reproductive health and reproductive rights in accordance with the Programme of Action of the ICPD.
5.10 promote the availability of gender disaggregated data to improve gender equality policies, including gender responsive budgeting.
5.11 fully engage men and boys in efforts to promote and achieve gender equality and the empowerment of women and girls.

6. Secure water and sanitation for all for a sustainable world.
7. Ensure access to affordable, sustainable, and reliable modern energy services for all.
8. Promote strong, inclusive and sustainable economic growth and decent work for all.
9. Promote sustainable industrialisation.
10. Reduce inequality within and among countries.
11. Build inclusive, safe and sustainable cities and human settlements.
12. Promote sustainable consumption and production patterns.
13. Promote actions at all levels to address climate change.
14. Attain conservation and sustainable use of marine resources, oceans and seas.
15. Protect and restore terrestrial ecosystems and halt all biodiversity loss.
16. Achieve peaceful and inclusive societies, rule of law, effective and capable institutions.
17. Strengthen and enhance the means of implementation and global partnership for sustainable development.

In the zero draft, gender is stand along goal 5. The eleven proposed specific goals go well beyond the provisions of the MDGs. For example, they cover violence against women; harmful traditional practices; sexual and reproductive health and care work. The specific needs of women and men also feature sporadically among the other targets as detailed in analysis in **Annex A** that reflects all references to gender in the SDGs, to ensure alignment in SADC processes.

TABLE II: UNWOMEN RECOMMENDATIONS FOR STAND ALONE GENDER GOAL		
Component	**Targets**	**SADC Gender Protocol**
Component 1: Freedom from violence	Prevent and respond to violence against women and girls	YES
	Change perceptions, attitudes and behaviours that condone and justify violence against women and girls	YES
	Ensure security, support services and just for women and girls	YES
Component 2: Capabilities and resources	Eradicate women's poverty	YES
	Promote decent work for women	YES
	Build women's access to, and control over, productive assets	YES
	Reduce women's time burdens	YES
	Promote education and skills for women and girls	YES
	Improve women's and girls' health	YES
	Reduce maternal mortality and ensure women's and girls' sexual and reproductive heal, and reproductive rights	YES
	Ensure women's sustainable access to energy	NEEDS IMPROVING
	Ensure women's sustainable access to water and sanitation	NEEDS IMPROVING
Component 3: Voice, leadership and participation	Promote equal decision-making in households	COULD BE STRENGTHENED
	Promote participation in public institutions	YES
	Promote women's leadership in the private sector	YES
	Strengthen women's collective action	COULD BE STRENGTHENED

The zero draft is still subject to negotiation. Table II summarises recommendations by UNWOMEN on a "Transformative Stand Alone Goal on Achieving Gender Equality, Women's Rights and Women's Empowerment." UNWOMEN advocates three key clusters: freedom from violence; capabilities and resources; voice, leadership and participation. Table II assesses the current provisions of the SDG against UNWOMEN recommendations. This analysis shows that the SGP already covers most of the targets proposed by UNWOMEN, but that it needs strengthening on sustainable access to energy, water and sanitation; decision-making in households, and women's collective action.

Africa and the post 2015 gender agenda

Africa is a continent endowed with rich natural resources, mineral wealth and human resources, which if managed well are capable of facilitating equitable and sustainable development for its citizens[14].



With the 2015 deadline less than a year away the MDG Report 2013[15] reported that Africa remains off track on the goals to: Eradicate extreme poverty and hunger (Goal 1), Reduce child mortality (Goal 4); Improve maternal health (Goal 5); Ensure environmental sustainability (Goal 7); and develop a global partnership for development (Goal 8). Failure to accelerate progress on these lagging goals has dire implications on human security, particularly for women and girls including their health, economic, food, political, environmental, community and personal security.

In terms of Goal 3, the Africa MDG report 2013 found that women across Africa are becoming more empowered, with more girls attending both primary and secondary school and more women in positions of political power. Nearly half the countries in Africa have achieved gender parity in primary school, and while parity at the secondary and tertiary levels has improved, limited data makes measuring progress difficult. At nearly 22 per cent in 2013, the proportion of seats held by women in national parliaments in Africa is surpassed only in Latin America and the Caribbean. While Africa is making great strides towards Goal 3, early marriage, household power dynamics and low economic opportunities for women, are slowing progress. These challenges must be addressed for Africa to reach all the targets and indicators by 2015"[16].

The post-2015 Development Agenda provides a unique opportunity for Africa to reach consensus on common challenges, priorities and aspirations, and to actively participate in the global debate on how to complete

[14] FEMNET. (2012). Communiqué from the Africa Women's regional consultation on the Post-2015 Development Framework. Monrovia, Liberia.
[15] MDG Report 2013: Assessing Progress in Africa toward the Millennium Development Goals
[16] AUC, UNECA, ADB Group, UNDP. (2013). Assessing progress in Africa toward the Millennium Development Goals.

the MDGs and address emerging development issues[17]. With this background the Africa Union Commission held consultations with all stakeholders to agree on the continent's priorities to guide the Africa Common Position (CAP). Six areas (Structural economic transformation and inclusive growth, Science, technology and innovation, People centred development, Environmental sustainability, natural resources management and disaster risk management, Peace and security and Finance and partnerships) where identified as priorities for the continent.

Since 2012, women's organisations in Africa have organised consultations at various levels to identify the gender gaps in the MDGs and ensure that the next set of proposed goals after 2015 will be gender sensitive and articulate the needs and priorities of women and girls. Recognising this, especially at this critical moment where the Post MDG development framework is being negotiated, FEMNET in conjunction with other organisations working on women's rights including Agency for Cooperation and Research in Development (ACORD), Akina Mama wa Afrika (AMwA), Association of African Women for Research and Development (AAWORD/AFARD), Equality Now, Gender Links, Ipas Africa Alliance, Solidarity for African Women's Rights (SOAWR), Women in Law and Development (WiLDAF) and World YWCA have held a series of consultations at regional level to capture the voices of African women and their vision for Africa beyond 2015. The outcomes of these consultations overwhelmingly show that women of Africa call upon African governments to prioritise:

The Africa we want - FEMENT position paper

1. A transformative goal on gender equality built on the premise of a human rights approach to development that seeks to:
   a) End all forms of sexual and gender based violence faced by all women and girls by 2030;
   b) Ensure women and girls have access to, control over and ownership of productive resources including land, credit, energy, information and technology;
   c) Ensure 50% representation of women in decision - making across all sectors by 2030; and
   d) Recognition, redistribution and remuneration for unpaid care work for women and girls.

2. Eliminate legal, social and economic barriers that prevent women and girls from accessing their sexual and reproductive health rights as well as integrated services.

3. Gender mainstreaming throughout all proposed goals that would lead to social, economic and environmental transformation, achieved through identifying specific gender targets as well as disaggregated gender sensitive indicators that would curb the persistence of gender inequalities, discrimination and unequal development progress between women and men, girls and boys[18].



[17] UNDP (2014) Common African Position on the Post-2015 Development Agenda.
[18] Femnet Africa we want policy brief http://femnet.co/index.php/en/other-publications/item/258-the-africa-women-want-beyond-2015

Strong calls were also made for the adoption of a people's centred and human rights based framework through a twin approach that calls for a stand-alone pillar on gender as well as gender mainstreaming so as to enrich the Common Africa Position (CAP) and ensure it reflects the realities, aspirations and ambitions of African women.

African gender ministers meeting in Addis Ababa, Ethiopia 6-7 February 2014 noted that: "The MDGs have played an important role in increasing attention to gender equality and women's empowerment, but progress has been slow and uneven. Many key gender equality issues were not addressed. A transformative approach is therefore needed for real change to occur for women and girls, both as beneficiaries of and contributors to the eradication of poverty and achievement of sustainable development."

Despite these calls, the CAP launched by the African Union in June does not have a stand-alone goal on gender. The CAP has six pillars: structural economic transformation and inclusive growth; science, technology and innovation; people-centred development; environmental sustainability, natural resources management and disaster risk management; peace and security; finance and partnerships. Gender is covered under "people centred development," in a section on "gender equality and women's empowerment." This covers economic empowerment, decision-making, peace and conflict resolution. Gender is mentioned sporadically in other areas of the CAP.

SGP Post 2015

SADC, Gender and the post 2015 agenda

Southern Africa has demonstrated that the combination of goals, targets and indicators under the MDGs has been a powerful instrument for mobilising resources and motivating action when government worked closely with civil society to formulate the SGP. SADC gender ministers participated in the African Gender Ministers meeting in Addis Ababa in February and subscribe to the strong position taken in favour of a transformative stand-alone goal for gender equality. The Alliance canvassed a broad cross section of SADC citizens in the run up to the 2014 SADC Gender Barometer on what they would like to see strengthened or added to the SGP post 2015.

TABLE III: Consultations on the post 2015 agenda

Summit	No. of participants	Specific consultations on the post 2015 agenda
15 district summits	627	Each of the 29 district/national/ regional summits, involving 2363 participants, included a plenary session on the post-2015 agenda and a working meeting of after the summit to collate the views of SADC citizens on gender and the post 2015 agenda.
13 National summits	1334	
1 Regional summit	402	
Total	2363	
Summit entries	767	The SADC Potocol@work summit 2014 included 767 entries. Each entry had to state which targets of the SADC Gender Protocol citizens have used in their work and what they would like strengthened post 2015 in an online form collated and used to inform recommendations summarised in Annex A.

Table III shows that through the district, national and regional summits 2363 SADC citizens have shared their views on the post 2015 SADC agenda, with 767 sharing written inputs that have been synthesised for this Barometer. In particular, the Alliance met after the regional SADC Protocol@Work summit in Johannesburg in May 2014 to prepare final inputs for this Barometer.

Table IV: Summary of the SGP strengths and weaknesses		
Area	**Strengths**	**Weakness**
Overall	Had targets	Some unrealistic; no indicators
1. Constitutional and legal rights	Covered areas not included in the MDGs	No indicators.
		Nothing on indigenous groups.
		Exclusion of diverse gender identities.
2. Governance	Went beyond just parliamentary representation to include local government, cabinet, the public sector and other areas of decision-making	Not enough emphasis on gender responsive governance. There is a need to go beyond numerical representation.
3. Education	Covers primary, secondary and tertiary; gender violence in schools.	Insufficient emphasis on quality of education; subject choices; challenging gender stereotypes.
4. Productive resources and employment, economic empowerment	Eight of the 28 targets cover this key area. They are far reaching - e.g. cover procurement.	No indicators, particularly with regard to the private sector.
5. Gender Based Violence	Specific target - to halve gender violence by 2015 and related targets.	No indicators - six SADC countries have conducted baseline studies on VAW, but there is need for agreed indicators across all SADC countries.
6. Health	Strong emphasis on maternal health, women in prisons.	Insufficient emphasis on sexual and reproductive rights.
7. HIV and AIDS	Covers comprehensive treatment and care; as well as prevention.	This is a fast moving area, with UNAIDS now setting new targets for an AIDS free generation. The dynamics of care work are changing as treatment becomes more available.
8. Peace Building and Conflict resolution	Refers to resolution 1325.	There are now additional UN Resolutions; No indicators; scanty data.
9. Media, information and ICTs	Covers gender within the media and in media content - an area not well covered in any of the international instruments.	No indicators; the SGDI is too heavily skewed towards women's representation in the media; more indicators are needed on media content, and especially the quality of coverage.
10. Implementation	Strong provisions on Gender Management Systems.	
Missing		
11. Gender and climate change	Some aspects mainstreamed - e.g. under economic justice. Gender mainstreamed in the draft SADC protocol on climate change.	Key issue for gender and the future that requires a standalone section.

Source: Gender Links and the Southern African Gender Protocol Alliance 2014.

Table IV summarises the key issues raised. These include:

- The need, across the board, for targets to be accompanied by indicators.
- Developing a common set of GBV indicators.
- Strengthening the rights based approach.
- Including a new section on gender and sustainable development.

Table V: Proposed framework, targets and indicators for the post 2015 SGP				
	Cluster	**Theme**	**No. of proposed targets**	**No. of proposed indicators**
1.	Gender responsive governance	1. Constitutional and legal rights	20	21
		2. Governance	11	20
		3. Peace and security	13	15
2.	Economic and climate justice	4. Education and training	4	10
		5. Economic Justice	14	28
		6. Sustainable development and climate change	25	30
3.	Women's rights	7. Gender Based Violence	15	100
		8. Sexual and Reproductive Health	11	25
		9. HIV and AIDS	13	22
4.	Voice	10. Media and ICTs	16	20
5.	Gender Management System	11. Implementation	8	9
TOTAL			**150**	**300**

Table V is a summary of Annex A, on the CD ROM that accompanies the Barometer, based on an analysis of the existing SGP targets; the Sustainable Development Goals, the SADC Gender and Development Index (SGDI) and indicators being proposed by gender advocacy groups globally. The Alliance is proposing that the post 2015 SGP have five clusters, 11 theme areas, 150 targets and 300 indicators, 100 of these linked to baseline studies on gender violence. This seems like a large number, until one pauses to consider the scope of what is still to be achieved, as explained in the chapters that follow, which should be read together with **Annex A** on the CD ROM. What is not in doubt is that an even stronger planning, budgeting, monitoring and evaluation framework is required post 2015.



Lighting the way: Alliance Chair Emma Kaliya and GL CEO Colleen Lowe Morna receive an award on behalf of the Alliance from the head of the African Union, Dr Nkosozana Dlamini- Zuma, for the Alliance's contribution to advancing women's rights in Lilongwe, Malawi, August 2013.

Photo: Lucia Makamure

Executive summary



Lesotho Gender Minister Thesele Maseribane champions the post 2015 agenda. *Photo: Thandokuhle Dlamini*

With the 2015 SADC Gender Protocol (SGP) deadline fast approaching the Southern Africa Gender Protocol Alliance under the coordination of Gender Links, initiated a campaign to review and strengthen the current regional gender equality framework. The review of the SGP coincides with the global review of the Millennium Development Goals (MDGs) which also expire in 2015. The campaign kicked off with the roll-out of 15 district and 13 national SADC Gender Protocol@Work summits that culminated in the May 2014 Regional Summit in Johannesburg, all under the slogan - *50/50 by 2015 and a strong post 2015 agenda*. Through these consultations, the Alliance strategised on how the post-2015 regional gender and global development agendas could be aligned to strengthen each other. This Barometer tracks progress over the last year in the final count- down to 2015, and introduces a new section in each chapter on the post 2015 agenda.

The number of governments that have ratified the SADC Gender Protocol (SGP) increased by one as Malawi ratified the protocol in August 2013. With the SGP now in full force, pressure is mounting on Madagascar (the only remaining signatory not to have ratified the Protocol) to do so. The Southern African Gender Protocol Alliance (the Alliance) is supporting alliance focal networks in Botswana and Mauritius to lobby their governments to sign the Protocol ahead of the August 2014 SADC Heads of state summit in Victoria Falls, Zimbabwe.

While the new slogan for the Alliance calls for equal participation of women and men in politics, at least three of the four countries that have had elections since the last Barometer, have seen declines in women's representation in government. The region's only female President, Joyce Banda of Malawi was voted out of office. The poor performance by female political candidates in the region, despite a vigorous 50/50 campaign, serves to highlight the need for legislated quotas. Gender aware politics is crucial to achieve gender equality. With only five more countries due to hold elections by the end of 2015, SADC is not likely to move much higher than the current average of 26% women in parliament. But pressure is mounting for legislated quotas, based on the positive experiences of several countries in the region that now have such provisions.

The SADC Gender and Development Index (SGDI), a measure of progress by the 15 countries against 23 indicators in six sectors (education, political participation, the economy, health, HIV and AIDS, and the media) went up for the first time in three years from 66% to 67% in 2014. The SGDI for six countries (Angola, Botswana, Swaziland, Tanzania, Madagascar and Mozambique) has increased while that of DRC, Lesotho, Malawi, South Africa and Zambia went down. Three countries Seychelles, Mauritius and Zimbabwe have remained static since 2013. The SGDI 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 the SGP: governance, education and training, economic justice, HIV and AIDS, media, information and communication.

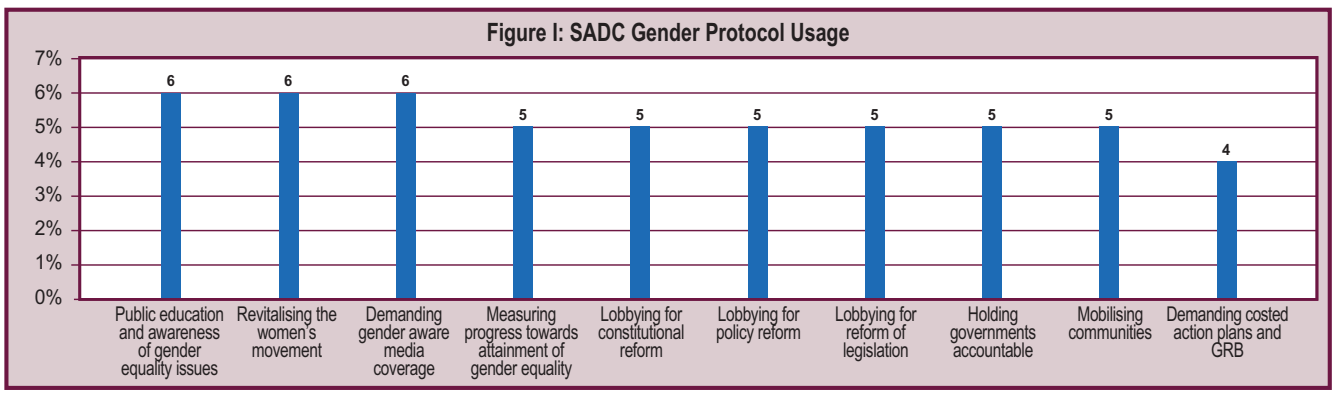
SGDI by country 2013/2014			
Country	**2013**	**2014**	**Variance**
Angola	57	58	1
Botswana	69	66	-3
DRC	49	47	-2
Lesotho	75	73	-2
Madagascar	57	61	4
Malawi	62	58	-4
Mauritius	76	77	1
Mozambique	59	59	0

SGDI by sector 2013/2014			
Theme	**2013**	**2014**	**Variance**
Governance	49	48	-1
Education	94	94	0
Economy	72	74	2
Health	63	65	2
HIV and AIDS	55	53	-2
Media	67	67	0

With regard to the six sectors, the SGDI dropped by one percentage point in governance (as a result of the decline in women's political representation in Swaziland, Malawi and South Africa). HIV and AIDS had a two percentage point drop, while economy and health picked up by two percentage points each. Major achievements during the period include the adoption of a quota for women in parliament in Zimbabwe using the SGP as a lobbying tool; reduction in maternal mortality rate in most countries and improvements in the number of women in the labour force. With six more elections coming up in the region, hopes remain high for increased women leadership through 50/50 campaigns and media education.

The Citizen Score Card (CSC) remained unchanged from last year at 66%. However, the small gap between the SGDI and the CSC validates the reality on the ground. Unlike the SGDI, the CSC is based on perceptions, and captures nuances that are not incorporated in the empirical data. For example, while the SGDI records enrolment levels for boys and girls, the CSC includes qualitative aspects like safety in schools and gender biases in curriculum. The CSC 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.

Citizen action exceeded expectation, with a cumulative total of 1859 SADC Protocol@Work case studies gathered, thanks to the 2014 summits -15 district (for the first time), 13 national and a regional summit.



The online collection of case studies and republishing in data base format to the GL website included an online survey of how citizens in the SADC region have used the SGP. Public education and awareness, revitalising the women's movement and promoting gender sensitive media coverage scored highest. More work still needs to be done at policy level on alignment of policies and development of costed National Action Plans for implementing the provisions of the Protocol.

A related survey canvassed views on what citizens would like to see improved in the post 2015 SGP. Responses include targets on gender identities, gender and climate change and gender sensitive media coverage (see analysis in the Preface and Annex A on the CD ROM).

The Alliance steering committee will take the key findings of the Barometer to the 10th Civil Society Forum of the SADC Council of NGOs in July, which will precede the 35th SADC Heads of States Summit in Zimbabwe in August 2014. The meeting will provide a platform for the women's movement to advocate for the adoption of a stronger post-2015 SGP that is more inclusive and feeds into the global agenda for gender equality and sustainable development.

Table VI: Summary of progress and challenges over the past year

Red lights	Green lights
Constitutional and legal rights	
Women and men gave their governments 68 % and 65 % respectively using the CSC that gauges citizen perceptions of progress made thus far.Namibia scored highest and DRC lowest.	Most SADC constitutions enshrine non-discrimination generally as well as non-discrimination based on sex.
One of the biggest challenges facing SADC member states is the contradiction between customary and common law.	Since the first Barometer in 2009 eleven SADC countries have undertaken constitutional reforms of some kind that have a bearing on gender equality. Tanzania draft constitution prescribes a 50 % quota for women's representation in political decision-making.
Five SADC countries still have claw back clauses in their constitutions that undercut gender equality provisions. Most of these relate to laws governing marriage, pregnancy ,death and inheritance.	Thirteen out of fifteen SADC countries now have affirmative action provisions in their constitutions up from eight in 2009.
Child marriages is impeding girls' progress and perpetuating gender inequality. Abortion, sex work, marital rape as well as sexual and gender diversity do not feature in the SADC Gender Protocol (SGP).These are priorities for the post SGP agenda.	
Governance	
South Africa declined slightly from 43% to 40% following the May 2014 elections, while Malawi's 2014 elections saw women's representation decrease from 22% to 13%.	At 25%, SADC slid from second to third place (after the Nordic countries and the Americas) in a global regional comparison of women in political decision-making.
Women representation at local government slid backwards during the period under review.	Women's overall representation in parliament has hit its highest at 26% in 2014, increasing by 2 percentage points from 24% in 2013.
Calculations in the 2014 Barometer reflect the critical importance of electoral systems and quotas in increasing women's representation.	With 49% women in local government, Lesotho has the highest proportion of women in any area of political decision-making in SADC.
Overall, in countries with Proportional Representation (PR) electoral systems, women in parliament constitute more than double (38%) of	With five national elections before 2015, the 50/50 campaign has its work cut out.
those women in 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.	Estimates suggest that by the end of 2015 SADC countries will just fall short of the original 30% target and not reach 50%.
The key to change is political will. The fact that women are still under-represented in cabinets (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.	
Education and training	
Gender parity in education remains the unfinished business of the Millennium Development Goals and the SGP.	Education is one of the better performance areas among SADC member states, but this varies between countries. Less than half of the 15 SADC states have achieved the gender parity targets at each of the three levels - primary, secondary and tertiary.
Strong calls have come from civil society and citizens for the adoption of a human rights based framework for education post 2015.	Seven countries in the region: Botswana, Lesotho, Mauritius, Seychelles, South Africa, Swaziland and Zambia have higher proportions of women than men at tertiary level.
With the exception of Botswana, Lesotho, Namibia and Seychelles, women in Southern Africa have lower literacy levels than men.	In most cases girls outperform boys at schools in the SADC region.
The citizen perception score underlines many qualitative challenges such as gender biases in curriculum and GBV in schools.	The regional average SGDI score for education is 94% compared to the regional CSC score of 69%.
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.	
Productive resources and employment, economic empowerment	
Representation of women in economic decision making remains low with only two female finance ministers in the region. There are only three women trade and industry ministers and only three female central bank governors (in Botswana, Lesotho and South Africa).	The SGDI score of 74% is six percentage points above the CSC score of 63%.
Regional and national economic performance does not take into account the contribution of women especially those in the agriculture, mining and informal sectors.	The proportion of women in economic decision-making rose by eight percentage points from 18% in 2009 to 26% in 2014.
Women account for a large proportion of informal and cross border traders. Laws to support these women are superficial while lack of infrastructure and resources contributes to their lack of participation in trade.	SADC targets for productive resources and employment are in line with post-2015 sustainable development goals on gender equality but escalated efforts in capacity building for women in business and access to finance for entrepreneurship is critical.

Red light	Green light
Trade policies remain gender-blind, and only a few procurement policies make specific reference to women. Women representation in trade missions is still low.	All SADC countries make legal provision for maternity leave, but only 40% make provision for paternity leave.
Access to finance, high levels of patriarchy and gender based violence contribute to the low numbers of women in entrepreneurship.	
Economic policies, legislation and plans still side-line women empowerment with only a few countries making progress (Zimbabwe with ZimAsset, Namibia with the Local Economic Development white paper, and South Africa with the WEGE Bill).	
Figures on land ownership remain patchy, but range from 11% (Seychelles) to 25% (in DRC and Tanzania). Gender neutral land reform programmes in Zimbabwe and South Africa have slightly benefited women.	
Gender Based Violence	
Despite the relatively strong GBV legal frameworks, GBV in all its different forms continues to be rife in the region.	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. There has been no change from 2013.
Lifetime prevalence rates of GBV range from 25% (Mauritius) to 89% in the four districts of Zambia: Kitwe, Mansa, Kasama and Mazabuka.	GL has conducted Violence Against Women Baseline studies in six SADC countries (Botswana, Mauritius, four provinces of South Africa, four districts of Zambia, Lesotho and Zimbabwe) and is currently rolling it out at national level in Zambia.
Insufficient budgets hinder implementation.	Strong legislative frameworks exist in most countries but challenges remain around implementing laws and policies effectively.
Sexual violence against women and girls remains one of the major causes of HIV infection.	
Other types of GBV that remain underreported include sexual harassment and human trafficking.	
Though not yet fully recognised as a crime, marital rape is pervasive and contributes to the HIV and AIDS pandemic.	
There is an urgent need to establish GBV baselines in all SADC countries and strengthen integrated, costed planning frameworks for ending GBV.	
Response to GBV requires concerted efforts from all key stakeholders.	
Sexual and reproductive health	
The provision of contraception is improving but levels are still low. Only six countries have contraceptive coverage of over 50%.	The SGDI for health has gone up to 65% in 2014 from 62% in 2011.
Contentious issues like the provision of safe abortion still needs tackling.	Overall, using the CSC as a tool, citizens rated the sector at 68%- the same as in 2013, but a significant increase from 2011 (55%).
With the exception of Seychelles (97%) and Mauritius (91%), provision of sanitation remains low with disparities between rural and urban areas. Six of the 15 countries have less than 50% sanitation coverage in urban areas, while 11 have less than 50% coverage in rural areas.	While maternal mortality ratios are declining in other regions, in Southern Africa they increased between 1990 and 2010 mainly as a result of HIV. Improved access to HIV and AIDS treatment is beginning to reverse this trend, but the region is still far from the target for 2015.
	There are encouraging signs of declining maternal mortality ratios in Swaziland, Madagascar and Namibia. This underscores the need for all countries in SADC to redouble their efforts to prevent maternal deaths.
HIV and AIDS	
SADC remains the most affected region of the world by HIV.	HIV and AIDS prevalence has decreased consistently over the past decade as fewer people are becoming infected.
TB is still the leading cause of death among people living with HIV.	New infections among adults have decreased by over 25% in Mozambique, South Africa and Swaziland.
	Botswana, Lesotho, Malawi, Namibia, Mozambique, Swaziland, South Africa, Zambia and Zimbabwe still have adult prevalence rates over 10%. The highest prevalence rates in Swaziland, Lesotho and Botswana are still above 20%.
	Provision of antiretroviral therapy has expanded rapidly contributing to the rapid reduction of AIDS related mortality in the region.
	With sufficient will and collaboration, the AIDS epidemic can be ended, even in SADC.

Red light	Green light
Peace building and conflict resolution	
SADC also witnessed its first woman Head of State, Joyce Banda voted out of office after only two years.	Conflicts in Madagascar, Zimbabwe and DRC were tenuously settled through elections in the former countries and the signing of a peace-agreement in the latter.
Intra-state conflict re-emerged in Mozambique and border tensions between Tanzania and Malawi run high.	Women from the SADC region are beginning to occupy key positions continentally and internationally, for example, AU chairperson, UN Women Executive Director and Africa Development Bank Gender Special Envoy.
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. Twelve countries (compared to five) now provide sex disaggregated data on defence and 13 (compared to five) provide sex disaggregated data on the police.
However, major gaps persist, with data for several countries still unavailable; having no women at all in certain security areas, or low levels of 1% to 6%.	Women constitute 28% of the defence forces in South Africa and 26% of Namibia's Defence Forces; 38% of the police in Seychelles and 52% of correctional services staff in Seychelles are women.
	Eight out of the ten countries that contribute peacekeepers to UN missions send women peacekeepers with Zimbabwe (35% women) contributing the highest proportion of women in 2013.
	There is insufficient empirical evidence in this sector to compute the SGDI. However, the CSC rating (reflecting public perceptions) has increased significantly from 40% in 2011 to 69% in 2014.
Media Information and Communication	
Citizens have scored the media 64%, three percentage points lower than the SGDI.	The SGDI has gone up by one percentage point since 2012 from 66% to 67%.
The citizen score has gone down from 69% in 2013 to 64% in 2014, showing a decline in citizen's approval of media practice in SADC.	GL is working with 108 Gender and Media Centres of Excellence (COEs) in 12 SADC countries.
According to a spot-monitoring exercise conducted in 93 media COEs, the proportion of women sources in the media has gone down slightly from 22% recorded in the 2013 self-monitoring exercise to 21%.	Media houses are beginning to set aside funds for gender mainstreaming, a clear sign of ownership. Media houses contributed 26% of funds to run the COE project in 2013.
	To date media have contributed 342 SADC Gender Protocol@Work (SPW) case studies.
	Five journalism and media training departments presented case studies on gender mainstreaming in journalism and media education during the 2014 SADC Protocol@Work summit.
	Students from institutions of higher learning continue to acknowledge the role of gender and media literacy in improving their knowledge on gender.
Implementation	
Botswana and Mauritius have not signed the SGP but there are positive signs that they will join the SGP post-2015.	Thirteen out of 15 countries have signed the SADC Gender Protocol (SGP).
Madagascar has not yet ratified the Protocol. Of the countries that have ratified, only DRC has not deposited its instruments of ratification.	Twelve countries out of 13 that have signed have also ratified the Protocol.
	Namibia, Swaziland, Seychelles, Zambia, Lesotho and DRC have developed costed gender action plans aligned to the SGP while Malawi and Mozambique are scheduled to complete their costed gender action plans by November 2014.
	Tanzania and Zimbabwe agreed in principle to align their gender action plans to the SGP.
	360 councils in ten countries (37% of councils in the SADC region) have committed to become Centres of Excellence (COE's) for gender in local government
	The SADC Gender Protocol Alliance networks have accelerated advocacy towards review of the SGP post-2015 to include stronger indicators and targets on issues such as climate change and women's rights.
	Alliance partners have administered knowledge and attitude quizzes to 12,175 citizens across the SADC region. With knowledge about the SGP at 49%, and attitudes toward gender at 64%, the Alliance needs to accelerate efforts to popularise the SGP.

Red light	Green light
Gender, climate change and sustainable development	
Climate change is already happening, with disasters affecting many countries. The projected changes in the earth's climate continue to be an environmental concern with severe social and economic implications.	The priority area is to mobilise Africa to actively find its own solutions to the changing climate and create resilient communities through indigenous knowledge systems to adapt and respond to 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. The most affected people will likely be the poor and women living in developing countries	Governments need to put the role of women firmly into the plans for climate change and sustainable development.
One of the key priority areas is how to address the issue of climate justice within the UNFCCC climate regime.	The campaign for an addendum to the Protocol on Gender and Climate Change has been merged with the broader campaign for a strong post 2015 SADC Gender Protocol.
In Southern Africa, the poor, the majority of whom comprise women, will be the hardest hit by the impacts of climate change.	

Key challenges

- ***Patriarchal attitudes still abound:*** The Africa Union in June adopted the Common Africa Position which is not reflective of recommendations gathered through a vigorous campaign by the African women's movement for the adoption of gender equality as a stand-alone priority goal and gender mainstreaming throughout the other goals.
- ***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:*** The 5050 campaign suffered a setback in Malawi and South Africa where recent parliamentary elections resulted in slightly lower proportions of women at the very moment these numbers should be rising. While the proportion of women in the Zimbabwe parliament increased from 18% to 35% thanks to a legislated quota in the August 2013 elections, the proportion of women in local government dropped from 18% to 16%.
- ***The economy is still a male preserve:*** Women still constitute only 26% of economic decision-makers. They lack access to land, credit and other means of production. They constitute the majority of the poor; the unemployed; the dispossessed and those who work in the informal sector.
- ***Women lack a say in the decisions that affect their lives:*** Whether in the bedroom or the board room, women are effectively rendered voiceless, with little say for example, in the use of male condoms so essential to preventing the spread of HIV and AIDS. Women's lack of "voice" reflects in the media, where the proportion of women sources has risen only marginally from 17% in 2003 to 22% in a self-monitoring exercise covering 93 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 HIV.
- ***Time running out:*** As the Alliance works with the SADC Gender Unit (GU) on aligning national gender action plans to 2015 targets, there is a danger that these might be overtaken by the post 2015 agenda. The Alliance will need to work closely with the SADC GU to ensure that this is not used as an excuse for non-action.

Key successes

- ***Signing and ratification:*** The number of governments that have ratified the SADC Gender Protocol (SGP) increased by one as Malawi ratified the protocol in August 2013. With the SGP now in full force, pressure is mounting on Madagascar (the only remaining signatory not to have ratified the Protocol) to do so. The Southern African Gender Protocol Alliance (the Alliance) is supporting alliance focal networks in Botswana and Mauritius to lobby their governments to sign the Protocol ahead of the August 2014 SADC Heads of state summit in Victoria Falls, Zimbabwe.
- ***SGP post 2015:*** By December 2013 the Alliance had gathered 1067 signatures in support of an addendum to the SGP on climate change. However, during a caucus meeting in March 2014 to prepare for the Commission on the Status of Women (CSW) meeting on the post 2015 agenda, the Alliance changed this strategy to one of advocating a fully incorporated section on sustainable development in the post 2015 SGP.
- ***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 thirteen countries. Tanzania draft constitution prescribes a 50 % quota for women's representation in political decision making.

- ***50/50 campaigns go for the bulls eye:*** There are seven 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:*** New infections among adults have decreased by over 50% over the last decade in Botswana, Malawi, Namibia, Zambia and Zimbabwe. Provision of antiretroviral therapy has expanded rapidly contributing to the rapid reduction of AIDS related mortality in the region.
- ***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 study also shows that the highest levels of violence - psychological and economic - are the most under-reported. These findings have accelerated the campaign for routine surveys of this nature to strengthen National Action Plans to End Gender Violence.
- ***Focus on implementation:*** With less than a year left before the expiration of the SGP there is need to accelerate progress for the region to achieve gender equality by 2015.
- ***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.
- ***The Protocol@work:*** Nothing succeeds like success! Raw numbers do not always capture the mobilising and inspirational qualities of the Protocol. The Alliance has to date collected 1859 case studies; some show cased in this report. These reflect the extent of ownership, engagement and application sparked by the SGP.

Table VII: SADC Protocol@Work case studies used in the 2014 Barometer

THEME	ANGOLA	BOTSWANA	DRC	LESOTHO	MADACASCAR	MALAWI	MAURITIUS	MOZAMBIQUE	NAMIBIA	SEYCHELLES	SOUTH AFRICA	SWAZILAND	TANZANIA	ZAMBIA	ZIMBABWE	REGIONAL	TOTAL
Constitutional and legal																	**0**
Governance							1		1		1		1	1	2		**7**
Education											2				1		**3**
Economy									1					2	1	2	**6**
GBV		1		1							2	1			1	1	**7**
Health		1											1		1		**3**
HIV				1					1		1						**3**
Peace Building																	**0**
Media		2				3						1	2			2	**10**
Implementation				1					1		1				2		**5**
Climate Change		1		1				1	1		1	2			1		**8**
Total	**0**	**5**	**0**	**4**	**0**	**3**	**1**	**1**	**5**	**0**	**8**	**4**	**4**	**3**	**9**	**5**	**52**

Key priorities

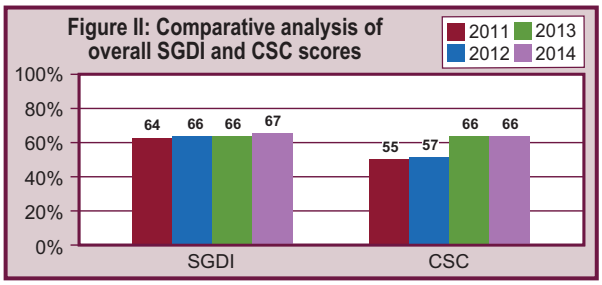
Renewed energy is needed over the coming year to:

- 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.
- Strengthen the Alliance, from local to national to regional level, in the final count down to 2015.
- Raise awareness on the SGP post 2015 campaign.
- Invigorate the 50/50 campaign, especially in the seven countries that have elections before the end of 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.
- **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.
- **By 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.
- **August 2013:** Coalition building and networking at the regional level through the SADC Heads of state summit held in Malawi in August 2013. The regional barometer was officially launched then.
- Strengthening the alliance network through a strategy meeting held in August 2013 and a think tank meeting held alongside the SADC HOS summit
- **August 2013:** Production of the fifth edition of the SADC Gender Protocol Regional Barometer, tracking progress against the 28 targets. The 2013 barometer had in-depth analysis of implementation of the SADC Gender protocol by the governments and civil society.
- **By October 2013:** Strengthening the country focal networks through mapping of country thematic clusters and championing resulting in 11 country level meetings and 82 signed up champions.
- **December 2013:** 12 country barometer reports; 9 launches. SADC Gender Protocol village level workshops in 10 countries through the country networks resulting in 72 meetings.
- **March 2014:** Alliance participates in the 58th Commission on the Status of Women.
- **May 2014:** SADC Gender Protocol@Work summit preceded by 12 national summits with a special category on the Faith Based Organisations (FBOS).
- **July 2014:** Gender ministers meeting in Malawi ahead of the 35th HOS Summit in Harare in August, followed by the SADC CNGO civil society forum in Harare. Alliance makes the case for a strong post 2015 gender agenda.
- **August 2014:** 35th SADC Heads of State Summit in Victoria Falls.

Overall, performance by SADC countries improved over the four years as shown by the increase in the regional Southern Africa Gender and Development Index (SGDI) score from 64% in 2009 to 67% in 2014. The Citizen Score Card (CSC) increased from 55% in 2011 to 66% in 2013 but remained static at that level in 2014. The SGDI and CSC are now virtually at par.



How the CSC and SGDI work

Table VIII : CSC sample 2014

	Score cards		
Country	**Female**	**Male**	**Total**
Botswana	75	26	101
DRC	175	92	267
Lesotho	164	91	255
Madagascar	215	99	314
Malawi	16	18	34
Mauritius	42	28	70
Mozambique	219	152	371
Namibia	391	165	556
South Africa	418	204	622
Swaziland	20	38	58
Tanzania	16	16	32
Zambia	468	339	807
Zimbabwe	945	69	1014
Regional	**3164**	**1337**	**4501**

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

The sample size for the CSC decreased this year. As illustrated in Table VIII 4501 citizens from 13 SADC countries participated. Women constituted 70 %, and men 30 % of the total.

The challenge is to couple perception measures (qualitative) with empirical measures (quantitative). As detailed in **Annex Two**, there have been several attempts globally and in Africa to develop indexes for measuring progress towards attaining gender equality. Each of these is fraught with challenges.

Running through all these challenges is the difficulty of obtaining a wide enough variety of indicators to capture the many facets of gender equality or the lack of it.

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.

In 2009, the Barometer assembled a range of baseline data across the 15 SADC countries on the status of women. This had gaps by sector and by country. But by 2011, through online searches and data gathered for the country barometers, the team had assembled data on 23 indicators in six sectors (see **Table VI**). Figures in red indicate backward movement over the last year while those in green reflect positive developments. Considering the various efforts at global and continental level to develop a basket of indicators for measuring gender equality (see **Annex Two**) this represented a significant amount of information.

Table IX: 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 X: 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	27	23	17	19	39	25	44	40	18	36	12	34
Local government	n/a	19	6	46	6	11	26	36	42	n/a	38	22	34	6	16
Cabinet	29	17	14	37	19	15	8	28	23	27	41	25	28	11	12
EDUCATION															
Primary School	46	50	46	49	50	50	49	47	49	50	50	48	52	49	50
Secondary School	44	52	36	57	50	45	52	44	53	50	55	50	46	45	50
Tertiary level	40	53	32	61	48	40	61	38	53	n/a	58	51	40	52	42
ECONOMY															
Economic decision-making	29	29	21	21	17	27	33	25	25	33	23	30	28	23	23
Labour force participation - Women	64	75	70	60	62	85	48	87	61	68	47	55	90	74	85
Labour force participation - Men	78	83	72	75	65	80	81	83	72	79	63	59	91	86	90
Unemployment - Women	n/a	20	36	28	4	10	12	1	43	5	28	46	6	11	15
Unemployment - Men	n/a	15	n/a	23	2	5	5	3	33	4	22	34	3	14	7
Women in non-agricultural paid labour (% of labour force)	24	43	26	63	38	11	38	11	41	54	45	30	43	22	12
Length of maternity leave (weeks)	12	12	12	12	14	8	12	12	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	50	67	0	100	100	100	100	100	100	60	16	100	100	100
SEXUAL AND REPRODUCTIVE HEALTH															
Maternal mortality rate (out of 100,000)	450	160	549	620	240	460	37	490	200	0	145	320	440	440	960
Using contraception	6	53	18	47	40	46	76	12	55	41	60	65	34	41	59
Births attended by skilled personnel	49	99	74	62	44	71	100	54	81	99	90	82	49	47	66
HIV and AIDS															
Comprehensive knowledge on HIV and AIDS women	25	40	15	39	23	42	80	36	65	67	20	58	44	38	52
Living with HIV as proportion of total	59	55	59	59	46	59	28	58	60	42	60	58	61	52	58
HIV positive pregnant women receiving PMTCT	14	95	6	62	3	73	96	51	85	95	95	95	77	86	82
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	18	17	20	46	15	15	45	20	31	23	24	19	18	22

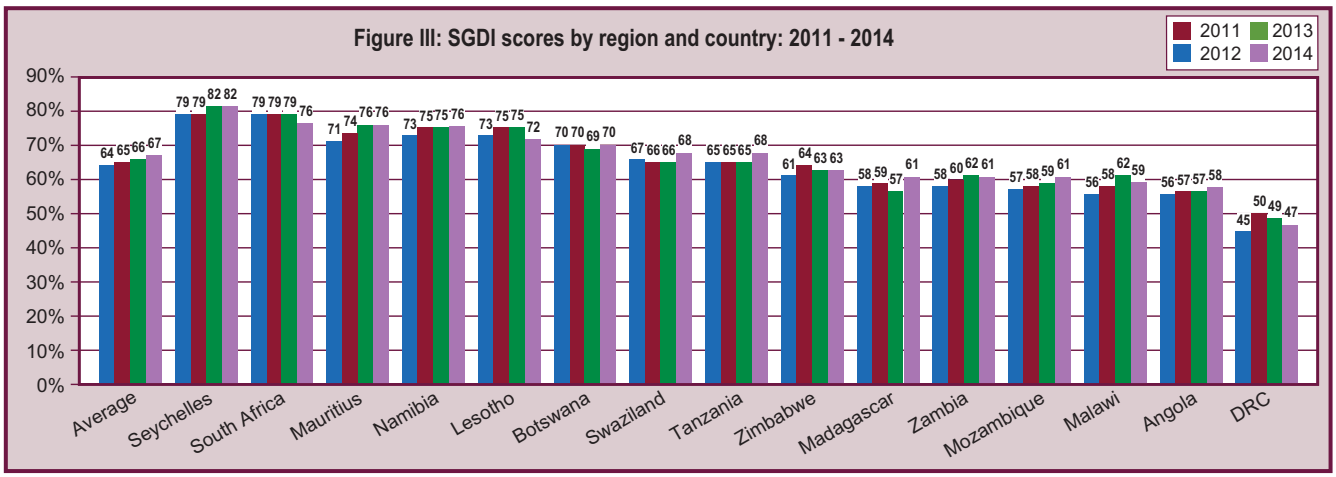


Figure III compares the SGDI scores from 2011 to 2014. The regional average has gone up by three percentage points since 2011 from 64% to 67%. At 82%, Seychelles scored highest, with a three percentage point increase compared to 2012. South Africa in second position dropped two percentage points from 78% in 2013 to 76%. Seven countries received a rating that is above the 2013 score while five countries received a lower rating. DRC has ranked the lowest for the past three years and registered a two percentage point drop from 49% in 2013 to 47%.

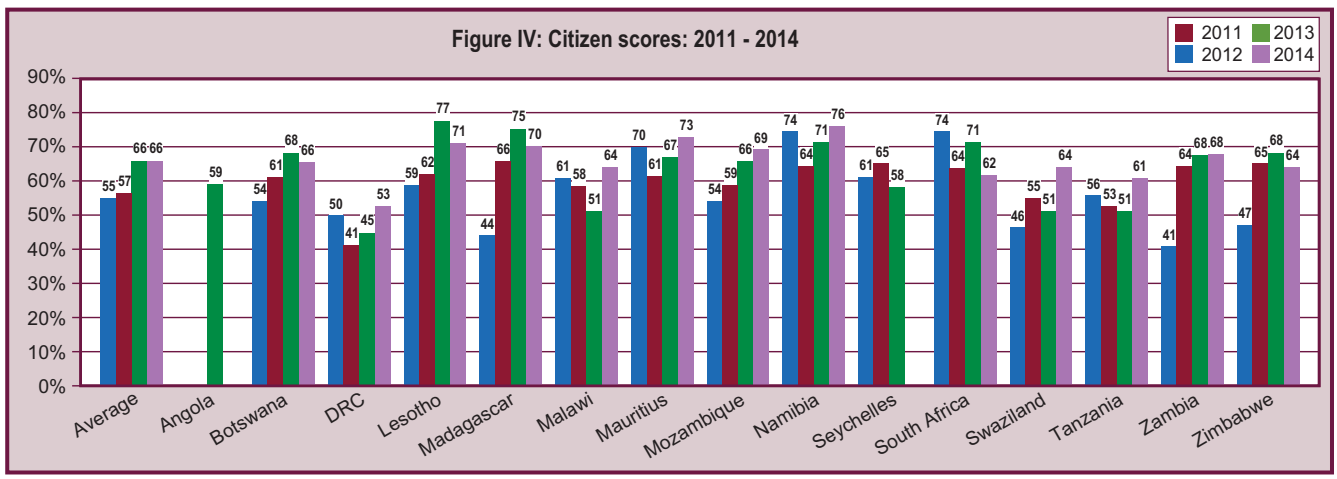


Figure IV shows that overall there has been a substantial positive trend in citizen scores. Citizens in seven SADC countries scored their countries upwards over the last year.

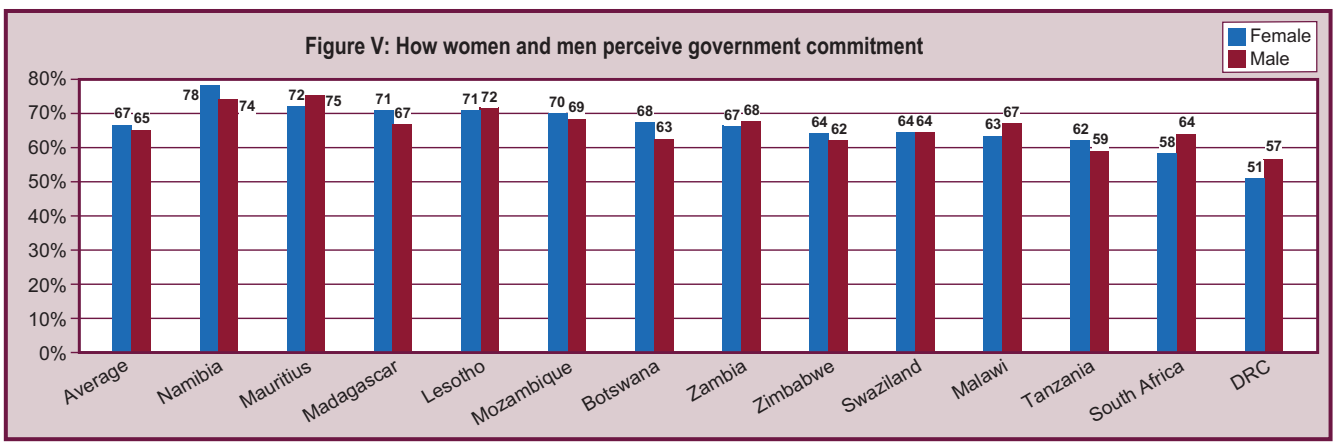
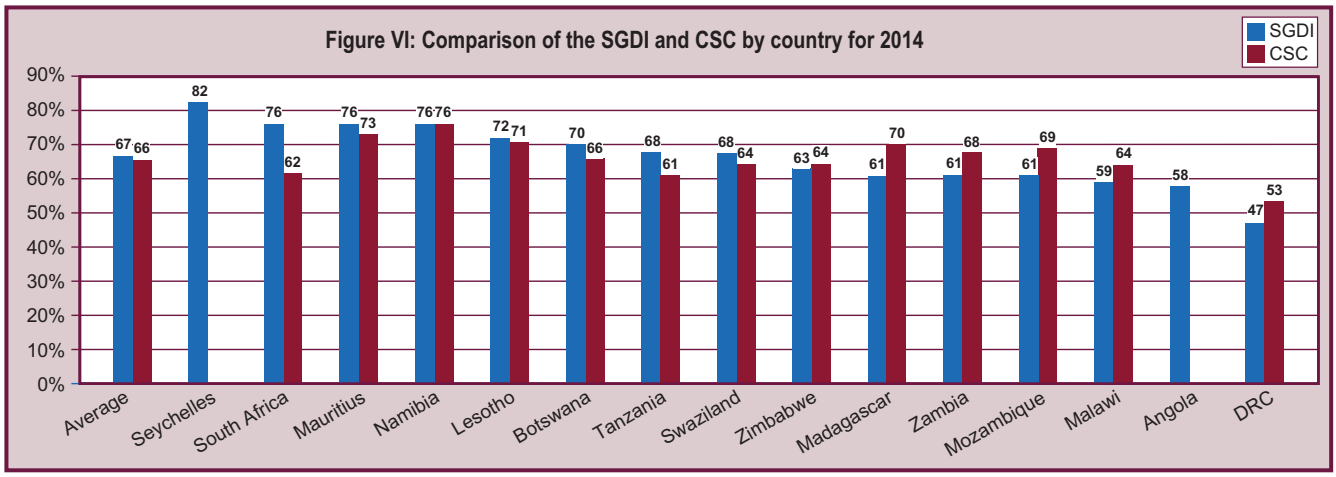


Figure VI shows that overall there is no major gap in the scores of women and men. Women scored their governments higher than men in Namibia, Madagacar, Mozambique, Botswana, Zimbabwe and Tanzania. The opposite is true in the other countries except Swaziland were both women and men gave the same score. DRC and South Africa registered the biggest gender gaps (six percentage points). This gap in perceptions points to the underlying social conservatism, with men apparently perceiving a far more conducive environment than women.



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

Figure VI shows that there can indeed be wide divergences between perception and reality. The biggest gap is in South Africa, which scores second highest on the SGDI (76%) but is among the lowest for the CSC (62%). The lesson here is to weigh the two scores together in forming an opinion on progress, but to be clear on the strengths and limitations of each yardstick.

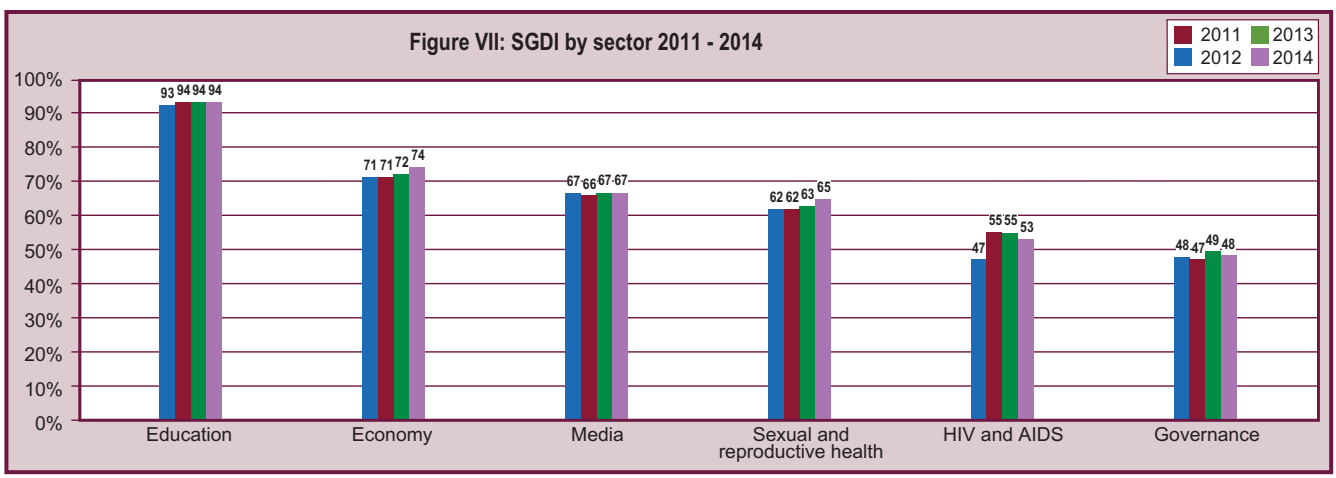


Figure VII shows that SGDI scores on four sectors have remained relatively constant from 2011 to 2014, with education scoring highest, followed by the economy, media, sexual and reproductive health and HIV and AIDS. Governance remained in sixth place owing to the decrease of women in parliament in countries that had elections between July 2013 and August 2014.

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.
- *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.

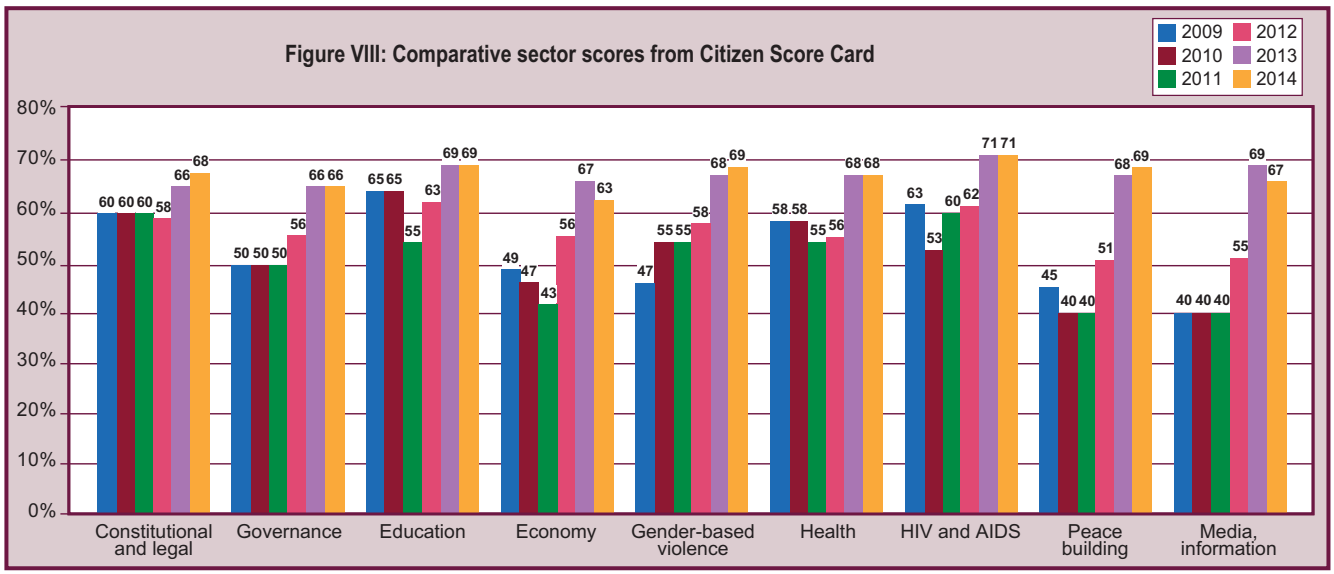


Figure VIII shows the trend for the CSC for sectors from 2009 - 2014. Over the past five years the media sector has achieved the highest Citizen Score increase from 40% in 2009 to 67% this year. This may reflect that hands-on work in the media sector with 109 media houses in 13 countries now joining the Centres of Excellence for Gender in the Media programme. Following close by is the peace building sector with a percentage increase of 24 points from 45 % in 2009 to 69 % in 2014. 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 scored has over the past six years gone up by 22 percentage points. 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.

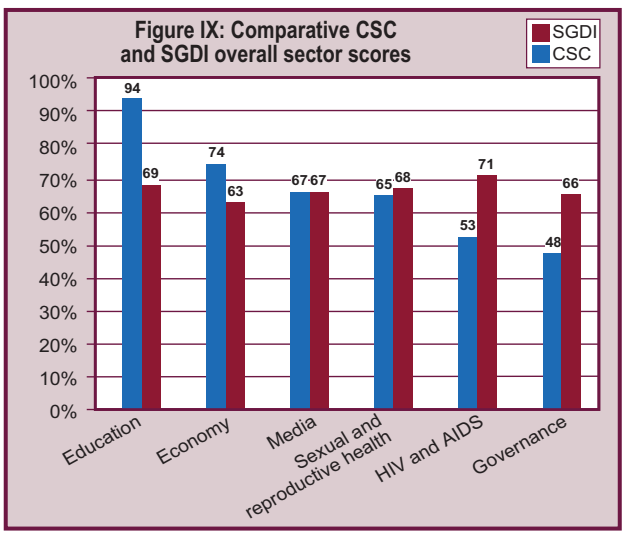


Figure IX compares the SGDI (empirical scores) and CSC (perception) scores in the six sectors that have both these scores. While the scores are constructed in different ways, the trends are interesting, as they reflect the extent to which perceptions and reality either converge or diverge.

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.
- While the SGDI ranks Governance last the CSC ranks it second 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 places the media in fourth place 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.



Men in Thundu Village, Katete, Zambia, fill out the Citizen Score Card. *Photo: Cynthia Kalizinje*

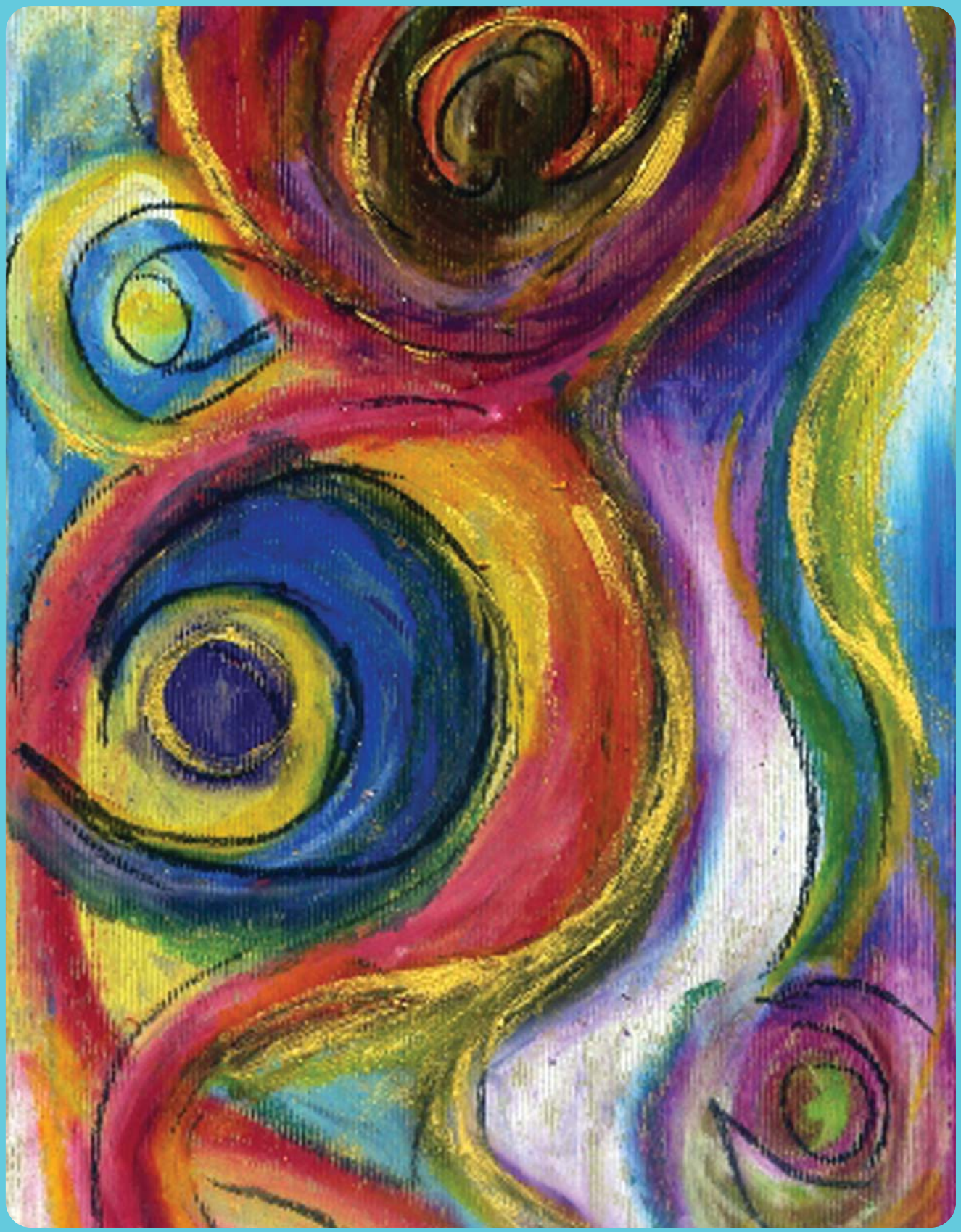
Acronyms

AAA	Association of Advertising Agencies
ABC	All Basotho Convention
ABC	All Basotho Congress for Democracy
AEO	African Economic Outlook
AGOA	African Growth and Opportunity Act
AIDS	Acquired Immune Deficiency
AIPPA	Access to Information and Protection of Privacy Act
ALAT	Association of Local Authorities in Tanzania
ALS	Agriculture and Livestock Survey
ANC	African National Congress
ANC	Antenatal Care
ANEX	Activists networking against the exploitation of children
APP	All People's Party
AREU	Agricultural Research and Extension Unit
ART	Anti-retroviral treatment
ARV	Anti-Retroviral drug
AU	African Union
BBS	Biological and Behavioural Surveillance
BCEA	Basic Conditions of Employment Act
BCP	Botswana Congress Party
BEDIA	Botswana Export Development and Investment Authority
BDC	Botswana Development Cooperation
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
BPFA	Beijing Platform for Action
BSA	Broadcasting Services Act
BWASA	Business Women's Association of South Africa
CARMMA	Campaign for Accelerated Reduction of Maternal Mortality in Africa
CASE	Community Agency for Social Enquiry
CCA	Concessionary Credit Agency
CCM	Charna cha Mapinduzi
CCP	Climate Change Programme
CEEC	Citizens' Economic Empowerment Commission
CEDA	Citizen Entrepreneurial Development Agency
CEDAW	Convention on the Elimination of All Forms of Discrimination
CGI	Carbon Green Investments
COE	Centre of Excellence
CHADEMA	Cha Cha Demokrasia in Tanzania
CHBC	Community Home Based Care
CSC	Citizen Score Card
CMFD	Community Media for Development
CMP	Meeting of the Parties to the Kyoto Protocol
CoD	Congress of Democrats
COMSIP	Community Savings and Investment Project
COP	Conference of the Parties
COPE	Congress of the People
COSATU	Congress of South African Trade Unions
CPF	Commonwealth Parliamentary Forum
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
DBS	Development Bank of Seychelles
DIRCO	Department of International Relations and Cooperation
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
EFF	Economic Freedom Fighters
EIA	Environmental Impact Assessment
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

GAMAG	Global Alliance on Media and Gender
G-BEM	Botswana Girl/Boy Education Movement
GBI	Gender Budgeting Initiative
GBV	Gender Based Violence
GEM	Gender and Media
GEM SUMMIT	Gender and Media Summit
GEMSA	Gender and Media Southern Africa
GEPMI	Gender and Economic Policy Management Initiative (GEPMI-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
GHG	Green House Gas
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)
IPU	Inter-Parliamentary Union
HAM	Higher Media Authority (DRC)
HIV	Human Immuno deficiency Virus
HVM	Hery Vaovao ho an'i Madagasikara(New Forces for Madagascar)
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
IDASA	Institute for Democratic Alternatives
IDUs	Injecting Drug Users
IEC	Institute Electoral Commission
ILFS	Integrated Labour Force Survey
IMCI	Integrated Management of Childhood Illness
IULA	International Union of Local Authorities
IWMF	International Women's Media Foundation
IOM	International Organisation for Migration
ISPDC	Interstate Politics and Diplomacy Committee
IPCC	International Panel on Climate Change
IT	Information Technology
JED	Journaliste en Danger
JIPSA	Joint Initiative on Priority Skills Acquisition
LCA	Lesotho Communication Authority
LCD	Lesotho Congress for Democracy
LEA	Local Enterprise Authority
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
MCA	Millennium Challenge Account
MCCI	Mauritius Chamber of Commerce and Industry
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
MGYSR	Ministry of Gender and Youth, Sports and Recreation
MIJ	Malawi Institute for Journalism
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
MMR	Maternal Mortality Ratio
MNCH	Maternal Newborn and Child Health

MNSSD	Malawi National Strategy on Sustainable Development
MoHSW	Ministry of Health and Social Welfare
MOHSW	Ministry of Health and Social Welfare
MOU	Memorandum of Understanding
MP	Members of Parliament
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
MSM	Men who have sex with men
MST	Methadone Substitution Therapy
MTP	Medium Term Plan
MUSCO	Malawi Union of Savings and Credit Cooperatives
MWAGCD	Ministry of Women's Affairs Gender and Community Development
MWO GEMSA	Media Watch Organisation -Gender and Media Southern Africa
MWRCDFW	Ministry of Women's Rights, Child Development and Family Welfare
NABW	National Association of Business Women
NAMFISA	Namibia Financial Institutions Supervisory Authority
NAMREP	Namibia Renewable Energy Programme
NANGO	National Association of Non-Governmental Organisations
NAPA	National Action Programme for Adaptation
NBS	National Bureau of Statistics
NBSAP	National Biodiversity Strategy and Action Plan
NCC	National Constitutional Conference (Zambia)
NCOP	National Council of Provinces
NCRF	National Community Radio Forum
NDMC	Namibia Democratic Movement for Change
NEC	National Electoral Commission
NEP	National Environmental Policy
NEP	Needle Exchange Programme -Mauritius
NGO	Non-Governmental Organisation
NGOGCN	NGO 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
NSDP	National Strategic Development Plan
NSO	National Statistical Office
NUDO	National Unity Democratic Organisation of Namibia
NWEC	National Women Entrepreneur Council
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)
PCB	Press Council of Botswana
PCR	Polymerase Chain Reaction
PEP	Post Exposure Prophylaxis
PF	Patriotic Front
PLWHA	People Living with HIV and AIDS
PMTCT	Prevention of Mother to Child Transmission
PPRD	Peoples Party for Reconstruction and Democracy
PR	Proportional Representation
PSI	Population Services International
PWIDs	People Who Inject Drugs
RP	Rally for Progress
REDD	Reducing Emission from Deforestation and Forest Degradation
RECs	Regional Economic Communities
RISDP	Regional Indicative Strategic and Development Plan
RP	Republic Party of Namibia
RPTC	Regional Peace Training Centre
SA	South Africa
SABC	South African Broadcasting Corporation
SADC	Southern Africa Development Community
SAEF	South Africa Editors Forum
SAWID	South African Women In Dialogue
SBFA	Small Business Financing Agency
SGPA	SADC Gender Protocol Alliance
SGP	SADC Protocol on Gender and Development
SGU	SADC Gender Unit
SANDF	South Africa National Defence Force
SANTAC	Southern Africa Network against Trafficking
SARDC	Southern Africa Research and Documentation Centre
SARO	Southern Africa Regional Office
SARPCCO	Southern African Regional Police Chiefs Cooperation Organisation

SB	Subsidiary Bodies (SB)
SDGD	SADC Declaration on Gender and Development
SEA	Security of Employment Act
SEnPA	Small Enterprise Promotion Agency
SGDI	SADC Gender and Development Index
SIDA	Swedish International Development Cooperation Agency
SMEDA	Small and Medium Enterprises Development Authority
SPEMSD	SADC Protocol on Environmental Management and Sustainable Development
SPPF	Seychelles People Progressive Front
SSA	Sub-Saharan Africa
SSDS	Seychelles Sustainable Development Strategy
SSP	Safe School Programme
SSP	Gender and Security Sector Reform
STI	Sexually transmitted Infections
SWAAZ	Society for Women and AIDS in Zambia
SWAPO	South Western Africa's People Organisation
SWEET	Swaziland Women's Economic Empowerment Trust
TAC	Treatment Action Campaign
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)
TEVET	Technical, Entrepreneurial and Vocational Education and Training (Malawi)
VMCZ	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
UNCTAD	United Nations Conference on Trade and Development
UNDP	United National Development Programme
UNDPKO	United Nations Department for Peacekeeping Operations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UN.GIFT	United Nations Global Initiative to Fight Human Trafficking
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
UNSCR	United National Security Council Resolution
URT	United Republic of Tanzania
USAID	United States for International Development
VCT	Voluntary Counselling and Testing
VMMC	Voluntary Medical Male Circumcision
VSO-RAISA	Volunteer Service Overseas-Regional AIDS Initiative Southern Africa
WABAZ	Women Alliance of Business Associations in Zimbabwe ()
WCNOVAW	Western Cape Network on Violence Against Women
WCoZ	Women Coalition of Zimbabwe
WDF	Women Dignity Project
WECA	Women in Enterprise Conference and Awards
WHO	World Health Organisation
WIBA	Women in Business Association
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)
ZAACA	Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and AIDS
ZAFAWIB	Zambia Federation of Associations of Women in Business
ZANU PF	Zimbabwe African National Union Patriotic Front
ZBC	Zimbabwe Broadcasting Corporation
ZDH	Zimbabwe Demographic and Health Survey
ZDF	Zimbabwe Defence Forces
ZEMA	Zambia Environmental Management Agency
ZNCC	Zimbabwe National Chamber of Commerce
ZNWL	Zambia National Women's Lobby
ZWLA	Zimbabwe Women Lawyers Association
ZWRCN	Zimbabwe Women Resource Centre Network



A question of culture *Anushka Virahsawmy*

CHAPTER 1

Constitutional and legal rights

Articles 4-11



Women's rights are guaranteed in Tanzania's new constitution due to be adopted in 2014. *Photo: UNFPA Tanzania*

KEY POINTS

- Women and men gave their governments 68% and 65% respectively using the Citizen Score Card (CSC) that gauges citizen perceptions of progress made thus far. Namibia scored highest and DRC lowest. There is no SGDI score for this sector.
- Most SADC constitutions enshrine non-discrimination generally as well as non-discrimination based on sex.
- One of the biggest challenges facing SADC member states is the contradiction between customary and common law.
- Since the first Barometer in 2009, eleven SADC countries have undertaken constitutional reforms of some kind that have a bearing on gender equality. Tanzania's draft constitution prescribes a 50% quota for women's representation in political decision making.
- Thirteen out of fifteen SADC countries now have affirmative action provisions in their constitutions, up from eight in 2009.
- Five SADC countries still have "claw back" clauses in their constitutions that undercut gender equality provisions. Most of these relate to laws governing marriage, pregnancy, death and inheritance.
- Child marriages is impeding girls' progress and perpetuating gender inequality.
- Abortion, sex work, marital rape as well as sexual and gender diversity do not feature in the SADC Gender Protocol (SGP). These merit consideration in the post-2015 SGP agenda.

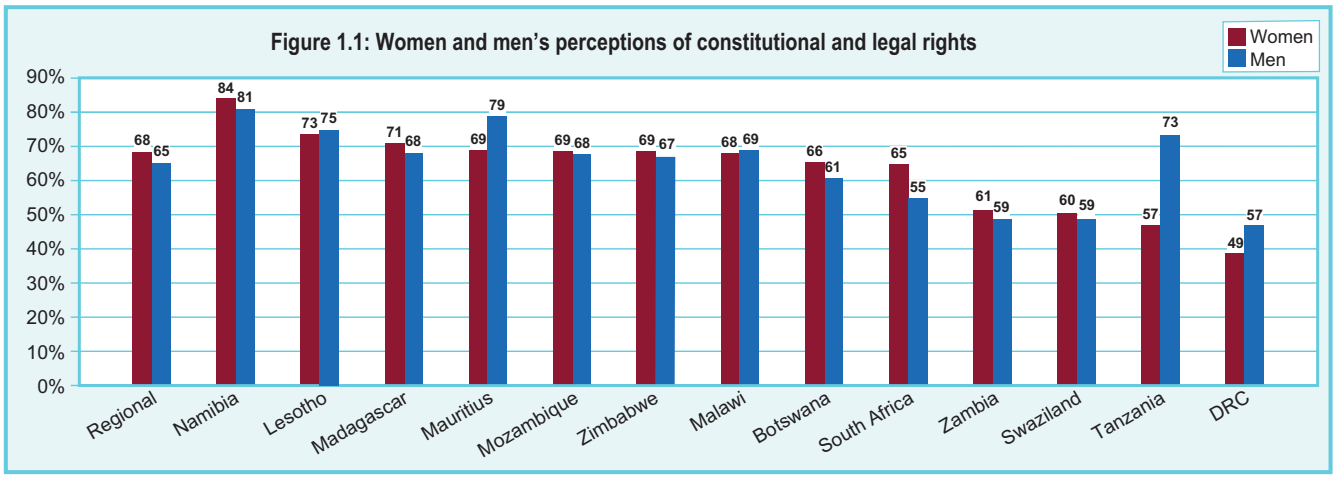
Trends table - constitutional and legal rights							
	2009	2010	2011	2012	2013	2014	Target 2015
CONSTITUTIONAL REFORMS THAT HAVE A BEARING ON GENDER							
Countries undertaking constitutional reforms and review processes		Zambia Zimbabwe	Zambia Zimbabwe Mauritius	Zambia Zimbabwe Madagascar Seychelles Mozambique Namibia Tanzania	Angola DRC Malawi	Tanzania Zambia	The SGP 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.
No. of constitutions provide for affirmative action	8	9	9	10	13	13	15
Citizen Score Card	60%	60%	60%	58%	66%	68%	

All countries across Southern Africa have constitutional provisions guaranteeing equality, human dignity, and prohibiting discrimination based on gender.[1] As reflected in the tracking box, 11 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, an overall increase of five since 2009.

The constitutional reviews in Tanzania and Zambia, and the tabling of the Women Empowerment and Gender Equality (WEGE) Bill in South Africa represent three major developments in the last year. Amongst others, the draft Tanzania Constitution and WEGE Bill call for 50% women in all levels of decision-making - in line with the SGP targets.

Although the SADC Gender Development Index (SGDI) does not measure progress in constitutional and legal rights, the Protocol recognises the importance of progressive constitutional and legal frameworks to provide enabling environments for gender equality. However, post-2015, in order to enforce and measure real progress, constitutional and legal rights indicators will be included in the post-2015 SGDI.

The Citizen Score Card (CSC) measures citizens' perceptions of their governments' performance in gender responsive constitutional and legal rights. As indicated in the table, the citizens' scores have increased from 60% in 2009 to 68% in 2014. There have been 11 legislative and constitutional review processes over the last five years that put in place strong gender provisions. These processes include extensive public consultation, which could account for the positive growth in citizens' perceptions.



Source: Gender Links 2014 with data derived from citizens' score cards administered in the respective countries.

Figure 1.1 shows that on average, women and men graded their governments similarly on constitutional and legal rights - 68% and 65% respectively. This represents an increase from 67% for women in 2013, the score for men remains the same. Namibia leads the citizens' scores for women (84%) and men (81%) in constitutional and legal rights. This is a 30 percentage point increase for women and 16 percentage point

increase for men. In one year, Namibia went from 13th to first position in the ranking for citizens' perception of gender in constitutional and legal rights.



Namibia celebrating at the 2014 regional SADC Gender Protocol Summit. *Photo: Thandokuhle Dlaimini*

The Namibia Ministry of Gender Equality and Child Welfare (MGECW) was one of six joint winners in gender mainstreaming in government category at the Regional 2014 SADC Gender Protocol@Work Summit. The Ministry is implementing costed gender and gender based violence (GBV) action plans that are aligned to the 28 targets of the SGP. The Ministry has budgeted US$ 2 479 922 to implement these action plans.

South Africa dropped in the CSC rankings for constitutional and legal rights from first in 2013 to ninth in 2014. This may be attributable to the gender-blind electioneering prior to elections. For example, prior to the African National Congress's (ANC) national conference to confirm candidates for the 2014 election, ANC Women's League president, Angie Motshekga said, "the country was not ready for a woman president".

The largest percentage point difference in women and men's perception on constitutional and legal rights is in Tanzania and Mauritius. Men are more positive about the legal frameworks in their countries. Women in the DRC are substantially less positive about their legal framework in 2014 and there is a 13 percentage point drop in women's perceptions between 2013 and 2014. This is cause for concern in the post-conflict reconstruction period.

Background

The SGP has three measurable targets for constitutional and legal rights. These include:

- Endeavour to enshrine gender equality and equity in constitutions and ensure that these are not compromised by any provisions, laws or practices.
- Review, amend and/or repeal all discriminatory laws.
- Abolish the minority status of women.

On paper, all countries in SADC have strong provisions on gender equality and equity. In addition, 13 countries, except Mauritius and Botswana have signed and 12 have ratified the SGP, and are in the process of domesticating the provisions. SADC countries have also committed to other continental and global instruments promoting human and women's rights. These include the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW 1979), 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).

In practice however, these instruments and their clauses are compromised by a lack of political will, slow implementation of key pieces of legislation that promote gender equality, and flagrant abuses of human and women's rights. For instance, the 2014 Human Rights Watch World Report highlights concerns about human rights abuses in Angola that contradict the provisions in the Constitution as well as other human rights commitments made by the country.

In early April 2014, the UN High Commissioner for Human Rights, Navi Pillay, visited Angola at the invitation of the government. During her visit, Pillay raised a wide array of human rights concerns, including media restrictions and freedom of expression; the state's use of excessive force to repress protests; mistreatment and sexual violence against migrants; forced evictions; and violations of economic and social rights. Pillay's visit shone a spotlight on Angola's human rights record, which is mostly ignored by regional and international partners in favour of strengthening trade links.[2]



Street traders fleeing a police roundup in Viana, Luanda, September 15, 2013. *Photo: © 2013 Coque Mukuta*

Another key challenge in most SADC countries are the contradictions emerging from dual legal systems either through the formal recognition of customary law or common practice. As a result women are treated as

[2] http://www.hrw.org/world-report/2014/country-chapters/angola?page=3

minors and do not enjoy the rights guaranteed in the countries' constitutions. Muna Ndulo, Professor of Law and Director of the Cornell University's Institute for African Development, also GL Board chair, discusses the impact of dual legal systems in the Indiana Journal of Global Legal Studies.


Muna Ndulo, GL Chair, Constitutional and Legal Rights expert. *Photo: Thandokuhle Dlamini*

The sources of law in most African countries are customary law, the common law and legislation (both colonial and post-independence). In a typical African country, the great majority of the people conduct their personal activities in accordance with and subject to customary law, which has a great impact on matters such as marriage, inheritance and traditional authority. Furthermore, because customary laws were developed in an era dominated by patriarchy, some of its norms conflict with human rights norms that guarantee equality between men and women.

While recognising the role of legislation in reform, it is argued that the courts have an important role to play in ensuring that customary laws are reviewed and developed to ensure that they conform to human rights law and contribute to the promotion of equality between men and women. The guiding principle should be that customary law is living law and therefore cannot be static and must account for the changing lived experiences of the people it aims to serve.[3]

Ndulo posits that many constitutions recognise the application of customary law without resolving its conflict with human rights provisions.[4] He uses the Zambia Constitution as an example to illustrate "claw back" clauses that qualify and compromise constitutional provisions on equality and non-discrimination.

The Zambia Constitution *shall not apply to any law in so far as that law makes provision:*

(a) for the appropriation of general revenues of the Republic;
(b) to persons who are not citizens of Zambia;
(c) with respect to adoption, marriage, divorce, burial, devolution of property on death or other matters of personal law;
(d) for the application in the case of members of a particular race or tribe, of customary law with respect to any matter to the exclusion of any law with respect to the matter which is applicable in the case of other persons ….[5]

As seen in the above, specifically provisions a), b) and c) constitutional rights do not apply or are at least rendered ineffective and ambiguous where non-Zambians, personal law and customary laws are concerned.

Currently gender equality and women's rights are guaranteed in most Southern African constitutions but these do not result in substantive equality for women. Among other struggles, women remain unequal, under-represented at all levels of decision-making and experience high levels of gender based violence (GBV). These conditions obstruct women from realising their human rights. Moving forward all SADC countries must make constitutions living documents that change women's lived reality and ensure equal rights for women.

Botswana: Chobe District Council ensuring that women own land


Rachel Jeremiah, Chobe District Council manager, winner in the leadership category at the 2014 Botswana SADC Gender Protocol Summit. *Photo: Ntombi Mbadlanyana*

Chobe District Council was recently allocated 600 plots. A total of 4000 applicants applied and qualified for land allocation. The Chobe District Council developed resolutions to control the transfers of land, prioritising allocations to women who had lost their spouses or had lost their inheritance due to customary practices. In addition the council had a quota for young single mothers.

The council allocated US$ 216 012 to fund workshops to raise awareness on women's access to land, and to administer the land allocation process. Eunice Manewe, a recipient of land said, "Even though I am working my salary was not sufficient for me pay rent, buy food for my family and transport me to work. I had nothing left to build my house. Through the council I got land and managed to build a home. I moved from renting, to my two and half bedroom house. I rented one of my rooms to someone. The rent is paying the loan."

2 http://www.hrw.org/world-report/2014/country-chapters/angola?page=3
3 http://muse.jhu.edu/login?auth=0&type=summary&url=/journals/indiana_journal_of_global_legal_studies/v018/18.1.ndulo.html
4 ibid.
5 Const. of Zambia of 1991, art. 23.

Constitutional reforms and review processes in the region

Constitutional review and change is a key strategy to creating a gender-aware legal framework. Shifting existing constitutional provisions in line with a strong human rights framework is an important hallmark of emerging democracies. Civil society organisations play an important role in developing and reviewing constitutions. For example, the Tanzania Gender Networking Programme (TGNP)- also the SADC Gender Protocol Alliance focal point in Tanzania, is a strong lobby group that co-ordinates gender organisations' responses and critiques of the new draft constitution.

The 2013 Barometer reported on constitutional review processes in nine Southern African countries since 2009. In the past year, constitutional reviews in Zambia and Tanzania gained momentum, while progress in Malawi is stalled.

Zambia's constitutional review process is currently awaiting a referendum. President Sata has not released the final draft Constitution, however the draft was leaked to the *Times of Zambia*. The Southern African Litigation Centre conducted an analysis of the leaked constitution. Of concern is that the final draft Constitution has removed provisions on the right to dignity and the rights of marginalised groups which were included in the first draft Constitution.

More positively, the final draft Constitution requires State recognition of the role of civil society in promoting the Bill of Rights. It also extends rights relating to the family to include maternity and paternity leave; maternal and child health care; and the right to a non-custodial sentence for a pregnant or nursing woman. The document limits marriages to opposite sex couples and same-sex relationships are illegal.

The draft Constitution provides for a range of commissions including the Gender Equality Commission, Human Rights Commission and Police Public Complaints Commission. A major shortcoming, however, is the lack of powers provided to these commissions to enforce their mandate. The Public Protector is able to summons persons to give evidence and compel the production of documents, but the same power is not afforded to other Commissions.[6]

The new Tanzania Constitution is proposing far reaching changes including press freedom; the public's right to access information; education for all; greater representation for women in politics; and the adoption of a federal system of government.

The draft guarantees women 50% representation in Parliament, an increase from the current 30% quota. At present, women parliamentarians are appointed to special seats by parties. Under the proposed Constitution, political parties would lose the power to nominate women to parliamentary seats and instead, voters in every province would elect two parliamentarians, of whom one has to be a woman.



Vice President Mohamed Gharib Bilal unveils Tanzania's draft constitution with Prime Minister Mizengo Pinda (right) and Chairman of the Constitution Review Commission Judge Joseph Warioba (left). *Photo: Deodatus Balile/Sabahi*

The draft Constitution also takes the unprecedented step of making education a guaranteed right for every Tanzanian.

However, not all Tanzanians liked what they saw in the draft Constitution. Charles Kitima, Vice Chancellor of Saint Augustine University of Tanzania, said he opposed electing two parliamentarians from each region and guaranteeing seats to candidates based on gender. He said this would be unnecessarily costly. "Gender should never be a qualification for someone to be elected. We are setting the wrong precedent," he said. "Capacity should be the only qualification." The notion that women need to be given special preference contravenes the principle of equality before the law and it makes some women underperform because they know that they are guaranteed a position, Kitima explained.[7]

Even women who were elected under the special seats system say that the system does not work because they do not have a political base. "The fact that special seats councillors do not have a specific constituency, leaves them in a limbo without clout in their own parties; or in the structures they are appointed to", Gulzar Abu Sabr, a former special seats councillor.[8]

In Malawi, the constitutional review process under the auspices of the Law Commission began in 2004. The consultative approach and the level of popular participation in the 2004-6 constitutional review is one

6 http://www.southernafricalitigationcentre.org/2014/01/16/a-brief-analysis-of-zambias-constitution-making-process-and-the-leaked-final-draft-constitution/
7 http://sabahionline.com/en_GB/articles/hoa/articles/features/2013/06/06/feature-01
8 http://www.constitutionnet.org/news/tanzanias-draft-constitution-opening-spaces-gender-revolution

of its greatest achievements to date. However, the Law Commission cannot enact legislation. That is the preserve of the executive and legislature - which, in Malawi, have neither debated nor implemented the recommendations of the constitutional review.[9]


Former Malawian President, Joyce Banda. *Photo: Gender Links*

Malawi's former president, Joyce Banda, was well-positioned to revisit the proposed constitutional reforms. On assuming office she followed advice from the Inter-national Monetary Fund (IMF) on devaluing the Kwacha and resuscitated diplomatic relations with international donors. The former president emphasised that "a strong commitment to constitutionalism continues to provide the basic framework for the growth of our democracy".

A number of controversial and so-called 'bad' laws were revoked during the first months of the presidency. For example Anti-homosexuality legislation was suspended pending full review. Although positive, politically motivated initiatives do not equate to committed and systematic law reform.

The considerable cost in time, effort and money involved in the constitutional review will have been wasted if it remains "buried". More importantly, the views of all Malawians who participated in the nationwide consultation will have been ignored. The new government needs to move things on and implement - or at least discuss - the principal recommendations of the review.

In addition to assessing constitutions, this chapter also gauges progress on access to rights and 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 against the principles of the SGP. It is important to highlight that the SGP does not include areas such as abortion, sex work, marital rape and diverse sexual orientations and gender identities. These are important considerations for the post-2015 SGP agenda.

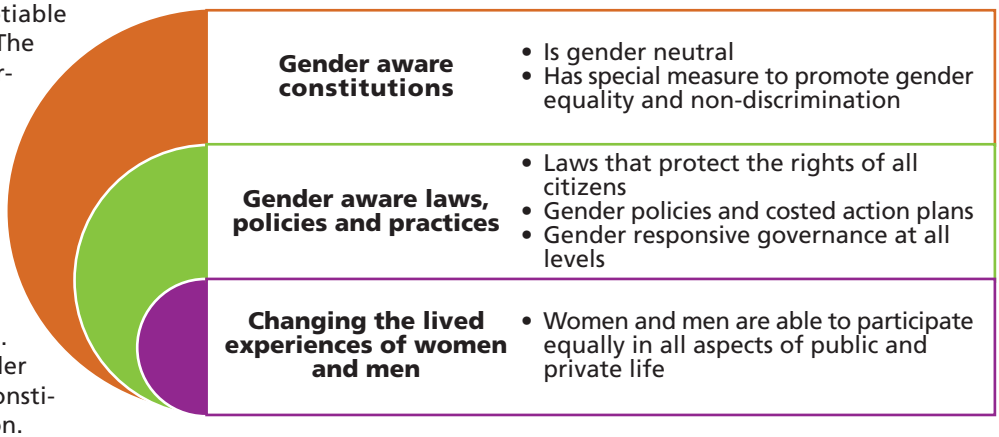
Constitutional provisions



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.

Gender equality is non-negotiable in democratic constitutions. The constitution provides an overarching framework for all laws, policies and practices within countries.

As is demonstrated in the diagram, gender aware constitutions are a prerequisite for women and men to fully realise their rights as citizens. Table 1.1 outlines how gender equality is integrated into constitutions across the SADC region.



[9] http://africanarguments.org/2012/11/08/malawi-reforming-constitution-and-law-by-hannah-gibson-africa-research-institute/

Table 1.1: 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, Section 15	Yes, Section 3	Yes, Section 15	No	No	Yes, Section 15	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, Chapter II, Section 1 and 18	Yes, Section 18	Yes, Section 18	Yes, Chapter III, Section 26 and 30	Yes, Section 26	Yes, Section 18	Yes, Section 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, Section 20	Yes, Article 20	Yes, Section 13 and 20	Yes, Article 13	Yes, Section 19 and 18	Yes, Section 26	Yes, Article 5	Yes, Article 30
Mauritius	Yes, Article 3	Yes, Section 16	Yes, Section 16	Yes, Article 16	No	Yes, Section 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	Yes, Article 95	Yes, Article 8	No	Yes, Article 19	Yes, Article 23
Seychelles	Yes, Article 27	No	Yes, Article 30	No	No	No	Yes, Article 5	Yes Article 27
South Africa	Yes, Chapter 1	Yes, Chapter 2, Section 9	Yes, section 9	Yes, Section 9	Yes, Section 12	No	Yes, Chapter 7, Section 15, 30	Yes, Section 9, Article 187
Swaziland	Yes, Section 20	Yes, Section 20	No	Yes, Section 28	Yes, Section 28	Yes, Section 20	Yes, Section 2 and Article 20	Yes, Section 20, 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, Declaration of Rights.	Section 23, 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

Source: Gender Links, 2014.

Most SADC constitutions provide general protections from discrimination as well as discrimination on the grounds of sex and gender but discriminatory legislation still exists: All SADC constitutions protect against discrimination and almost all refer to non-discrimination based on sex. Only Swaziland does not provide for non-discrimination on the basis of marriage, pregnancy and other related criteria. Despite this, all countries, except South Africa, criminalise and/or do not protect the rights of Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) people.

Table 1.2: 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 - seven years prison)	✘	✘	✘	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	✔ Bans some anti-gay discrimination	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.

As seen in table 1.2, the rights of LGBTI are not expressly included in non-discrimination clauses in all countries. South Africa bans all forms of discrimination including on the basis of sexual orientation and gender identity. South Africa also includes a general that covers any forms of discrimination not explicitly identified in the constitution. The clause states:

"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."

Homophobia and violence against LGBTI citizens is on the rise across the region and globe. This has been particularly severe in Uganda and Russia where they passed discriminatory anti-homosexuality legislation. The recognition of LGBTI citizens' rights and equality is a priority in the post-2015 SGP agenda.



Paul Kasonkomona, Zambian human rights activist. *Photo: Gender Links*

Zambia: Equal rights and media freedom



On the 25 February 2014, the Lusaka Magistrate's Court acquitted renowned Zambian human rights and HIV activist, Paul Kasonkomona, on charges relating to comments he made on television in support of LGBTI rights.

In April 2013, Kasonkomona was arrested after he appeared on a Muvi TV programme where he spoke about the need to recognise the rights of vulnerable groups such as LGBTI individuals and sex workers in order to comprehensively address the HIV pandemic. He was subsequently charged with the "idle and disorderly" offence of soliciting in a public place for immoral purposes, in terms of section 178(g) of the Penal Code.[10] Zambia criminalises homosexuality with a penalty of up to 15 years imprisonment.

The Southern Africa Litigation Centre (SALC) said the ruling provided a major boost to freedom of expression in the country. "If speech is stifled through the application of outdated criminal laws, Zambians will find themselves unable to openly discuss and debate some issues of real importance to them." said SALC's Anneke Meerkotter.

Twelve of SADC countries have explicit and related constitutional provisions that promote gender equality: Only Botswana, Seychelles and Zambia do not have specific clauses that relate to gender equality. It is encouraging to note that 60% of the countries in the SADC have gender equality clauses in the constitution. The challenge across the region is how these clauses translate into actions and make a tangible difference in citizens' lives.

The **South Africa**n Women Empowerment and Gender Equality (WEGE) Bill aims to give effect to gender equality provisions



in the Constitution. WEGE's key provisions address the "social development' of women, via education and training aimed at eradicating gender-based discrimination and violence and increasing education around access to healthcare. The other key focus area is equal representation and empowerment of women through the progressive realisation of a minimum of 50% representation and 'meaningful participation' of women in public and private decision-making structures, including businesses and political parties. There are specific provisions that address the socio-economic empowerment of rural women and women with disabilities.[11]

[10] http://www.lusakatimes.com/2014/02/25/human-rights-activist-paul-kasonkomona-acquitted-pro-gay-sentiments/
[11] http://ohrh.law.ox.ac.uk/the-women-empowerment-and-gender-equality-bill-can-it-live-up-to-its-name/

Recent developments on the WEGE are of concern. The Bill has been referred back to Parliament from the National Council of Provinces (NCOP). The NCOP asked how the Bill was linked to other legislation meant to address women empowerment as previous legislation had failed on that objective. What then, was the guarantee that the Bill would be effective?

The WEGE Bill will have to be reviewed, as the NCOP had adopted the Bill with amendments. The Department of Women has not provided a timeframe on when these revisions would be complete.



Tabitha Khumalo, a Member of Parliament from Bulawayo East, is concerned that women's lives have not changed in **Zimbabwe** despite the strong gender provisions in the constitution. Khumalo believes there is an urgent need to realign laws such as the Criminal Codification Act and the Public Order and Security Act (POSA) with the new constitution to ensure that gender equality becomes a reality in Zimbabwe.

"Gender equality will remain forever a pipedream as long as we have laws such as the Criminal Codification Act, which gives police the right to arrest women who move at night - presuming they are prostitutes. POSA deprives women of their right to associate," said Khumalo. Khumalo plans to table a motion in Parliament to force the government to realign retrogressive laws with the new constitution. "The motion will cover all laws that are not compatible with the supreme law. It is high time we should respect our constitution," she said.

Gender activist, Mavis Moyo said although she was concerned by the slow pace at which the realignment process was proceeding, her major worry was lack of implementation of legislation. "We may have good laws on paper but as long as they are not enforced we have a problem. We have the Domestic Violence Act, which is hailed as one of the most progressive laws for the advancement of women, but women continue to be subjected to abuse by their partners and there is a reluctance on the part of the police to enforce the Act and protect abused women," said Moyo.[12]



Nomthandazo Mkanzana South Africa Alliance Coordinator explaining the provisions of the SADC Gender Protocol in Cape Town ,South Africa.
Photo: Tinashe Padare

Four SADC countries have claw back clauses in their constitutions: Botswana, Lesotho, Malawi, Mauritius and Swaziland include claw back clauses in their constitutions. These clauses generally relate to cultural practices and personal laws. For example, Section 4 of the Lesotho constitution discriminates against the girl child in the line of chieftainship succession. Similarly, the Malawi constitution states in Section 26, "The right to personal choice: every person shall have the right to use the language and to participate in the cultural life of his or her choice". In Lesotho and Malawi the recognition of cultural and customary rights mitigates against gender equality. Women are prejudiced in customary legal systems, e.g. child marriage and female genital mutilation. Moving forward these clauses must be challenged.



In **Mauritius**, the claw back clauses relate to law with respect to adoption, marriage, divorce, burial, devolution of property after death and other personal laws. By stipulating that the constitution is overridden by specific personal laws emphasises the divide between private and public domains of people's lives. This is particularly problematic for women and hinders them from fully exercising their rights as citizens.



In **Botswana**, Section 3 of the constitution states that "Every person in Botswana is entitled to the fundamental rights and freedoms of the individual, that is to say the right whatever his race, place of origin, political opinions, colour, creed or sex but subject to respect for the rights and freedoms of others and for public interest...".[13] The "public interest" is vague and open to a large number of interpretations. Laws should have clear purpose and limited interpretations especially when these could result in discrimination.

Twelve SADC countries have specific legislation that addresses the issue of contradictions between the constitution, provisions, laws and practices: Botswana, the DRC and Mauritius do not have legislation that clearly stipulates that the constitution overrides any other legal system. A more significant problem is that even in countries with legislation that clearly states that the constitution is the primary legal framework, customary legal systems are used in parallel.

[12] http://www.thezimbabwean.co/news/zimbabwe/72556/khumalo-to-table-motion-forcing.html
[13] Botswana Government CEDAW Report 2010.

Ten SADC countries' constitutions contain provisions relating to institutional arrangements and customary law: These range from a broad recognition of customary authorities or chiefs, sometimes including a guarantee of non-abolition of such authorities, to more specific arrangements providing for a specific body with specific functions in relation to customary law.

The Council of Traditional Leaders under Namibia's constitution has a broader role of advising the President on all matters as referred to it, but particularly communal land. Perhaps the most expansive provisions are those of the Swazi constitution. The preamble states that it is necessary to blend customary institutions with those of democratic society, and then the constitution sets out the traditional pillars of the monarchy and states that traditional government is administered according to Swazi law and custom. It also establishes a Council of Chiefs, responsible for advising the King on customary issues and considering Bills that could alter or affect customary authorities, cultural activity, customary courts, Swazi law or custom.

Similarly, Botswana provides for a House of Chiefs, which submits resolutions to the National Assembly on Bills affecting customary issues. Madagascar's constitution recognises a customary dispute resolution body.[14]

The Botswana Council for NGOs (BOCONGO) 2010 CEDAW Shadow Report indicates that "customary laws remain a big obstacle for women to attain and enjoy equal rights as the different ethnic groups still have laws, values and practices that treat women as subordinate and promote discrimination against women and girls." This South African example illustrates the point further:

South Africa: Divorce and customary Law[15]



It is particularly important in any divorce situation to understand the implications of the constitution as well as the customary law applicable in South Africa. General principles of our divorce law can in certain instances be deviated from if there is other legislature which contradicts it.



A recent decision which has shed light on the inconsistencies between customary law and South Africa's constitution in divorce matters is that of *Gumede vs. the President of South Africa and six others*[16]. The Women's Legal Centre acted as the advisory body. In this particular case, a man had instituted divorce proceedings against his wife, and alleged that the marriage had broken down irretrievably. During the course of the marriage the man had bought fixed property, and his wife, although she had not made a direct financial contribution to the marriage, had made an indirect contribution in that she had looked after the children and the matrimonial home.

What was particularly important in the outcome of this case was the application of the KwaZulu Act on the Code of Zulu Law 16 of 1985. In terms of this legislature the family head is the owner of all family property in his home and has control of the property attaching to the houses of his several wives, if he has more than one-very similar to the previous matrimonial regime which existed in South African Law where the man had marital power. Such legislature was eventually scrapped.

The wife in this matter no doubt argued that such a provision in the Act was unconstitutional as it was discriminatory towards women. The man, on the other hand, argued that the Act was designed specifically to protect a party who had worked for assets throughout his/her life.

The decision of the court was that the matrimonial regime was indeed discriminatory, and that a court could award one party's assets to be transferred to the other party, irrespective of this legislature.

Source: Article adapted from one published in Cape Town Lawyer, written by Peter M Baker

[14] https://portals.iucn.org/library/efiles/edocs/2011-101.pdf
[15] http://www.capetownlawyer.co.za/divorce/customary-law/divorce-customary-law.php5
[16] unreported case 4225/2006, 13-6-2008- High Court, Durban and Coast Local Division, Theron J.

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 SGP 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. One of the main focus areas of the SADC Gender Protocol Alliance is to lobby for special measures to increase women's representation in political decision making. This subject is discussed in Chapter two: Governance. This section will focus on increasing women's representation in other sectors. Changing gender relations in all spaces is critical to achieving gender equality.



Women joining the information highway in Windhoek, Namibia.
Photo: GL Namibia



Malawi witnessed a positive move as far as affirmative action is concerned through the enactment of the Gender Equality Act. Among its provisions, the Act has a quota for employment in the public service. Section 11 (1) states that: "Notwithstanding anything contained in the Public Service Act and subject to section (2), on 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 education at all three levels of primary, secondary and tertiary.



The **Namibia** Labour Act 1992 stipulates that no employee should be discriminated against or harassed. The Labour Act gave rise to the Affirmative Action Employment Act (AAA). Section 17 states: "For the purposes of this Act, affirmative action means a set of affirmative action measures designed to ensure that persons in designated groups enjoy equal employment opportunities at all levels of employment and are equitably represented in the workforce of a relevant employer."[17] This law should support those Namibians who were previously disadvantaged because of their skin colour, sex or disability.

Section 23 of the AAA requires employers with more than 25 employees to prepare Affirmative Action Plans for the Employment Equity Commission to improve the representation of black people, women and disabled persons in the workforce. There are no legislated quotas but employers will be expected to set their own targets and timetables. Employers who hire non-Namibian citizens will be obligated to provide an 'understudy' to ensure the transfer of skills. Progress in implementing affirmative action measures is monitored by the Employment Equity Commission.

[17] Rooyen, J. W. F. Van. (2000). Implementing Affirmative Action in Namibia. Windhoek, Namibia: Namibia Institute for Democracy. At page 22.

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.

Every SADC country has strong provisions in their constitutions on gender. However there are still many discriminatory provisions in countries' laws, including those that discriminate against women on the basis of sexual orientation.



Botswana has made substantial progress on repealing discriminatory laws. The following are discriminatory laws that have been amended and new laws that have been enacted. They are now consistent with the provisions of the Convention on Elimination of Discrimination against Women (CEDAW):

- The 2003 amendment of the Citizenship Act allows women married to foreign spouses to pass citizenship on to their children. The case of Unity Dow vs. Attorney General resulted in this amendment.
- The 1996 Mines and Quarries Act removes restrictions placed on women working underground in the mines.
- The 1996 Deeds Registry Act allows women, whether married in community of property or not, to execute deeds and other documents required or permitted to be registered in the deeds registry without their husband's consent (GeAD 2009).
- The 2004 Abolition of Marital Power Act and the 2008 Domestic Violence Act are critical for gender equality.
- The 1997 amendment of the Criminal Procedure and Evidence Act provides for the mandatory hearing of sexual offences in camera (in private).
- The 2004 amendment to the Penal Code makes rape gender-neutral and introduced a minimum sentence of ten years. If violence accompanies the rape resulting in injury to the victim, the minimum sentence is increased to 15 years. It also introduced mandatory HIV testing for a person convicted of rape and if he or she was aware of his or her HIV status at the time of the offense, the minimum sentence increases to 20 years imprisonment with corporal punishment.
- The 2000 amendment to the Public Service Act recognises sexual harassment as a misconduct, which could result in penalties.
- The 2001 amendment to the Marriage Act states that no person below the age of 18 years may marry and that no minor below the age of 21 years may marry without consent of his or her parents or guardian. It also provided for the registration of Customary, Muslim, Hindu and other religious marriages.[18]
- The 2004 Abolition of Marital Power Act abolishes the common law principle of marital power being only with the man, replacing it with equal powers for spouses married in community of property. Either spouse can dispose of the assets of their joint estate. It also makes provision for joint acquisition of property by spouses married out of community of property and abolished the common law principle of unity of matrimonial domicile and allows married women to acquire domicile of choice. The common law principle of domicile of dependency of minor children is substituted with allowing the child to be placed where the child is most at home. The law abolishes the common law position of the husband as the sole guardian of minor children and allows for joint guardianship by both parents.
- Affiliations Procedures Act 1999 makes it simpler for an unmarried woman to obtain support from the father of her child.[19]

The amendments are a notable achievement but are not without criticism. The Penal Code regarding rape has been particularly controversial. Gender activists are disappointed that the law excluded marital rape. The High Court also argues that denial of bail to a person accused of rape is unconstitutional. Some say the stiffer sentencing for a convicted rapist who knows that he or she is HIV positive is a violation of the person's human rights.

The Abolition of Marital Power Act is not applicable to customary and religious marriages. Removing the husband as the head of the family has been unpopular. Implementation is difficult given the entrenched customary laws and practices in most regions of the country. Some people argue that it goes against society's traditional and Christian values.[20]

Although the University of Botswana, Bank of Botswana and the Botswana Defence Force have put in place sexual harassment policies, few sexual harassment cases are reported. The amendment leaves out the private

[18] GeAD 2009.
[19] WAD 2009.
[20] GeAD 2009.

sector where, according to anecdotal evidence, sexual harassment is believed to be high. The 1996 Employment Act is silent on issues of sexual harassment.

Some gender activists argue that the amendments have been carried out in a piecemeal way instead of addressing the legal system holistically, amending all laws that discriminate against women and girls.[21]

Moreover, the majority of women and men are unaware of laws and their amendments and many resort to customary laws. There is an urgent need to simplify these laws. GeAD and civil society organisations need to educate the public with the aim of improving the reporting of cases and increasing women and men's access to justice.



In **Swaziland** there are several pieces of legislation that need to be repealed. These include:

- Section 16 of the Deeds Registry Act precludes women married in community of property from being able to register title deeds for land use. To date the bill has not been enacted into law; women married by civil rights in community of property still cannot register title deeds to use land. However, in the case of Mary-Joyce Doo Aphane vs. the Registrar of Deeds, Minister of Justice and Constitutional Affairs and Attorney General, the Supreme Court gave Parliament up to 28 May 2011 to remove this discriminatory provision. Parliament has not yet complied with the court order, with some parliamentarians stating that they have yet to consult people in their respective constituencies on the proposed changes. This reflects little political will on the part of parliament to improve the position of women in Swaziland.
- Marriage Act No.47/1964 will be replaced by the Marriage Act Bill 2006. It seeks to remove marital power of the husband to enable women to contract and sue, and be sued without their husband's assistance.
- Passing of citizenship to children is still the prerogative of Swazi males. When women do so, it is under exceptional circumstances and only when children are born outside of marriage. Legislators have enacted changes to travel documents to a new format which is aligned with the national identity register. This has exposed the problem with this constitutional provision. Women married to foreign men - and those whose children have been fathered by foreign men - have problems accessing their rights, such as scholarships.

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

[21] BOCONGO 2010.

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

In the SADC region, female genital mutilation (FGM) is prevalent in Tanzania and Malawi[22]. In Tanzania, FGM is practised in eleven mainland regions and it affects 18% of the female population. In Malawi, FGM entails cutting off the tips of girls' clitoris by a traditional nurse/counsellor using finger nails. This is followed by inserting an egg or a wooden penis the size of a soft drink bottle in the vagina to widen it in order to accommodate any size of penis.[23]

FGM is among the traditional practices which are not only prejudicial and harmful to the life of a child but also discriminatory against to the girl child. In 2001, the UN General Assembly passed a resolution to the effect that states had a responsibility of developing policies and programmes that outlaw traditional or customary practices affecting the health of women and girls such as FGM, and to prosecute the perpetrators of such practices.[24]

Child marriages take place in almost all the countries in the SADC region. Child marriage is a violation of human rights whether it happens to a girl or a boy, but it represents perhaps the most prevalent form of sexual abuse and exploitation of girls[25]. The harmful consequences include separation from family and friends, lack of freedom to interact with peers and participate in community activities and decreased opportunities for education[26]. Child marriage can also result in bonded labour or enslavement, commercial sexual exploitation and violence against the victim.[27]



Young girls are vulnerable to child marriages. *Photo: Anushka Virahsawmy*

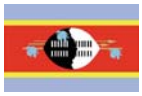
In some cases girls are married off to older men when they are at the age of eleven, twelve and thirteen; some even as young as six years[28]. They cannot abstain from sex or insist on condom use, child brides are often exposed to serious health risks as premature pregnancy, sexually transmitted infections and, increasingly, HIV and AIDS.[29]

High rates of child marriage has remained a problem in Malawi, however the Girls Empowerment Network in Malawi reported a decrease in child marriages after it ran a campaign encouraging traditional leaders and parents to devise strategies to prevent child marriage. The Government of Zambia, in partnership with traditional leaders and civil society organizations, has also launched a national campaign to end child marriages.[30]

Early marriage is a common practice in the DRC and an estimated 74% of women between 15 and 19 years of age are married, mostly in rural areas. The legal minimum age for marriage is 15 for women and 18 for men. As a result, the incidences of early marriage of girls as young as 13 years old, particularly in rural areas, are very common. These children are forced to enter into sexual relationships with men as old as 65 years old to ensure their wellbeing and that of their family without any provision for education. Furthermore, it is estimated that 20% of rural girls between 15 and 19 years old of age are mothers, either married, single, divorced or widowed.[31]

Virginity testing is practised in some of the SADC states such as Swaziland, South Africa, Malawi and Zimbabwe. Virginity testing is normally done to control the sexuality of girls. It is an attempt by men to control women and the elders to control the young.[32] The practice of virginity testing involves undergoing physical examination by older women in the community to find out whether girls' hymens are intact. Those with their hymens intact are considered to be virgins. Those who advocate for virginity testing such as the King of Swaziland applaud it for reducing HIV infections, since girls are forced to abstain from sex. In South Africa the practice had declined but revived again in the 1990s due to an increase in HIV and AIDS related deaths.[33]

[23] Malawi Human Rights Commission 2005.
[24] http://www.krepublishers.com/02-Journals/T-Anth/Anth-13-0-000-11-Web/Anth-13-2-000-11-Abst-Pdf/Anth-13-2-121-11-720-Wadesango-N/Anth-13-2-121-11-720-Wadesango-N-Tt.pdf
[25] Malawi Human Rights Commission 200 UNICEF 2007.
[26] Juru 2003; Committee on Status of Women 2007.
[27] Stormorken et al. 2007.
[28] UNICEF 2003.
[29] http://www.krepublishers.com/02-Journals/T-Anth/Anth-13-0-000-11-Web/Anth-13-2-000-11-Abst-Pdf/Anth-13-2-121-11-720-Wadesango-N/Anth-13-2-121-11-720-Wadesango-N-Tt.pdf
[30] Preventing and eliminating child, early and forced marriage, Report of the Office of the UN High Commissioner for Human Rights, April 2014.
[31] http://www.peacewomen.org/assets/file/Resources/NGO/hrinst_genderinequalityinthedrc_wilpf_december2010english.pdf
[32] Kaarsholm 2005.
[33] CSW 2007.



Bride wealth (*emalobolo*), has not been criminalised although many gender activists argue that the practice discriminates against women. *Emalobolo* is when a man's family makes a payment in the form of cattle to the family of the woman he wishes to marry. Once the man pays emalobolo, the woman's decision-making power is transferred to the husband's family in all matters, including how many children the couple will have and what type of work she should do. In this arrangement a wife is considered the property of her husband and in-laws. A woman could even be expected to hand over her salary to her husband.



Swazi women still treated as minors. *Photo: Thandokuhle Dlamini*

In the **DRC**, a phenomenon known as the *"deuxième bureau"* ("second office") has developed, whereby a married man enjoys extramarital relationships with several women. The women consider themselves to be genuine spouses, engage in this practice act and consider themselves legal spouses, and may even carry the identification cards of married women. They do not, however, have the legal status of a wife.



The *"deuxième bureau"* phenomenon is particularly common among rich men, politicians and the educated elite. Although the phenomenon is seen by some Congolese women and their family as a form of ensuring their overall wellbeing and material gain, it is a form of transactional sex and institutional prostitution as the woman is 'married' off to the richest man, and sometimes sent abroad to marry a man that she has never met but who will supposedly guarantee her and her family material gain.[34]

Access to justice

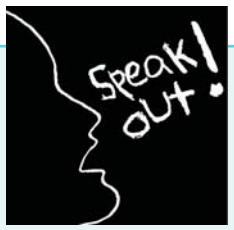


The Protocol provides for:
Equality in the treatment of women in judicial and quasi-judicial proceedings, or similar proceedings, including customary and traditional courts and national reconciliation processes;
- *Equal legal status and capacity in civil and customary law;*
- *The encouragement of all 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.*

Laws exist to prevent actions that could result in harm and provide recourse where someone's rights are violated. A persistent lack of access to and mal-administration of justice compromises women's rights. Women are often unaware of the laws and policies that are in place to protect them. Cases of gender based violence (GBV) often take very long to finalise resulting in cases being withdrawn. The institutions that are set up for women's protection often violate them further. The story that follows documents a young woman's treatment at the hands of the police and how impunity was served instead of justice.

[34] http://www.peacewomen.org/assets/file/Resources/NGO/hrinst_genderinequalityinthedrc_wilpf_december2010english.pdf

Zambia: Raped at 14





I am a 14-year-old girl who was detained at Prospect Police Post on the Lusaka-Kabwe Road near Kabwe in Zambia, for three months before being taken to Mukobeko Prison on 31 July 2007. While I was there, a police officer raped me. I now have a child, and am living with HIV.

A friend from school stole some clothes and came to my parents' house to seek refuge. She did not tell me that the clothes were stolen.

One day, my mother went to the roadside market where she heard people saying that my friend was wanted the police. I confronted my friend who immediately took off to unknown destination.

My father thought it wise to report the matter to the nearby police station. The officers and the woman whose clothes were stolen came to our house, where they found me in one of the tops that my friend gave me. Despite my parents and I explaining what happened, I was charged with burglary and theft. They arrested me and took me to Prospect Police Post where I was detained before being taken to prison.

While in custody, a police officer whom I can identify used to take me to his home at night and rape me repeatedly. He threatened to kill me if I had told anyone about what he was doing to me.

This officer was often alone on night duty when the officer-in-charge (OIC) travelled out of town. One day, while the officer was taking me back to my cell from his house, a male detainee saw us and told the officer that he would report him to higher authorities.

The OIC opened a docket against this officer. I was then moved to Mukobeko Prison where I developed severe rash on my face. When I went to the prison clinic, they discovered that I was pregnant and infected with a sexually transmitted infection (STI).

The Prospect Police Post received a letter from the prison authorities requesting them to allow me go to the hospital for a medical check-up with the same officer who impregnated me. The hospital tested him for HIV and he was positive. I was positive too. The medical results also confirmed that I was raped.

The officer then confessed to my mother that he had sexually abused me and infected me with HIV. The officer was transferred to another station within the province, while I have remained here with all my problems. The officer took advantage of my situation and left with a child and a life-long disease that my child may have too.

Source: First-hand account from a survivor of GBV in Zambia, compiled and published as part of the "I" Stories series.

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.

Table 1.3: 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 2014.

As outlined earlier in the chapter, the main contradictions exist between constitutional law and personal law. This emerges from the patriarchal mind-set that the personal is not public. Important issues such as marital rape, intimate partner violence (IPV), inheritance and child custody are dealt with in 'private' spaces. As a result the relevant laws are not known and utilised.

Seven SADC countries have established the age for marriage at 18 or above: Namibia is most progressive with the age of marriage at 21 for boys and girls. In six countries the age for marriage for boys and girls is 18. The marriage age in the DRC, Lesotho, Malawi, Seychelles, Tanzania, Zambia and Zimbabwe is between 15 and 16. In these countries the marriage age for boys is 18.

Under customary marriage law, there is no fixed age for marriage. 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. This also creates dependency and perpetuates vulnerability to GBV.

Early marriages have serious health and other social justice consequences for girls. The first priority is to set one marriage age for boys and girls. A more difficult but appropriate option is to set the marriage at 21. This would give both girls and boys the opportunity to complete schooling and if they wanted to continue to higher learning.

In principle, marriages take place with a woman's consent in most countries: Under civil law in all countries except Tanzania, marriage must take place with the woman's consent. Consent is necessary to avoid forced or child marriage. Consent cannot be obtained from a person who has not reached the age of majority. In the case of Tanzania, a woman's parents can consent on her behalf to marriage under the Law of Marriage Act. In other SADC countries, the issue of consent with regards to customary marriage is problematic. Under customary law, often in conflict with common 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.

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.

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, the mother may be granted custody only with the father maintaining guardianship.[35] In the case of Tanzania, customary law entitles women to child support in nebulous and undefined "special circumstances." While laws enforce maintenance payments in ten SADC countries, enforcement remains 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.



Zambian delegation call for equality at the SADC Gender Summit in 2014.
Photo: Thandokuhle Dlamini

[35] 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.

A detailed analysis of the Botswana and Zambia constitutions provides insight into the context, legal frameworks and customary laws that govern widowhood and inheritance in these countries. These two cases include challenges that are present in most SADC countries with the exception of South Africa.

In **Botswana**, there is a statutory scheme of inheritance based on community property, written wills, and intestate succession laws provided for the inheritance of widows and children. For the great majority of the Batswana people, however, there is no codified law of succession.

Throughout Botswana, women are excluded from the great majority of traditional leadership positions. Within a family, the father is the customary head. According to the patrilineal system of marriage that most Batswana follow, a married woman belongs to her husband's ethnic group. Most of the property owned or acquired by the couple in the course of the marriage belongs to the husband, which he will pass to the eldest son upon death.



Lealobaneng Leatome and Sholofelo Gaguitswe working hard to sustain their families in Botswana. *Photo: GL Botswana*

A woman retains, in theory, the right to certain property, such as her ploughing fields, which are intended for her daughter's inheritance upon her death. The male household head, however, determines whether the property will go with the daughter into her marriage. Although this land and all decisions regarding it should technically belong to the woman, the male household head has the power to make all decisions about land transfer in his family. He can divest the woman of her access to the land at will.

There is a provision in the Customary Courts Act, which codifies the customary court system, mandating courts to apply "the customary law of that tribe or tribal community so far as it is not incompatible with the provisions of any written law or contrary to morality, humanity, or natural justice." This theoretically presents an opening through which many harmful traditional practices, especially those disinheriting women, could be effectively challenged in the statutory courts. In practise that is hardly ever the case.

As the government representative in the famous case of Unity Dow (who contested her US husband not getting citizenship) noted: "It is not unfair to say that if gender discrimination were outlawed in customary law, very little of customary law would be left at all." Women's rights advocates should attempt to change this understanding of women's rights as offensive to traditional culture, and try to redefine patriarchal notions of custom into those that respect both women's rights and tradition.

Zambia, like Botswana, has a dual legal system: statutory, constitutional, and common law coexist with a parallel yet often contradictory customary law system. The Zambian Constitution also has a Bill of Rights that guarantees equal protection under the law to all citizens. Like Botswana, the Zambian Constitution excludes from its equal protection and anti-

discrimination provisions, practices pertaining to marriage, divorce, devolution of property, and other personal and family matters. In these areas of critical concern for women, the law legitimises a discriminatory customary system.



Celebrating Zambian culture, need to engender some elements of culture to ensure that culture does not contradict the constitution.
Photo: Zotonantenaina Razanadratefa

In 1989, Zambia enacted the Intestate Succession Act, which significantly affected women's legal inheritance rights. The Act, which governs the administration of an estate when there is no will, establishes the spouse (male or female) as the primary inheritor of the decedent's estate. It guarantees a life interest in the marital home for the surviving spouse. Although beneficial to women because it secures their right to remain in their home, the law falls short of granting equal inheritance rights to women. The widow does not inherit the title to the home; instead, she may only stay until her own death or remarriage. She gains only the right of use, not absolute ownership. Additionally, enforcement of the Intestate Succession Act requires a widow to take her case before a statutory court, which, for the reasons mentioned above for Batswana women, is not a realistic option for most Zambian women.

In Zambia, most customary law is administered by local courts and traditional courts. The Zambian government, through the Local Courts Act, officially recognises local courts as the administrators of customary law and some statutory law. Decisions from these courts can be appealed to higher courts which, similar to the Botswana courts, will enforce customary law as long as it is not "repugnant to natural justice, equity, and good conscience." In addition to the official local courts, there are also traditional courts over which traditional leaders preside who resolve conflict at a local level in accordance with the specific customs and practices of the locality. These courts, which operate primarily in rural areas, are not officially recognised by the Zambian government, and there is no link between these courts and the local courts or other official Zambian courts. Chiefs recommend the appointees who sit on the local courts, the local court justices, like the chiefs themselves, are primarily male.

Customary law in Zambia varies among the country's seventy-three ethnic groups. Of these groups, sixty-nine are matrilineal, meaning that lineages and families are traced to a female ancestor, and the blood line is traced through the female members of the family. Despite the centrality of matrilineal women to the definition of family and ancestry, men in matrilineal societies, like their patrilineal counterparts, wield the actual power. Men are the traditional leaders who sit as chiefs and headmen and preside over traditional courts.

Customary law relating to inheritance in matrilineal societies provides that when a man dies, his primary heirs are his nephews (his sisters' children). This matrilineal system of inheritance stands in direct contrast to the Intestate Succession Act, which devises an inheritance scheme that is patrilineal. The Act establishes certain inheritance rights for the spouse, dependents and the decedent's parents.

The direct conflict of this Act with the practice of land distribution among the large majority of Zambian families has severely limited its applicability and effectiveness. Another hurdle to the implementation of women's inheritance rights in Zambia is the phenomenon of property-grabbing. Although the practice is often defended as the traditional right of the relatives to inherit the property of the deceased, many women's rights organisations operating within the country recognise that in the face of increasing poverty, traditional property schemes have been manipulated to justify the disinheritance of women.



Matrine Chuulu, regional director of Women in Law, Southern Africa, has been working on the new Zambian constitution.
Photo: Thandokuhle Dlamini

In Zambia and elsewhere, where an extended family support system exists, relatives are often overburdened to take on the extra responsibility of caring for other relatives. The family will often come and claim the property but not uphold the accompanying responsibility of caring for the decedent's family. What is claimed as cultural practice is in truth a manipulated version of the traditional inheritance scheme's original form and intent that disproportionately and negatively affect women's rights.

In addition to organising community widows' support groups that attempt to fend off property grabbers, many NGOs are working to correct the misinformation and misunderstanding about cultural practices that currently stand as a barrier to implementing gender-fair inheritance laws. Cultural norms support a woman's right to inherit, and a proper understanding of the way in which the cultural practice developed will lead to greater acceptance of women's inheritance rights. They believe traditional culture and international human rights standards are not at odds, but complementary if properly understood.

Like in Botswana, Zambia's dual system of law simultaneously promotes concepts of equality and anti-discrimination, but allows a discriminatory system of customary law to govern the majority of matters affecting an ordinary citizen's lives. Although the provisions of the Intestate Succession Act are available to all Zambians, it is largely ignored and disfavoured by local courts since its terms are foreign to the family systems in which the majority of Zambians live. As human rights organisations seek to change cultural understandings about women's inheritance rights, the statutory law should also be sensitive to the context in which it will be applied. It should not seek to usurp the entire familial system on which much of Zambian society is based, but it should rather create ways to protect women's rights that are more familiar, less threatening, and that can be better integrated into traditional cultural structures.

Under customary law, when a man dies, all of his 'self-acquired' property (which often includes property acquired with the assistance and labour of his wife) returns to his lineage and is distributed accordingly. In patrilineal societies, as in most of Botswana, the land will thus go to a son or brother. In matrilineal societies, as in most of Zambia, the property will devolve to nephews. In both systems, the widow is usually entirely dispossessed.



Botswana Association of Local Authorities working with women and men to change gender atittudes in local councils. *Photo: Vincent Onthuise*

In Botswana, constitutional and statutory reform is necessary in order to seal the loophole that allows customary law to discriminate against women. In Zambia, where patrilineal systems of inheritance are codified even though much of the country is matrilineal, the law could be reformed to recognise matrilineal systems of inheritance in ways that respect women's rights.

Changes in entrenched traditional practices can never be achieved solely by passing a law. Laws are only effective if actually enforced; if enforcement is possible with understanding and acceptance; and respect for the law is secured among people; and people believe in its necessity. Ultimately, women's right to inherit will be ensured only when cultural understanding encompasses a respect for women's rights and when statutory legal systems respect and adapt to the cultures in which they will be applied.[36]

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.

Providing girls with the space to exercise their voice, choice and control is a priority to break the cycle of gender inequality. Girls' choices are stunted through early marriages; GBV, secondary status (compared to men) and not accessing education. SADC countries' have to change the context and daily lives of young women to ensure that they have access to education and economic opportunities that ensure a much greater extent and array of choices in adulthood.

[36] http://www.wcl.american.edu/hrbrief/11/2richardson.pdf

Southern Africa: If you educate a girl, you educate a nation



According to findings published by the UNESCO Institute of Statistics (UIS) in September 2013, although laudable, only 74% of the African youth, will be literate by 2015. The study also finds that out of the 148 countries surveyed, the lowest performers in youth literacy rates are countries found in Sub-Saharan Africa. The global youth illiterate population is over 123 million, of which 61% are girls.

The 2013 SADC Gender Protocol Barometer echoes similar disparities in literacy rates among men and women. With the exception of Lesotho and Seychelles, women in Southern Africa have lower literacy levels than men. Less than half the fifteen SADC states have achieved the gender parity targets at primary, secondary and tertiary levels, while only six countries in the region: Mauritius, Seychelles, South Africa, Botswana, Zambia and Swaziland have higher proportions of women than men at tertiary level.

After observing father's day this past Sunday, Sir Seewoosagur Ramgoolam (SSR)- also known as the 'Father of the Nation', came to mind. He was the first Prime Minister of Mauritius and after leading the former British colony to full independence, he fought for the establishment of free education and free health - achievements that are still only aspirations for many nations across Africa and the world. SSR understood that free healthcare and education went hand in hand: healthy children made good students; good students made good citizens and good citizens made a good nation. Since 1976, he opened classrooms to girls. SSR believed the adage that if you educate a girl, you educate the nation, and indeed our father of the nation was right.

Article 11 of the SADC Gender and Development Protocol requires Member States to "ensure that girls have equal access to education." Out of 11 SADC countries surveyed, Mauritius has the highest proportions of women at tertiary education and the country is well within reach of gender parity in primary and secondary education before the 2015 deadline. Furthermore, according to a 2011 Population Census, the youth literacy was almost equal for both boys and girls aged between 12-19, and sits at over 90%.

In a backgrounder published by UNICEF on the importance of girl's education, "Education is vital to ensuring a better quality of life for all children and a better world for all people. But, if girls are left behind, those goals can never be achieved. In country after country, educating girls yield spectacular social benefits for the current generation and those to come. She will be more productive at home and better paid in the workplace. She will be better able to assume a more active role in social, economic and political decision-making throughout her life."

A child's first sphere of socialisation is the family and in a patriarchal world, fathers are more often than not the head of the family and the ones who 'lead' the way. At the dawn of 2015, there is still time to make a change and lead in a better way, to ensure gender equality and that our girl children are educated.

To all African fathers who wish to be celebrated on the Father's Day to come, to be revered as role models and to be drivers of change, help educate the nation: start at home and support your child's education. It is not only the greatest gift a father can give to his child, but it is a basic right and necessity, for all children regardless of gender.

Kelvin Suddason, article written for GL News Service for the Phenomenal Fathers special series.

HIV and AIDS affects the girl child in the SADC region: UNICEF Executive Director, Carol Bellamy, states "Education is crucial to success against the pandemic. In fact, UNICEF remains convinced that until an effective remedy is found, education is one of the most effective tools for curbing HIV/AIDS."
HIV and AIDS significantly impacts on the challenges young women face throughout the SADC region, due to the following factors:

- The group most affected by HIV and AIDS is between 15 and 24, the majority of these are women.
- Girls are three times more likely to contract HIV.
- Orphans and vulnerable children are less likely to attend school.
- Women and girls across most of the SADC region have higher HIV and AIDS prevalence rates than men and boys;



Primary school girls march in a GBV protest in Mauritius.
Photo: Olivier Meth

- 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.

Difficult areas

There remain several diificult areas such as sex work, marital rape, abortion and LGBTI rights. The latter was discussed earlier in the chapter. This section will focus on sex work, marital rape and abortion.

Sex work

In all SADC countries sex work is a criminal offence. Sex workers are vulnerable to exploitation from clients and law enforcement agencies. They are have limited access to health care facilities and the justice system. As citizens, these women and men are entitled to their rights as guaranteed in the constitutions. Although the decriminalisation of sex work is an important priority, it is recognised that women and other vulnerable groups, more often than not, resort to sex work because they are less able to access their human rights due to the unequal society they live in. Thus decriminalisation should not legitimate the different gender and economic



inequalities that compel people to sell sex for survival and economic wellbeing.

One of the main challenges currently that sex workers are considered criminal while their clients, primarily male are not criminally liable. If the service is illegal then the users of the services should be charged as well.

In their position paper on decriminalising sex work, the South African based Sex Workers Education and Advocacy Taskforce (SWEAT), calls for decriminalisation (of sex work), based on the international language of human rights. There is now a counter discourse opposing decriminalisation, based on religion and on the argument that sex work is "un-African." This notion must be challenged urgently.

Another counter discourse is the belief by some NGO's, that legalising sex work, legitimises existing inequalities that coerce people into transactional sex.

Marital rape

Marital rape is recognised in only a few African countries. In SADC, only South Africa, Lesotho, Namibia, Seychelles, Tanzania and Zimbabwe have explicitly outlawed marital rape in their Penal codes.[37] 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 spite of all the international, regional, sub-regional instruments and national laws, there remain pervasive violations of women's human rights, compounded by the lack of implementation and adherence to instruments and laws. This must be part of the alignment between customary and common law.

Abortion

Safe Termination of Pregnancy (where it is legal) and effective post-abortion care will reduce maternal mortality in many of the SADC countries. Only two countries have legalised abortion, namely South Africa and Zambia. Even when allowed, there is the implication that procedures must be carried out by or under the supervision of doctors, a scarce resource in all of SADC countries. Post-abortion care (PAC) is however more widely available and in some countries, incomplete abortion is managed successfully by nurse midwives using the manual vacuum aspiration.[38] In line with the principles of increasing women's voice, choice and control, abortion is an unalienable right. Currently many women solicit 'back street' abortions that result in serious health complications and sometimes death.

Legalisation of 'sex work' a green light for sexual exploitation



Taina Bien-Aimée, Executive Director of the Coalition Against the Trafficking of Women.
Photo: Katherine Robinson

At an NGO event at CSW58 called Sexual and commercial exploitation: When terminology and legalisation collide with human rights, a number of women as well as Taina Bien-Aimée, Executive Director of the Coalition Against the Trafficking of Women, spoke out against the growing global movement of legalising sex work. According to the panellists, many of whom are survivors of commercial sexual exploitation, the legalisation of prostitution only works to perpetuate the inherent violence and gender inequality in society. They contend that, under the guise of advancing choice and consent, legalisation normalises and legitimises conditions of inequality that induce transactional sex and coerce women, girls and other oppressed and marginalised people into commercial sexual exploitation.

Much like the Swedish Sex Buyers Act, these women are advocating the Nordic model which aims to curb the demand for sex work by punishing the buyers of sex and not the sellers. The panel contended that sexual exploitation is a human rights violation as no one would choose to be sexually exploited or enter into transactional sex if they had equal rights, equal opportunities and a greater set of choices for self-determination.

Rachel Moran, founder of Space International and who works with Coalition Against Trafficking in Women also used the platform to launch her memoir *Paid for*. Moran went on to explain the importance of language and how the often well-intentioned word "sex work" legitimises sexual exploitation. For Moran, the term is a misnomer, because prostitution is not a safe and entirely consensual occupation with fair working conditions. She said that sexual exploitation is seen as victimless and consensual when in fact people are subject to violence, unable to access their rights and often trapped in a cycle of abuse and oppression due to existing social inequalities.

Most victims are underage girls, marginalised women and transgender people. Moran also laments the terms sex worker, prostitute and prostitution saying they are unacceptable and offensive. She says that "prostituted person" and "sexual exploitation" are far more accurate.

Source: GL News Service article by Katherine Robinson, as part of special series covering CSW58

[37] 2011 - 2012: Progress of the World's Women. In pursuit of justice, UN Women
[38] http://www.sadc.int/files/7913/5293/3503/Sexual_And_Reproductive_Health_for_SADC_2006-2015.pdf

SGP Post 2015

Constitutional and legal rights post 2015

The SADC Gender Protocol requires that by 2015, member states shall endeavour to enshrine gender equality and equity in their Constitutions and ensure that these rights are not compromised by any provisions, laws or practices. It states further that member 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. States parties shall review, amend and or repeal all laws that discriminate on the ground of sex or gender by 2015.

The SGP requires member states to ensure equal access to justice and protection before the law; abolish the minority status of women by 2015; eliminate practices which are detrimental to the achievement of the rights of women by prohibiting such practices and attaching deterrent sanctions thereto; and eliminate gender based violence. States parties shall 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. In addition state parties shall put in place legislative and other measures to ensure that parents honour their duty of care towards their children, and maintenance orders are enforced. States shall put in place legislative provisions which ensure that married women and men have the right to choose whether to retain their nationality or acquire their spouse's nationality. States Parties shall enact and enforce legislation to ensure that widows are not subjected to inhuman, humiliating or degrading treatment. States parties shall adopt laws, policies and programmes to ensure the development and protection of the girl child.



Discussing women's representation in political decision making at a 50/50 workshop in Kinshasa, DRC.
Photo: Anna Mayimona Ngemba

Progress to date

To date, the region has seen notable progress in including gender and gender equity in constitutions. Eleven constitutional reviews have resulted in strong gender provisions. The new Tanzania constitution has taken the 50/50 quota for women's representation to another level by stipulating that voters in every province should elect two parliamentarians, of whom one has to be a female and the other a male. Thirteen of the 15 SADC countries have affirmative action measures in place.

Most SADC constitutions provide general protection from discrimination as well as discrimination on the grounds of sex. Only Swaziland does not provide for non-discrimination on the basis of marriage, pregnancy and other related criteria. Most constitutions, except South Africa, remain silent on the rights of diverse gender identities.

Twelve SADC countries have explicit and related constitutional provisions that promote gender equality. Only Botswana, Seychelles and Zambia do not have specific clauses that relate to gender equality. Ten SADC countries do not have claw back clauses in their constitutions. The constitutions of Botswana, Lesotho, Malawi, Mauritius and Swaziland include claw back clauses that generally relate to cultural practices and personal laws. Women are prejudiced in customary legal systems. Moving forward these clauses must be challenged. A more significant challenge is that even where this is clearly outlawed, such practices continue in reality.

Seven SADC countries have established the age for marriage at 18 or above: Namibia is most progressive with the age of marriage at 21 for boys and girls. In six countries the age for marriage for boys and girls is 18. The marriage age in the DRC, Lesotho, Malawi, Seychelles,

Tanzania, Zambia and Zimbabwe is between 15 and 16. In these countries the marriage age for boys is 18.

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.

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 the mother may be granted custody only, with the father maintaining guardianship.[39] 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



[39] Aphane, D. (2009) p.28.



Community members in Ranopiso, Madagascar, discussing the SGP in a village level workshop. *Photo: Zoto Razanadratefa*

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.

Status of existing targets

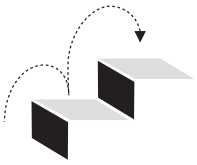
The challenge in most countries is that strong constitutional and legal provisions do not result in changes in women's lived realities. On paper most countries are doing well in establishing legislative frameworks with strong gender provisions. These unfortunately do not always translate into action. Dual legal systems that result in contradictory provisions undermine gender equality and women's equal status. Currently the SGP does not have indicators to describe the change that will be evident if the SGP targets are met. The targets in constitutional and legal have to move beyond the existence of enabling environment for gender equality to actual implementation.

The existing constitutional and legal rights targets in the SGP are comprehensive and should result in far reaching change if implemeneted. However, the current provision do not include four difficult but important areas that serve as a litmus test for how far and how deep gender discourse has advanced in the SADC region. These are: recognition of marital rape as a crime punishable by law; decriminalisation of sex work; legalisation of termination of pregnancy; and rights of people of diverse gender identities.

The watch words of gender activists in the post 2015 agenda are voice, choice and control. Willingness to strengthen the existing SGP targets that relate to constitutional and legal rights will be a key test of SADC governments moving into the next phase of the struggle for gender equality. Table 1.4 summarises twenty possible targets and 21 indicators for the post 2015 SGP. These derive from the analysis at Annex A, which takes account of existing SADC targets, the Sustainable Development Goals, and various targets and indicators that have been proposed globally. These form a basis for discussion and negotiation in the build-up to 2015.

Table 1.4: Summary of proposed indicators		
AREA	**TARGETS**	**INDICATORS**
Promotion of gender equality in constitutional provisions and ensuring these are not undermined in any way	1. State parties shall include specific clauses to promote gender equality and equity in their constitutions, and ensure that these are not contradicted in any way by customary, traditional and or religious practices.	1. The extent and scope of specific clauses to promote gender equality and equity in the constitution.[40]
		2. No of successful test cases challenging unconstitutional gender justice practices.
	2. State parties shall ensure that Constitutions prohibit harmful traditional practices.	3. Laws are in place prohibiting harmful traditional practices.[41]
	3. States Parties shall ensure that Constitutions give married women and men the right to choose whether to retain their nationality or acquire their spouse's nationality.	4. Number of discriminatory laws repealed or amended.[42]
	4. States Parties shall by 2030 ensure the equal rights and protection of widows and widowers.	5. Reduction in the number of cases of widow and widower disinheritance.
	5. Citizen Score on government performance on gender, Constitutional and legal matters rises progressively to 90% by 2030.	6. Percentage increase in the citizen scores on Constitution and legal matters for the region and in each country.[43]
Abolishing of discriminatory laws and	6. State parties shall review, amend and or repeal all laws that discriminate on the ground of sex or gender in accordance with Constitutional provisions by 2030.	7. Proportion of discriminatory laws repealed or amended.[44]
promoting women's rights	7. State parties abolish the minority status of women by 2030 to ensure equal legal status and capacity in civil and customary law, including, amongst other things, full contractual rights, the right to acquire and hold rights in property, the right to equal inheritance and the right to secure credit.	8. Number of countries that abolish the minority status of women.
	8. State parties shall decriminalise sex work by 2030.	9. Extent to which sex work is decriminalised in all SADC countries.[45]
	9. Repeal laws criminalising diverse gender identities by 2030.	10. Number of countries that repeal laws discriminating against persons of diverse gender identities.[46]
	10. State parties shall recognise marital rape by 2030.	11. No of countries that recognise marital rape.[47]
	11. State parties shall legalise Choice of termination of pregnancy by 2030.	12. No of countries that legalise Choice of Termination of pregnancy.[48]
Family law	12. States Parties shall 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.	13. Gender responsiveness of family law provisions.
	13. States Parties shall enact and adopt appropriate legislative and other measures to ensure equal rights and access to property acquired during their relationship.	14. Gender awareness of judgements in family law cases.
	14. States parties shall put in place legislative and other measures to ensure that parents honour their duty of care towards their children, and maintenance orders are enforced.	15. No of maintenance cases in courts, and analysis of underlying issues.[49]
The girl child	15. States Parties shall by 2030 adopt laws, policies and programmes to ensure the development and protection of the girl child in accordance with the United Nations Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child; and 16. Protect girls from economic exploitation, trafficking and all forms of violence including sexual abuse.	16. Responsiveness of all gender laws and policies to the needs of the girl child.
	17. State parties shall enact and enforce legislative and other measures	17. No of cases of trafficking involving girls and extent to which justice is served.

AREA	TARGETS	INDICATORS
Access to justice	17. State parties shall enact and enforce legislative and other measures to ensure equal access to justice and protection before the law by 2030.	18. No of countries that provide legal assistance.
	18. State parties shall ensure that by 2030 all women have access to accessible and affordable legal services, including free legal aid when required.	19. Percentage women accessing free legal aid.
Gender responsive legal system	19. By 2030 The provision of educational programmes to address gender bias and stereotypes and promote equality for women in the legal system;	20. Proportion of justice functionaries who have undergone gender training.
	20. Women have equitable representation on, and participation in, all courts including traditional courts, alternative dispute resolution mechanisms and local community courts.	21. Proportion of women in the judiciary and traditional legal systems including alternative dispute resolution mechanisms.[50]



Next steps

The dual legal systems and contradictions between constitutional and customary law are amongst key drivers of gender inequality in the region. This coupled with the notion that there are "no go" areas on the basis of custom, culture and religion mitigate against progress. Within the global context there is recognition that the basic needs approach of the MDG's needs to be replaced by a more rights-based approach. This opens many avenues for strengthening the existing provisions of the SGP as well as bringing in important new rights for advancing gender equality. Specific actions include:

- A strong women's and girl's rights lobby within the post 2015 campaign, especially around the more contentious issues important for strengthening women's rights.
- Bringing together the experiences of SADC countries in reviewing constitutions and developing a model gender-aware constitution for the region.
- Aligning customary and common laws; lobbying and advocating for a unified systems of formal and customary laws;
- Intensifying legal education and awareness.
- Costing and budgeting to implement gender-related laws and policies including:
- Tracking funds allocated by government towards affirmative action programmes across various sectors.
- Government and/or other agencies to build the knowledge of traditional leaders and chiefs among other target groups on gender equality and women's human rights in relation to access to justice.
- Government action to tackle childhood marriage.
- Government action to address issues faced by widows as a specific group to protect them from discrimination and violations of their rights.

[40] Develop a model constitution that includes gender specific clauses and where gender is mainstreamed in the constitution overall. Compare country constitutions to the model constitution.
[41] Audit of legislation on harmful traditional practices in all SADC countries.
[42] Baseline study to establish all the laws that need to be repealed and amended.
[43] Gender Links online Citizen Scorecard is administered to at least 5000 people per country annually by SADC Gender Protocol Alliance partners.
[44] Baseline study to establish all the laws that need to be repealed and amended.
[45] Audit of legislation in all SADC countries.
[46] Establish which countries have discriminatory legislation on sexual minorities and gender identities and track progress on repealing such laws in all SADC countries.
[47] Audit of legislation in all SADC countries.
[48] IBID
[49] Gather data from Departments Social Development and Justice.
[50] Baseline audit of women in legal structures and annual follow up.



Forgotten by families

Anushka Virahsawmy

CHAPTER 2

Gender and governance

Articles 12-13

KEY POINTS



Getting it right: 30% to 50% in Swaziland. *Photo: Thandokuhle Dlamini*

- With less than one year 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. Over the six years, women's overall representation in parliament hit its highest at 26% in 2014.
- Women's representation in local government dropped from 28% to 24%.
- Women's representation in cabinet has hovered between 21% and 22%.
- SADC's only woman head of state ever, Joyce Banda, lost her position after a brief stint as president of Malawi in the May 2014 elections.
- During elections in 2013/2014, women's representation in parliament increased in Zimbabwe, and in local elections in Mozambique but dropped in parliament in South Africa and Malawi, and in local elections in Swaziland and Zimbabwe. Malawi held local elections for the first time in several years, but only achieved a 12% representation of women.
- South Africa (tenth) and Seychelles (fifth,) are the only two SADC countries in the top ten global ranking of women parliamentarians around the globe.
- Between August 2014 and the end of 2015, five more SADC countries – Botswana (local and national); Mozambique (national), Namibia (national), Mauritius (national) and Tanzania (national and local) are due to hold elections.
- Detailed projections provided later in this chapter lead to the conclusion that by the end of 2015, representation of women in both local and national elections will increase to 29% and 28% respectively, but fall shy of the 30% (let alone 50%) mark.
- Calculations in this chapter reflect the global reality that women's political representation is highest in Proportional Representation (PR) electoral systems (38% in parliament and 37% in local government) and in countries with quotas (38% in parliament and 37% in local government).
- Ruling parties in seven (almost half) of SADC countries have adopted quotas of one kind or another. In two instances (South Africa's ANC and SWAPO of Namibia) these quotas are in line with the SGP parity targets.
- The focus of the Fifty Fifty campaign must be on the adoption of special measures to ensure that gender parity is achieved in the post 2015 era.

Trends table - Governance							
	2009	2010	2011	2012	2013	2014	Target 2015 %
WOMEN IN PARLIAMENT							
Average % women - region	25%	24%	25%	24%	24%	26%	50%
No. of countries that have achieved over 30% women in Parliament	5	3	4	5	5	6	15
Highest (country/%)	South Africa (42%)	South Africa (4%)	South Africa (43%)	Seychelles (45%)	Seychelles (44%)	Seychelles (44%)	50%
Lowest (country, %)	DRC (8%)	DRC (8%)	Botswana (8%)	Botswana (8%)	Botswana (8%)	Botswana DRC (10%)	50%
WOMEN IN CABINET							
Average % women - region	21%	22%	22%	24%	22%	21%	50%
No of countries that have achieved over 30% women in Cabinet	2	3	3	2	3	2	15
Highest (country/%)	South Africa (41%)	South Africa (41%)	South Africa (41%)	South Africa (42%)	South Africa (41%)	South Africa (41%)	50%
Lowest (country/%)	Zimbabwe (8%)	Mauritius (12%)	Mauritius (12 %)	Mauritius (12%)	Mauritius (8%)	Mauritius (8%)	50%
WOMEN IN LOCAL GOVERNMENT							
Average % women- region	24%	24%	24%	23%	24%	24%	50%
No of countries that have achieved over 30% women in Local Government	6	5	5	5	5	5	15
Highest (country/%)	Lesotho (58%)	Lesotho (58%)	Lesotho (58%)	Lesotho (49%)	Lesotho (49%)	Lesotho (49%)	50%
Lowest (country/%)	Mauritius (6%)	Mauritius Madagascar (6%)	Mauritius (6%)	Mauritius Madagascar Zambia (6%)	Mauritius Madagascar (6%)	Madagascar Zambia (6%)	50%
SCORES							
SGDI			48%	47%	48%	48%	100%
CSC	50%	50%	50%	56%	66%	67%	100%

With less than one year 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. Over the six years, women's overall representation in parliament hit its highest at 26% in 2014, increasing by two percentage points from 24% in 2013. However, best predictions in this chapter are that even with five more elections by the end of 2015, this figure will at most rise to 29%, meaning SADC will not have achieved the original 30% let alone 50% target by 2015. Women's representation in local government slid from 26% to 24% in the year under review, and may just claw back to 28% by the end of 2015, but will also fall shy of both the 30% and 50% targets.

This period presents an opportunity for the region and for the 50/50 campaign to say with one voice: *Fifty-fifty by 2015: Yes we must!* During the 2014 SADC Protocol@Work summits, Alliance networks held working meetings on the 50/50 campaign and came up with country-specific strategies included in this chapter.

The strong message that emerged from these consultations is that without specific measures - quotas and electoral systems - to increase women's political representation, change will remain painfully slow. SADC now has examples of every combination of quotas and electoral system to show that with the necessary political will, change is possible! Calculations in this chapter reflect the global reality that women's political representation is highest in Proportional Representation (PR) electoral systems (38% in parliament and 37% in local



Former Mozambican Prime Minister Louisa Diogo launches the 50/50 campaign during the Mozambican SADC Protocol@Work summit.
Photo: Alice Banze

government) and in countries with quotas (38% in parliament and 37% in local government).

Countries with First Past the Post Systems (17% women in national and 14% women in local) have the lowest level of women's representation, as do countries with no quota (17% national and 8% local). However, countries with the FPTP system have shown innovation over the last few years by following the Tanzania example of adopting to a mixed system, with women able to run for the openly contested seats, and be awarded an additional 30% of seats on a PR basis in accordance with the strength of each party.



The **Zimbabwe** elections in July 2013 provided a stark example of the possibilities and pitfalls of gender and election strategies. Zimbabwe witnessed an increase of 22 percentage points in women's representation in parliament from 16% to 38% thanks to the Constitutional quota that created a mixed system and guaranteed women a minimum of 22% of the seats in the National Assembly. However, in the absence of similar provisions for local government the proportion of women in this sphere of governance declined from 18% to 16% in the same election.



In **South Africa**, the proportion of women in parliament declined from 43% to 40% following the May 2014 elections. The ruling African National Congress (ANC) became the first political party in SADC to adopt a voluntary 50% quota (the South West Africa Peoples Organisation in Namibia has since followed suit). The danger of voluntary quotas, long raised by activists, is that they are linked to the electoral fortunes of political parties. This proved to be the case in the South African elections. The decline in women's political participation in the May elections is directly attributable to the decline in the ANC's proportion of the vote, from 66% in the last election to 62% in the 2014 elections.



Malawi had a spirited 50/50 campaign but no constitutional or legislated quotas in FPTP system. The elections took place at a turbulent time, marred by charges of foul play. As often happens in such circumstances - and despite an incumbent woman president contesting the elections- the proportion of women dropped significantly to 17% from 22%.

For a moment too brief, the SADC regions marvelled and celebrated the first female President, Joyce Banda, former President of Malawi. She lost to Peter Mutharika (brother to the late former leader Bingu Mutharika) during the May 2014 elections.

During her brief tenure, Banda chaired SADC and made it a point to put gender on the agenda. She hosted the tenth anniversary celebration of the African Charter on Human and Peoples' Rights on the Rights of Women in Africa ahead of SADC Heads of State summit in Lilongwe in August 2013. Banda and African Union leader Dr Nkosozana Dlamini-Zuma gave awards to various organisations and individuals, including the Southern African Gender Protocol Alliance, for their contribution to advancing women's rights. The Alliance had the opportunity to state key priorities for governments in the region during an open air rally on the eve of the 2013 SADC Heads of State Summit.



Role model: Former president of Malawi Dr Joyce Banda inspired girls and young women in her country. *Photo: Colleen Lowe Morna*



With 44% women in parliament, **Seychelles** has come closest to achieving the parity target in this area of political decision-making, while Botswana and DRC (10%) are the lowest. Seychelles is unique in that it is the only country in the SADC region to have achieved a high level of women in parliament without a quota, and in FPTP system. The island, which has a long tradition of men leaving in search of work, has a strong matriarchal culture. With a population of only 80 000, Seychelles has no elected local government.

The 2014 SADC regional average of women in local government is at 24%, a four percentage point decrease from 2005 (28%) when monitoring began. Three countries held local elections in the period under review. In Mozambique, the proportion of women increased from 36% to 38%. In Swaziland the proportion of

women declined from 19% to 12%, and in Zimbabwe from 18% to 16%. At 6% Madagascar and Zambia register the lowest representation of women in local government, followed by Malawi and Swaziland both at 12%. Malawi held local elections for the first time in several years in the May 2014 elections.



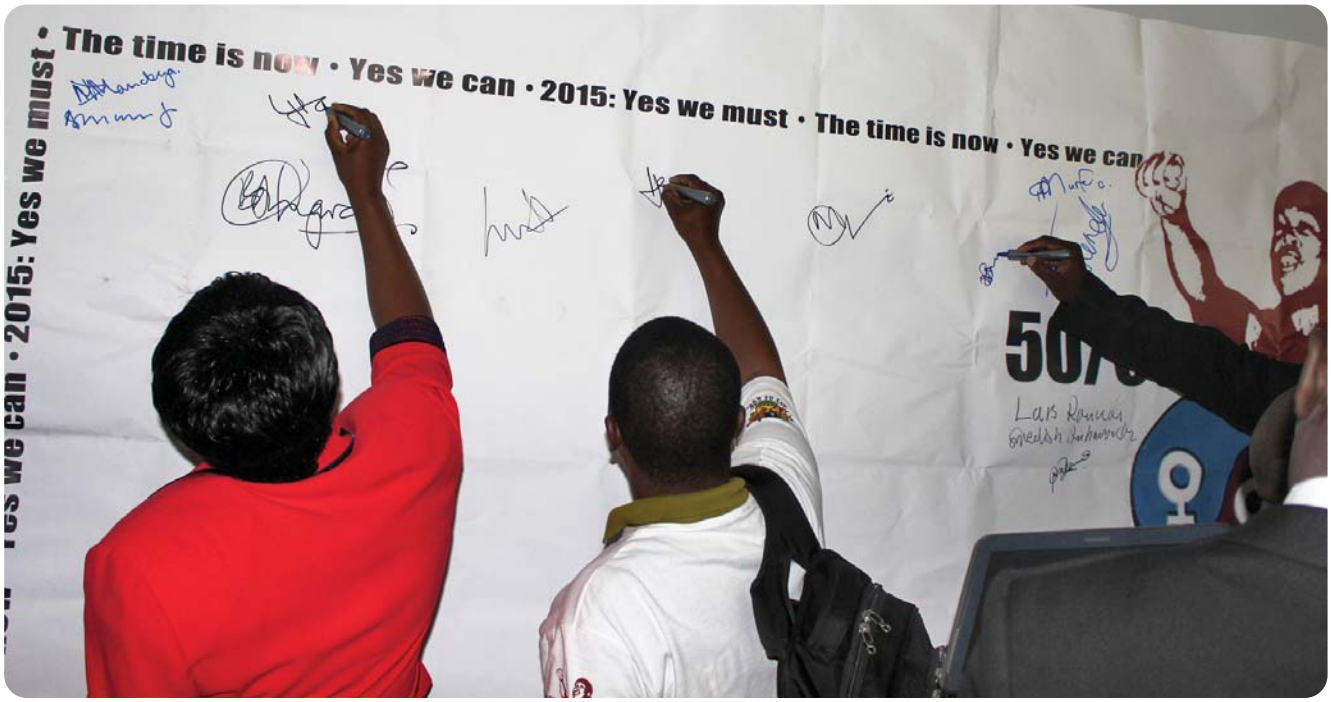
At 49%, **Lesotho** still holds the record for women's representation in local government, down from 58% in the 2006 elections. Back then Lesotho had adopted a quota reserving 30% seats for women. Although the courts upheld the quota mechanism, it left political parties unhappy. Before the 2011 elections, Lesotho reviewed the quota mechanism, creating a mixed electoral system, with 30% seats reserved for women on a PR basis. The revision resulted in a 10% decline in women's representation, but is more palatable to political parties, and delivered close to gender parity. Indeed, local government in Lesotho is the only case of political decision making in which the region has come within a whisker of parity, showing that 50/50 is possible!

Between August 2014 and the end of 2015, five more SADC countries - Botswana (local and national); Mozambique (national), Namibia (national), Mauritius (national) and Tanzania (national and local) are due to hold elections. Madagascar's long overdue local elections may also take place during this period. With primaries already past in Botswana, there is a danger of further backslide in the October 2014 elections. Mozambique (39%) and Tanzania (36%) already have a high representation of women in parliament. Mozambique has a PR system and the ruling Front for the Liberation of Mozambique (Frelimo) has a voluntary quota. Tanzania has a Constitutional quota, and this is being raised from 30% to 50%. Gains are likely in both countries.

There are moves afoot in Namibia to escalate the legislated quota at local level to national level, but it is not clear if this will happen in time for the October 2014 elections. Mauritius is debating a White Paper on Electoral reform that is likely to result in the quota at local level being escalated to national level but not in time for the 2015 national elections. It is therefore likely that only modest gains will be registered in both countries.

Detailed projections provided later in this chapter lead to the conclusion that by the end of 2015, representation of women in both local and national elections will increase to 28% to 29% but fall shy of the 30% (let alone 50%) mark. This should however give impetus to a much more strategic approach to the 50/50 campaign, with emphasis on electoral systems and quotas, accompanied by strong advocacy campaigns, rather than simply training women for political office.

Cabinet is one area in which governments should be able to make rapid progress as members are appointment rather than elected. 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 six years, women's representation in cabinet has also remained fairly static,



Signing up for the 50/50 campaign at the Zimbabwe SADC Protocol@Work summit. *Photo: Gender Links*

ranging from 21% to 24%. Women in cabinet hit its highest at 24% in 2012, declining to 21% in 2014: the lowest since 2009 when monitoring began.

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. Since women's overall representation is between 21% and 26% (Parliament 26%, Cabinet 21%, and Local Government 24%), the region is only at about halfway to where it needs to be in all three of these areas, and the SGDI for governance has hovered between 47% and 48% over the last six years.

Unlike the SGDI, the Citizen Score Card (CSC) measures citizen perceptions of governments' commitment to gender in governance. While there has been no significant change on the SGDI since 2011, the CSC has increased by 17 percentage points over the six years (from 50% to 67%). The higher perception score is probably a result of the visible 50/50 campaigns across the SADC region as well as other constitutional reviews conducted by countries like Mauritius and Zimbabwe to increase women's political representation through legislated quotas.

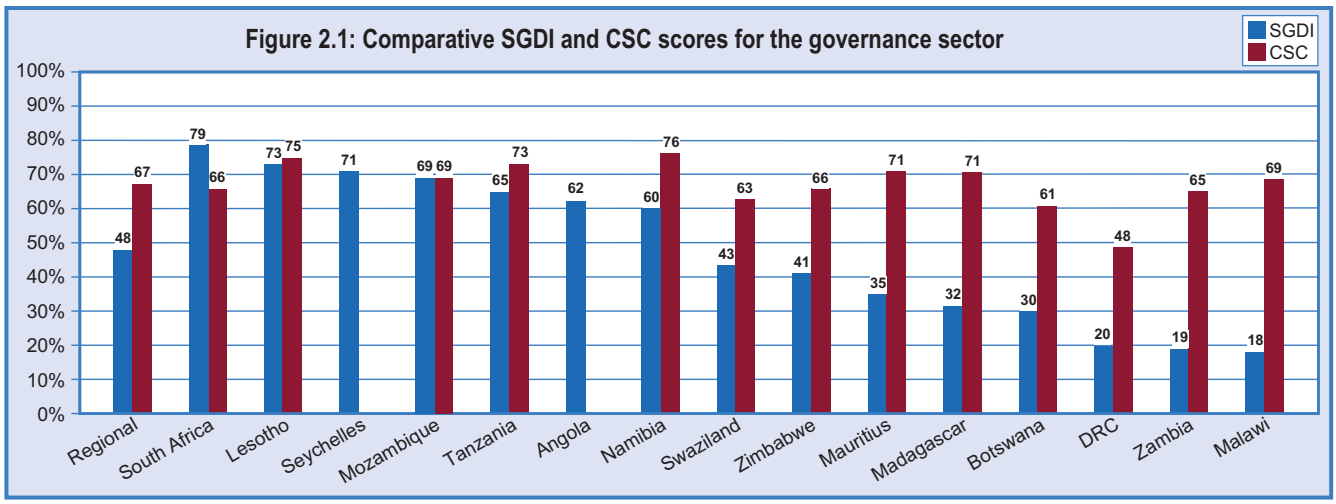


Figure 2.1 shows that South Africa, Lesotho, Seychelles and Mozambique have the highest SGDI and CSC scores. These countries have also generally performed well in this area. Madagascar, Botswana, DRC, Zambia and Malawi have the lowest SGDI scores. They also have the biggest gap between the SGDI and CSC scores. This reflects the anxiety of citizens on the ground that progress remains so slow, despite the mobilising around the 50/50 campaign.

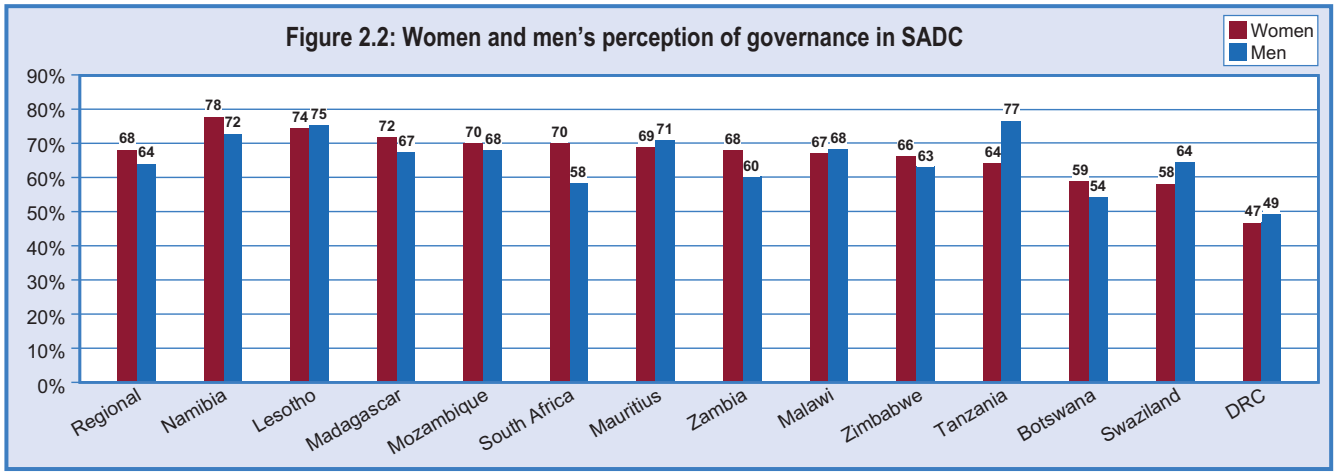
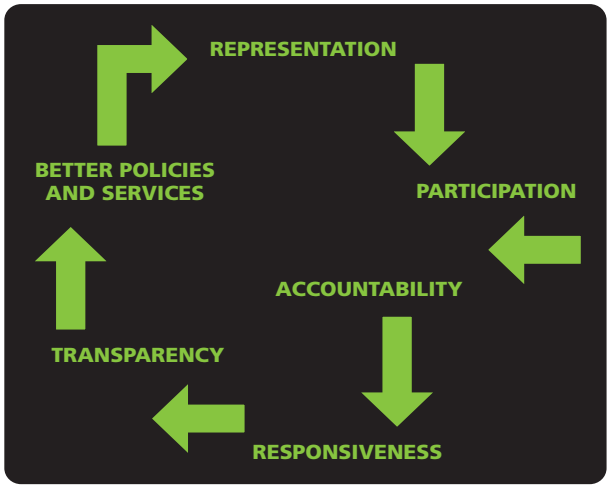


Figure 2.2 provides sex disaggregated data on the CSC. Overall, the graph shows that women at 68% are slightly more optimistic than men at 64%. The biggest gender gaps in perceptions are in Tanzania, where men (77%) are more optimistic than women (64%); followed by South Africa where women (70%) are more optimistic than men (58%). Tanzania presents an interesting scenario where the men are significantly more optimistic than women, defying the general norm that women tend to be more optimistic.

Background

Achieving gender equality requires women's active participation and involvement in decision-making at all levels, starting at 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.

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, in 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

Table 2.2: Women in parliament in SADC

Women in parliament in SADC as at July 2014

	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
Regional Average			**2913**	**774**	**27%**	**331**	**85**	**26%**	**3244**	**859**	**26%**
Angola	Unicameral	Aug-12	220	81	37%				220	81	37%
Botswana	Unicameral	Oct-09	63	6	10%				63	6	10%
DRC	Bicameral	Nov-11	498	53	11%	108	6	6%	606	59	10%
Lesotho	Bicameral	May-12	120	32	27%	33	9	27%	153	41	27%
Madagascar	Bicameral	2013	147	34	23%				147	34	23%
Malawi	Unicameral	May-14	193	32	17%				193	32	17%
Mauritius	Unicameral	May-10	69	13	19%				69	13	19%
Mozambique	Unicameral	Oct-09	250	98	39%				250	98	39%
Namibia	Bicameral	Nov-09	78	20	26%	26	7	27%	104	27	26%
Seychelles	Unicameral	2011	32	14	44%				32	14	44%
South Africa	Unicameral	May-14	400	159	40%	54	15		454	174	38%
Swaziland	Bicameral	Aug-13	65	4	6%	30	10	33%	95	14	15%
Tanzania	Unicameral	Oct-10	350	126	36%				350	126	36%
Zambia	Unicameral	Sep-11	158	17	11%				158	17	11%
Zimbabwe	Bicameral	Jul-13	270	85	31%	80	38	48%	350	123	35%

Source: Gender Links, Inter-parliamentary Union website.

[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.

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 SADC Gender and Development Protocol (SGP). Table 2.1 outlines the three key articles critical to this sector:

Table 2.1: SGP governance provisions

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

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

in 2014 and projections for 2015

Projections to the end of 2015

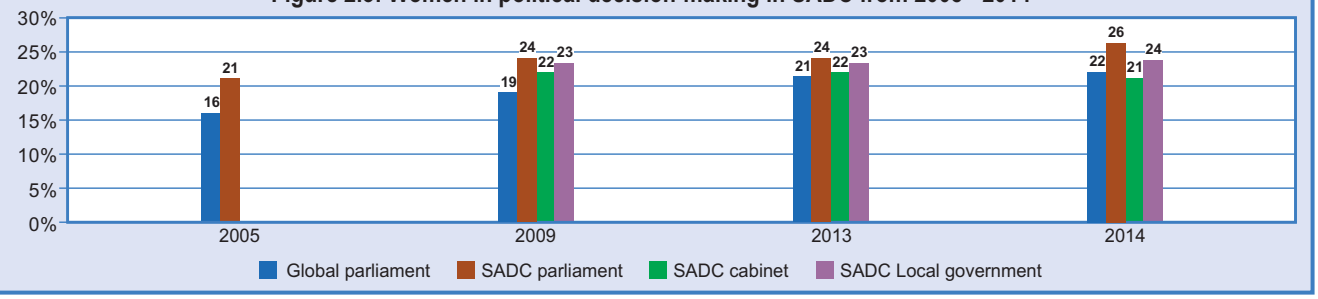
Date of next election if before 2015	Total members in lower/ single house	Women in lower/ single house	Lower house	Total members in upper/ senate house	Women in upper/ senate house	Upper house	Upper and lower	Total number of women	% Women in parliament	Comments
	3182	**862**	**27%**	**523**	**120**	**23%**	**3244**	**926**	**29%**	
2017	220	81	37%				220	81	37%	Next election in 2017.
Oct-14	63	10	16%				63	10	16%	Primaries have taken place; only 13 women contestants.
2016	498	53	11%	108	6	6%	606	59	10%	Next election in 2016.
2017	120	32	27%	33	9	27%	153	41	27%	Next election in 2017.
2018	147	34	23%				147	34	23%	Next election in 2018.
May-14	462	56	12%	192	32	17%	192	32	17%	Next election in 2019.
2015	69	17	25%				69	17	25%	White paper on electoral reform unlikely to be adopted before the elections.
Oct-14	250	110	44%				250	110	44%	Has had steady growth over last two elections and 50/50 campaign underway.
Nov-14	78	30	38%	26	10	38%	104	40	38%	SWAPO has voluntary 50% quota, move towards legislated quota but unlikely before elections.
2016	32	14	44%				32	14	44%	Traditionally high proportion of women.
2019	400	159	40%	54	15		454	174	38%	Next election in 2019.
2018	65	4	6%	30	10	33%	95	14	15%	Next elecion in 2018.
2015	350	160	46%				350	160	46%	Constitutional quota.
2016	158	17	11%				158	17	11%	Next election in 2016.
2018	270	85	31%	80	38	48%	350	123	35%	Next election in 2018.

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.

Figure 2.3: Women in political decision-making in SADC from 2005 - 2014

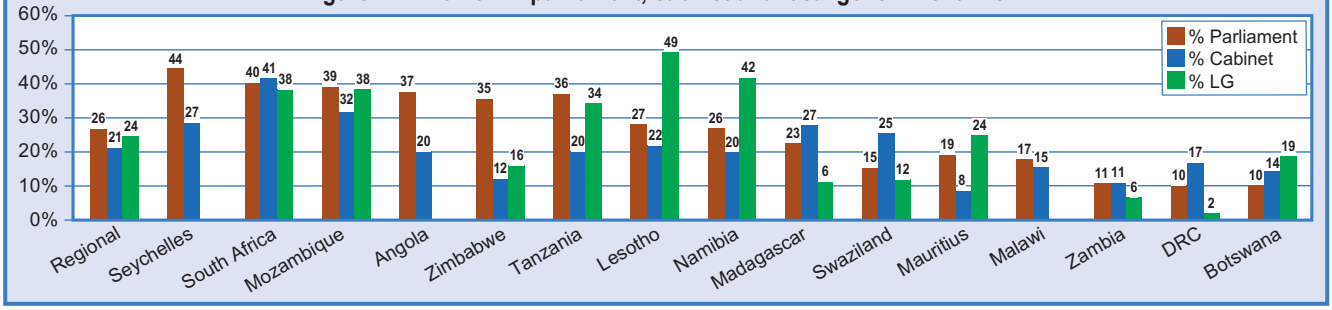


Source: Gender Links 2013: SADC Gender Protocol Country reports 2013 and IPU last accessed 1 June 2014.

Slight increase in parliament and local government but decline in cabinet: Figure 2.3 shows that women's representation in SADC parliaments increased by two percentage points from 24% in 2013 to 26% in 2014. Women's representation in local government increased from 23% to 24%. The proportion of women in SADC cabinets dropped from 22% to 21%.

Women's political representation continues to progress faster than the global rate but not fast enough to reach the 2015 target: Since adopting the 50% target in 2008, SADC has seen a five percentage point increase in women's representation in parliament, from 21% to 26%. The global average of women in parliament increased from 16% to 22% over the same period. By 2015, SADC women's representation in parliament is likely to increase to between 27% - 29%.

Figure 2.4: Women in parliament, cabinet and local government - 2014

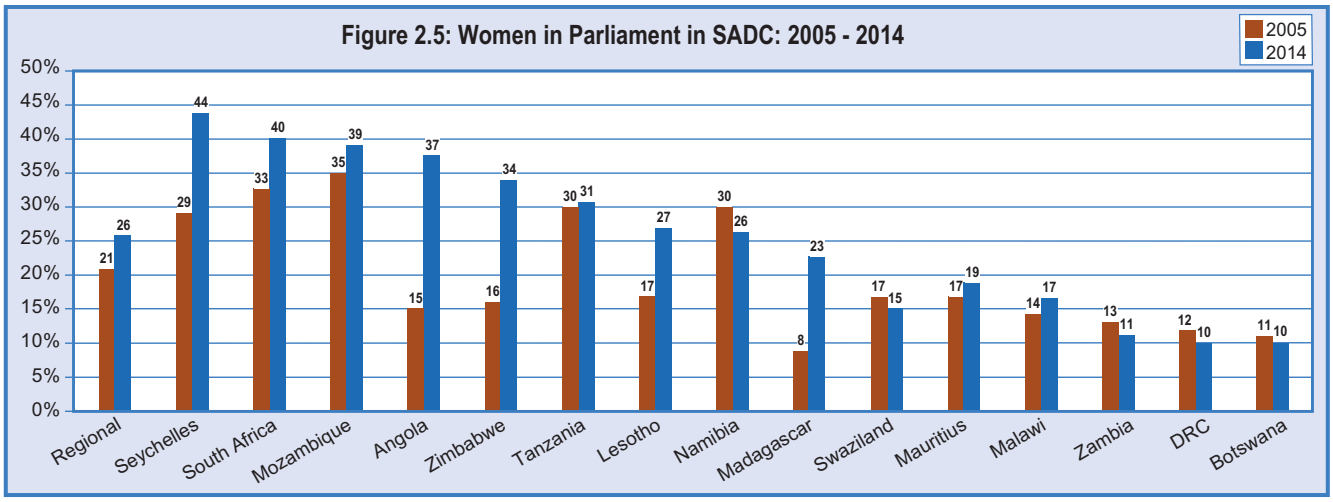


Source: Gender Links 2013: SADC Gender Protocol Country reports 2013 and IPU last accessed 1 June 2014.

As in 2013, there is a wide variation in women's representation across the region in parliament, cabinet and at local government levels: Figure 2.4 shows that performance continues to be mixed in 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 (44%). Lesotho and Namibia perform

well in local government (49% and 42% respectively) but not so well in the other categories. Mauritius made a significant jump to 24% at local government level following the local government quota in the December 2013 elections. Botswana, DRC, Malawi and Zambia have consistently performed poorly in all areas of political decision-making.

Parliament



Source: Gender Links 2013, SADC Gender Protocol Country Reports 2013, IPU accessed 1 June 2014.

Four SADC countries have close to or over 40% women in parliament but five have 20% or less: Figure 2.5 shows that at 44%, Seychelles ranks highest in the region. Seychelles is also fifth in the world in this category. Three other countries, South Africa, Mozambique and Angola have seen substantial increases between 2005 and 2014, bringing them close to or over 40%. However in Botswana, DRC, Zambia, Malawi and Mauritius, women constitute less that 20% parliamentarians.

Table 2.3: Global comparison of women in parliament by region

	2009 (%)	2010 (%)	2011 (%)	2012 (%)	2013 (%)	2014 (%)
Region	Both houses	Both houses	Both houses	Both houses	Both houses	Both houses
Nordic countries	41	41	41	42	42	42
SADC	25	24	25	24	25	26
Americas	21	23	23	23	25	26
Europe excluding Nordic countries	19	20	20	22	23	24
Sub-Saharan Africa (including SADC)	19	19	19	20	21	23
Asia	18	18	18	18	18	19
Arab States	9	9	11	13	14	16
Pacific	15	15	15	17	15	16
Global average	18	19	19	20	21	22

Source: www.ipu.org, 1 June 2014.

SADC has performed better than other regions in terms of increasing women's representation in political decision-making: With an overall average of 26% women in parliament, SADC is ahead of the global and Sub-Saharan African averages of 22% and 23% respectively. Table 2.3 shows that as a region, SADC ties for second place with the Americas to the Nordic countries (42%). SADC is ahead of Europe and sub-Saharan Africa, and well ahead of the Asia and Pacific regions.

Table 2.4: Global and regional ranking of women parliamentarians									
Country	Women in lower or single houses (%)			Global rank			SADC rank		
	2009	2013	2014	2009	2013	2014	2009	2013	2014
Seychelles	24	44	44	41	5	5	7	1	1
South Africa	45	42	40	3	8	10	1	2	2
Mozambique	35	39	39	15	12	14	3	3	3
Angola	37	34	37	9	22	19	2	5	4
Tanzania	30	36	36	23	20	22	4	4	5
Zimbabwe	15	15	32	78	89	30	11	11	6
Lesotho	25	27	27	28	38	44	6	6	7
Namibia	27	24	26	21	47	51	5	7	8
Madagascar		18	23		78	64		10	9
Mauritius	17	19	19	66	72	83	9	9	10
Malawi	21	22	17	52	57	91	8	8	11
Swaziland	14	14	6	83	96	136	12	12	15
Zambia	16	12	11	77	107	120	10	13	12
DRC	8	9	11	108	117	122	14	14	13
Botswana	11	8	10	95	124	127	13	15	14

Source: www.ipu.org, 1 June 2014.

Globally SADC countries rank between five and 127 in terms of women's political representation: Table 2.4 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 127th in the global ranking. With 44% women in parliament, Seychelles overtook South Africa in 2012 to head the SADC list, and occupies fifth place on the global scale. South Africa has moved two places down from eighth place in 2013 to tenth place in 2014, as a result of its three percentage points drop in women's representation in Parliament following the recent national elections. These two countries are the only SADC states to remain in the top ten.

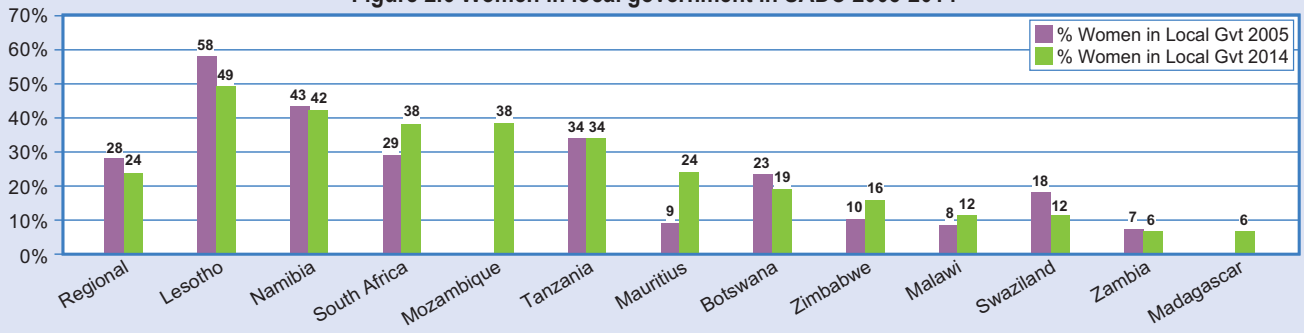
Zimbabwe's global ranking went up dramatically from 89th to 30th after the 2013 elections when women's representation more than doubled (16% to 34%) due to a legislated quota for women in the new constitution. Lesotho's global ranking dropped from 38th to 44th (7th in SADC) as did Mauritius dropping 11 positions from 72nd to 83nd in the global ranking. Following the 2014 elections in Malawi, the country's global ranking also dropped by 34 places from 57th to 91st (SADC rank from 8th to 11th) after women's representation in parliament decreased from 22% to 17%.

Swaziland also witnessed a significant drop in global ranking from 96th to 136th, following the decrease of women in parliament by more than half from 14% to a mere 6% after the 2013 elections. Also moving down the global rank is Tanzania dropping from 20th position to 22nd as well as Namibia, Zambia and DRC.

On the upside, Angola and Madagascar ranked higher from 22nd to 19th place and 78th to 64th respectively. This shows that as some countries inch forward and others make dramatic gains, many have also slid backward in spite of the looming 2015 deadline and the fervent 5050 campaign across the region. However, on a global scale SADC still remains a better performing region in terms of women's representation in political decision-making.

Local government

Figure 2.6 Women in local government in SADC 2005-2014



Source: Gender Links 2014.

The regional average of women in local government is 24%, a four percentage point decrease from 2005 when monitoring began. Five SADC countries have come close to or over 30% women in local government. Lesotho due to its Mixed Electoral System and quota remains the highest at 49%. Namibia at 42% is a close second, thanks to SWAPO's 50% voluntary party quota, a legislated 30% quota, and the PR system. South Africa and Mozambique both have 38% women in local government, while Tanzania is at 34%. Mauritius showed the most significant increase from 9% in 2005 to 24% in 2014, due to the gender neutral quota in the December 2012 elections (see 2013 Barometer). Six countries have less than 20% women in local government.

Ups and downs in recent local elections: Mozambique registered a two percentage point increase from 36% to 38% in local elections held in late 2013. Swaziland and Zimbabwe both moved backwards from 19% to 12% and 18% to 16% respectively. Both countries have a FPTP electoral system with no quotas for women.

Local elections 2013/2014

Country	Proportion of women councillors in the previous election	Proportion of women councillors overall 2014
Mozambique	36%	38%
Swaziland	19%	12%
Zimbabwe	18%	16%

Source: Gender Links.

Table 2.5: 2015 Project of Women's Representation at Local Government Level

	ACTUAL 2014					PROJECTIONS 2015			COMMENTS
	Date of election	Total LG councilllors	Women in LG	% Women in LG	Next election	Total LG councillors	Women in LG	% Women in LG	
Regional Average		**31457**	**7491**	**24%**		**31457**	**8660**	**28%**	
Botswana	2009	605	117	19%	2014	605	140	23%	Elections in October, 2014. More likely to be an increase here than in national.
DRC		1276	627	49%	Possibly 2013				Data unavailable about the number of councillors to be elected.
Lesotho	2011	9608	579	6%	Planned for 2016	1276	627	49%	Election after 2014.
Madagascar	2008	462	54	12%	Possibly in 2014	9608	1500	16%	Constitution encourages but does not prescribe women's increased representation.
Malawi		1614	388	24%	May-14	462	54	12%	National proportion is 21%, increased by 9% in the last election. Recently appointed a female president.
Mauritius	2005	1196	450	38%	2018	1614	388	24%	Have a legislated quota of 30%.
Mozambique	2008				2018	1196	450	38%	Mozambique has made steady progress in increasing women's representation, national figure is 39%.
Namibia	2010	323	135	42%	Planned for 2016	323	150	46%	SWAPO has a voluntary 50% quota; legislated 30% quota
Seychelles					N/A				N/A
South Africa	2011	9090	3494	38%	Planned for 2016	9090	3494	38%	Election after 2015.
Swaziland	2008	462	54	12%	Nov-13	462	54	12%	Efforts underway to gain ground after losses in urban elections
Tanzania	2010	3477	1190	34%	Planned for 2015	3477	1400	40%	Constitutional quota.
Zambia	2011	1382	85	6%	Planned for 2016	1382	85	6%	Election after 2015.
Zimbabwe	2013	1962	318	16%	Planned for 2018	1962	318	16%	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*

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. Presently men lead all ruling parties in the SADC region. In South Africa, women lead only four of the 29 political parties that participated in the May 2014 elections. However, the main opposition party is led by a woman, and women played a visible role in opposition politics during the elections.



South Africa: Female face of opposition politics

The elections period also saw a number of media outlets giving women politicians front page coverage. The Mail and Guardian 23-29 May led with 'Leaders losing their grip.' This story puts leader of the main opposition Democractic Alliance Helen Zille and Jacob Zuma side by side. The story credits Zille with managing "to grow the party and has tightened her grip in on its parliamentary caucus..." This is a sign of media's progressive coverage of male and female politicians, which is a shift from 2009 "gutter fights" witnessed in the media.





The extent of coverage given to female politicians and Mamphela Ramphele in particular shows the seriousness with which media now view women politicians. While Ramphele did not get many votes (two parliamentary seats) Media Monitoring Project Africa reported that she commanded 2% of all election media coverage. Her Agang party hit the scene with a big bang, appealing to liberal democratic values. But a short marriage with the DP, in which the party put Ramphele forward as presidential candidate, marked her death knell. Party cadres, who claimed that they had not been consulted, rejected the move. However, all this created unprecedented publicity for the party, with several front page stories and pictures of its leader.

Despite this greater coverage of female politicians, media still fell trap to the negative and stereotypical representations of women, that ultimately mock, belittle, voyeur and trivialise women in the political sphere.An example is the widely distributed photo of Ramphele and Zille 'sealing their "marriage" with a kiss'- the media continually relegated any discussion of their political alliance to a "love affair" using other related language. Furthermore Ramphele's political credentials were consistently questioned and criticised in relation to her affair with freedom fighter and Black Conciseness Movement leader Steve Biko, more than two decades ago. Similar gender-stereotypical depictions and descriptions were used widely in the reporting of South Africa's State of the Nation Address, where many female parliamentarians and politicians were mocked and rebuked by media on the basis of their looks and the clothes they wore.



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) (Parti du Peuple pour la Reconstruction et la Démocratie (PPRD)	30% quota of women
Lesotho	Lesotho Congress for Democracy (LCD)	30% quota for women
Madagascar	New Forces for Madagascar (Hery Vaovao ho an'i Madagasikara) (HVM)	None
Malawi	Democratic Progressive Party (DPP)	None
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% quota for women
Seychelles	Seychelles People's Progressive Front (SPPF)	None
South Africa	African National Congress (ANC)	50% quota for women
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%

Source: Gender Links 2014.

Almost half of the ruling parties in SADC have adopted some form of quota: Table 2.6 shows that ruling parties in seven (almost half) of SADC countries have adopted quotas of one kind or another. In two instances (South Africa's ANC and SWAPO of Namibia) these quotas are in line with the SGP parity targets. The ruling Frelimo party in Mozambique has a 40% quota. The others are between 30% and 50%. However, while these quotas exist on paper they have failed to translate into women's representation in party structures and within government itself. There is therefore need for continuous lobbying at party level for the fulfilment of these quotas and transformation within party structures.

Constitutional reviews and women's political representation

Since the first Barometer in 2009, eleven SADC countries have undertaken constitutional reforms of some kind that have a bearing on gender equality. Thirteen out of fifteen SADC countries now have affirmative action provisions in their constitutions, up from eight in 2009.

Tanzania's draft constitution prescribes a 50% quota for women's representation in political decision making: an increase from the current 30% quota. At present, women parliamentarians are appointed to special seats by parties. Under the proposed Constitution, political parties would lose the power to nominate women to parliamentary seats and instead, voters in every constituency would elect two parliamentarians, of whom one has to be a woman.

Electoral systems and quotas

There are two main types of electoral systems:

- 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."



Tanzania: New constitution promises gains for women



There is great expectation that Tanzania's ongoing constitution review process will open up a new era in gender relations and improve the status of women. Women's rights, according a report on public views on the constitution released by the Constitutional Review Commission (CRC), are the fifth largest human rights category of concern to citizens.

The preamble of the Draft Constitution being debated include broad statements of intent to uphold a constitutional order that does not discriminate on the basis of gender or other difference.

In the most recent Draft Constitution released in December 2013 the main provision championing women's rights is Article 47 which has two sub-articles. Sub article one guarantees women respect of their dignity; freedom from oppression; equal pay for equal work; protection from discriminatory laws and harmful traditions; labour protection for reproductive function; and access to health. The second sub article commits to creating the environment necessary to realise the rights outlined in the article.

Women's organisations such the Wanawake na Katiba (Women and the Constitution) Coalition-an alliance of over 50 women's rights organisations across Tanzania - have taken an active lead in mobilising to secure women's interests in the new Constitution.

The Coalition's Chair, Professor Ruth Meena, stresses that the objective is to ensure that all gains made in the Draft Constitution remain in the final product. The Coalition has outlined 12 key demands, one of which is that Article 113 (3) of the Draft Constitution - which provides for 50/50 representation of women in parliamentary elections - goes further to ensure zebra proportional representation (alternation of male and female candidates' election or appointment procedures).

The call for parity in decision-making becomes even more important considering the lack of women in the current CA itself. With an estimated membership of 629, women have only about 38% of the seats. Likewise, none of the 21 registered political parties have a woman in their top leadership positions, and mostly the party heads - predominantly men - were appointed. In the elections for the Interim Chair of the CA, only one out of four candidates was female. During the elections for the deputy CA Chair, only two candidates were women. The pattern is also reflected at the CA Committee level. Women chair only four out of fourteen Committees, while there are 10 female vice chairs, suggesting that it is easier to accept women as deputies but not at the helm.

Article 66 (1)(b) of the 1977 Constitution established the Special Seat system which provides for a 30% quota for women. Those opposed to it argue that they are incompatible with a competitive political system. In Tanzania, Special Seats have been dominated by a few well-connected individual women who are seen to champion partisan interests more than women's interests.

Women who have benefitted from Special Seats fault the system for denying them a political base. "The fact that Special Seats councillors don't have a specific constituency leaves them in a limbo without clout in their own parties; or in the structures they are appointed to", explains Gulzar Abu Sabr, a former Special Seats councillor.

On the other hand, speaking at the commemoration of International Women's Day, Tanzania's Deputy Minister of Community Development, Gender and Children, Pindi Chana, claimed that abolishing Special Seats for women is tantamount to burying the 50/50 policy, because Tanzania has not reached a stage to do away with special measures for women.

Diverging perspectives about what women's struggles should focus on are clear in the contributions made by the few female members in the CA. The ideological divide, indicates that real change may be a long way off.

"Some female members of the CA are calling for the new [Constitution] to allow customary and religious law to govern personal law issues", exclaims a CA female member in dismay and frustration over the complicity of key female figures in women's subordination.

Articles 8 and 9 of the draft Constitution, read together with the guarantees provided by Article 47, represent key progress for the advancement of women's rights in Tanzania. Their affirmation of the principle of constitutional supremacy strengthens the protections for women's rights by voiding 'any tradition [and] custom' that is inconsistent with the Constitution's provisions. Existing Tanzanian customs, traditions or religious practices can hardly be described as being consistent with the content of Article 47. So, for some women to seek to maintain the status quo under the guise of cultural or religious relativism is to undermine the value of the supremacy of women's rights clauses.

"We had great expectation that the more enlightened among us would provide leadership in our quest for gender justice. But the opposite is true. Some of them are the main gatekeepers of the status quo", she adds.

Source: Adapted article written by Salma Maoulidi, originally published on "Constitution Net", Tanzania's Draft Constitution: Opening spaces for a gender revolution?

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

Table 2.7: Women's political participation, electoral systems and quotas in SADC

	With quota - % women		With quota - % women		Without quota - % women	
Electoral system	Parliament	Local government	Parliament	Local government	Parliament	Local government
FPTP	17%	14%			17%	8%
PR	38%	37%	38%	37%		
MIXED	33%	40%	36%	40%	27%	
ALL	26%	24%	38%	37%	18%	8%

Source: Gender Links 2014.

Table 2.7 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 calculations show that the highest percentage of women is the PR system combined with a quota and the Mixed Electoral System with quotas. The table shows that:

- In both local government (37%) and parliament (38%) countries with quotas have a far higher repre-sentation of women than those without (17% for parliament and 8% 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 (17% for parliament and 8% for local government).
- 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. 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 represen-tation of women.

FPTP and quota

The difficulty with quotas in the FPTP system is that there is no guarantee that even if parties have a certain proportion of women candidates, these will be fielded in constituencies in which they will win. In the 2006 local elections, Lesotho tried to get around this by reserving one third of seats for women candidates only,



with women free to contest in the other two-thirds. While this resulted in 58% women winning (33% through the reserved seats and 25% on their own steam) the notion of reserving seats for women only is open to contestation.

Indeed, a male councillor disputed the amendment to the electoral act in Lesotho, stating that this infringed his rights. The High Court upheld the law, based on constitutional provisions for redressing historical imbalances. But, the unpopular system led to Lesotho's Independent Electoral Commission visiting Tanzania to study the mixed system developed there (see below). Lesotho made use of the Tanzania model in its 2011 local elections, resulting in the proportion of women declining to 49%, but yielded an acceptable compromise on the nature of the quota. This mixed system solution is becoming popular in other FPTP countries.

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.

[3] For more information on the comparative global data on quotas for women in politics see www.idea.int/quota.
[4] Lowe-Morna, 1996.

Mauritius: Gender and the White Paper on Electoral Reform



Following the success of the local elections in Mauritius, the big question in Mauritius is whether special measures will be extended to national elections in 2015. In 2014, Prime Minister, Dr. Navin Ramgoolam unveiled a draft paper on "Modernising the Electoral System" including its implications for gender equality, and invited comments from the public. Among others, the paper makes the case for moving from the present FPTP to a mixed system.

Unfortunately, the Electoral Reform will only be passed in Parliament after the 2015 elections meaning that any special measures adopted will only apply to the 2020 elections. However, it is important to intensify advocacy efforts now, as major electoral reforms take time. A submission made by Gender Links and the Southern African Gender Protocol Alliance argues that Mauritius needs to seize this historic opportunity by 1) opting for the highest proportion of PR seats in any new mixed electoral system and 2) increase the ratio in the gender neutral quota from one third of either sex to half of either sex (50/50). The following are excerpts from the submission:

"The 46 year old Mauritian Constitution has been the bedrock of political and social stability. Like culture, Constitutions are dynamic; they respond to the needs of the times. Women in Mauritius are challenging gender stereotypes in almost every sphere except the political sphere. As the Prime Minister put it in his introduction to the White Paper on Electoral Reform: "We must bequeath to the next generations of Mauritians a system that is fit for the 21st century, that reflects the changes which have taken place since nearly half a century, which corresponds to the aspirations of younger generations, and whose firm foun-dations will endure at least as long as those our founding fathers gave to us.' He went on to say that *"Any reform of our electoral system should maintain and reinforce the existing tendency to produce diverse and broad representation of all, including women."*

National elections will be held in 2015 in Mauritius. The *Consultative Paper on Electoral Reform of March 2014* offers the opportunity to 1) escalate the progressive position taken on local elections to the national level 2) Consider the best mix of electoral systems and quotas to achieve gender parity 3) Raise the target for women's representation from a third to gender parity 3) Place Mauritius at the cutting edge of innovative approaches to achieving gender equality in SADC and globally.

In Mauritius women constitute 19% of Parliamentarians, 24% of local government councillors and 8% of cabinet ministers (the lowest proportion of women cabinet ministers 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 following the adoption of a gender neutral quota in a FPTP system accompanied by a spirited campaign to ensure the fielding of women candidates in seats where they could win, and had the ability and confidence to do so.

GL and Alliance strongly support:

- Mauritius moving away from the FPTP electoral system, preferably to a PR system as there is ample evidence to show that this system is far more favourable to women's participation.
- To the extent that Mauritius opts for a mixed system, this should have as high a proportion as possible of PR seats; these should constitute no less than the 30% advocated in the Sachs report.
- Raising the gender neutral quota, to be applied across the board, from 30% to 50%.
- Application of all the above measures at *national and local level*."
- Accompanying any temporary special measures to increase women's participation with advocacy and capacity building for women in politics to ensure effective participation and gender responsive governance."



Women in politics training workshop in Mauritius.
Photo: Ghirish Abdhosee

Mixed system solution

Tanzania has a unique hybrid system aimed at circumnavigating 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.

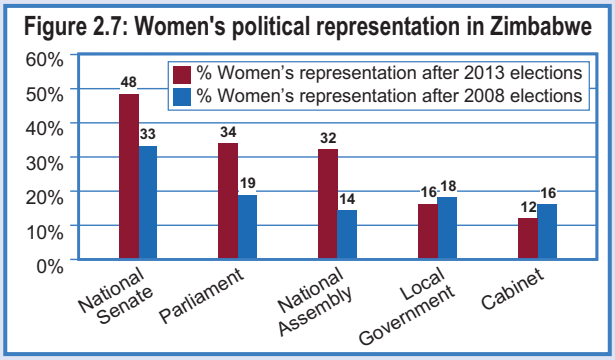
However, in addition to the FPTP seats, 30% seats are distributed to parties on a PR basis for women only. This system does not directly infringe anyone's constitutional rights and is therefore less open to contestation. Zimbabwe is the latest country to apply the Tanzania model at national but not local level.



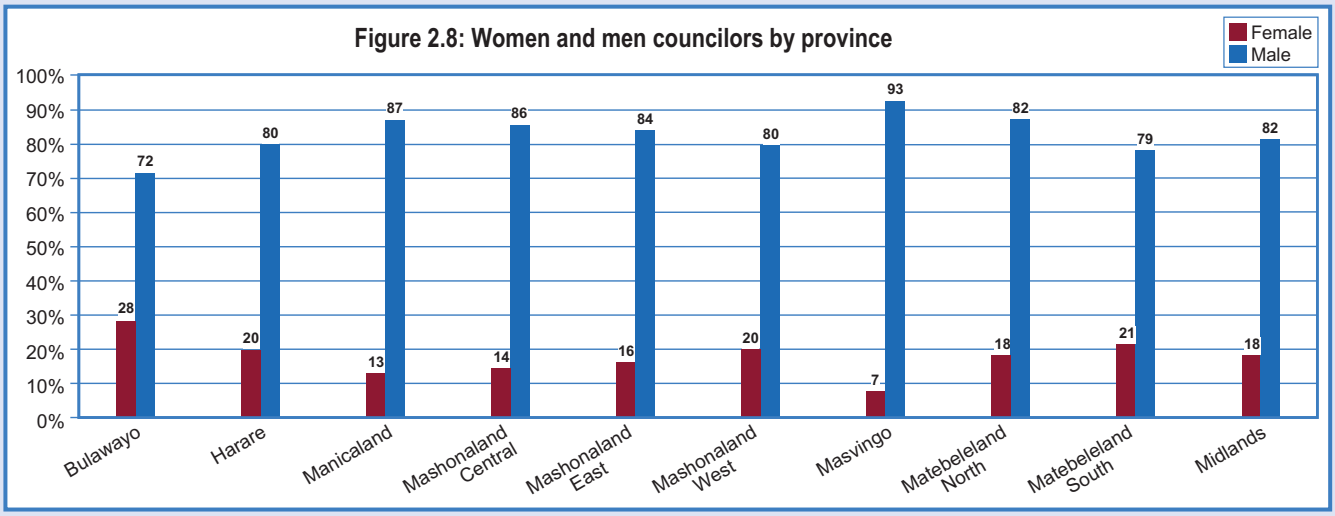
Zimbabwe: Women's representation in government

Article 124 of the new Zimbabwe 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. This provision does not apply to local government. But Article 17 (b) (I) states that "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.

Figure 2.7 reflects the outcome of the July 2013 elections. As a result of the quota in parliament, women's representation in the national assembly increased from 14% to 32% and in the national senate from 33% to 48%. Women's representation in parliament overall (both houses) increased from 19% to 34%. Women's representation in cabinet increased from 12% to 16%. However, women's representation in local government dropped from 18% to 16%.



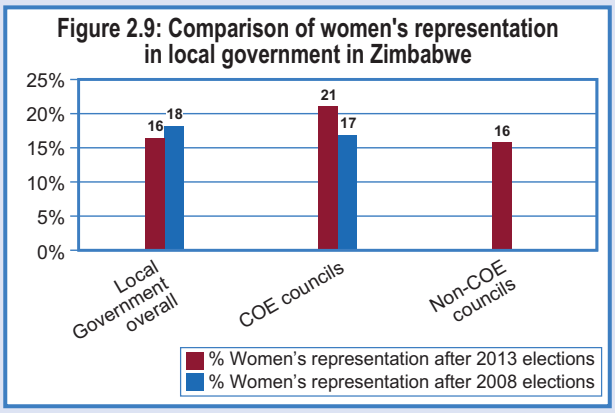
Source: Gender Links.



Source: Gender Links.

Figure 2.8 provides sex disaggregated data on the local elections by province. It shows that Bulawayo now has the highest percentage of women in local government, followed by Matebeleland South and Harare.

Figure 2.9 shows that the proportion of women in the eleven original Centres of Excellence for Gender in Local Government in Zimbabwe stands at 21%, up from 17%, three percentage points higher than the national average. This suggests that campaigns to promote gender responsive governance are yielding results. However, they need to be accompanied by legislated quotas to speed up the process. The focus in Zimbabwe post 2015, in the run up to the 2018 elections, needs to be parity quotas at both national and local level.



Source: Gender Links.

Voluntary quotas in the PR system - The case of South Africa

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. The ANC did not live up to their voluntary quota in the May 2014 elections, with fewer women being nominated and fielded as preferred candidates.

The unfortunate decline in women's representation in South Africa in the May 2014 elections, at the very moment the country should be redoubling its efforts to achieve gender parity, underscores the need for a *legislated* quota for women in national elections. SA dropped from fifth to tenth place globally.

Table 2.8: Number of women MPs in main political parties in South Africa

Level	2009	2014	Variance
AGANG		1	+1
ANC	130	115	-15
COPE	15	1	-14
EFF		9	+9
ACDP		1	+1
NFP		2	+2
DA	20	27	+7
IFP	4	2	-2
Other	3	1	-2
Total women	172	159	-13
Total national assembly	400	400	0
% Women	43%	40%	-3%

Table 2.8 shows how the decline in women's representation in parliament is directly related to the decrease in the number of ANC women MP's, from 130 to 115 as a result in the drop in the ANC's share of the vote, from 66% to 62%. Although the main opposition Democratic Alliance (DA) has seven more women as a result of its increased share of the vote (from 17% to 23%), the proportion of DA women has remained constant at 30%. While the DA had three prominent women leaders in the elections - Helen Zille, Lindiwe Mazibuko (former DA parliamentary leader), and Patricia de Lille - it has remained opposed to quotas.

As premier of the Western Cape, Zille made headlines in 2009 for failing to appoint any women to cabinet. She has since appointed only two women to cabinet. Zille said that she could not discriminate against men or women because of their X or Y chromosome. This has not been enough to appease critics, who have argued that Zille's preferred candidates are a slap in the face of gender transformation.

As in the case of the 2011 local elections which witnessed a decline in women's representation from 40% to 38% as a result of a decline in the ANC's share of the vote, the 2014 national elections show that gender equality is too important to be left to the whims of political parties. The efforts made by the ANC to increase its voluntary quota are commendable, but insufficient. If women are to achieve equal representation in political decision-making, they cannot rely on politicians and voluntary quotas.

Legislated quotas and the PR system: change coming in Namibia?

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 SWAPO at its June 2013 Congress. Namibia is the only country with a PR system that has a legislated quota (but only at local level). Pressure is now mounting for this to be escalated to national level, but this may not be achieved in time for the October 2014 elections.

Cabinet

Women's representation in cabinet decreased from 22% to 21% in 2014: 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, Figure 2.10 shows that the region overall experienced a one percentage point drop in women's representation in cabinet between 2013 and July 2014. The largest decline took place in Malawi (from 30% to 15% in 2014) following the change of government and the elections that saw Joyce Banda lose power to Peter Mutharika, the leader of the Democratic Progressive Party and brother of Malawi's former leader, Bingu Mutharika. The proportion of women in cabinet in Zimbabwe shifted downwards from 16% in 2013 to 12% in 2014 following the July 2013 elections. South Africa retained the same percentage of women in cabinet at 41% following the May 2014 elections. There have been no positive developments.

Namibia: Quota for equality



A statement from the Ministry of Information and Communication Technology said Cabinet was considering amendments to electoral law which will bar political parties from participating in this year's November election if they did not have a zebra-style parliamentary list, featuring an equal number of men and women.



SWAPO women in politics conference, November 2013.
Photo: Google Images

Interestingly, the Law Reform and Development Commission (LRDC) has distanced itself from the proposed amendment, saying the idea has not been discussed with the Commission. LRDC Chairman Sacky Shanghala said he was "flabbergasted" that such attempts were in full swing without the matter being discussed with him as the custodian of law reform in the country. "The draft of the electoral law that I have in front of me does not make provision for this new requirement. It's not good that I am left out of this process," said Shanghala.

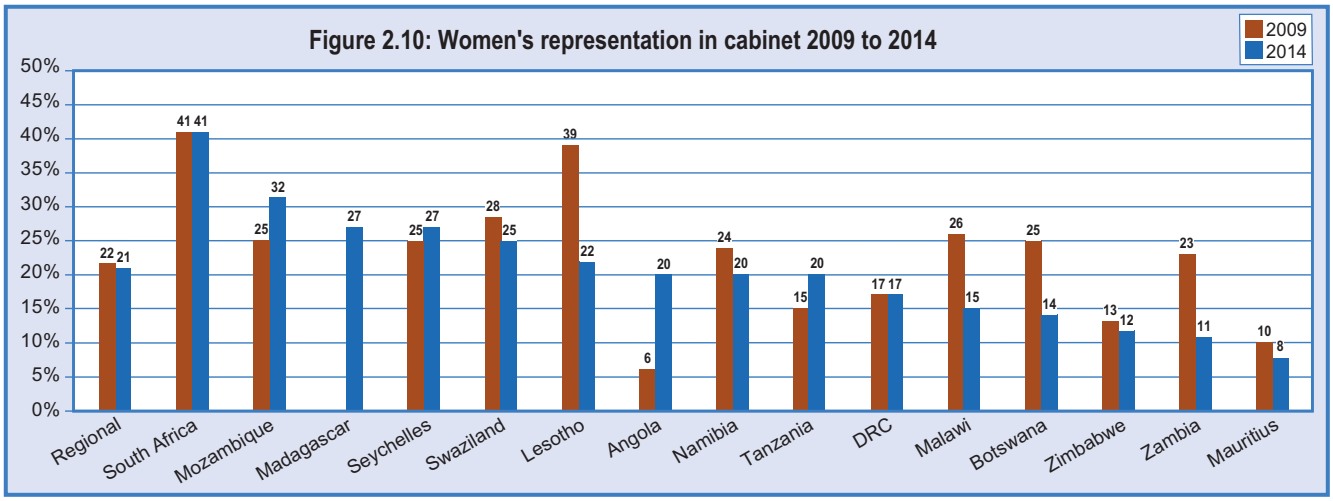
Cabinet's decision followed a recommendation from the Conference on Women in Politics and Decision-Making in Namibia, in November 2013. The conference was organised by the Ministry of Gender Equality and Child Welfare. Government said the decision is aimed at complying with the SADC Protocol on Gender and Development, which demands, among other things, that the parliaments of member States must have 50/50 gender representation by 2015. Namibia has been slow in reaching this requirement. After the 2004 elections, the National Assembly had a 30% female representation, but this declined after the 2009 elections when women representation dropped to 25%. Government said apart from the SGP requirements, the Namibian Constitution also advances the principle of gender equality under Article 10.

"Besides the national framework, Namibia ratified various regional and international instruments, some of which are the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEWAD), the African Union (AU) Charter on Persons and Human Rights and the Rights of Women in Africa," Government said.

It further said the AU Solemn Declaration on Gender Equality also calls for equal representation between men and women. The 2011 population census revealed that 51% of people in Namibia are women. "Despite the fact that women are in the majority, they are still poorly represented at all elected structures of government."

Rally for Democracy and Progress (RDP) spokesperson Jeremiah Nambinga said forcing parties to have zebra-style lists is undemocratic. "We can't impose leaders on people on the basis of their gender. In democracy, people must have the right to choose who they want to lead them, irrespective of their gender."

Source: Article adapted from Namibian Sun, 11 June 2014.



Source: Gender Links 2014.

South Africa: Women ministers blaze new trails



Despite the drop in women's representation in parliament and local government in South Africa, women's representation in cabinet has increased steadily over the years to the current level of 41%. Women ministers also continue to move to more and more non-traditional posts.

Table 2.9: Women in cabinet in South Africa

Woman minister	Portfolio	Traditional	Non-Traditional
Angie Motshekga	Basic Education	1	
Faith Muthambi	Communications	1	
Nosiviwe Mapisa-Nqakula	Defence and Military Veterans		1
Tina Joemat-Pettersson	Energy		1
Edna Molewa	Environmental Affairs	1	
Lindiwe Sisulu	Human Settlements	1	
Maite Nkoana-Mashabane	International Relations and Cooperation		1
Mildred Oliphant	Labour		1
Lynne Brown	Public Enterprises		1
Susan Shabangu	Minister of Women in the Presidency	1	
Naledi Pandor	Science and Technology		1
Bathabile Dlamini	Social Development	1	
Lindiwe Zulu	Small Business Development	1	
Dipuo Peters	Transport	1	
Nomvula Mokonyane	Water and Sanitation	1	
TOTAL	15	9	6
PERCENTAGE		60%	40%

Table 2.9 also shows that 40% of cabinet posts held by women can be classified as non-traditional. These include key mainstream posts such as international relations and co-operation; labour; public enterprises; science and technology; defence and energy.

President Jacob Zuma's appointment of the openly gay minister Lynne Brown to his Cabinet is another important feature of the new cabinet, reflected in the excerpts below from media coverage:

"Though openly gay, Brown is not a gay rights activist and has never used her political position to campaign for gay rights. She does however have a rich history in supporting women's rights - which pre-dates her ANC membership by almost a decade. Indeed, Brown has been "out" and in the public eye for many years. So how will her latest appointment change the reality of lesbian women at home or abroad?

South Africa leads the continent on lesbian, gay, bisexual and transgender (LGBT) rights, with a post-apartheid constitution explicitly affirming equality and non-discrimination on the basis of sexuality and gender.

But our record has been tainted more recently, by the government's failure to condemn Uganda's anti-homosexuality bill which includes life imprisonment in some cases. This did little to budge the world's view that Africa, lags the rest of the world on gay rights. Indeed, of Africa's 55 states, 38 criminalise homosexuality.

Zuma's appointment of Brown to his Cabinet - whether or not it had anything to do with her sexuality - has sent a positive message to the world, according to experts. The Human Rights Watch (HRW) in New York said despite a "regrettable" silence on LBGT affairs abroad, Brown's appointment showed a "willingness to lead by example at home". HRW's Graeme Reid, Director of the LGBT Rights Programme, said that in an ideal world we would "hardly notice" Brown's sexuality, but he argued, it "is significant in contrast to state-sponsored homophobia in many parts of the world". Marianne Møllmann, director of programmes at the International Gay and Lesbian Human Rights Commission (IGLHRC), also based in New York, said: "Symbolically, it gives us something clear to say: Africa is not a monolith."

For Sheena Magenya, media and communications advisor at the Coalition of African Lesbians (CAL), portraying Brown's appointment as a win for the LBGT community is "a bit careless".

Though her views are personal and not the official line from CAL, Magenya said: "If Minister Brown's appointment immediately came with legislation that swiftly guaranteed justice for slain, maimed, raped and abused women, lesbians, trans-women, girls and children - then yes, her appointment would be celebrated as a win for the community of poor, queer South Africans to whom this is a daily reality."

Excerpts from an article by Emma Thelwell, Media 24 Online, 6 June, 2014



Being 'the first openly gay...' matters

COMMENT

EUSEBIUS MCKAISER

Successful role-models are an inspiration for young people being taunted for their orientation

LAST week I asked Minister of Public Enterprises Lynne Brown how she feels about reports of her being the first openly gay cabinet minister in Africa.

"I thought my portfolio is bigger than my person," she responded. We discussed identity politics for a little while, and it is clear she isn't fazed by these reports, but she is surprised that it matters.

"The sensationalising of my sexuality shocked me. But the president must be credited for appointing me," she added.

Of course the president might neither know of, nor care about the minister's sexual orientation.

Brown argued that there must be some protection around one's identity but recognises that it might be "important to acknowledge our identities in the public". We didn't explore this qualification of her general surprise. I want to explore this exact point shortly.

The minister said she could also be described as "the first daughter of a truck driver from District Six" who made it to the cabinet. She wishes we had rather been able to talk about "the first paedophile to be arrested this week" as a much more useful use of the phrase "the first so-and-so".

The minister is clearly very comfortable in her skin, and not ashamed of, or shy to talk about, her sexuality but would prefer to talk hard politics rather than being referred to as "the first lesbian...".

I want to disagree with her, however. These identity labels matter more than the ment stars who pretend to be heterosexual because they fear the social or commercial consequences of living openly as gay South Africans.

Heteronormativity, like sexism, infuses every aspect of our lives – it is the norm that we grow up respecting as natural law, and which many of us mimic awkwardly until same-sex desire announces itself.

experiences is gigantic. I'm glad the constitution is on my side. But that means nothing when the police laugh at me or when a lesbian has already been raped to "correct" her sexuality.

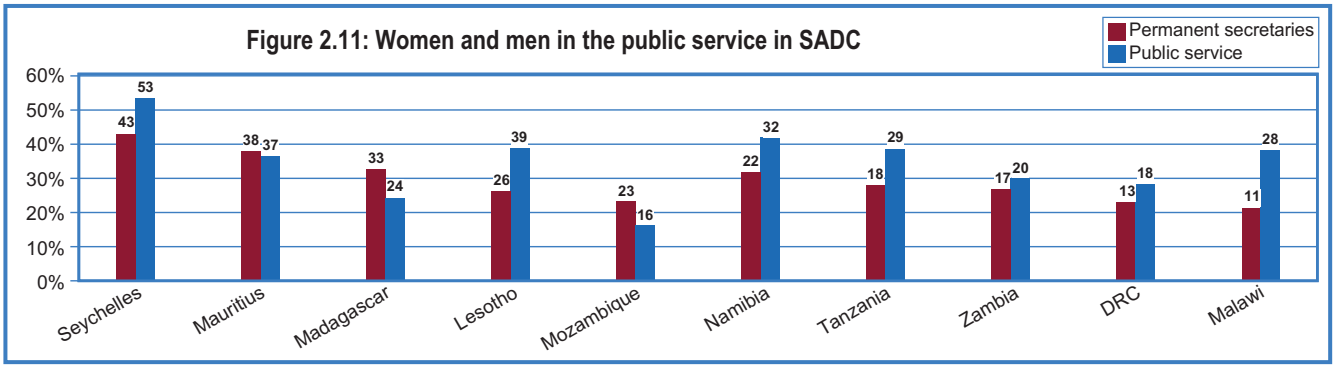
This is the context we live in in South Africa. Now let's re-evaluate Brown's attitude. Her attitude is rightly and solely hers, and she has no duty to become a public

have visibility role-modelled. And this is where the power of someone in the public eye cannot be underestimated. We sometimes, rather irritatingly but understandably, become role-models against our will.

If, say, I'm a 16-year-old lesbian in Mitchells Plain, scared of my same-sex attraction, it must be enormously inspira-

OATH: Deputy Chief Justice Dikgang Moseneke swears in Minister of Public Enterprises Lynne Brown. PICTURE: GCIS

The public service



Source: Gender Links 2014, from country reports.

There is scant data on public service and wide variations continue: Figure 2.11 reflects women's representation in the public service overall, as well as in the top positions of permanent secretary in the ten countries for which this data could be assembled. In all countries, the proportion of women in the public service is higher than in the top decision making positions. Seychelles (53% overall and 43% permanent secretaries) scores highest. Mauritius, Madagascar and Lesotho score well. Zambia, DRC and Malawi still lag behind.

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.

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: 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. In South Africa, women voters in 2014 constituted 55% of all voters in the May 2014 elections.

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.

Zimbabwe: Make a difference, vote for a woman



Following the launch of the 50/50 Campaign in June 2013, the Women in Politics Support Unit (WiPSU) wasted no time in pounding the pavements to encourage citizens to vote for women in the country's first elections (July 2013) after the adoption of the new Constitution.



Armed with a special constitutional measure to increase women's representation in Parliament, the first of its kind in Zimbabwe, WiPSU trained women candidates; provided platforms for them to engage with the media; profiled women candidates in the national media, on social media and through 'Meet the Candidates' forums; and lobbied the three main political parties to nominate and support women candidates.

WiPSU trained 290 women candidates to take advantage of the constitutional provision of 60 reserved seats for women and for the use of the Proportional Representation electoral system to increase women's numbers in Parliament. The aim of the campaign was to increase women's representation in national and local positions. In the last elections in 2008, women did not reach even 20% in Parliament or local authorities. Only 18% women were elected as Members of Parliament (MPs) and 19% as councillors in the 92 urban and rural councils.

WiPSU's goal is to push the representation of women to 50% by 2015 in accordance with the SADC Gender Protocol target. Although Zimbabwe's 2013 elections were the last before 2015, WiPSU ensured that more than 22 000 women and men were reached through training, mainstream and social media with its messages to change traditional mindsets that only men can lead and women follow. "People were commenting that the Vote for a Woman campaign was good," said Miranda Nyangoni, the Business Development Liaison Officer in Harare Province for ZANU-PF. "It would have been better if WiPSU could have reached more women at all levels."

The special constitutional measure plus WiPSU's campaign to put women candidates on the election agenda resulted in 34% women in Zimbabwe's 8th Parliament. The country now ranks 31 out of 150 countries on the Inter-Parliamentary Union (IPU) grading of countries. Women's representation in local government however, decreased to 16% due to the absence of a special measure in the Constitution and the continued use of the First-Past-the Post electoral system for local authorities.

Gearing up for the next elections in 2018, Tsitsi Mhlanga of WiPSU, says the organisation will build on the lessons learnt in 2013 to prepare women for the next general elections. "The campaign must begin earlier to ensure that women contest in the primary elections. We must do more in-depth political targeting of areas where women face the greatest challenges and we must raise more resources to reach as many direct beneficiaries as we can."

WiPSU believes the Post-2015 Agenda provides it with a strong platform to continue the 50/50 agenda and it will engage civil society organisations to lobby for the entrenchment of gender equality in political participation as espoused in Section 17 of the new Constitution. "We must ensure that the issue of equal participation for women in public office remains on the broader governance agenda for the next five years and beyond," Mhlanga says.

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.

Training drawbacks and challenges 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 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.

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



Dancing to a new tune: Fifty fifty campaign in Chiredzi, Zimbabwe. *Photo: Gender Links*

Table 2.10: Summary of 50/50 Campaign Strategy

COUNTRY	CABINET	PARLIAMENT			LOCAL GOVERNMENT			STRATEGY
	% Women	% Women	Next election	Electoral System & Quota	% Women	Next election	Electoral System & Quota	
Angola	20%	37%	2017	PR/ Voluntary 30%				Work with Ministry of Gender and Alliance Focal Point/Women's umbrella organisation during the period 2014-2016.
Botswana	14%	10%	Oct 2014	FPTP/ Voluntary party quota	19%	Oct 2014	FPTP No Quota	Advocate for legislated quota at local and national level through amendments to the Constitution and Electoral Act.
DRC	17%	10%	2016	FPTP/ 30%	2%	2016	FPTP	Advocate for legislated quotas at national and local level.
Lesotho	22%	27%	2017	Mixed No Quota	49%	2016	Mixed 30% Quota	Escalate the quota at local level to national level. Monitor progress on 50/50 campaign. Review parties' manifestos and encourage quotas. Sensitise communities about 50/50 campaign.
Madagascar	27%	23%	2019	FPTP/ No Quota	6%	Possibly 2014	FPTP No Quota	Use the Mauritius example to advocate for quotas at local level in the forthcoming elections.
Malawi	15%	17%	2019	FPTP/ No Quota	12%	2019	FPTP No Quota FPTP	Advocate for legislated quotas at national, local level using the Gender Equality Bill; Zimbabwe and Mauritius models in the 2019 elections. Train women on how to effectively engage with the media.
Mauritius	8%	19%	2015	Mixed/ No quota	24%	2018	Legislated quota	Use the White Paper on Electoral reform to advocate for the quota at local level to be extended to national level; build on momentum at local level.
Mozambique	32%	39%	Oct 2014	PR/Voluntary party quota	38%	2018	PR/Voluntary party quota	Advocate for all parties to adopt quotas and/or legislated quota.
Namibia	20%	26%	Nov 2014	PR/ Voluntary party	42%	2016	PR Legislated quota	Work with the Ministry of Gender to table motion again to Parliament for adoption; to put motion on the agendas of the local authorities. GL and Civil society organisations to popularise and domesticate at local level.
Seychelles	27%	44%	2016	Mixed No Quota	N/A	N/A	N/A	Document how Seychelles has succeeded without a quota.
South Africa	41%	40%	2019	PR/ Voluntary party	38%	2016	Mixed With Quota	Advocate for legislated quotas at local and national levels using the Women's Empowerment and Gender Equality Bill and for all parties to follow the ANC's 50/50 lead. Name and shame political parties with no voluntary quotas.
Swaziland	25%	15%	2018	FPTP/ Legislated 30%	12%	2018	FPTP No Quota	Lobby for legislated quotas at local and national level, and for four seats to be reserved for women in parliament in the 2018 elections. Advocate for the adoption of the 50% Constitutional quota as this goes to a referendum.
Tanzania	20%	36%	2015	FPTP Constitutional 30%	34%	2015	FPTP With Constitutional 30%	Advocate for Constitutional quota as part of the review using the Zimbabwe example that created a mixed electoral system before the 2016 elections.
Zambia	11%	11%	2016	FPTP No Quota	6%	2016	FPTP No Quota	Have space in the media to name and shame Boards and committees who do not have 50/50 representation on their Boards.
Zimbabwe	12%	35%	2018	FPTP Legislated 30% at National level	16%	2018	FPTP No Quota	Take stock of losses and gains in 2013, lobby for quota to be extended to local government. Start mobilising now for the 2018 Elections through capacity building and ongoing training potential women candidates.

Source: Gender Links 2014.

SGP Post 2015

The SGP provides a relatively comprehensive framework for promoting gender responsive governance in the SADC region, covering representation, participation and service delivery. The one specific target - gender parity by 2015 - has provided a key focus for the civil society Fifty fifty campaign. However, as reflected in this chapter, this target will not be achieved by 2015. A key reason for that is that campaigns to date have failed to press for special measures to increase women's political participation, despite the stark evidence around the region that this is the only way to end women's exclusion. During the 2014 SADC Protocol@Work summits, held under the banner "50/50 by 2015 and a Strong Post 2015 Agenda" Alliance networks sought to strengthen country-level strategies through to 2015 and beyond. Table 2.13 summarises the recommendations made at these meetings for each country. Key cross cutting considerations include:



Sibusisiwe Mtsetfwa during the 30% to 50/50 campaign in Swaziland.
Photo: Thandokuhle Dlamini

Representation

As the region approaches 2015, it is estimated that women will constitute an average of between of 21% to 28% in the public decision making areas of parliament, cabinet and local government. These efforts need to be stepped up through electoral reform and the adoption of quotas. Evidence and examples abound across the SADC region of how this can be achieved. There is also need to collect data on other key areas like the judiciary, peace and conflict resolution leadership, electoral structures, public service and public service management. The private sector is another key area for inclusion, either under governance, or economic justice.

Public perceptions

Equally important to measure are public perceptions: negative perceptions pose as a barrier to women's effective participation, while positive ones will foster an increase in women's representation and participation. Tools like the Gender Progress Score (GPS), a standard survey tool that has been modified by GL to include 'difficult' areas like women's effective participation in religious and traditional structures should be used to measure changes in attitude.

Participation

There is need to recognise that participation goes beyond a "numbers game". In order for women to make a meaningful difference there has to be deliberate and on-going strategies and mechanisms for capacity building through training, coaching and mentorship programmes. Tools like the Gender Aware Leadership score can be used to measure women's participation.

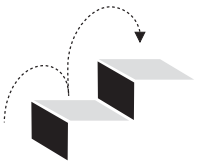
Effectiveness

The Alliance recommends that in the post 2015 era SADC moves beyond just "gender and governance" to gender responsive governance. There is need to adopt new meas. The 100-question Gender Score Card (GSC), developed by GL can be administered in parliament, local government and gender ministries to measure the extent to which women's representation and participation translate into better laws, policies, services for the women and men in SADC.

Table 2.11: Governance targets and indicators post-2015		
Thematic area/ Target	**Proposed post-2015 targets**	**Possible indicators**
Representation	1. By 2030 ensure that 50 percent of decision-making positions in all public sectors are held by women including through the use of affirmative action measures (private sector is covered under the economic chapter).	1. No. of countries that review of electoral systems to enhance women's representation.
		2. No. of countries that adopt 50% legislated quotas for advancing women's representation.
		3. Percentage of political parties that adopt a voluntary 50% quotas for advancing women's representation.
		4. Percentage women in Parliament (upper and lower houses).[6]
		5. Percentage women in local government.[7]
		6. Percentage of women in Cabinet.[8]
		7. Percentage women in the Judiciary.
		8. Percentage women in the public service.
		9. Percentage women in management in the public service.
	2. State Parties shall 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.	10. Percentage women in Electoral Commissions, including at decision-making level.
Public perceptions	3. States Parties shall ensure 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.	11. Changes in attitude towards women in decision-making (as measured through specific questions in the Gender Progress Score (GPS).
Participation	4. State Parties must ensure the equal participation of women and men in decision-making by putting in place policies, strategies and programmes for:	
	5. Building the capacity of women to participate effectively though leadership and gender sensitivity training and mentoring.	12. Percentage women MPs that undergo gender training; changes in attitude as measured by the GPS.
		13. Percentage women councillors that have undergone gender training; changes in attitude as measured by the GPS.
	6. Providing support structures for women in decision-making positions.	14. Type and quality of support structures for women in decision-making.
	7. Monitoring the extent of women's participation in decision-making structures.	15. Percent women who speak during parliamentary debates.
		16. Percent women who speak during council meetings.
	8. State Parties must ensure the inclusion of men in all gender-related activities, including gender training and community mobilisation.	17. Percentage male MPs who receive gender training; changes in attitude as measured by the GPS.
		18. Percentage male councillors who receive gender training; changes in attitude as measured by the GPS.
	9. Changing discriminatory attitudes and norms in decision-making structures and procedures.	19. Change in workplace gender score in the Gender Score Card for different decision-making structures.
	10. Women and men leaders demonstrate a high level of gender awareness.	20. Score achieved by women and men in the Gender Aware Leadership Score (GALS).
Effectiveness	11. The establishment and strengthening of structures to enhance gender mainstreaming.	21. Gender Score for parliament as measured by the Gender Score Card (GSC).
		22. Gender Score for national ministries as measured by the GSC.
		23. Gender Score for local government as measured by the GCS.

Source: Gender Links and Southern African Gender Protocol Alliance, 2014.

6 IPU, UN Women.
7 Council records.
8 Country cabinet lists ,IPU,World development indicators.



Next steps

With less than one year to go until 2015, best estimates are that the SADC region might just achieve close to 30%, but not the 50% target for women in political decision-making. This, however, depends on a concerted effort to capitalise on the upcoming elections across the region. 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 2015. Some governments, for example Zimbabwe, have walked the talk, working their way around Constitutional and other constraints to ensure a rapid increase in women's representation. Others, for example Malawi, have failed to do so. With just months to go, the time has come to name, shame and take action!

- ***Women's access to political decision-making requires special measures:*** The 2014 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 Zimbabwe 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 and Lesotho 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 Zimbabwe) or constitutional quotas (in national elections in Tanzania). Quotas are not a panacea but they are the best short-term method for ensuring that progress is made. When accompanied by supportive strategies, quotas have delivered rapid and tangible benefits.

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

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

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

- ***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 elections still to take place before 2015.

- ***Broadening the definition of decision-making:*** So far this sector has largely focused on political decision-making. The SGP 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



Good education policies have helped Namibia to be one of the region's shining stars in achieving gender equality in all levels of education. *Photo: Laurentia Golley*

KEY POINTS

- Education is one of the better performance areas among SADC member states, but this varies between countries. Less than half of the 15 SADC states have achieved the gender parity targets at each of the three levels - primary, secondary and tertiary.
- Gender parity in education remains the unfinished business of the Millennium Development Goals and SADC Gender Protocol.
- Strong calls have come from civil society and citizens for the adoption of a human rights based framework for education post 2015.
- With the exception of Botswana, Lesotho, Namibia and Seychelles, women in Southern Africa have lower literacy levels than men.
- Seven countries in the region: Botswana, Lesotho, Mauritius, Seychelles, South Africa, Swaziland and Zambia have higher proportions of women than men at tertiary level.
- In most cases girls outperform 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 dropped by one percentage point since the inception of this index.
- 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	2014	Target 2015 %
PRIMARY EDUCATION							
No. of countries that have achieved 50% girls or more at primary level	5	5	6	5	6	7	15
Highest (country %)	Lesotho (51%)	Lesotho (51%)	Lesotho (51%)	Lesotho (51%)	Botswana, Malawi, Seychelles, South Africa, Tanzania, Zimbabwe. (50%)	Tanzania (52%)	50%
Lowest (country %)	DRC (45%)	DRC (45%)	DRC (45%)	DRC (46%)	DRC (46%)	DRC (46 %)	50%
SECONDARY EDUCATION							
No. of countries that achieved 50% girls or more at secondary level	6	6	6	6	6	9	50%
Highest (country %)	Lesotho (56%)	Lesotho (56%)	Lesotho (56%)	Lesotho (56%)	Lesotho (57%)	Lesotho (57%)	50%
Lowest (country %)	DRC (36%)	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	7	15
Highest (country %)	Seychelles (57%)	Seychelles (57%)	Mauritius (61%)	Mauritius (61%)	Mauritius (61%)	Lesotho (61%)	50%
Lowest (country %)	DRC (26%)	DRC (26%)	DRC (26%)	DRC (26%)	Tanzania (26%)	DRC (32%)	50%
SCORES							
SGDI			93	94	94	92	100%
CSC	65	65	55	63	69		100%

Education enhances every stage of the journey to a better life, especially for girls and women. In addition to boosting their chances of escaping poverty, getting jobs, staying healthy and participating fully in society, education has a marked impact on the health of the children of girls and young women. It accelerates their countries' transition to stable population growth, with lower birth and death rates.



Mandlakazi Mayor Maria Helena Langa (second right) with former GL Mozambique Manager Mevasse Sibia touring a library. *Photo: Ruben Covane*

Moreover, educating girls and women contributes to broader social goals that have increasingly been recognised as vital elements of the post-2015 framework: building foundations for democracy and empowering women to make life choices that improve their welfare.[1] In the years following the Dakar World Education Forum, Education for All in 2000, lawmakers 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 of girls around the world at primary school age enrolled.[2] More recently, in July 2013, United Nations education activist Malala Yousafzai, who survived a brutal shooting attack by the Taliban on her way to school in Pakistan, declared: "One child, one teacher, one pen and one book can change the world. Education is the only solution."

Education is one area in which SADC countries have made tremendous strides. However, as the trends table shows, key gaps remain, as well as substantial differences between countries. By the 2015 deadline only seven out of 15 SADC countries (Botswana, Malawi,

[1] Education for all Global Monitoring report 2013/4 Teaching and Learning Achieving quality for All.
[2] Unesco 2012: From Access to Equality: Empowering Girls and Women through Literacy and Secondary Education.

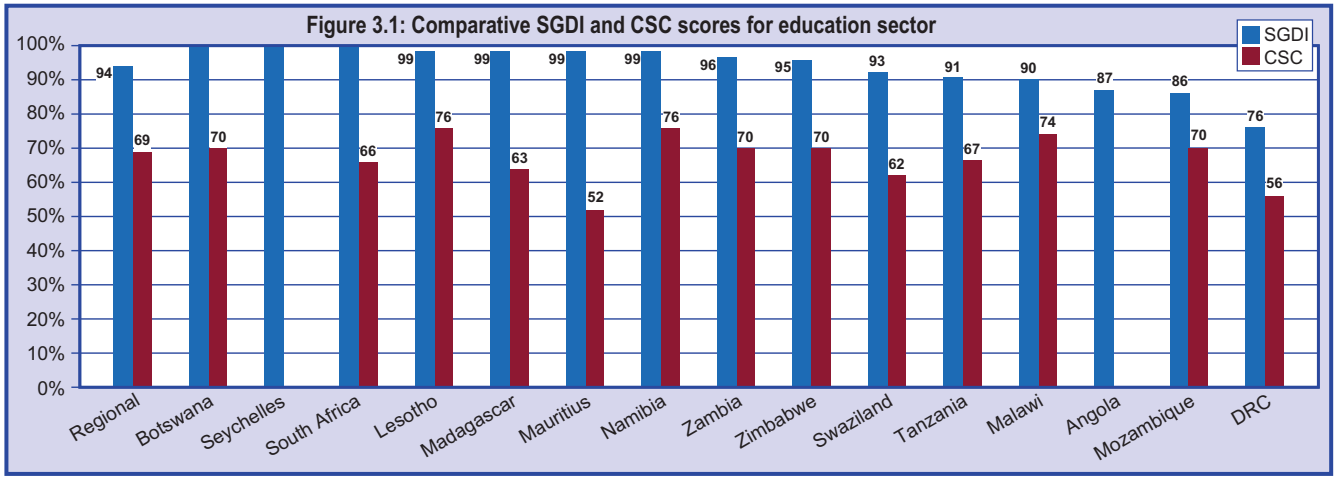
Seychelles, South Africa, Swaziland, Tanzania and Zimbabwe) will have achieved 50% or more girls in primary education. This is an increase of just two countries over a four year period. DRC, with 46% girls in primary education, has consistently been in last place.

Nine countries (Botswana, Lesotho, Madagascar, Mauritius, Namibia, Seychelles, South Africa, Swaziland and Zimbabwe) have 50% or more young women in secondary school; this is three more countries than last year (Madagascar, Mauritius and Zimbabwe) reached parity in the year under review. Lesotho, with 57% young women in secondary school, has consistently been the highest, and DRC, with just 36% young women in secondary school, is consistently lowest.

Seven SADC countries (Botswana, Lesotho, Mauritius, Namibia, South Africa, Swaziland and Zambia) now have more young women than young men in tertiary education.[3] 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; or gender violence in schools. The Citizen Score Card (CSC) analyses how citizens perceive progress on gender in education. It is not a quantitative measure, but it does take into account those areas not covered by the SGDI.

The regional average on the SGDI score has moved from 93% in 2012 to 94% in 2013 and 2014. This demonstrates the success of efforts by SADC member states to reach the 2015 target of equal enrolment of boys and girls at all levels. This is the highest score achieved in any of the six sectors measured by the SGDI. These scores underscore that education is one of the region's success stories in terms of gender parity. 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 and did not move in 2014. This shows that citizen perspectives on education are generally more positive than in the past.



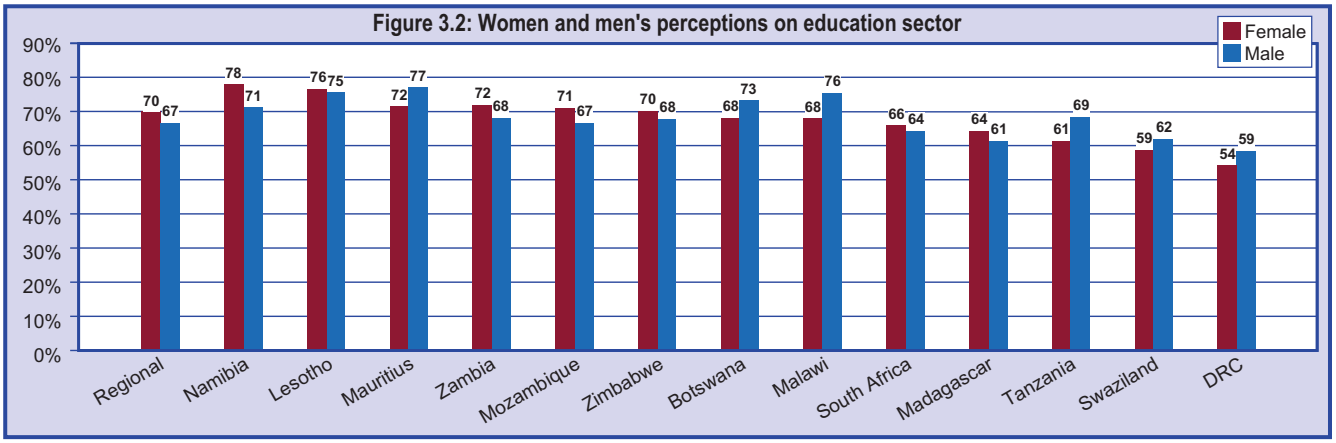
Source: Gender Links.

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, Madagascar, Mauritius, Zambia and Zimbabwe - have attained a score above 95%.

Botswana Seychelles and South Africa achieved full marks. Four countries: Lesotho, Madagascar, Mauritius and Namibia missed the full score by only one percentage point at 99%. Even the lower ranked countries are not too far away from top scores with only three countries achieving less than 90% and the lowest ranked being the DRC at 76%. DRC which had made a significant improvement from 71% in 2011 to 82% in 2013 has dropped to 76% in 2014.

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%. Citizens in all the 15 SADC countries have given lower scores compared to the SGDI. Mauritius recorded the highest gap between the SGDI (99 %) and the CSC (52 %). Lesotho has achieved the highest citizen score (76 %) since 2013, 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.

[3] 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 70%, women are slightly more positive than men (67%). Women in seven countries (Namibia, Lesotho, Madagascar, Mozambique, South Africa, Zambia and Zimbabwe scored higher than men while in the remaining six countries (Botswana, DRC, Malawi, Mauritius, Tanzania and Swaziland) men gave a more positive score compared to women. Malawi and Tanzania tied on the biggest gap in gender perceptions, with women scoring their governments 68% and 61% compared to 76% and 69% respectively 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 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 this target without radical shifts of policy and priorities in education planning.[4]

The lives of millions of girls worldwide have been moulded by multiple layers of disadvantage - formed by poverty, socio-economic status, cultural attitudes and expectations, social norms, ethnicity and geographical location. Inequalities in access to secondary education can be especially prominent for girls from low-income and impoverished families as well as those living in isolated geographical areas and those who face pressure to drop out because of family obligations, early marriage, domestic work, discrimination, violence or disability.[5]

Education is a key priority for most SADC member states. At the global level, MDG 2 aims to achieve universal primary education. Meanwhile, 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.

Education funding

Gender equality is a fundamental principle of the global Education for All (EFA) campaign, launched in 2000. The campaign notes that gender equality in education is a basic human right; something essential to achieving sustainable development. In our increasingly globalised world, societies that succeed will be those which guarantee women and girls equal access to education, giving them the skills and the opportunities to develop their talents and interests so they can contribute to building stronger and more resilient communities.[6] Overall primary education is the main funding priority for most countries in the SADC region. This is consistent with human rights principles and with international targets such as the MDGs and EFA goals.[7]



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

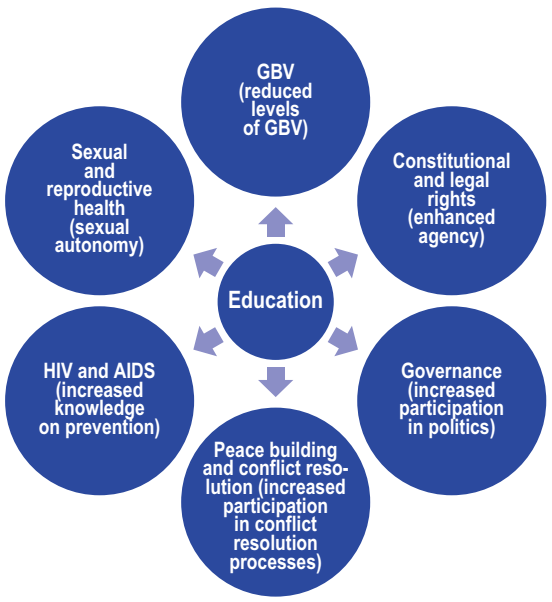
[4] Education for all Global Monitoring Report 2011.
[5] UNESCO.2012. Advocacy brief: Removing Gender Barriers to Literacy for Women and Girls in Asia and the Pacific. Bangkok: UNESCO.
[6] UNESCO.2012. Advocacy brief: Removing Gender Barriers to Literacy for Women and Girls in Asia and the Pacific. Bangkok: UNESCO.
[7] Global Initiative on Out of School Children East and Southern Africa report.

Table 3.1: Government expenditure on Education					
Country	Percentage of GDP to education	Total percentage Government spending	Percentage Primary in government educational expenditure	Percentage Lower Secondary in government educational expenditure	Percentage Higher Secondary in government educational expenditure
Angola	2.7	4.4	31.4	n/a	n/a
Botswana	7.8	16.2	17.8	22.5	10.1
Lesotho	13.1	23.7	36	n/a	n/a
Madagascar	3.2	n/a	52.3	12.6	5.6
Malawi	5.7	14.7	34.6	21	9.4
Mozambique	5	21	57.7	18.6	10.6
Namibia	8.1	n/a	40. 0	n/a	n/a
South Africa	6	19.2	42.5	n/a	n/a
Swaziland	7.4	15.9	47.2	24	11.5
Tanzania	6.8	27.5	67.6	9.3	n/a
Zambia	1.3	n/a	n/a	n/a	n/a
Zimbabwe	2.5	8.3	51.6	n/a	n/a

Source: All Children in school by 2015 Global initiative on out of school Children.

Table 3.1 shows that most countries in the region invest more in primary education, with Tanzania and Mozambique spending 68% and 58%, respectively. However, expenditure in secondary and tertiary education is dismal: the highest spend in both levels is less than 25 %.

Figure 3.3: Relationship between education and other SADC Gender Protocol provisions



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

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

Figure 3.3 illustrates how education also links closely to other provisions, such as gender parity in decision-making and sexual and reproductive health. When education empowers women and girls, 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 have been educated are far more likely to immunise their children, and their children are less likely to be malnourished.[8]

Education is also an important part of aspiring government officers and other such decision-making bodies. In both formal employment and other occu-

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

pational 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

Analysis of the SGDI and CSC scores shows that SADC countries need to shift attention to ensure retention of girl students and improve their quality of education. This is one of the critical factors affecting the development and learning of young people in the region today.

Quality education is at the heart of the Education for All goals, but 250 million children - many of them from disadvantaged backgrounds - have not been learning even basic literacy and numeracy skills, let alone the further skills they need to get decent work and lead fulfilling lives. In a world of equal learning opportunity, what students achieve in education would be determined by their ability and effort rather than their circumstances at birth. In reality, factors such as gender, poverty, ethnicity, disability and where a child is born weigh heavily on whether children go to school and, once there, learn. To solve the learning crisis, all children - and especially girls - must have teachers who have been trained, motivated and enjoy teaching, who can identify and support weak learners, and who are backed by well-managed education systems.[9]

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 have historically not been safe spaces for women and girls. Much 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 prevalent. Many SADC countries have policies in place to address this issue, but these lack enforcement. There is a growing awareness among educators, government ministries, non-governmental organisations and civil society organisations about the need to make all 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.



Pre-primary school kids in Bobirwa, Mahalapye, Botswana. A little more than 17% of Botswana's spending on education goes toward primary education
Photo: Mukayi Makaya

[9] Making Education a priority in the Post 2015 Agenda.

Table 3.2: Access and enrolment in education

	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	59	83	86	85	57	77	85	66	62	67	51	72	87	91	36	67	78	74	92	91	92	94	86	88	61	75	52	72	94	96
Enrolment																														
Primary school	46	54	50	50	46	54	49	51	50	50	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	50	50	45	55	52	48	44	56	53	47	50	50	55	45	50	50	44	56	45	55	50	50
Tertiary level	40	60	53	47	32	68	61	39	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 enrollment), EMIS Year 2006 (school administration) and OSSREA(2000): The Global Gender Gap report 2013 http://www.ossrea.net/index.php?option=com_content&view=article&id=350. All figures cross checked with UN.

Enrolment and retention

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

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

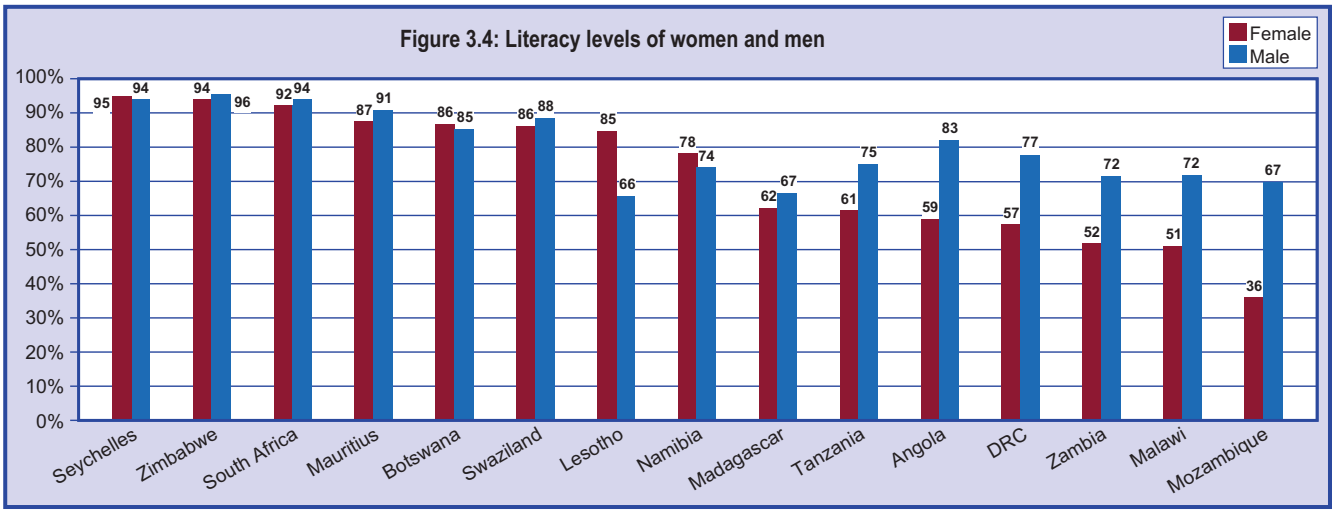
Factors related to school presence can be categorised into internal and external factors. The internal factors include cost of school requirements, poor teaching, poor learning environment, overcrowded classes, gender-insensitive schools and curriculum, insecurity at and out of school, insensitivity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

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.



Students take part in a lesson at Khunene Primary School in Lesotho. For many years Lesotho led the way in terms of gender parity in primary education, but it has in recent years been overtaken by other SADC countries. *Photo: Ntolo Lekau*

Literacy



Source: GL and country sources listed in Table 3.1.

SADC countries have made progress in closing the gap between literacy levels for men and women. Figure 3.4 shows that Botswana, Lesotho, Namibia and Seychelles have higher literacy levels among women compared to men. Five countries (Madagascar, Mauritius, South Africa, Swaziland and Zimbabwe) have a percentage point difference of five or less between the literacy levels of women and men. Seychelles, Zimbabwe and South Africa have the highest literacy levels overall.

But six countries still register serious gender gaps in terms of literacy levels for men and women: Angola, DRC, Malawi, Mozambique, Tanzania and Zambia have huge disparities ranging from 14 percentage points to 31 percentage points in Mozambique.

Many stakeholders feel that implementation of the current education framework has limited the focus to access, thus directing attention away from ensuring quality learning outcomes. As stated by the Africa Progress Panel, "Many of the children in schools are receiving an education of such abysmal quality that they are learning very little."[10] The focus on access and completion ignores what students actually learn. Among children who reach fourth grade, 250 million could be unable to read or write and the full scale of the crisis most likely underestimated.[11] The measurement of learning outcomes among children and youth is limited and, relative to measurement of access, more difficult to assess at the global level. In many countries children leave school without having developed literacy and numeracy or other relevant skills.[12]

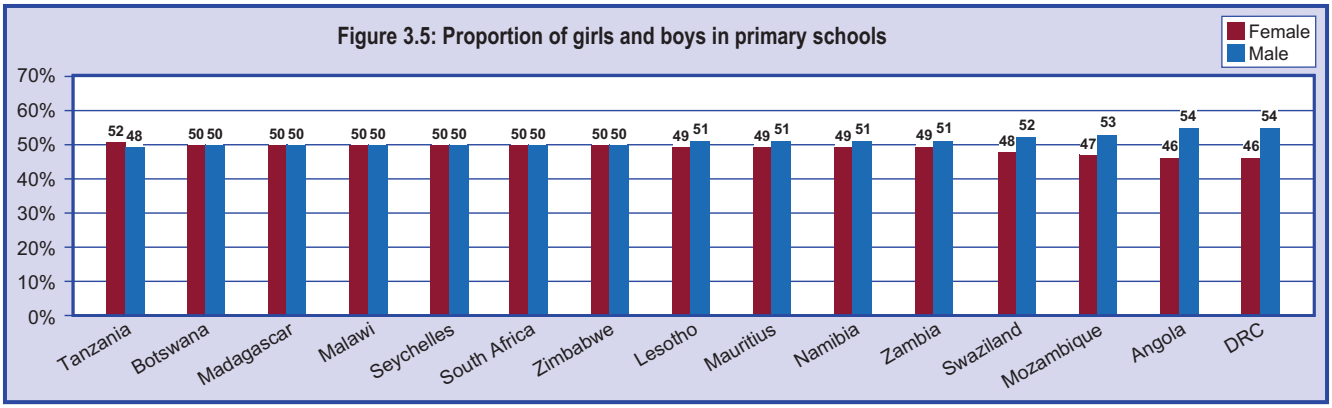


Primary school

Education is a crucial building block of human development, and progress towards this goal will heavily influence progress towards all other MDGs. Primary education is the basis for high quality skills development in numeracy and literacy, skills that can be viewed as critical for development in scientific and technological education. Higher levels of education for girls and women have stronger positive impacts on their employment and earning potential, as well

10 10 Africa Progress Panel, 'A Twin Education Crisis is Holding Back Africa', Policy Paper, September 2012, p. 4; available from http://africaprogresspanel.org/en/publications/policy-papers/a-twin-education-crisis-is-holding-back-africa1. The panel is chaired by Kofi Annan and consists of 10 individuals from the private and public sectors who advocate for shared responsibility between African leaders and their international partners to promote equitable and sustainable development.
11 UNESCO (2012a).
12 UNESCO (2012a).

as their ability to contribute to society. Educated women tend to have fewer children and healthier families which contributes to improved child and maternal health, higher immunisation rates, good family nutrition, and the next generation's schooling attainment (World Bank, 2010).



Source: GL and country sources listed in Table 3.1 and 3.2.

Gender parity has been achieved in primary schools in most, but not all, SADC countries: With the 2015 SADC Gender Protocol and MDGs deadline now less than a year away, primary education enrolment will be the region's (and Africa's) greatest success story. Tanzania is the only country in the region that has more girls than boys enrolled in primary education. However, most SADC countries now have roughly equal numbers of boys and girls at primary schools. Botswana, Malawi, Seychelles, South Africa and Zimbabwe have all reached parity and will meet MDG 2 of achieving universal primary education by 2015. DRC, Angola and Mozambique still register the widest gaps, with girls still comprising less than 50% of primary school-goers in classrooms. 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 suffer from fistula, end up pregnant or contract HIV.

Free for all, but not all for free

Free and compulsory primary education has been introduced in many countries, imposing stress on educational facilities (classrooms, facilities and teachers), affecting the quality of education and raising dropout rates. However, if more resources can be allocated to primary and secondary education, stronger governance of school systems, better teaching and curricula, and current educational reforms, the continent will be able to consolidate its progress.[13] Only five countries in the region (Namibia, Swaziland and 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; 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. Across the region, despite "free" education, many learners still miss out because families cannot afford school uniforms and supplies.

Good policy spurs rapid educational advances

Countries have their own slightly different, but ultimately similar, ways of encouraging education. Some, like Namibia, have enshrined compulsory education in their constitution and have established educational policies and programmes to enforce compulsory primary education. Mauritius imposes penalties on parents who do not send their children to primary school. Rwanda is introducing a nine-year cycle of basic education. Universal primary or basic education has produced encouraging results in Nigeria and Zambia, among others. Seychelles has eliminated all forms of educational discrimination (including against disabled people). Increased budgetary allocations, a primary education development plan and capacitation grants are driving progress in Tanzania. In short, a good policy environment can create momentum for rapid progress.

Source: UNDP-RBA (2010).

13 Africa Millenium Development Goals report 2012.

Not all children are in school

Although the gender gap has narrowed, many countries do not provide equal access to education for girls. Girls accounted for 53% of the 61 million children of primary school age not enrolled in school in 2010. In 2013, they accounted for 49% of the 57 million children out of school.[14] In surveys of 30 countries with more than 100,000 out-of-school children, more girls (28%) had not enrolled than boys (25%).[15] Completion of primary school is a particular problem for girls in sub-Saharan Africa and Western Asia.

Several factors account for low completion rates in primary school. Sabates et al. (2010) classifies them into three groups: individual factors such as poor health or malnutrition status of pupils; household situation (including child labour and poverty); and school factors such as teacher absenteeism, school location and poor educational provision. The study found that lawmakers need to design and implement policies and programmes that encourage pupils to stay in school in order to improve their primary completion rate. More effort is needed to keep girls in school because educating girls produces many socio-economic gains that benefit all of society. These include greater economic productivity, higher family incomes, delayed marriages, reduced fertility, and improved health and survival rates for infants and children. Still, more girls drop out of school than boys, leading to lower primary school completion numbers among girls.[16]

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.



Lesotho has the highest number of out of school children, likely because many boys leave school to herd cattle. *Photo: Ntolo Lekau*

Keeping children in primary school - Tanzania's reforms

Primary education reforms in Tanzania followed three approaches. First, the government adopted a political and budgetary focus on universal primary education and completion rates and used the decentralised local government system to realise this focus. It began by mapping, as much as possible, all primary education facilities and identifying all school-aged children (including tracking down those out of school).

Lawmakers used this information to gauge the scope of the nation's educational resource needs. The government then instituted a policy of compulsory enrolment of all children from seven years and older, including out of school older children. Second, lawmakers devolved education to the regions, with a community approach to education starting from villages. Third, to tackle inefficiencies in the system, stakeholders enrolled children at the right official age of entry in primary school. At the same time, the government brought in quality-improvement measures, such as child-friendly teaching and learning skills for teachers; flexible learning hours; abolition of corporal punishment and of compulsory school uniforms; wider availability of textbooks; school health measures, such as improved access to water and sanitation facilities in school; and school meals in drought-prone areas. Officials accommodated those children found to be over age and out of school through a condensed curriculum of three years equivalent, rather than the traditional seven years. (This proved to be more beneficial to young children in the classroom). Officials introduced other forms of education for these children - complementary, and not an alternative to the formal system.

Source: Sabates et al. (2010)

To improve primary school completion rates for girls, some countries have introduced policies that focus on girls' education. In Zambia, for example, the government has launched the Programme for Advancement of Girls' Education to improve school completion rates.

Particularly for girls, governments need to secure greater balance between policies and interventions that focus on improving educational access and gender parity in enrolment, and those that address retention and achievement - the quality and relevance of education. An

14 UNESCO (2013c).
15 UNESCO (2012b). Education for All Global Monitoring Report: Reaching out-of-school children is crucial for development. Policy Paper 4, Available from http://unesdoc.unesco.org/images/0021/002165/216519E.pdf
16 Global Initiative on out of School Children.

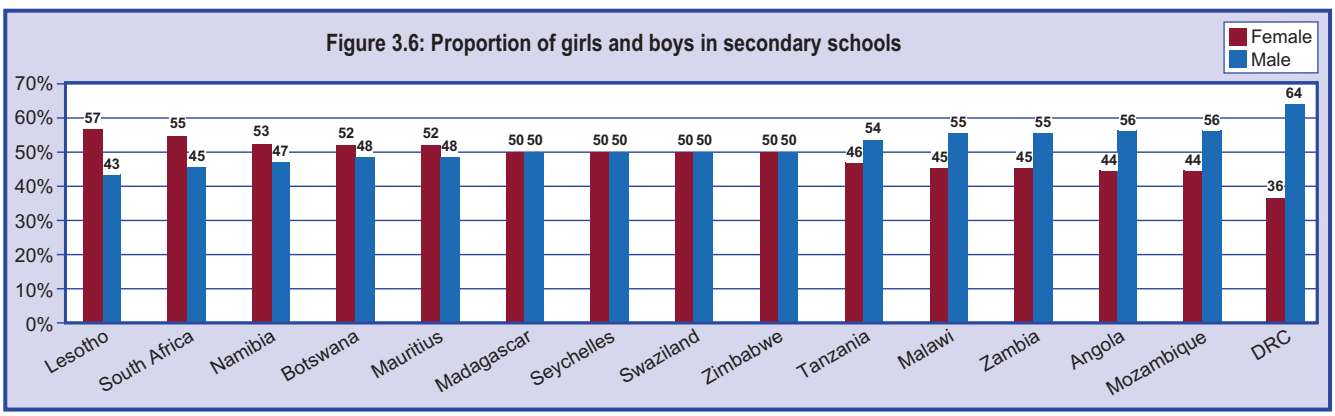
educational system that meets minimum standards of quality and that is relevant to the labour market needs of a community or country not only contributes to improved enrolment and retention, but also helps to ensure that boys and girls can fully realise the benefits of education (USAID, 2008). Globally, responding to gender equity concerns, the UN launched the United Nations Girls' Education Initiative. It has been noted that literate individuals can better "access other education and employment opportunities and, collectively, literate societies are better geared to meet development challenges".[17]

Disparities remain between enrolment in rural and urban areas: According to a study carried out by UNESCO in Madagascar in 2011, the primary level presents high dropout rates between 16% and 22% in rural areas against 4% to 7% in urban areas. The introduction of school meals has emerged as a preferred solution to the problem. The head of a public elementary school located on the outskirts of the capital said that the establishment of a school canteen has reduced by two-thirds the dropout rate. 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 around education: Enrolment in post-conflict countries such as 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 often 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.[18]

Secondary school

UNESCO (2012) suggests that girls who transited from primary to secondary school tend to perform better in their studies than boys. This perhaps accounts for the higher rise in women's participation in tertiary education in many African countries, especially in high-income countries where female students outnumber male students. In addition to the bottlenecks identified at primary school level, other reasons why access to secondary education can be harder for girls include high repetition and dropout rates. Repetition rates can be viewed as an indication of the internal inefficiencies of educational systems. Repetition is an important determinant of whether a child enrolled in school will remain enrolled to complete primary and secondary education. Cultural attitudes and practices that promote early marriage, the seclusion of girls, and the education of boys rather than girls continue to present formidable barriers to gender parity.[19]



Source: Gender Links and country sources listed in Table 3.1 and 3.2.

As countries in the SADC region work towards narrowing the gap in enrolment of girls in secondary school, many countries have reached gender parity: 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 so many boys in that country leave school to herd cattle. Botswana, Mauritius, Namibia and South Africa have slightly more girls than boys, which is consistent with demographics. Madagascar, Seychelles, Swaziland and Zimbabwe 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 46%

17 (Carr-Hill, Frostell and Pessoa, 2008).
18 Source: UNICEF (2010), 'In Angola, child-friendly schools bring new life to primary education' - http://www.unicef.org/infobycountry/angola_53656.html
19 (World Bank, 2010).

in Tanzania. Mozambique and Angola have 44%. In Malawi and Zambia girls constitute 45% of those enrolled in secondary school. It is concerning that these figures have failed to improve year over year.



Many girls and boys from developing countries such as Madagascar will not complete secondary school unless lawmakers bring in drastic policy changes.
Photo: Zotonantenaina Razanadratefa

Free education at secondary level is rare: A contributing factor is that free and compulsory education is rarer at secondary level than at primary level. Secondary level education is free in DRC and Seychelles, and but it is not free in Lesotho, Malawi, Mozambique, Swaziland, or Zimbabwe. It is not compulsory in any SADC country. In many countries, there remain 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 secondary school dropout rates remain high: Boys in the SADC region face greater pressure to earn an income; for girls, family responsibilities and social stereotypes that undervalue girls' education contribute to high dropout rates. Family members encourage, or force, many young women 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 persist in the SADC region: This is also a key driver of high dropout rates for girls. Roughly, one-third of all young women become pregnant by the age of 16 and the burden of care usually falls to the girl. Recent studies carried out in Tanzania show that annually, an average of 3600 school girls drop out of school due to pregnancy. In the last five years 18 000 girls dropped out of school due to pregnancy.[20]

SADC lawmakers have introduced a variety of policies to tackle the problem of dropout rates among female learners.



Botswana: The country's 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 mostly drop out of school due to pregnancy. In October 2009, cabinet approved a 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: Lawmakers introduced a policy in 1997 that 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 responsible for the pregnancy.[21] Authorities provide counselling for the affected school children and their parents. However, the government admits that the policy has not prevented girls from deciding not to return to school.[22] Any pregnant student is allowed to attend school, including after delivery.



Swaziland: Although Swaziland has almost reached gender parity at all levels of education, more girls drop out of secondary school than boys. Studies have indicated that most girls drop out of school due to pregnancy, which can occur 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). High dropout rates at primary school level due to pregnancy is especially worrying because it means that girl children engage in unprotected sex as early as primary school, or that they have been sexually abused and exposed 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

20 The Guardian March 5.2012.
21 Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women 2009
22 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.

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 face stigmatisation, ridicule and expulsion. Sometimes officials or family members force them to drop out. Such marginalisation has also led to child abandonment. Sexual abuse of female students by male teachers is also prevalent.

A perceived need for cell phones, cash and fancy cars also fuels a "sugar daddy" syndrome. As a result, increasing numbers of girls have become involved in commercial sex work. Girls between ages 10 and 15 are also 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: A re-entry policy allows pupils who fall pregnant to return to school. However, the number re-admitted after dropping out due to pregnancy is shrinking. A review by the Ministry of Education in 2010 found that some educational providers have not been made aware 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).



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 changed to 18. UNICEF has been a central player as far as girl child education is con-cerned. A number of interventions have included a call to end child marriages because they remain an obstacle to girl child education in Malawi (see Chapter One: Consti-tutional and Legal Rights).

On average, if recent trends continue, lower secondary school completion for all will be achieved in 2069 in sub-Saharan Africa, several decades after the target dates currently under discussion. Girls from the richest fifth of the population will reach the target by 2051, but the projection for girls from the poorest fifth of families is currently 2111.[23]



Malawi: fewer girls than boys go on to secondary school education. *Photo: Frank Windeck*

Sanitation

Most rural schools in the region languish in a neglected state. They lack basic services such as running water, sanitation facilities and electricity. Because of these poor conditions, many girl children skip school every month during menstruation.

A lack of clean, safe and ideally segregated toilets is bound to discourage children, especially girls, from attending school regularly. Studies show that a safe, adequate water and sanitation facility in schools, coupled with hygiene education, reduces the incidence of diarrhoea and other waterborne diseases (UNICEF, 2009). Furthermore, inadequate access to sanitation may have a negative impact on enrolment and attendance, especially of girls, and on school performance.[24]

[23] Making equality a priority in Post 2015 Agenda.
[24] Because I am a girl: The state of the world's girls 2012.

Protocol @ work

Secure and safe boarding for school children

The local authority, community members and the mining company ZIMASCO have joined hands in the Mutorashanga community in Zimbabwe's Zvimba District to provide safe and supervised boarding to secondary school pupils.

The mining company donated 16 houses, council provided the land, and members of the community donated food, beds and money for the upkeep of the boarding houses. According to Idah Kamushinda, the Zvimba councillor of Ward 15, the initiative contributes towards higher school retention rates among girls and boys and keeps them from falling prey to illicit activities in the mining town. The school children, who travelled 15 kilometres to school, rented houses from the mining company, Kamushinda said.

"I appealed to ZIMASCO to donate the houses to help the children and I decided to accommodate these children under one roof."

Sixty-two students from Mutorashanga high school now have boarding facilities and the project has created employment for one man and four women from the community. The community provided US$5000 (R53 715) and has also donated various food items. A mango project at Landfall farm helped to augment finances for the boarding facilities and a local female farmer provided maize and vegetables from her garden.

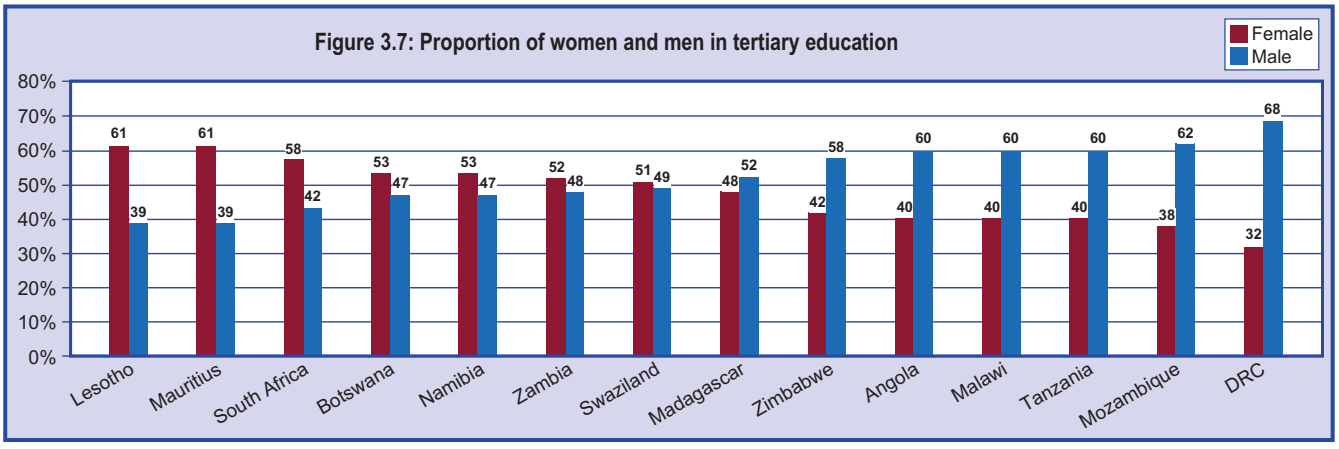


"Thirty-three percent of the beneficiaries of this project are girls and the housing keeps them in school. Many, without supervised boarding facilities, leave school due to low pass rates, some begin to abuse drugs and the girls become involved in sex work in the mining town," said Kamushinda. "I supervise the boarding staff and conduct counselling services for the students."

The farmers and the people of the community assist in the upkeep of these boarding houses. The area has two secondary schools which cater for the Mtorashanga community, Urungwe farm, Landfall farm, Jester farm and Three Sisters farm in the nearby areas. Since the council's resolution to provide land for the building of boarding facilities, the other secondary school is also making arrangements for student lodging.

Tertiary level

Significant inequalities in tertiary education exist in the region in general, as well as in relation to areas of study, with women being overrepresented in the humanities and social sciences and significantly underrepresented in engineering, science and technology.[25]



Source: GL and country sources listed in Table 3.1.

Seven countries have a higher proportion of women enrolled in tertiary education: Tertiary institutions in Botswana, Lesotho, Mauritius, Namibia, South Africa, Swaziland and Zambia have more women enrolled than men. With 61% women at the tertiary level, Mauritius and Lesotho have the highest proportion of women at tertiary level.

But there remain large gender gaps in other countries when it comes to women's enrolment

[25] Making education a priority in the Post 2015 Development Agenda.

in tertiary education: Substantial gender gaps exist in DRC - where women constitute 36% of the total - and in Mozambique (38%). Tanzania has gained four percentage points and joins Malawi and Angola at 40%. This is a serious concern considering university education is the likely path to leadership positions, whether in business, governance, media or any other sector.

Although progress on tertiary gender parity remains low, tertiary female enrolment has grown almost twice as fast as men's over the last four decades in Africa, made possible by factors such as greater social mobility of girls and women, enhanced income potential and international pressure to narrow the gender gap. High national per capita income has a correlation with low gender disparity in secondary school, and women are more likely to pursue tertiary education in countries with relatively high incomes - and less likely to do so in low-income countries. However, women and men continue to be discouraged from enrolling in tertiary education in countries with few economic and job opportunities.[26]

Quality of education

The Protocol goes further than MDG 2 on enrolment and retention, but also specifically calls for 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 women's lives in broader society can often be compounded by policies, learning content, pedagogies, curriculum, textbooks instructional materials and learning environments once girls arrive at school.[27] Culture and tradition dictate that girls do more home chores than boys. The care work that society expects from girls, which has increased with the growth of HIV and AIDS, means girls spend less time on studies, therefore affecting their performance and attendance. Girls often become not only caregivers, but breadwinners for child-headed homes, especially where both parents have died from AIDS-related illnesses. This can translate into lower pass rates and girls not benefiting as much as they otherwise would from education. There is a widespread consensus that an emphasis on quality education should be a core priority of any post-2015 education framework. The quality of education should be holistic, comprehensive, context-specific and intersectoral.[28] Quality of education depends on increasing the numbers of teachers and improving their training and deployment within education systems. Teacher's qualifications remain 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).

Africa currently has more than 2.8 million primary school teachers. An additional one million teachers need to join the teaching force for the continent to achieve the "education for all" goal by 2015.

Funding mechanisms

A 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. But it is unclear to what extent these have been equally accessible to both male and female students, or if they attempt to redress some of the imbalances.

Like quotas in politics, affirmative action in financial assistance for higher education is a divisive topic: Some argue that students should win support based on merit, not gender. Others note 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, even though they remain disadvantaged: Angola, DRC, Lesotho, Mozambique, Namibia, Seychelles, Swaziland, Tanzania and Zimbabwe offer equal opportunities for the economically disadvantaged based on performance. Meanwhile, 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.



It is important for students like Brenda Zvarayi, an agronomy student at Zimbabwe's Midlands University, to enrol in tertiary education so they can become SADC's leaders of tomorrow. *Photo: Tapiwa Zvaraya*

26 Africa Millennium Development Goals Report 2012.
27 UNESCO.
28 Making Education a priority in the Post 2015 Development Agenda.

Performance

Table 3.3: Pass rates in primary and secondary schools in selected SADC countries

	Primary		Secondary	
	% Boys/men	% Girls/women	% Boys/men	% Girls/women
Botswana[29]	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.

In most cases girls outperform boys at primary and secondary school level: Table 3.3 gives the percentage pass rates at both these levels in seven Southern African countries. The table shows that in all but three instances, girls outperform boys at schools in the SADC region.

Table 3.3 also shows that efforts to bring about gender parity in education have paid off numerically as well as 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 outperform boys in the SADC region challenges the myth that girls do not have the capacity to learn and therefore it is not worth investing in their education.

In an interview with Gender Links, the Mauritian Minister of Tertiary Education, Science, Research and Technology 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." The university pass rate for women in Mauritius is 60.3% compared to 39.7% for men.

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.

In sub-Saharan Africa, which suffers from gender disparities in schooling at the expense of girls, the lack of female teachers in primary schools is even more acute at secondary school. Among the countries with data, female teachers make up less than 40% of the total teachers in 43% of countries at the primary level, in 72% of countries at the lower secondary level and in all countries at the upper secondary level.[30]

[29] Grade A to C.
[30] Education for all Global Monitoring report 2013/4 Teaching and Learning Achieving quality for All.

Table 3.4: Representation of women in the teaching profession			
	Primary	Secondary	Tertiary
Angola	40	30	29
Botswana	76	50	37
Lesotho	77	56	47
Madagascar	56	45	30
Malawi	40	27	30
Mauritius	70	58	n/a
Mozambique	39	18	21
Namibia	68	50	41
South Africa	77	55	n/a
Tanzania	50	n/a	24
Zambia	51	n/a	n/a

Source: The Global Gender Gap 2013.

Table 3.4 illustrates the disparities in the share of women in the teaching profession. At primary level the representation varies from a low of 39% in Mozambique to a high of 77% in Lesotho and South Africa. The figures drastically decrease at secondary school level, where the highest representation is Mauritius (58%) and the lowest is Mozambique at 18%. At tertiary level, all countries with data had not reached the 50% mark.

A Malawi initiative to increase female teachers in rural areas

Malawi has one of the world's worst teacher shortages, resulting in primary school classes with an average of 76 students. Unless lawmakers take urgent action, the country is unlikely to close the teacher gap by 2030. Rural areas have particularly acute shortages and trained educators, especially women, do not have a desire to teach in rural areas. To increase the number of primary teachers equipped to teach and stay in rural areas, Development Aid from People to People Malawi recently established four teacher education colleges in rural districts. Training programmes emphasise the integration of theory and subject content, the practical application of teaching skills, student-led research and reflection, community outreach and social development. The organisation provides opportunities for teaching experience during initial college-based training as well as one year of teaching practice. On graduation, new teachers are expected to work effectively in rural areas, including using teaching and learning materials produced from locally available resources. The training programmes place a strong emphasis on supporting the needs of all learners, including learners at risk, and establishing community-based projects such as school gardens to support vulnerable children. In a recent evaluation, researchers found that the programme has been particularly beneficial in encouraging young women to train as rural teachers. Of the female students in the programme, 80% found that school practice topics prepared them adequately for teaching in rural areas, compared with 38% of female students in government colleges. Furthermore, 87% of female students in the programme said they would opt for a rural post, compared with 67% of those in government colleges.

The Ministry of Education posted many graduates of the programme to rural government schools. By 2011, the programme had trained 564 newly qualified teachers who took up posts in rural primary schools. In addition, educators had begun training 750 new teachers and 1420 children received remedial lessons. Given the large numbers of rural children needing such support, government colleges need to learn from the programme to ensure that all trainee teachers, especially women, acquire the skills to teach in areas where they continue to be most needed.

Sources: DeStefano (2011); Development Aid from People to People (2013);Mambo (2011)

Another response to the region's perennial shortage of female teachers is local recruitment. In Lesotho, a system of local recruitment allows school management committees to hire teachers, who apply directly to the schools for vacant posts. This ensures that only teachers willing to work in those schools apply; schools do not have a problem with teachers refusing postings. One major benefit of this system is that school administrators fill most teaching posts which results in relatively little difference in pupil/teacher ratios between rural and

urban areas. Furthermore, female teachers make up almost three-quarters of teachers in the more remote mountainous areas. However, many of the rural schools recruit untrained teachers: school census data show that only half of teachers in mountain areas have been properly trained compared with three-quarters in the more populous lowlands.[31]

Protocol @ work

MathsGenius Leadership Institute (MGLI) - GirlChild Rise Up in Leadership and STEM Programme



South Africa is among the worst performers in Africa in terms of mathematics skills. This is despite the fact that lawmakers channel a huge amount of money, approximately 6% of GDP (World Bank, 2012), towards education and the creation of private-public interventions in this area. In order to counter this, stakeholders helped launch MathsGenius Leadership Institute (MGLI), an organisation founded by Edzai Conilias Zvobwo, a mathematician, author, researcher and motivational speaker. Initially, stakeholders saw the institute as a way to contribute to the mathematics education of learners in South Africa before spreading into the rest of Africa. MGLI seeks to demystify Science, Technology, Engineering and Mathematics (STEM) and reinforce confidence in order to help girls attain success. MGLI motivates girls to pursue the career of their choice, reminding them that they have the same intellectual capacity as boys. At the same time, MGLI creates mentorship opportunities with professional women in STEM and other members of the community. MGLI celebrates women's achievements via its publications and activities and makes them visible to its target audience. Too many women scientists and engineers go unrecognised and part of MGLI's mission is to herald their achievements as a way of inspiring young girls. This is in line with Article 14 of the SADC Gender Protocol on Education and Training.

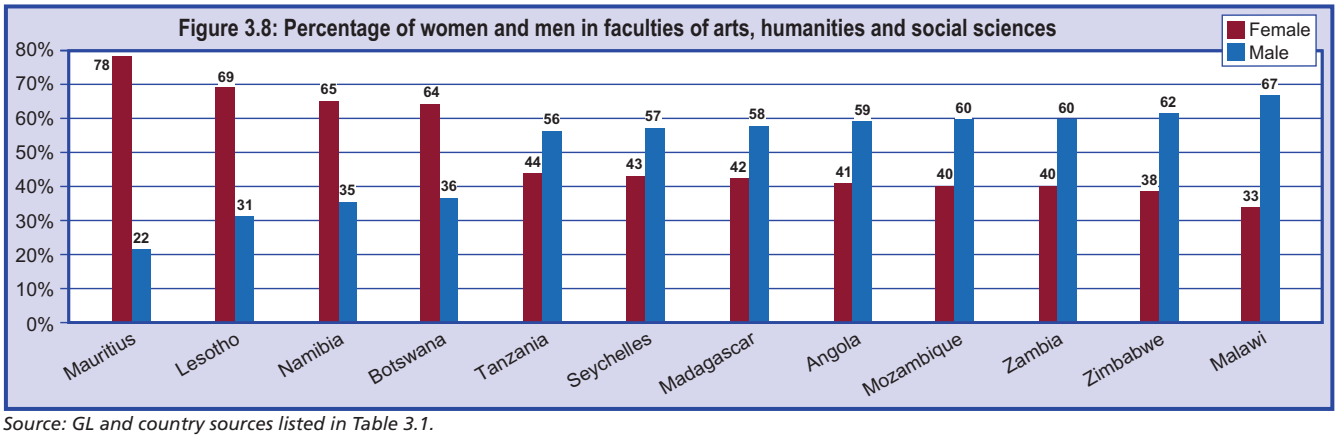


Edzai Conilias Zvobwo.

MGLI, like other similar organisations and institutions, is coming up with solutions to correct historical wrongs linked to patriarchy. It has found that the single biggest factor that contributes to girls' maths failure is perception, including attitudes towards mathematics that have been reinforced by societal pressures. Mathematics proficiency is the biggest stumbling block preventing girls from finding careers in STEM sectors. For girls to flourish in STEM, they first have to master mathematics, "the queen of the sciences." They have to be taught how to think like mathematicians and hone their problem solving skills from a young age. Thus MGLI seeks to improve the girl child's economic chances by empowering her with the tools necessary to succeed in STEM.

Gender biases in subjects at tertiary level

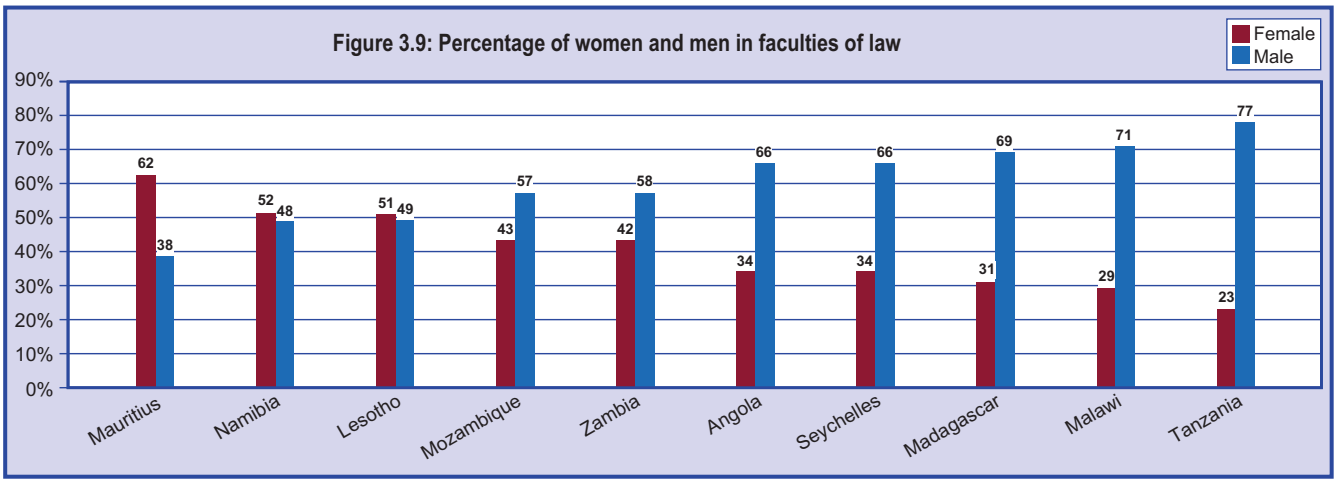
Women feature strongest in the arts, humanities and health sciences, where nursing is incorporated: Conversely, women remain less present within disciplines linked to science or law. As children, boys and girls learn that certain subjects are off limits to them. Consequently, as they grow up and pursue higher education and careers, these stereotypes continue. This also influences teachers and the subjects they feel they may have the authority to speak on. The cycle continues when teachers, as role models, pass on the very same stereotypes to their students.



Source: GL and country sources listed in Table 3.1.

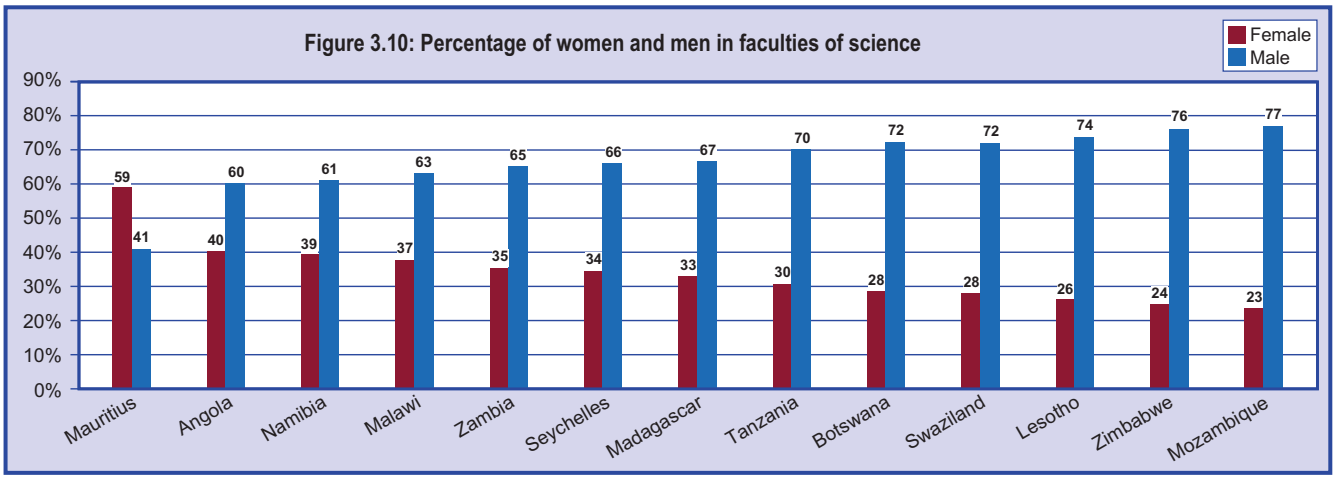
[31] (Mulkeen, 2006).

Women dominate in the arts, but not in all countries: *I*n countries for which data could be obtained, and as reflected in Figure 3.8, women predominate in the arts, humanities and social sciences in many countries, but this is not universally the case. As illustrated, men form a majority in these faculties in Angola, Madagascar, Mozambique, Tanzania, Zambia and Zimbabwe.



Source: GL and country sources listed in Table 3.1.

Faculties of law remain largely male dominated, with notable exceptions: In the majority of countries for which data could be obtained, law is largely dominated by male students. However, Figure 3.9 shows some interesting exceptions, such as Lesotho, Mauritius and Namibia, which have almost seen gender parity between female and male enrolment in law faculties.



Source: GL and country sources listed in Table 3.1.

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

Education policy

It is only in recent years that official education policies in SADC have been 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 out-of-school boy and girl children. The Ministry of Education also has an Equal Opportunities Policy, which aims at ensuring the promotion of equality of opportunity for

all learners and students. It states that no individual shall be discriminated against based on race, religion, social status, sex, marital status and location.



Lesotho: Article 3 of the Ministry's policy aims to develop an integrated system of education that provides equal opportunities to all irrespective of sex, religion, geographical location, special needs, political or other factors. There is more gender sensitivity in the goals on vocational education and training in Article 10. 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 once existed have been removed and replaced with programmes to increase the number of girls taking science-related subjects.



Mauritius: The New National Curriculum Framework at the primary level aims to challenge gender stereotypes. It ensures that 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 have been opened to girls through infrastructural facilities. More and more girls have been training in traditionally "male" disciplines.



Mozambique: The country's education policy recognises significant differences in the participation of girls and boys in primary school. To promote equality, it 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, and execution of, educational programmes for girls.



Tanzania's education policy is not as progressive as others in the region because it does not address the subject of gender stereotypes. However, law-makers have implemented some 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 3.5: 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 SADC Protocol commitment of removing gender stereotypes in education, there first must to be an understanding of where those stereotypes exist. Just as important as the gender make-up of the teaching staff is the gender content and

approaches to curriculum. Lawmakers in SADC countries exhibit varying degrees of progress when it comes to assessing their curriculum, which is at the heart of ensuring a gender-friendly education system.

Seychelles has conducted several studies on gender in the education sector used to inform policymaking. 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. It resulted 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 programme-based budgeting 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***, a panel of experts assists with the audit of the new book when educators develop new textbooks. 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 SADC Protocol specifically mentions addressing gender violence as part of implementing gender sensitive policies in education. Gender violence remains a serious and widespread issue within the SADC region for many reasons. The extent to which it is recognised and addressed by government agencies varies from country to country.

Violence remains an important barrier to girls' participation in education. Girls often experience gender-based harassment such as teasing and physical contact from boys and male teachers. These incidents frequently go unreported. School-based violence, particularly sexual violence and other threats to girls' physical safety, hinder attendance and, therefore, acquisition of literacy. Furthermore, the mobility of girl students is often limited by parents due to fear of attack or pregnancy.[29]

Forms of violence vary, but generally involve rape or sexual abuse. The problem stems from gender inequalities between women and men, which 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 serious problem, which, unlike physical or sexual violence,



Students march against GBV in Mauritius. *Photo: Ghirish Abdhoosee*

[32] UNESCO 2012.

receives little attention. The violence touches everyone, including female teachers, workers, girl children and boy children. The following are some specific research findings in this area.

GBV in schools is a major problem in most SADC countries: Thirteen out of the 15 countries report large-scale problems with gender-based violence and sexual abuse in education facilities. This has not been reported in 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 can be seen as fertile breeding grounds for potentially damaging gender practices that remain with pupils into adult life: Girls learn to accept battery and assault, while boys, by contrast, receive tacit permission to continue violent behaviour because this behaviour is not condemned or interrupted in school settings. Across the region, institutions of learning remain far from safe for girl students.

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 school grounds, classmates or teachers may abuse girl students. In some settings where fences or walls have not been erected, girl students face risks from outside trespassers. Children have also often been raped or assaulted on their way in or out of school.

There is often a disconnect between the views of officials on the subject of violence and the reported experience of children, families and teachers: Botswana is a nation that on paper aspires to be "compassionate, just and caring" and "moral and tolerant" as stated in its Vision 2016, yet physical abuse of children by teachers is common. Meanwhile, educational officials in Lesotho have claimed that learning institutions appear to be generally safe, research suggests that not only is sexual violence commonly taking place, it is a serious challenge that has yet to be addressed. Even if officials acknowledge gender violence, there is often a lack of data to ensure they do something about it.

Problems of enforcement exist 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 prostitution, thereby leaving school, while others pursue low income informal economic activities, particularly in the Export Processing Zones.



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.[30] For school age girls, their first experience of physical or sexual violence is often at school. In the Zimbabwe 2010-2011 Demographic Health Survey, 16% of unmarried women who have experienced physical violence since their teen years reported the perpetrator as a teacher, while 1.5% of those who experienced sexual violence while younger than 15 years said a teacher had been the perpetrator. Section 8 of the Labour Act (chapter 28:01) and the First Schedule of the Public Services Regulations, Statutory Instruments No 1 of 2000, is meant to protect girls from sexual harassment in schools.

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



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, which is a manifestation of gender inequalities, is a serious problem in Lesotho schools. Of the students interviewed, about 11% said pupils in their school had raped someone, while 41% of pupils and 8% of teachers said they carry a weapon at least once a month.

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

Transformation through education and training in South Africa



The landscape for training and development has recently changed in South Africa in order to address part of the developmental mandate of the Department of Higher Education and Training. It brings the department into compliance with the national skills development strategy III, which is the ultimate purpose of the country's Skills Development legislation.

The aim of the programme is to provide access to education and training and to ensure it is relevant and of high quality.

One example of implementation is Mossel Bay Municipality, which is guided by the skills development legislation as a premise, but also integrates it within the guiding legislation of the Socio Economic Department and the Local Economic Development Department. These regulations aim to achieve specific goals and objectives within a broader framework of service delivery at the local authority.

The changeover to training that leads to a formal qualification brought plenty of change to the municipality. It also gave hope to people in the workplace who, due to various circumstances, had been unable to complete their studies at one time or another. The workplace offers a new pathway to obtain a qualification through Professional, Vocational, Technical and Academic Learning (PIVOTAL) programmes.

Educating employees through these learning programmes creates a visual growth path as the employee qualification profile develops on the National Qualifications Framework (NQF) matrix.

The systematic Management Development Programme equips future managers with relevant skills, developing officers who receive an opportunity to manage units within a department and thus gain experience at a certain level. The Corporate Services Directorate has already capacitated one woman in this way; she later moved into a management position in another local authority.

The process is aimed at systematically changing the structure from unaccredited one day programmes to formal qualifications. The objective is the transformation of the workplace as a place of learning by offering equal development opportunities for men and women through PIVOTAL training. The training is created to be accessible to all employees.

The first step in the development of the process started with literacy and numeracy assessments. The second step includes a skills audit of every employee in the organisation. This information is then uploaded into the national database of the Department of Co-operative Governance and Traditional Affairs. The job description and the competencies required for a position, along with the career goals of the individual, maps a plan of how the employee can be capacitated and developed.



Mossel Bay won the award for the best overall Centre of Excellence for Gender and Local Government at the 2014 SADC Gender Protocol@Work summit. Each year in November, Mossel Bay runs its own local summit to say no to gender violence. In November 2014, Mossel Bay hosted local government winners from the 2013 summit for a study visit that shaped plans for the 15 district summits rolled out in 2014.

Photo: Ntombi Mbadhlanyana

SGP Post 2015

The SADC Protocol 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. However, as global and local consultations on an education and training framework post 2015 gain momentum it is emerging that the current framework, which includes the SADC Protocol, has fallen short in closing the gender inequality gap.

Progress to date

Education and training is the one area of the SGP where governments in the region have consistently performed much better than any area. With a SGDI score of 94% for the sector there are strong indications that most of the countries in the region will achieve equal enrolment of girls and boys at primary and secondary levels of education by 2015. However, the analysis in this chapter shows that many gender disparities remain hidden within the overall figures. In an effort to meet global and regional obligations, most countries in the region concentrated on reaching enrolment parity in primary education at the expense of providing quality education.

Seven out of the 15 SADC countries (Botswana, Malawi, Seychelles, South Africa, Swaziland, Tanzania and Zimbabwe) will by 2015 have achieved 50% or more girls in primary education. DRC, the lowest ranked country, is only four percentage points away from reaching parity. Nine countries (Botswana, Lesotho, Madagascar, Mauritius, Namibia, Seychelles, South Africa and Swaziland and Zimbabwe) have 50% or more young women in secondary school. In tertiary education at least seven countries now have a higher proportion of young women than men. These are Botswana, Mauritius, Namibia, South Africa, Swaziland and Zambia. Mauritius has the highest representation at 61% while on the other end DRC with only 26% has the lowest proportion of women in tertiary education.



The future of schoolchildren in the SADC region depends on a stronger post 2015 developmental framework for education. *Photo: Gender Links*

However what the figures do not tell us is how many of these girls are actually completing each level of education and joining labour markets. Equally worrying is gender divide in areas of study, with low numbers of girls getting qualifications in male dominated areas like science, engineering, technology and mathematics.

Status of existing targets

Since 2011 the SGDI for education has been calculated using three indicators based on enrolment at primary, secondary and tertiary level. The SGP targets on education go further, challenging of stereotypes and eradication of gender based violence in schools. However without any indicators with which to measure progress in these three important areas the perceived success of girl's education is tempered by lack of the retention of girls in school.

This calls from strong policy measures, including free and compulsory education through to secondary school, as well as enlightened policies on sex education in schools, addressing teenage pregnancies etc. The need for quality education moving beyond 2015 cannot be overemphasised as it should be at the core of any future education framework as well as indicators to measure learning and the learning environment, i.e. safe schools, sanitation, ratio of students per teacher, and how the curriculum responds to the job market.

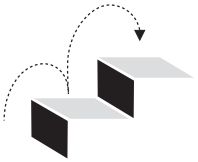
The current targets of the SGP can be strengthened by adopting indicators on retention, learning environment, quality of education and gender based violence. Table 3.6, derived from the analysis of existing SGP targets; the Sustainable Development Goals; the SGDI indicators, and other indicators that have been proposed in the Post-2015 debates, shows that there are at least ten SMART indicators that could be used for measuring both quantitative and qualitative aspects of gender and education.

Table 3.6: Summary of proposed indicators

AREA	TARGETS	INDICATORS
Access and retention	By 2030 ensure gender parity in adult literacy.	1. Percentage of women and men who can read and write
	By 2030, ensure all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes in accordance with the Sustainable Development Goals (draft SDG 4.2)	2. Percentage girls completing Primary school[34]
		3. Percentage girls completing Secondary school[35]
		4. Pass rate for boys and girls.
		5. Percentage schools with sanitation and menstrual hygiene facilities[36]
		6. Percentage young women learners who drop out due to pregnancy who are able to complete their education.
	By 2030 ensure equal access for all to affordable quality tertiary education, in accordance with the SDGs (draft 4.3).	7. Percentage of young women in Tertiary school[37]
Challenging stereotypes and safety in schools	Address gender stereotypes in education and gender-based violence, (draft SGD 4.6).[35]	8. Ratio of girls graduating in Science, Technology, Engineering and Mathematics (STEM) subjects.[38]
		9. Percentage of women engineers and scientists.[39]
		10. Percentage schools with GBV policies.

34 UNESCO,Demographic surveys, World bank statistics.
35 UNESCO,Demographic surveys, World bank statistics.
36 UNESCO.
37 UNESCO,Demographic surveys, World bank statistics.
38 This states: By 2030 integrate into education programmes knowledge and skills necessary for sustainable development, human rights, gender equality, promoting a culture of peace and non-violence in accordance with the SDGs.
39 UNESCO.
40 World bank Gender statistics Database, Women's economic Opportunity ,SIGI.

One of the strongest recommendations at global and regional consultations, including the SADC Gender Protocol @Work Summit 2014, is the adoption of a human rights based framework. This suggests that all aspects of education should be considered from a rights perspective, including the learning environment, the teaching and learning process, government policy, school governance and support for teachers. Overcoming structural barriers to accessing good quality education is vital for realising education rights for all. Through omission and a skewed focus, the current global education agenda has tended to neglect the right to education of marginalised and vulnerable groups and has failed to address issues of inequality in education that compromise this right.[41]



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 less than a year 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 point to a need for targeted approaches to adult basic education in order to bridge the gender gap. Such literacy initiatives would need to take into account the responsibilities that women and girls often continue to shoulder in the home, especially related to approaches to learning, scheduling of classes and relevance of teaching material.

This calls for:

- Increased awareness-raising campaigns, specifically targeting rural women and girls;
- Equal access of girls in institutions of learning, and additional resources such as books; and
- Reformatting existing texts and curriculum to diminish gender stereotypes.

Primary education

Targeted policy measures required include:

- Reviewing policies on school fees and, where feasible, making education free and compulsory (Tanzania, for example, has reverted to a policy of free and compulsory education);
- Ensuring all learners have access to learner support materials and that these costs do not prejudice access to education by boys and girls;
- Special funds and scholarships, with specific gender targets appropriate to the particular country, to assist learners from disadvantaged backgrounds;
- Monitoring enrolment and retention to ensure gender balance;
- Engaging with parents on the benefits of educating boys and girls; and
- Fostering an improved classroom environment.

Secondary education

- ***Sex education in schools:*** Although schools have introduced sex education in some countries, this is confined to the classroom, without involving parents. Some teachers see this as an expectation 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 consequences, while the boys who father the children do not get 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 can be free to continue and/or return to school, in practice they face stigmatisation and expulsion and seldom complete their education. Schools have a responsibility to ensure that girls who become pregnant while at school receive the practical and psychological support they need to return to school and complete their studies.

[41] http://www.worldwewant2015.org/education2015.

- ***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; and
- Special incentives for girls to enter non-traditional areas of training, including partnerships with the private sector and parastatals.

Gender violence in schools

Addressing violence in schools requires a comprehensive, multilevel approach. Establishing school policies and committees to address violence and implementing appropriate disciplinary measures can help to support and monitor student and teacher behaviour. Working with teachers and school staff members is as essential as engaging parents and the wider community and working directly with students.[42]

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.



[42] Voice and Agency empowering women and girls for shared prosperity.



"Ntkozo" *Anushka Virahsawmy*

CHAPTER 4

Productive resources and employment, economic empowerment

Articles 15-19

KEY POINTS

- The Southern Africa Gender and Development Index (SGDI) score of 74% for economic justice is nine percentage points above the Citizen Score Card (CSC) score of 63%.
- The proportion of women in economic decision-making has risen by eight percentage points from 18% in 2009 to 26% in 2014, but remained static at 26% over the last year.



Family affair: Husband and wife team at the Beitbridge Market in Zimbabwe. Beitbridge is one of 360 Centres of Excellence for Gender in Local Government.
Photo: Colleen Lowe Morna

- There are still only two female finance ministers in the region. There are only three women trade and industry ministers and only three female central bank governors (in Botswana, Lesotho and South Africa).
- Regional and national economic performance still does not take into account the contribution of women especially those in the agriculture, mining and informal sectors.
- Women account for a large proportion of informal and cross-border traders. Laws to support these women are still superficial while lack of infrastructure and resources contributes to their lack of participation in trade.
- Six countries (Seychelles, Namibia, Zambia, Swaziland, DRC and Lesotho) have aligned their gender action plans to the SADC Gender Protocol.
- Trade policies remain gender-blind, and only a few procurement policies make specific reference to women. Women representation in trade missions is still low.
- Lacking access to finance, high levels of patriarchy and gender-based violence contribute to the low numbers of women in entrepreneurship.
- Economic policies, legislation and plans still sideline women empowerment with only a few countries making progress (Zimbabwe with ZimAsset, Namibia with the Local Economic Development white paper, and South Africa with the WEGE Bill).
- Figures on land ownership remain patchy, but range from 11% (Seychelles) to 25% (in DRC and Tanzania). Gender neutral land reform programmes in Zimbabwe and South Africa have slightly benefited women.
- All SADC countries make legal provision for maternity leave, but only 40% make provision for paternity leave.
- SADC targets for productive resources and employment are in line with post-2015 sustainable development goals (SDGs) on gender equality but escalated efforts in capacity building for women in business and access to finance for entrepreneurship is critical.

Trends table - Productive resources, employment and economic empowerment							
	2009	2010	2011	2012	2013	2014	Target 2015 %
Women in economic decision-making							
Average % of women in decision-making	18%	23%	24%	25%	26%	26%	50%
Highest proportion of women	Botswana (44%)	Botswana (44%)	Botswana (43%)	Botswana (38%)	Botswana (43%)	Mauritius and Seychelles (33%)	50%
Lowest proportion of women	Madagascar (13%)	DRC (14%)	Madagascar (10%)	Zambia (9%)	Madagascar (10%)	Madagascar (17%)	50%
Labour force participation							
Highest proportion of women	n/a	n/a	Tanzania (89%)	Madagascar (84%)	Mozambique (86%)	Tanzania (90%)	100%
Lowest proportion of women	n/a	n/a	Mauritius (45%)	Mauritius (41%)	Mauritius/ Zimbabwe (37%)	South Africa (47%)	100%
Unemployment							
Highest proportion of women	n/a	n/a	South Africa (26%)	Namibia (58%)	Zimbabwe (57%)	Swaziland (46%)	0%
Lowest proportion of women	n/a	n/a	Zimbabwe (4%)	Madagascar (5%)	Madagascar/ Seychelles (5%)	Mozambique (1%)	0%
Scores							
CSC	n/a	n/a		56%	67%	63%	100%
SGDI			71%	71%	72%	74%	100%

Source for labour force participation and unemployment figures: The Global Gender Gap Report 2013, World Economic Forum.

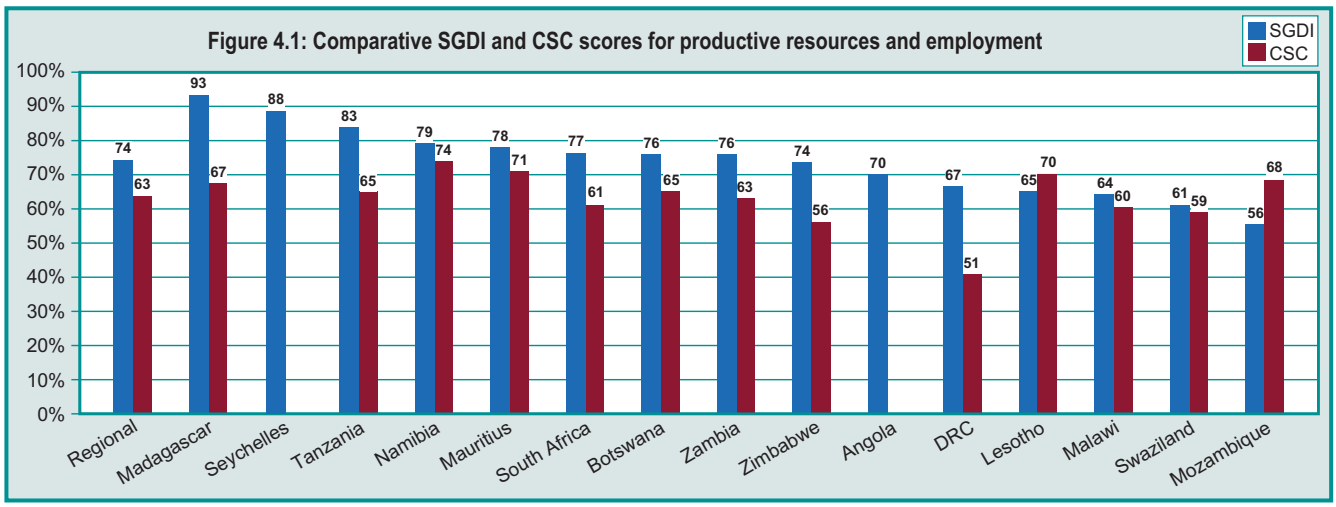
The Southern African Development Community (SADC) is a regional economic community that seeks to promote a better standard of living for the women and men of this region. Seven of the 28 targets concern productive resources and employment. These include economic policies and decision-making; the multiple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

With one year to go until 2015, 2014 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 2014, 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. It is disappointing however that the figure has remained static over the last year. Mauritius and Seychelles (33%) overtook Botswana (29%) in the year under review, coming in with the highest proportion of women in economic decision-making.

Tanzania (90%) 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 47%, South Africa has the lowest participation rate of women. The country with the highest rate of unemployment for women is Swaziland (56%) and the lowest is Mozambique (1%). The indicators used to measure economic progress as part of the SADC Gender and Development Index (SGDI) include economic decision-making; female to male unemployment rate; female share of non-agricultural paid labour; and the length of maternity leave. Due to lack of data, the SGDI does not measure women's access to land, to finance and to productive resources which are all critical for this sector.



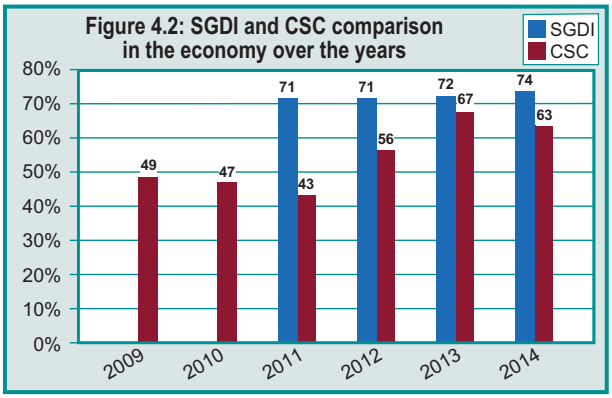
Women need to participate in the productive sectors of the economy and not just survival sector. *Photo: Loga Virahsawmy*



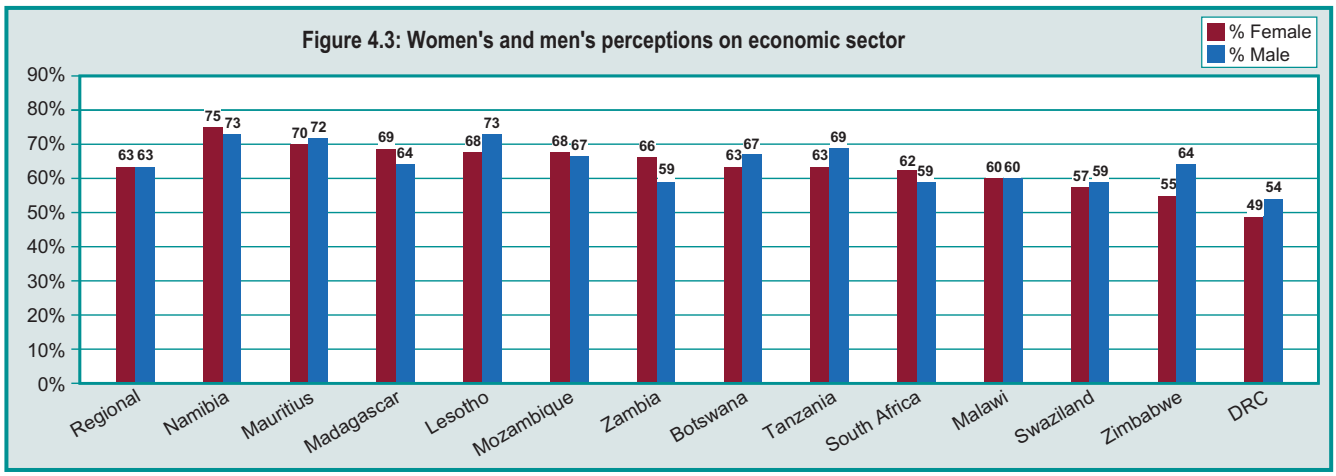
Source: Gender Links 2014.

Figure 4.1 compares the SGDI and the CSC by country. At 93% Madagascar achieved the highest SGDI score. Namibia, at 74%, achieved the highest CSC score. The regional SGDI score for 2014 is 74% which is two percentage points higher than the 2013 score of 72%. SADC citizens scored their governments lower at 63%, a drop of four percentage points from 2013's score of 67%. In 2014, nine countries (Madagascar, Seychelles, Tanzania, Namibia, Mauritius, South Africa, Botswana, Zambia and Zimbabwe) either matched or exceeded the regional economic SGDI average of 74%. The other six countries (Angola, DRC, Lesotho, Malawi, Swaziland, and Mozambique) scored lower, with Mozambique scoring lowest at 56%.

Figure 4.2 shows the SGDI and citizen perception scores since 2009. Since 2011 when the SGDI was first implemented, the score has increased by three percentage points from 71% to 74% in 2014. However, the citizen perceptions have fluctuated since 2009, dipping to 43% in 2011; increasing to 67% in 2013 and reducing again this year to 63%.



Source: Gender Links 2014.



Source: Gender Links 2013

Figure 4.3 shows women and men's perceptions on the economy for the region and by country. Overall, women and men scored their governments at 63%: the same as last year. Women from Namibia scored their government highest at 75%, while women from DRC scored their government lowest at 49%. Men from Namibia and Lesotho score their governments highest at 73% while men from DRC scored their government lowest at 54%. Both men and women scored their governments lower than 2013. The women of Namibia, Madagascar, Mozambique, Zambia and South Africa hold a harsher perception of the economy than the men. The gap between the SGDI (74%) and the CSC (63%) is 11 percentage points- higher than that of 2013 where the CSC was only five percentage points lower than the SGDI. This chapter measures Southern Africa's progress against the economic targets of the SADC Gender and Development Protocol (SGP), analysing the gains made toward achieving gender justice in the economic sector.



Bread and butter issues: Women sell bread in Antananarivo, Madagascar, September 2013.
Photo: Zotonantenaina Razanadratefa

Background

During the 15 years of the MDGs, the world has witnessed the fastest reduction in poverty in human history. The proportion of people living on less than $1.25 a day has fallen by more than half, lifting half a billion out of poverty.[1] Furthermore, several economists point out that Africa continues to enjoy growth, even while economies abroad are slowing down.

The African Economic Outlook (AEO) for 2013 notes that "growth has averaged 5% since 2000 and doubled the average growth rate of the 1990s". The report also predicts continued growth for the coming years. The same report however notes that this growth is not matched by structural transformation in Sub Saharan Africa (SSA), evidenced through 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%). The 2015 growth in the continent will average 5.5%.[2]

SADC, compared to the other seven Regional Economic Communities (RECs), makes up a significant proportion of Africa's economy (29% of total GDP on average). However, SADC makes up a relatively small proportion of Africa's agricultural sector (15% of total agricultural GDP on average[3]).

SADC's Regional Indicative Strategic Plan (RISDP) is the framework for development adopted by member states.[4] The framework has undergone several reviews including the latest in May 2014. RISDP states that pervasive inequalities in the region have contributed to women bearing the biggest proportion of poverty due to their limited access to, and control over productive resources such as land, livestock, credit and modern technology. In addition, women have limited access to adequate health facilities, formal education and employment. More-over, discriminatory laws that exist in most member states, which restrict women's legal capacity, have a direct bearing on women's income earning capacities. For these reasons women are over represented in the informal or 'survival' sector where returns are extremely low and unreliable. In order for SADC to achieve equality, and its poverty reduction objectives, policies and strategies must address these gender gaps.

1 Oxfam proposal for a post 2015 framework, David Taylor, June 2014.
2 Africa Economic Outlook 2013.
3 Regional strategic Analysis and Knowledge Support System, accessed 4 July 2014 http://www.resakss.org/region/sadc
4 SADC Regional Indicative Strategic Development Plan (RISDP), May 2014.

Table 4.1: Economic growth and gender indicators								
Country	GDP 2013	GDP per capita	2014 GDP growth	Estimated GDP growth 2015	Female population	Women in economic decision-making	Female labour force participation	Female unemployment
Angola	$124 billion	$6 300	7.9%	8.8%	50.45%	29%	64%	n/a
Botswana	$15.53 billion	$16 400	5.1%	5.0%	49.46%	29%	75%	20%
DRC	$18.56 billion	$400	8.5%	8.6%	50.26%	21%	70%	36%
Lesotho	$2.457 billion	$2 200	4.5%	4.3%	50.66%	21%	60%	28%
Madagascar	$10.53 billion	$1 000	3.7%	5.4%	50.14%	17%	62%	4%
Malawi	$3.683 billion	$900	6.1%	6.2%	49.91%	27%	85%	10%
Mauritius	$11.9 billion	$16 100	3.5%	4.1%	50.65%	33%	48%	12%
Mozambique	$14.67 billion	$1200	8.5%	8.2%	51.23%	25%	87%	1%
Namibia	$12.3 billion	$8 200	4.3%	4.4%	50.27%	25%	61%	43%
Seychelles	$1.271 billion	$25 900	3.6%	4.3%	48.88%	33%	68%	5%
South Africa	$353.9 billion	$11 500	2.7%	3.0%	50.42%	23%	47%	28%
Swaziland	$3.807 billion	$5 700	2.4%	2.5%	50.74%	30%	55%	36%
Tanzania	$31.94 billion	$1 700	7.2%	7.0%	50.02%	28%	90%	6%
Zambia	$22.24 billion	$1 800	7.1%	7.4%	49.86%	23%	74%	11%
Zimbabwe	$10.48 billion	$600	4.0%	3.7%	50.61%	23%	85%	15%

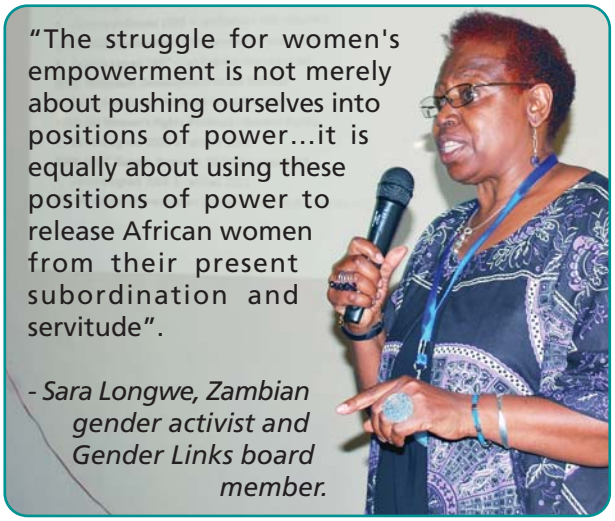
Source: African Development Bank (AfDB) available at http://www.afdb.org.en/countries/southern-africa; Gender Links (2014)

Table 4.1 demonstrates the disparities between economic growth in Southern African countries, ranging from 2.4% in Swaziland, to 8.5% in DRC. Although the SADC region averaged 5.5% growth in Gross Domestic Product (GDP) over the past year, women still live in extreme poverty.

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

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. Women remain most affected by poverty; contribute significantly to production within national economies; constitute a new emerging market, and repository of knowledge.

Women make crucial, yet unvalorised, unremunerated and underpaid contributions to economic and social development. They work long hours minding their families' welfare and ultimately a country's work force. Women also labour in and power the informal sector[5].



Women provide 70% of agricultural labour force and they produce 90% of all food. Yet women continue to be side-lined in gaining access to opportunities for economic empowerment and continue to exist largely

5 World Development Indicators, World Bank. 2014.

on the periphery of economic decision-making. Ensuring women's economic empowerment and access to control over resources is not only fair, but will also improve other developmental issues in SADC.

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.

GDP per capita is gross domestic product divided by midyear population.

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.

Economic justice is a term that encompasses both a set of values and the policies utilised to further those values. From a human rights perspective, economic justice refers to equal participation, access and benefits of women and men in economic development.

Indeed women constitute one of the fastest-growing markets with the greatest purchasing power. Through projected 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[6] 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.

The 2014 World Economic Forum on Africa, held under the theme "Forging inclusive growth, creating jobs"[7] agreed that economic activity needs to be translated into job creation, reduced poverty and lowered inequality, the continent's pan-African institutions are continuing on a reform path, extending cooperation, implementing innovative policies, strengthening institutions and scaling up investments to deliver sustained growth and development. The premier annual global forum agreed that involving women in economic decision making is smart economics.

Economic justice starts with ensuring that resources and strategies adequately serve women's needs. Women have for many years trailed behind in accessing resources that would lead to their economic emancipation. 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 entry 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.



The economy through a gender lens: Student surveyor in Zimbabwe.
Photo: Tapiwa Zvaraya

6 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].
7 World Economic Forum on Africa 2014 Report.

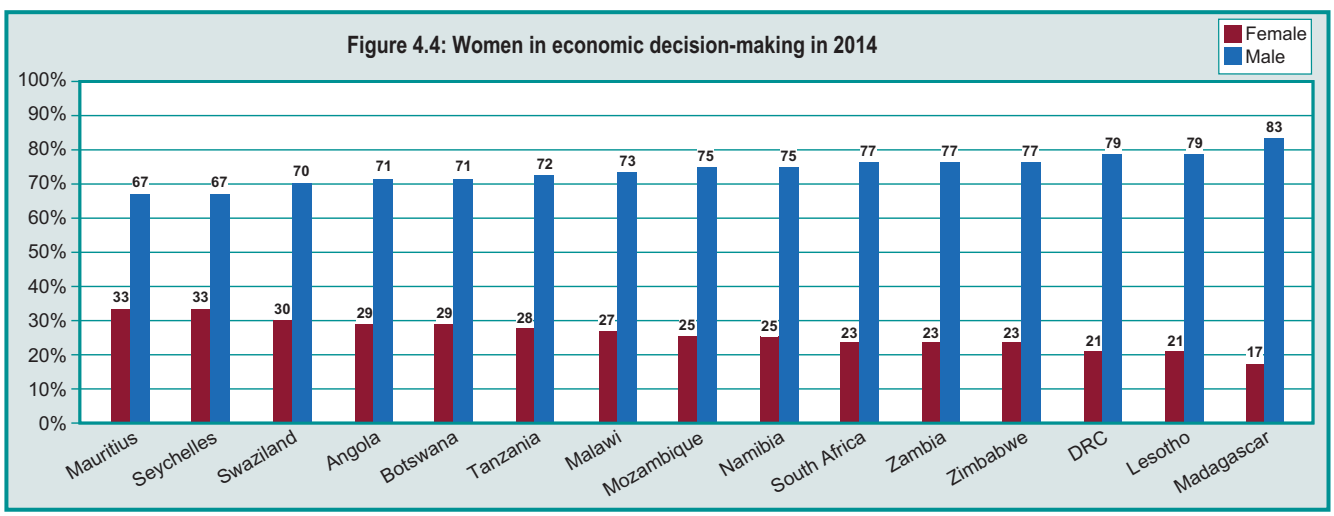
- Ensure gender-responsive budgeting at the micro and macro levels including tracking, monitoring and evaluation.
- Conduct time-use studies and adopt policy measures to ease the burden of the multiple roles played by women.
- Adopt policies and enact laws which ensure equal access, benefits and opportunities 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.
- Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.

The SGP also provides for equal pay for equal work; eradication of occupational segregation; and for maternity and paternity benefits.

Women and men in economic decision-making

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

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. Figure 4.4 shows women in economic decision making as compared to men in the SADC countries.

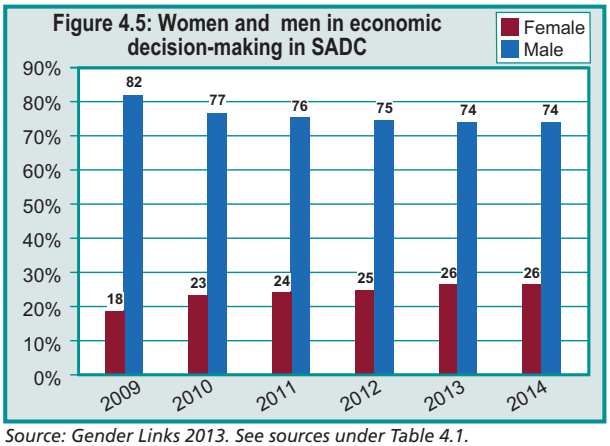


Source: Gender Links 2014.

At 33%, Mauritius and Seychelles have the highest proportion of women in decision-making (still a far cry from the Protocol target of 50%). Madagascar has the lowest proportion of women in economic decision making at 17%. No country has met or come close to the 50% target for women in economic decision-making.

Only three countries have 30% or more women in decision-making. These are Mauritius, Seychelles and Swaziland. Twelve countries have lower than 30% women in decision making. Botswana fell from its top position of 30% to 29%. The region's fastest growing economies; Mozambique, Angola and Tanzania need

to sustain the growth by increasing the number of women in economic decision-making.



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

Since 2011 there has been slow increase in women's participation in economic decision-making[8]: Figure 4.5 shows that since the SGP 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%). The figure remained at 26% between 2013 and 2014.

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. ***Namibia*** and ***Tanzania*** have the only female finance ministers in SADC, while ***South Africa***, ***Lesotho*** and ***Botswana*** have the only female central bank governors. There are six women deputy finance ministers, making up 40% of this group. ***Botswana*** has the only woman minister of trade and industry. 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 decrease, at 21% from 30%.



Tanzania Minister of Finance, Saada Mkuya Salum.
Photo: In2EastAfrica.net

Women in decision-making are few in the private and public 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:



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 the case of **Botswana**, significant progress has been made in the participation of women in senior management and decision-making positions in the public and private 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% chair-person positions; 17.1% of directors in the private sector are women and 28% 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

[8] Economic decision-makers are defined as: minister and deputy minister of finance; permanent secretary/DG; minister and deputy minister of economic planning; permanent secretary/ DG; minister and deputy minister of trade and industry; permanent secretary/DG; governor and deputy governor of the reserve bank and other key persons.

a far-reaching societal shift to achieve more balance between men and women in leadership roles in the public and private sectors. The Women Empowerment and Gender Equality Bill, which seeks to ensure a 50/50 representation of women in decision-making structures in both the private and public sectors has been approved by cabinet. It is worrying that 21% of companies in South Africa have no women in senior management.

In line with the SADC Protocol on Gender and Development Protocol (SGP), South Africa drafted the Women Empowerment and Gender Equality (WEGE) Bill aimed at ensuring 50% representation of women in all decision-making structures in government and the economic sector. There were, and still are many contestations around the draft: the primary argument being that it offers nothing new and that better implementation of existing legislation is rather the key to gender equality. Although this is true, the draft bill aims at enforcing implementation and does in fact offer something new: legislated quotas for women in both political and economic decision-making.



Maria Ramos, ABSA's CEO, is one of South Africa's few women CEOs. *Photo: Financial Mail*

South Africa: WEGE Bill - a step closer to women's empowerment or a scare to investors?



South Africa has made outstanding progress in its efforts to address gender inequality and advance women's rights through the creation of various laws and structures such as the Commission for Gender Equality and the establishment of the Ministry of Women, Children and People with Disabilities. The Presidency has demonstrated high levels of commitment and political will to the emancipation of women by making it an integral part of the political, social and economic transformation of the country. However, amidst the success many South African women were still being subjected to GBV and bear the brunt of unemployment, poverty and HIV/AIDS and chronic illnesses.

The WEGE bill was considered a vehicle to address persistent gender inequality and achieve a true emancipation of the women of South Africa.



Thoko Mpumlwana, Deputy Chairperson of the Commission for Gender Equality (CGE) at the 2012 SADC Gender Protocol Summit. *Photo: Thandokuhle Dlamini*

The WEGE Portfolio Committee received submissions in January 2014 from numerous civil society, public and private sector organisations such as; the Commission for Gender Equality; Centre for Constitutional Rights; Sonke Gender Justice Network, Centre for Law Society, Business Unity of South Africa and Business Women's Association of South Africa. Patriarchy was identified as the primary cause of most forms of gender inequality and as such the bill needed stronger provisions to enact measures that modified social and cultural norms which perpetuated and enabled discrimination and inequality in South African society.

Thoko Mpumlwana, Deputy Chairperson for Commission for Gender Equality (CGE), said that CGE acknowledged WEGE Bill as an instrument of transformation and the realisation of rights for women of South Africa because it entrenched constitutional values of human dignity, non-sexism, equality and human freedoms.

South Africa has an overly regulated labour market which has an impact on much needed foreign direct investment, making it difficult to attract new investors to create jobs for young people. A bill however that is unclear, ambiguous and where target groups are unknown creates the impression that South Africa is a no go area to investors. Other areas of the bill that could also cause problems were provisions for Health and Public Education as well as Economic Empowerment, whereby existing legislation already provides for measures to enhance the economic empowerment of certain groups including women.

Source: Adapted excerpt from the Parliamentary Monitoring Group website, January 2014[9]

[9] http://www.pmg.org.za/report/20140129-women-empowerment-and-gender-equality-bill-b50-2013-public-hearings-minister



Charity Dhliwayo, Deputy Reserve Bank of Zimbabwe Governor.
Photo: Newszimbabwe.com

In **Tanzania**, new finance minister, Saada Mkuya Salum, replaced William Mgimwa, who died in January 2014. She was deputy minister since 2012 and before that finance commissioner in the Zanzibar government, a semi-autonomous region.

Zimbabwe appointed Charity Dhliwayo as Deputy Central Bank Governor after she had been acting governor since 1 December 2013. Dhliwayo is responsible for bank supervision and surveillance and has been deputy governor for ten years. She has been with the central bank for over 25 years and becomes the first female candidate to emerge a strong contender for the post since the central bank's inception in 1956. The Ministry of Finance is spear-heading the implementation of the ZimAsset economic blue-print and has included gender mainstreaming results in the plan. The Ministry is working on mobilizing resources to implement the plan.

The Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset) seeks inclusive social empowerment for economic growth

ZimAsset was crafted to achieve sustainable development and social equity anchored on indigenization, empowerment and employment creation which will be largely propelled by the judicious exploitation of the country's abundant human and natural resources. The ZimAsset consists of four clusters:

- Food Security and Nutrition;
- Social Services and Poverty Eradication;
- Infrastructure and Utilities; and
- Value Addition and Beneficiation

The economic blue-print is focused on a people centered government that prides itself in promoting equitable development and prosperity for all Zimbabweans. The plan targets the agriculture, mining and tourism sectors as well as improving the country's health, education, infrastructure and sanitation systems. Gender mainstreaming is listed as a key programme in the Social Services and Poverty Eradication cluster. All activities for gender mainstreaming will be overseen by the Ministry of Women Affairs, Gender and Community Development. The expected economy related outputs for gender mainstreaming are:

- Women's groups funded under the Women Development Fund;
- Women groups linked to markets through exhibitions, fairs and expos;
- 50% of decision making positions held by women;
- Women accessing micro credit;
- Women participating in all levels of decision making;
- Women participating in key social, economic and political sectors.

Excerpt from the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset) plan, 2013

Progress in policies

There is some progress in developing policies and initiatives to promote women's economic empowerment and participation. Below are a few examples.

The **Swaziland** Women's Economic Empowerment Trust (SWEET) project was established in 2008 by Her Majesty the Queen Mother, in her capacity as the Patron for the National Social Dialogue, with the objective to establishing a Women Empowerment Fund or a "Women's Bank". The formation of SWEET was a responsive machinery to address the socio-economic, development challenges faced by women, in particular the rural communities. The vision of SWEET is to up-lift the lives of all Swazi Women by creating wealth through their own efforts, irrespective of their backgrounds. SWEET will facilitate, link, monitor and evaluate, and coordinate with existing women empowerment and Poverty Reduction initiatives and bring into the main-stream the unbanked grassroots rural community women. The trust has now established a women's bank to ensure access to credit for women empowerment.

Zimbabwe's government has adopted the Gender and Economic Policy Management Initiative (GEPMI-Africa) to mainstream gender into macro-economic and finance

policy development and implementation, economic planning, and economic policy analysis so that policies deliver equally to low-income women and men. This global initiative is currently in Africa, Asia and the Pacific regions. The National Indigenisation and Economic Empowerment Charter, which sets out the principles and framework for achieving indigenisation and economic empowerment, includes provisions for "equal opportunity for all, including gender sensitive ownership and participation in the economy by indigenous Zimbabweans".[10] ZimAsset, the new economic blue print developed after the 2013 elections has set specific outputs for gender mainstreaming with women in decision making amongst the outputs.

In **Malawi**, efforts are currently underway to review various 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. 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.



Women in Malawi discussing social issues during a media interview.
Photo: Kondwani Chamwali

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, 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 loan 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.

In **Lesotho**, women are more visible in middle-management positions, but it is still unusual to find them as CEOs. Gains made through the appointment of the first woman CEO in the banking sector in 2009 were eroded when she vacated the post in 2010.

In **Madagascar**, the government is working with development agencies to harness the green economy for the benefit of women. Although gender considerations are relatively new in the climate change discourse, it is hardly surprising that they have been at the heart of recent activism and policy advocacy efforts by multiple actors. The National Adaptation Programme of Action (NAPA) is being reviewed to gender mainstreaming to close the gender policy gap that tends to reinforce the marginalisation of women in policy processes around climate adaptation, mitigation and financing. This will ensure that women benefit from biodiversity and marine.

Namibia: A survey of 31 parastatals that responded to the Ministry of Gender Equality and Child Welfare (2006) showed that women occupy 27% of management positions in these public entities. Only two parastatals, the Roads Authority and the Namibia Financial Insti-

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

tutions Supervisory Authority (NAMFISA), have equal representation with 50% of their management being women. They are followed by the Electricity Control Board with 40%. The Electoral Commission and the Namibia Tourism Board have more women in senior management, with 60% each.

Mainstream economic policies are mostly gender-blind: Most mainstream economic policy documents in the region are gender-blind, although the 2007 National Population Policy Review in Botswana showed that almost 50% of households are headed by women, and that most poor households are headed by women.[11] There are no gender-responsive policies in place for women to gain access to credit, land, capital, technology, and other business services. The economic opportunities and challenges that affect women's businesses need to be mainstreamed as part of macro-economic policies, but there are examples of the protocol being used to review key economic blueprints. Women in business organisations are on the rise such as the one from Zambia below.

Protocol @ work

Zambia: Voices of women entrepreneurs



The Zambia Federation of Associations of Women in Business (ZAFAWIB) was founded in 1990 with the overall purpose of empowering women economically. It provides small loans for micro-entrepreneurs and training in small business development. Its aims are to promote more and better business for its members; represent the views, interests and concerns of women in business; bring together various associations and branches of women in business; and, create new opportunities for Zambian women to prosper and grow in developing their own enterprises.

It has also had to devote a lot of effort to resource mobilisation, working closely on its partnerships with COMESA, various Government units, a range of donors, and the UN System in Zambia, including the Intrenational Labour Organisation (ILO). ZAFAWIB has taken part in a number of initiatives to ensure women empowerment including:

- The Zambia National Gender Policy and its evolving Gender Support Programme being developed by GIDD and MoWGID, plus the creating of the Ministry of Women.
- The creation of the Citizens' Economic Empowerment commission (CEEC);
- The support to civil society and in particularly the influential women's organizations such as NGOCC and Women for Change.



Eunice Banda a trader who sells empty cooking oil containers in Zambia, 2012.
Photo: Albert Ngosa

Measurements of economic growth are also gender-blind: There is little 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). The World Economic Forum Gender Gap report attempts to combine a basket of indicators that contribute to gender equality in many aspects including the economy while the African Development Bank measures progress in the region that correlates progress in gender equality to development on the continent.

[11] Ministry of Labour and Home Affairs (2008).

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.

A gender budget analysis, for example, might find that cuts in spending on agriculture fall most heavily on poor women farmers. Restoring the agriculture budget could increase household incomes, raise agricultural production and improve the quality of life for all villagers. By permitting better targeted and more efficient use of government resources, advocates argue, gender budgeting benefits men and women alike. Since its introduction in Australia in the mid-1990s, gender budgeting has grown to become a well-recognised tool for strengthening accountability for gender equality and women's empowerment. It provides strategic entry points for bringing a gender-equality perspective to economic policy making, national planning, budgeting and programming.



Gender budgeting is part of everyday life in Gweru Market, Zimbabwe. *Photo: Colleen Lowe Morna*



Malawi has made progress in implementing the gender budgeting exercise. 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. The finalisation of the gender budgeting exercise is scheduled for September 2014.



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).



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. The Ministry of Gender has bought into the costing exercise which will be finalised by September this year.



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.

Costing national gender action plans in line with the SGP: Development of national costed gender action plans involves building capacity of government officials and civil society leaders in gender budgeting and costing implementation of the SADC Gender Protocol targets with all line ministries involved. The national action-plan development process ensures that identified actions are costed and existing budget lines from the national budget noted where there were opportunities to fund the action. Where money is not already available, the amount required was noted and potential sources identified (either from the national treasury or from development partners). Examples of initiatives led by governments are found in Namibia and Seychelles, Swaziland, DRC, Lesotho and Zambia. By June 2014, Malawi, Mozambique, Zimbabwe and Tanzania had bought into the programme (see Chapter ten - implementation).

Protocol @ work

Zambia's Ministry of Agriculture leads economic empowerment for women



The Zambia's Ministry of Agriculture in Katete saw that women in the district were associated with low paying crops and livestock. Even when a family grows a cash crop the earnings were all for the man who is the head of the house. The contribution of the woman and the children were left to the mercy of the man to appreciate and remunerate.



Rural women bear the brunt of hard work: Tosa Basic School, Samuelo Village in Katete Zambia. *Photo: Cynthia Kalizinje*

Women in the rural areas were generally perceived to be dependent on the men and so the benefits of the sector revolved around men. This scenario was the same even in employment of the staff in the area. Women did not enrol in agricultural courses as they were believed to be men's jobs. The only women who have managed to excel in this sector were either single or widowed. The married women remained in the shadow of their husbands. Programs that were planned deliberately to target women still did not have good results from the married women because their husbands disturbed the implementation.

The mainstreaming of gender in the district started after the Headquarters trained gender focal persons. This improved as all departments started to coordinate their activities. Activities are now planned in such a way that participation by the beneficiaries is 50/50 though this still remains unattained especially in the livestock sector due to the issues of stereotyping. Farmer training is taking the form entrepreneurship with the Slogan "Farming is Business". The Ministry of Agriculture and livestock conducts agriculture shows where men and women and various organisations are invited to show case their products and services. The Ministry's vision is to have an efficient, dynamic, competitive, and sustainable and export led agriculture sector that assures food security and increased income by 2030. Women's benefits in agriculture is a priority in Katete as the region is involved in lucrative agricultural production.

In some countries, gender budgeting is led by civil society as part of a demand for greater accountability: This enhances the watchdog role of gender advocacy groups. However, there is a need for greater ownership of these processes by governments. Examples can be found in South Africa, Swaziland, Botswana, Lesotho and Zimbabwe.



South Africa: NGOs in South Africa have a robust track record of probing government budgets. The Institute for Democratic Alternatives (Idasa), the Community Agency for Social Enquiry (CASE) and several others have supported the Women's Budget Initiative co-ordinated by Debbie Budlender. The South African budget is one of the more detailed and transparent budgets in the region, making it easier to ask probing questions, although even this budget presents challenges.



Swaziland: Civil society, and in particular the Gender Consortium, continues to conduct consultations within various networks on gender-responsive budgeting. The government's Programme of Action 2008 to 2013 remains gender-neutral in terms of the relevant budgetary allocations. More efforts to ensure broad-based training and capacity building on gender-responsive budgeting are required.



Botswana: In 2010, the Botswana Council of Non-Governmental Organisations' (Bocongo)) Gender Sector commissioned a consultancy to develop a gender-budget strategy. To date, no implementation plan has been developed to accompany this framework. This is an important area that needs urgent follow-up action to facilitate a gender-budget analysis of the National Development Plan (NDP 10), together inclusive of budget allocations. It is important that adequate budgetary allocations are made to ensure the implementation of the SADC Gender Protocol, especially in line ministries.



Lesotho: The country has no gender-responsive budgeting system at any levels within government. The picture is clearer with regard to capital budgets where activities specifically targeting women or gender are clearly marked. This is well demarcated in the periodic programmes of developing partners. There are, however, initiatives on training or capacity building on gender budgeting for senior government officials, including line ministry gender focal points. The Ministry of Gender and Youth, Sports and Recreation (MGYSR), with a financial pledge of M170 000 from UNFPA for GRB, is planning to train senior officers to understand the concept and to produce follow-up call circulars to monitor impact. Plans are advanced to send ministry staff to Tanzania to attend a training of trainers course.



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.

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.

Time use surveys, sometimes called time budget surveys, aim to provide information on the activities people perform over a given time period-generally a day or a week-as well as how much time they spend on each of the different specified activities. While the scope and purpose of such surveys differ enormously, the most common aim of these surveys in developing countries is to provide better information on work performed by different categories of people (male and female, in particular). 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, Namibia, South Africa and Mauritius.



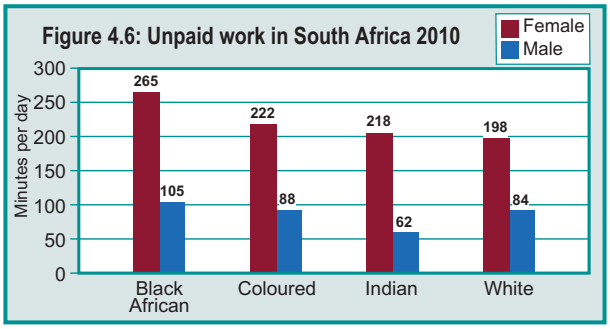
Namibia: The Labour Force Survey reports that 28% of women and 31.7% of men are employed, but are available for and would prefer to work more hours.[12] The 2006 inter-censual demographic survey provides the latest data on distance to water sources. This report does not disaggregate the data by gender, but the 2006-2007 Demographic and Health Survey states that, in households where water must be fetched, it is collected by females in 28.7% of households and by males in 11.6% of households.[13] The inter-censual survey shows that 43.5% of households have water on the premises. According to the 2006-2007 Demographic and Health Survey, drinking water is available on the premises in 81% of urban households and 32% of rural households.[14] The inter-censual survey found that in 36.7% of households, people travel 500m or less to collect water, and in 4.6% of households people travel more than 1km. Assessment by urban/rural locality shows that in more than 7% of rural households, people travel more than 1km to fetch water.



Malawi: The gender policy states that one of its objectives is to promote the recognition and value of women's multiple roles and responsibilities, their contribution towards national development and as beneficiaries of the development processThe 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 spent more time in domestic, care and volunteer activities compared with men. It also showed that there is a gap in the time spent in market activities as either paid employees or self-employed individuals. Here men recorded a higher number of hours spent than their female counterparts.[15] 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.



South Africa is one of the few SADC countries that routinely conducts time use studies; the last one took place in 2010.



Source: Time Use Survey 2010.

Figure 4.6 shows that employed women from all population groups are more likely to spend more time doing unpaid housework, caring for others and collecting fuel and water than their employed male counterparts[16].

The figure also shows that, among women, employed black African women spend the most time (266 minutes) doing unpaid housework, while employed white women spend the least amount of time (198 minutes)[17].

Although employed men in all population groups spend substantially less time doing unpaid household work than employed women, employed black African men spend more time on this work than employed coloured, Indian/Asian and white men. In 2010, employed black African men spent on average 20 more minutes doing unpaid housework than coloured and white men and 44 minutes more than Indian/Asian men[18].

Table 4.2: Time spent on different types of work by sex, 2000 and 2010

	2000			2010		
	Male	Female	Ratio	Male	Female	Ratio
Employment-related work	191	116	0.61	214	130	0.61
Unpaid care work	83	216	2.60	97	229	2.36
Total work	274	332	1.21	311	358	1.15

Source: Time Use Survey 2010.

12 Ministry of Labour and Social Welfare (2008) Namibia labour force survey. Windhoek: Ministry of Labour and Social Welfare, page 65.
13 Ministry of Health and Social Services (2008) Namibian Demographic and Health Survey 2006-07. Windhoek, Namibia: Ministry of Health and Social Services. At page 17. Remaining percentages are for water collected by "other" people (report does not specify who this may be given that options for male/female children or females/males over the age of 15 are given), water on the premises or missing data.
14 Ibid at page 16.
15 Government of Malawi, (2010). Gender and Development Index, 2010. Ministry of Gender, Children and Community Development and the National Statistical Office, p. 9. Available at: [April2010_Final.pdf].
16 Gender Statistics South Africa, 2011.
17 Ibid.
18 Ibid.

Table 4.2 shows a comparison of how men and women spent their time in 2000 and 2010. In 2000 and 2010 women spent approximately 61 minutes on employment-related work for every 100 minutes spent by men on this work. In contrast, women spent more than twice as many minutes on unpaid care work than men. When both types of work are combined, women spent an average of 115 minutes working for every 100 minutes worked by the average man in 2010. In 2010 women spent, on average, more than double the time spent by men on collecting fuel and water for household use (Time Use Surveys, 2000 and 2010). In essence, women spend less time in paid jobs than men, and put in over twice as much time as men in unpaid work. These findings go a long way in explaining the income differentials between women and men in South Africa and in all countries in the world.



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

- Women continue to be concentrated in low-skilled and low-paid 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 Protocol, especially in reference to HIV and AIDS, this remains largely unrewarded and unremunerated. The Zimbabwe Women's Resource Centre and Network (ZWRCN) has been influential in working with the government to conduct analyses of various policies across sectors that will increase recognition of women's unpaid care work and provide information on women's use of time. Noting these advances, there is a need for increased policy engagement by civil society across the region in order to meet Protocol targets on time-use. Civil society can contribute by broadening policy discussions and ensuring that they are debated publicly (UN Women, 2013). VSO RAISA is taking initiatives across the SADC region of rewarding care givers through phone shops. With the increased use of Anti-retro viral treatment, care givers' work is being eased and they are becoming available to participate productively in the economy (see Chapter 7: HIV and AIDS).



Women in Mauritius juggle many responsibilities. *Photo: Gender Links*

Kadoma City Council rewards Yemurai group care givers



When Kadoma City Council (KCC) noticed the poor standard of livelihood among care givers and people living with HIV/AIDS, the council come up with an initiative to improve their livelihoods. The council subcontracted clinic cleaning services and ground maintenance to a group of caregivers. Initially, the caregivers would assist in the up keep of a herbal garden and general grounds at the clinic without remuneration.

The group is composed of six members, five females and one male. The group conducts it's cleaning services in five council clinics. This is a good practise in that it contributes to Article 27 (HIV and AIDS) of SADC Protocol on Gender and Development as well as to economic empowerment to care givers.

The care givers aim to:

- Improve the livelihoods of Care givers and support groups working with Kadoma City Council.
- Economically empower people living with HIV/AIDS.
- Improve the hygiene status of Kadoma City Council clinics.
- Encourage adherence to treatment among caregivers.

Yemurai has linked Kadoma City Council with groups supporting people living with HIV/AIDS. These include Zimbabwe National Network for People living Positively, District AIDS Action Committee and Zim Health and Soap Box. The council allocated $10800 to the project as seed funds. A total of 12 121 people, 6304 are women have benefited directly.

After realising the success of the program, Kadoma City Council introduced a performance assessment form in a bid to evaluate and monitor the service provided by the group. This form is filled in at the end of each month by the Sister in Charge of the Clinic. The programme has had a positive impact on both Kadoma City Council and Yemurai Group. The Yemurai Group members can now afford to take care of their families as they are getting incentives from Kadoma City Council.

The KCC clinics and environment have changed greatly due to commitment of the group. From the health perspec-tive, the group members have come to appreciate the clinical environment leading to improvement in adherence to medication. People now appreciate that caregivers and those affected and infected with HIV/AIDS can work even better as the contract is based on performance. There is also empathy in the community and many people are joining the support groups.

One of Yemurai group members is a man who is supportive to women on other technical issues. The directorate and male nurses are also compassionate on gender empowerment. This is proven by these male counterparts promoting gender issues. Drivers of this program within the department are men.



Yemurai Caregivers group works closely with the clinics in the town. *Photo: Tapiwa Zvaraya*

KCC has fully committed itself to continue empowering such groups in future. The concept has been adopted in other departments within KCC. Budgets have been set aside to engage other groups as the concept has been viewed as a way of saving funds by council and on the other empowering the community through the incentives. This has also resulted in the concept being spread to other Local Authorities for implementation. Through incentivising the Yemurai Group/caregivers, the Council has created an interest in most support groups so much that more groups who have availed themselves for similar initiatives in future.

Economic justice and entrepreneurship for women

Gender inequalities are fundamental in understanding the role of entrepreneurship in the lives of women, especially poor women. There are fundamental gender inequalities in access to and control over productive assets such as land, labour and credits, earned income as well as gender biases in the labour market that form the ground for women's enhanced vulnerability to poverty. Women's high illiteracy rate, lack of decision-making power over their fertility and early marriage of girls limit their chances of coming out of poverty. In addition, due to the disproportionate gender division of labour in the household and their increased responsibilities for domestic and productive work, women tend to be more time poor.[19]

The vast majority of women in business, especially in developing countries, operate as micro entrepreneurs. The informal economy is an important source of employment and income for women in Africa and elsewhere. In Sub-Sahara Africa, 84% of women are informally employed, as compared to 63% of men. The informal economy employs a large share of the economically active population in Africa: 72% of the non-agricultural employment in sub-Sahara Africa and 48 percent in North Africa. One of the reasons for the large share of informal employment is the inability of the formal sector (public and private sectors) to absorb the growing labour force.[20]

This sector is often referred to as the informal economy despite the essential role this sector plays in the financial lives of women, families and economies; especially in developing economies. This results in insufficient attention being made to policies and strategies to develop this sector by governments and policy makers.

The formal economies of many countries in the SADC region have developed only a small segment of the population, leaving the majority to subsist in the informal economy. Predictions that the informal economy would disappear once sufficient levels of growth are reached have proven to be false. Recent figures from the African Development Bank and the World Bank show that an estimated 80% of the population in some member states, such as Mozambique and Zambia, live in extreme poverty. Despite the fact that the informal economy enables many people - particularly women - to provide better quality lives for their families, the importance of this sector remains unrecognised by SADC as a result of the lack of research on this sector and the disunity between informal trade leaders, that results in their absence from policy and democratic processes."[22]

The vulnerability of many women in these economies is exacerbated by their exposure to Gender Based Violence (GBV) and a lack of access to skills that would provide a viable alternative economically. The combination of economic vulnerability and abuse often provides few choices for these women and many stay in these relationships because of the perceived financial security, adequate or not, in the relationship with abusive partners. Economic dependence traps many women in abusive relationships. Many battered women who do not hold a paying job perceive themselves as incapable of living independently. Often in violent marriages, the husband controls all the finances and secures the family property in his name only."[23]

Gender, entrepreneurship and access to finance

Factors affecting women's entrepreneurship opportunities and growth can be summarised as follows:

Table 4.3: Barriers to access to finance for women

Barrier	Effects
Legal constraints	The traditional norms and values in many countries prevent women from leaving formal financial options acting as legal persons and from accumulating assets such as property. Such constraints impact on women's ability to: • offer assets as collateral which is often beyond the scope of a women's available or limited assets • women are still treated as legal minors in some communities constraining their ability to make independent decisions or contractual arrangements e.g. for funding.
Employment and income limitations faced by women	Women are still most likely to be employed at the lower levels, least skilled, least influential and lowest paid jobs in the economy and this also impacts negatively on their ability to accumulate assets and equity.
Exclusion from policy making, decisions and influence in financial and economic decision-making	Women have largely been excluded from decision-making in both the economic and financial spheres of influence. Since women are largely not in positions of power in these sectors, this has the effect of not fostering a culture which recognises the gender constraints and respects the needs of women.
	Women are likely to need start-up capital which for commercial institutions are high risk and therefore not supported by gender neutral institutions insensitive to the gender constraints faced by women and there is also very little attempt made to explore alternative risk management strategies better suited to the asset limitations of women.

19 http://www.uneca.org/sites/default/files/page_attachments/yeshiareg_dejene-1_0.pdf
20 http://www.uneca.org/sites/default/files/page_attachments/yeshiareg_dejene-1_0.pdf
21 http://www.osisa.org/economic-justice/regional/building-organisational-capacity-and-strengthening-voice-informal-traders
22 http://www.alternativestodv.org/aboutdv/whyvictimsstay.html
23 http://knowledge.cwbusinesswomen.org/access-to-finance-for-women-in-business-paper-by-the-commonwealth-business-womens-network/

Barrier	Effects
Attitudes towards women	Male decision-makers often consider the realities of women's lives as adverse and use the multiple roles women play as a justification for declining business credit. In a situation of scarce resources, investors will often go with what they know i.e. men.
Lack of information and exposure to business and finance environments	Women are often not aware of the financial or non-financial support available to them to enhance their business aspirations.
Business maturity Finance institutions policies	Whilst men and women face difficulties when setting up business, women face additional difficulties such as access to finance. The playing field tends to level out when women's business reach maturity and are able to provide sufficient evidence to reduce the perception of risk associated with gender.
	A lack of collateral means that the primary source of funding for resource poor women is high interest bearing and low value micro finance.
	Banks are mostly not aware that women face gender specific constraints when seeking finance and may adopt a gender neutral position, assuming that this puts women on an equal footing.
	Women often want to borrow smaller amounts and this may be outside of the minimum loan policies of a bank.

Source: Gender Links 2014.

Table 4.3 shows barriers to accessing finance and their effects on women. Women face more difficulties in accessing finance for business than men due to lack of collateral, business training, and legal barriers.

In 2013, GL embarked on a unique progamme linking survivors of GBV with economic opportunities created by 100 Centres of Excellence for Gender in Local Government in 10 countries.

Women remain marginalised in trade and entrepreneurship: Women have less access to education, credit, land, market information and technology compared with men. As a result, in entrepreneurship and trade, women remain marginalised. Women continue to feature in cross border trading which is now over-subscribed by men too. Laws to protect women in cross border trade are essential for economic growth.

The Protocol target to ensure national trade policies are gender-responsive cannot be over-emphasised. A United Nations Conference on Trade and Development (UNCTAD) Trade Policy and Gender Inequalities Country Based Analysis shows that gender-neutral trade policies are doubly compromised, because of gender effects on trade and trade effects on gender. The study identifies some of these effects and their causes, outlined below.

Table 4.4: 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.

Figure 4.4 shows how trade in the SADC region affects gender and how gender affects trade and vice versa. The deeply entrenched patriarchal systems spill into the policy making affecting full participation of women in trade.

Governments need to escalate efforts to involve women in trade: Most SADC trade policies remain gender-blind. There is no mention of the differential impact of trade policies on women and men. Few women are involved in trade missions and decisions on bilateral agreements seldom involve women. The foreign direct investments into the region should benefit women much as they benefit women. Over the past ten years, the region has experienced investment from China through infrastructure improvement, mining and agriculture. This investment should be viewed with a gender lens so that it benefits women through job creation and foreign market exploits.



The **Botswana** government has provided a macro-economic policy environment conducive to private sector contributions to the economy and citizen empowerment programmes that stimulate economic diversification and growth. NDP 9 and 10 emphasise private sector-led growth.

However, the macro-economic policies, including citizen empowerment policies and programmes, are not gender-responsive. For example, the Citizen Entrepreneurial Development Agency (CEDA) and the Local Enterprise Authority (LEA) have no special incentives to promote women's participation. As a result, women's involvement in these programmes is extremely low compared to men (NDP 10).

The Ministry of Trade and Industry's mandate is to provide an environment conducive for investment, business growth and economic diversification. However, policy and programme initiatives such as the Trade Policy of 2009, the Private Sector Development Strategy of 2008, the National Export Strategy and international trade initiatives, do not adequately respond to the needs of businesswomen. The commercial banks, CEDA, LEA, Botswana Export Development and Investment Authority (BEDIA) and Botswana Development Cooperation (BDC) tend to exclude women. Requirements for support are unrealistic (PWFT 2010). Despite the favourable conditions for youth economic empowerment, young women do not access these programmes as much as young men do.



Annah Legotse receiving an award for a winner in emerging entrepreneurship category, April 2014.
Photo: Vincent Galthwe

Specific economic programmes by GAD, the UN, and NGOs such as Women's Finance House Botswana (WFHB) and Women in Business Association (WIBA), make a difference to the economic empowerment of women. However, these programmes are inadequately resourced and unsustainable. The Gender Affairs Department supports women who operate economic projects in rural areas and organises an annual Women's Expo, an exhibition that provides women with a platform to market their products.



The **DRC** has an entrepreneurship policy led by the government through the Ministry of Industry and Small and Medium Sized Businesses. However the policies have no special provisions to encourage women. In an interview in the DRC, a successful business woman had the following insights, "Starting a business is not easy. You need capital. I was lucky to have parents who supported me in the launching phase. Without this, it is almost impossible to start a business here in the DRC because there are no bank loans. There are few cooperative that assist with small loans, but the basic terms are actually difficult to meet. For example, they often require a house or property as collateral, and not everyone can afford it. This is really the first obstacle to entrepreneurship in the DRC. I meet a lot of ambitious women who do not have the means to start their business and that is quite unfortunate. If only the government could help women launch their enterprises, if only there was a well-functioning banking system, things would be different."[24]



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 United Nations Conference in Trade and Development (UNCTAD) highlighted the link between trade and gender inequality.

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). The absence of gender considerations within AGOA and related policies, the economic growth also facilitated new patterns of gender inequality and women's vulnerability. 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). Trade agreements must be sustainable and ensure that women's skills are developed and diversified.

Lesotho, as with most other SADC countries has no gender disaggregated data in the informal trade sector. However, studies have been undertaken by individual scholars e.g. Setsabi Satsabi on street vendors in Maseru City, and institutions like MCA and university business studies students. Key findings indicate overcrowding; harassment by City Council; unfriendly laws; competition especially with the foreign traders (Chinese) and with men who are highly mobile; unsustainability, inadequate sanitary and water facilities for personal use; no gender supportive facilities for those who bring children along to work; theft; limited market; no capital; rising commodity prices; and cleanliness of the environment.

Most women find it difficult to access credit especially women in rural areas as they do not own property to use as collateral. The government has tried to address this with legal reforms and establishing micro credit schemes. However, power relations in families are still

[24] http://www.rnw.nl/africa/article/woman-means-business-cynthia-jadot-drc-shopowner

an impediment despite the provisions of the LCMPA. Most women do not have credit track record, or are unbanked. The legal reforms that allow women to access productive resources include:

- Parliament passed more land related laws in March 2012, specifically the Land Administration Authority Act 2012, Land Survey (Amendment) Act 2012; Deeds Registry (Amendment) and Land Survey ownership of and Land (Amendment Act) 2012.
- The Legal Capacity of Married Persons Act 2006: This law repeals the 2008 Companies Amendment Act No.7 that denied women the right to be company directors without the consent of their husband.
- The 2010 Land Act provides for inheritance of immovable property by the widow, joint titling of immovable property of couples married in community of property and how the immovable property is to be disposed of; this requires the written consent of the spouses. The Act protects women's economic rights and gives security of tenure on immovable property.

These laws grant women opportunities for collateral to obtain loans or credit from commercial institutions, and empower them to own and manage their companies/enterprises. Gender Equality in the Economic Rights project of MCA Lesotho aims to create women's and girls' "equal access to economic resources and opportunities for their meaningful participation in economic growth" through supportive laws and increased capacity and awareness to address gender equality in economic rights. The envisaged project output is to have key men and women stakeholders trained in gender equality in economics".[25]

Despite the legal and policy framework, women appear to still not accessing credit fairly. They lack knowledge about the laws, capacity to produce credit proposals, and they still struggle with collateral to place against their bank loans. These obstacles are being addressed through the MCA-L project. The alternative is for women to access micro credit from some of the institutions in Lesotho. There are no affirmative action measures to enable women access and to benefit equally from procurement opportunities. It is suggested that that government should, with the instigation of business women introduce a quota for procurement for women.



The **Mauritian** Government provides an enabling environment for the sustainable development of the small and medium enterprises (SMEs) sector, putting in place policies and incentives. The Ministry of Business Enterprise and Cooperative as well as the Small and Medium Enterprises Development Authority (SMEDA) cater for SMEs as well as various agencies, such as the National Women Entrepreneur Council (NWEC), the Mauritius Chamber of Commerce and Industry (MCCI), the Mauritius Trading House, the Agricultural Research and Extension Unit (AREU) and the Development Bank of Mauritius (DBM).



Nisha Jootun, Mauritius facilitator for the entrepreneurship workshop explaining the gender concept to participants with the help of cards, 2013. *Photo: Anushka Virahsawmy*

They have contributed to entrepreneurship in Mauritius by providing advice and guidance to small entrepreneurs. Furthermore, there is an SME Act. The policies make specific reference to women's representation through the NWEC, a parastatal body that aims to empower female entrepreneurship in Mauritius. The NWEC offers services to both potential and existing women entrepreneurs. These include counselling, capacity building, marketing assistance, and business incubators. The NWEC works closely with other institutions and women's associations to increase the competitiveness of female enterprises in Mauritius.

Women entrepreneurs involved in trade can seek assistance from the Mauritius Trading House and Enterprise Mauritius. Enterprise Mauritius is a trade promotion organisation, resulting from a collaborative partnership between the Mauritian public and private sectors. It accompanies locally-based businesses in their growth and development by providing them with various types of support such as; market development, financial assistance, product and quality improvement, skills, trend monitoring and networking.



Through various initiatives, women in **Malawi** continue to benefit from entrepreneurship training. While women's participation in trade is not directly restricted, the environment in which trade is undertaken is not favourable. The levels of collateral and other capital necessary for their involvement in trade are prohibitive. Very few affirmative action endeavours by institutions exist to allow women to advance in the

[25] MCA-L Gender Equality in Economic Rights Project Activity Monitoring Plan, September 2010, p.5.

entrepreneurship sector. Malawi women participate in initiatives in agriculture, cross border trade and provision of services such as catering amongst others. Regression in women's participation in economic decision making has frequently hampered progress.



Namibia's trade policy practices are informed by the national constitution, Vision 2030, the National Development Plan (NDP) 3 and membership to regional and multilateral organisations, chiefly WTO, SADC and SACU. There is no written document specifically outlining trade policy for Namibia. Most of the documents and modus operandi do not explicitly drive women's empowerment.



South Africa has put in place policies aimed at increasing women's access to credit to promote economic empowerment. Through the Department of Social Development there are a number of projects throughout the country to facilitate economic empowerment and sustainable development. In local Government, the drivers of local economic development, includes ways to help entrepreneurs diversify and grow their businesses in a way that simultaneously helps the local municipality address its economic needs. Nationally, the South African government has reviewed development funding criteria and infrastructure to make special provisions for enhanced access to credit and other forms of finance for rural women and communities.



NEPAD delegates visit women in business at a Namibia market.
Photo: Laurentia Golley

Table 4.5: Department of Trade and Industries Integrated Strategy on the Promotion of Entrepreneurship and Small Enterprises Report

Focus Area	Proposed initiatives
Provision of business information	• Information Business Forum for Women • Annual Business Symposium for women • The "Your government telling it like it is" project
Entrepreneurial education and training	• Self-employed Development support programme • Young Women in Entrepreneurship programme • Women Enterprise programme • South African Women in Business Programme • Expert Advisors for Businesswomen programme • Women in Manufacturing programme
Financing	• Gender Budget analysis • Finance quota system • Improving access to finance for women in business • Business Development Fund for women
International trade	• Female quota in foreign trade delegations • International linkages for women programme • International trade for women programme • Women in export programme
Research and statistics	• South African national research project on enterprising women
Science and technology	• Technology fund for women in business • Women and business technology awareness programme • Innovations by and for women in business programme
Rural women	• Economic Literacy Development Programme for Women • Economic Capacity Development Programme for women • Business organisation leadership programme for women • Co-operative Capacity building training programme for women

Source: DTI: Integrated Strategy on the Promotion of Entrepreneurship and Small Enterprises.

Table 4.5 shows proposed activities that the government aims to provide to women who have small businesses, see the table below. The national small business strategy, since its inception sought to target women. However, women continue to make up the bulk of the survivalist sector of SMMEs and of the poor. During the last decade, a number of organisations and institutions were established by and for women. South Africa has a large number of micro entrepreneurs operating mainly in very small trading operations. Women form the majority of these activities.



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 disadvantaged groups in procurement transactions asa means of addressing historical imbalances, to accelerate *de facto* equality.

The Act includes a preference point system that must be followed and depending on the rand value of the transaction. The two possibilities are 80/20 and 90/10, and the choice of which of these to use is dictated to by the rand value of the transaction. The 20 and 10 in the modules would refer to issues related to black economic empowerment. In addition, the specific goals of the tender may include: contracting with persons, or categories of persons, historically disadvantaged by unfair discrimination on the basis of race, gender or disability.



Crafting a new life in South Africa. *Photo: Courtesy of Wordpress*

South Africa's constitutional and legislative framework is progressive and highlights the importance of gender equality. The Broad-Based Black Economic Empowerment Act promotes "increasing the extent to which black women own and manage existing and new enterprises, and increasing their access to economic activities, infrastructure and skills training". The Act further notes that "to comply with the equality provision of the constitution, a code of good practice and targets therein specified may distinguish between black men and black women".[26]

An abundance of resources in both the private and public sectors is not matched by an understanding of women's enterprises, and attempts to accommodate this growing and potentially rewarding market are insufficient. Women in business face a number of barriers and prejudice remains an issue, as illustrated by the fact that women have better credit repayment records than men, yet still find it harder to raise finance than their male counterparts.

A study by the International Finance Corporation (IFC) on access to finance for women in business in South Africa however highlights "the need for a more deliberate and integrated strategy focusing on women in business. Since women are the largest group of entrepreneurs in the country, gender-focused business strategies must inform all BEE and financial access measures. Institutions which act now to better understand and service this large, growing segment of South Africa's business population will reap the benefit in the future.[27]

In South Africa, over 70% of all poor people live in rural areas and nearly half are chronically poor, land is an extremely valuable resource. The Land Reform Gender Policy aims to create an enabling environment for women to access, own, control, and use and manage land as well as access credit for productive use of land. Land reform in South Africa has focused mainly on racially skewed land ownership more than gender imbalances. South Africa has set targets to increase the proportion of women who own land to 30% by 2015.

In the event that rural women do acquire land, they continue to face numerous obstacles, including the patriarchal structures of their communities, lack of access to skills and infrastructure, and most often cited lack of access to finance. As with most land reform beneficiaries, women receive little to no post-transfer support or after-care services. However, with the additional constraints of physical and social confinement; the demands of unpaid labour in the household; male control over labour, capital and technology; limited access to information; and cultural taboos, this lack of

[26] https://www.thedti.gov.za/economic_empowerment/bee.jsp
[27] http://www.ifc.org/wps/wcm/connect/region__ext_content/regions/sub-saharan+africa/publications/access_finance_womenentrepreneurs_sa

state provided services can set rural women up for failure.[28]



The **Seychelles** Government is committed towards strengthening entrepreneurship. The Government is reviewing the obstacles to starting a business as well as making efforts to improve access to credit by allowing more flexibility in the use of collateral to secure loans. However there is no mention or reference to facilitate access to credit especially for women. The Ministry of Labour and Human Resources is currently drafting a new National Employment Policy, which includes objectives of improving information available on the informal sector. None of these are gender specific initiatives.

However, the Small Enterprise Promotion Agency (SEPA)'s work with entrepreneurs consists of training for small business owners, financial support and after care support. According to their records, the Agency has generally assisted more women entrepreneurs than men. There has been no review of trade, entrepreneurial and economic policies to make them gender responsive.

Micro enterprise in the Seychelles is largely categorised as follows:

- *Cottage industries:* These are home-based businesses with minimal regulation and constraint. At least 1,524 cottage industries had been registered as of June 2011; with 69% registered female operators[29]. Handicrafts are represented mostly by women; representing 54% of the 343 registered businesses.
- *Ad hoc traders:* This mainly comprises women and men who sell fruits, vegetables or home made goods. This group is not regulated at all even though weekly fairs are organised by official bodies.

The policy decisions regarding the cottage industries are specifically with women in mind. The main beneficiaries of SEnPA training courses are predominantly women, totalling to 84% of 132 participants in 2010 and 87% of 111 participants in 2011. The Seychelles has no policy of preferential procurement in any of the procurement policies as this is deemed unnecessary. Both men and women are treated equally when it comes to access to economic opportunities in the country. The Development Bank of Seychelles (DBS) and the Small Business Financing Agency (SBFA) - formerly known as the Concessionary Credit Agency (CCA) and other Seychellois financial institutions do not apply affirmative action in favour of women when providing access to credit. Women and men benefit equally.



Zambia: The Trade and Industrial draft policy recognises that women are marginalised in the workplace and in enterprise. The policy proposes continuous education and training to promote gender equality and to ensure an understanding of international best practice. The policy identifies the challenges to increase representation of women at all levels, from the boardroom to the shop floor and to promote women entrepreneurs. One of the objectives of the policy is to promote gender equality in the productive sectors of the economy. The policy prescription on gender is that the government will encourage skills development and entrepreneurship in women and encourage the teaching of vocational, technological and applied skills at the country's tertiary institutions, including for women.



Women entrepreneurship has been under spotlight in **Zimbabwe** because it is a major source of economic growth for both urban and rural women. Despite the potential that lies in women entrepreneurs they face additional or at least different social, cultural, educa-tional and technological challenges than men in establishing and developing their own enterprises, and accessing economic resources[30]. Women's access to productive resources and their ownership of property remain among the key barriers to their economic empowerment in Zimbabwe. The 2010-2011 Zimbabwe Demographic and Health Survey (ZDHS) shows that women's ownership of assets often required for collateral remains low. More than six out of 10 women do not own a house (63%) or land (64%).

According to the ZDHS, only nine percent of women own a house alone and nine percent own land alone. Ownership of land is a key indicator of women's empowerment in Zimbabwe where agriculture continues to be one of the mainstays of the country's economy. In addition to not owning land, women also do not own agricultural assets.

The 2010 Agriculture and Livestock Survey (ALS) shows that only 7% of the female household heads own self-propelled combined harvesters and 5.6% of female household heads own tractor-drawn combine harvesters. The ownership of land and agricultural assets increase women's access to credit, because both can be used as collateral for loans. The majority of women land owners however, are in the communal sector where land cannot be used as security for credit because the owners do not have access to the land in their own right. Women in the communal areas have secondary land use rights

[28] http://researchspace.ukzn.ac.za/xmlui/handle/10413/402
[29] Activities of female owned cottage industries are in many cases those seen as 'women related activities', for example sewing, craft, catering, fashion and apparel retail shops.
[30] http://www.ukessays.com/essays/economics/women-entrepreneurs-in-the-tourism-sector-in-zimbabwe-economics-essay.php
[31] Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency, April 2013.

through their husbands and in the small-scale commercial areas farms are taken over by sons when the male head of household dies.[32]

Legally, women of any marital status can procure loans from financial institutions for investment purposes and to purchase immovable property or other forms of property.[33] Women still cite gender discrimination by financial institutions as a barrier to their accessing money.[34] Gender barriers to accessing credit include:

- 34% of the female entrepreneurs who undertook the survey consider obtaining credit from commercial banks as very difficult.
- 31% of the respondents also perceive obtaining credit from micro-credit institutions as very difficult.
- Obtaining credit from a Government small-to-medium enterprises (SME) programme fares no better, with 38% of the respondents reporting that it is very difficult.
- Nearly 36% of the respondents believe that accessing credit from a donor credit programme is just as taxing.
- At least a quarter of the respondents have not even attempted to acquire credit from the indicated sources, a factor that may appear to be attributable to lack of information on their part. The study reveals that the majority of the respondents (at 59%) were largely unaware of both private and public sector programmes that fund women entrepreneurs.



Tarisai Nyamweda interviews Jenifer Dube a trader in Beitbridge Town Council Zimbabwe, February 2013. *Photo: Fanuel Hadzidzi*

The Zimbabwe National Chamber of Commerce mentorship programme



The Zimbabwe National Chamber of Commerce (ZNCC) in collaboration with the Women Alliance of Business Associations in Zimbabwe (WABAZ) have launched a one year mentorship programme targeted at growing the numbers of women in entrepreneurship.

According to the WABAZ secretariat, the project will build female business brand for entrepreneurs, executives and investors. "The goal is to advise, inspire and connect a global and local community of ambitious entrepreneurial women with those who have made it into the industry. This project is part of a build-up to the Women in Enterprise Conference and Awards (WECA) to be held in September 2014," secretariat representative Sithabile Mangwengwende said.

According to WABAZ hundreds of women from all over the country will participate in the Mentorship Clinic but only those of an exceptional standing and keen eye for business will be engaged in the in the year-long mentorship programme. WABAZ was formed in July last year under the auspices of the Zimbabwe National Chamber of Commerce for the purpose of connecting female entrepreneurs with the resources necessary to integratethem into the mainstream economy.

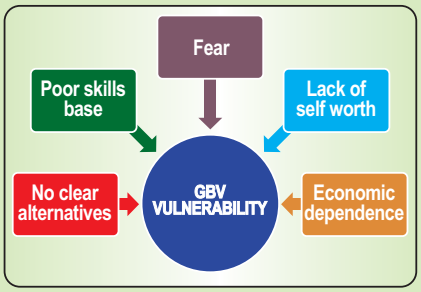
The project emerged out of a study by University of Zimbabwe lecturer Dr Charity Manyeruke which advocated for an enabling environment for women's empowerment. WABAZ aims to be a vibrant body for women business associations to participate in the policy formulation and to cater for women's needs in business.

Adapted from an article by Rumbidzayi Mashayahanya, The Zimbabwe Mail, 6 June 2014

[32] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.
[33] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009
[34] An Analysis of the Enabling Environment and Potential for Women's Empowerment, Dr Charity Manyeruke, 2012.

The Taking Charge: Economic empowerment and ending violence

The Gender Links entrepreneurship programme seeks to reduce the emotional and financial reasons preventing women exposed to GBV from making positive life choices by providing life skills and enterprise development training. The programme addresses the following protocol targets:



- Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015.
- Introduce measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.

Targets: The target group for the Gender Links entrepreneurship programme is survivors of gender based violence from poor communities linked to social services at local or national level. The aim is to train 1500 women in 100 councils in ten countries Mozambique, South Africa, Botswana, Lesotho, Madagascar, Mauritius, Lesotho, Namibia, Zimbabwe and Zambia. The programme started in 2013 and to date has trained 1027 women in ten SADC countries.

Objectives: Through this programme GL seeks to test the hypothesis that economic independence can reduce a GBV survivor's vulnerability to further abuse through the integration of positive private growth skills and sustainable economic opportunities, which can offer extended financial confidence and therefore affirmative personal choices. Specific objectives include:

- To increase women's agency and independence empowering them to participate fully in all aspects of their personal and public lives.
- To explore and document the link between economic empowerment and GBV as a preventive in measure in the perpetuation of GBV.
- To link women in the communities with local economic opportunities in the areas of the COE councils in ten Southern African countries.
- To enhance personal and productive agency and improve GBV survivor's economic status and opportunities.
- To breakdown the stereotypes of women's business opportunities as linked to their so called traditional roles and skills.
- To assist women to improve their financial sustainability micro entrepreneurs and provide knowledge and opportunities for business growth and diversity.
- Identify potential funding resources for the businesses.

Actions: The programme is aptly called "Taking charge" and is aimed at building confidence, self-esteem and a belief in a future with the prospect of economic independence. The programme has three phases: an initial training workshop, market survey and business plan, and backstopping.

There are three ways in which the Gender Based Violence (GBV) survivors express their personal experiences and understanding of gender and GBV during the Entrepreneurship training. They complete "I" Stories to share their experiences, a personal development Plan and the Gender Empowerment Index (GEI). The programme will test the hypothesis that economic empowerment will increase women's agency and self-realization thereby increasing their ability to negotiate safe relationships or to leave abusive relationships. The GEI provides baseline information before the training and measures change after the training. Included are questions about their perceptions of relationships dynamics, their rights in relationships and their experiences of GBV. The follow up GEI survey provides progressive data on changes in the women's personal agency and the status of their economic position since attending the programme.

Other ways in which these women gain confidence in themselves and their business ideas is to present their business plans and ideas in public forums at national and regional summits. Some of the entrants had ideas to start a business and others to grow and improve their businesses. In these ways GL is addressing key aspects of the vulnerability of women to GBV.

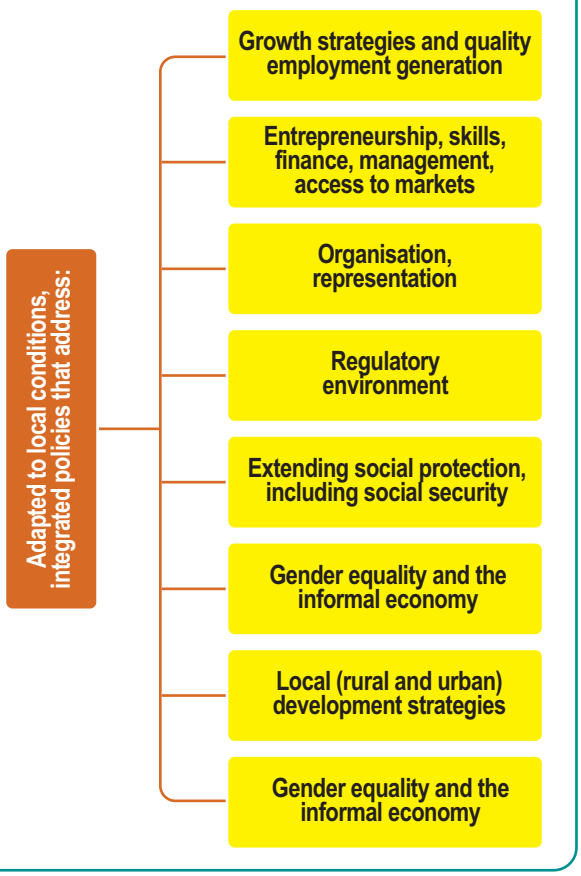
Outcomes: Key outcomes to date include:

- Some of the women that have participated in the course have ventured into non-traditional businesses such as a quarry, fish farming, managing public toilets for a fee and re-upholstery of vehicles.
- Women have been encouraged to start businesses.
- Women with businesses have learnt to run their businesses smarter and to keep records and do their pricing more effectively.
- Women tend to express the aim of sharing their knowledge with other women in their communities.
- Women's personal self-esteem has grown and they have developed confidence in themselves and the ability to run a business. A participant from Zimbabwe recounted at the national summit how, "ever since I started making my own money, I have stopped begging my abusive and promiscuous husband to love and care for our children."

Informal economy and women

In Southern Africa, the majority of the labour force is in the informal economy. It is estimated that as many as nine in ten rural and urban workers have informal jobs. Most are women and young people who have no other choice than the informal economy for their survival and livelihood.[35] While some activities in the informal economy offer reasonable livelihoods and incomes, most people engaged in informal activities face a wide range of decent work deficits and often remain trapped in poverty and low productivity. Improving the productivity of and market access for workers and producers in the informal economy and facilitating their access to mainstream economic resources and social protection is at the heart of many poverty reduction strategies in the continent 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.

Figure 4.7: Decent work strategies for the informal economy





Bongiwe Dlamini and Gcinaphi Shiba collect logs for craft making in Piggs Peak, Swaziland. *Photo: Thando Dlamini*

Figure 4.7 shows the decent work strategies to ensure that informal economy moves towards formal economy.



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 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.



Malawi's Industry Policy (1998) has comprehensive provisions that, on paper, protect and provide an environment for

[35] The informal economy in Africa: Promoting transition to formality: Challenges and strategies, International Labour Organization 2009.

entrepreneurs to flourish. It states that government shall (a) Take remedial measures such as countervailing duties and anti-dumping measures and safeguards to protect domestic manufacturers and traders; (b) Ensure decentralisation of registration of business names under the Business Names Registration Act; and (c) Ensure flexibility in the period of validity of business licenses. However, the policy does not have specific policy interventions for women in the informal sector. Women are largely engaged in informal trade as many lack the means with which to progress through entrepreneurship to higher levels of trade. On the other hand the Microfinance Policy and Action Plan 2002 promotes non-discriminatory conditions for loans.



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.



Sibongile Tsabedze selling to a customer at a Swaziland market, February 2014. *Photo: Thandokuhle Dlamini*

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 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. 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.



South Africa: According to a recent research in the country; 3.5 million South Africans are informally employed, whereas about 9.6 million people work in the first economy. In South Africa, there are various training initiatives. The Joint Initiative on Priority Skills Acquisition (JIPSA) is one of them. Informal entrepreneurs who receive some form of training are more likely to see an increase in their profit, turnover and the size of their customer base, and take steps to formalise their businesses, such as opening a separate bank account or registering their companies.

New media and informal trade: With many people accessing a mobile phone, use of new media as a tool for organising informal traders is on the rise. Social networking tools such as Facebook and Whatsapp are being used for communication across countries. Women are involved in social networking groups which help them organise trading informally. Communication infrastructure remains important in economic justice. Women in the rural areas still face hurdles in communication due to limited mobile network access points. Some women have earned income through mobile phone shops and call points. Instant messaging services on smart phones provide a cheaper way of women to organise themselves in large numbers and promotes peer learning. However, smart phone remain expensive for many women while internet and computer capacity building is required.



Women are increasingly involved in the telecommunications industry. *Photo: Gender Links*

Southern Africa: Phoning out poverty



The Voluntary Services Overseas Regional AIDS Initiative of Southern Africa (VSO RAISA) partnered with the phone shop IGA to empower women with entrepreneurship knowledge and skills. Through training offered by VSO- RAISA, the widows and orphans have acquired business skills and received grants to start their community and individual phone shops as well as other IGA expansion projects such as chicken rearing, pig rearing and farming. From the income generated, the women have become providers for their households, they have been able to attend to their health care and they are now frequenting health services to get better health care for themselves and their family members. The women are also eating better which leads to them living a healthier lifestyle and there is ART adherence due to the income generated.



Evelyn Wangu from VSO RAISA receives an award for her case study on empowering care givers though mobile phone shops, Maseru, April 2014. *Photo: Ntolo Lekau*

The objective of the proposed intervention is to contribute to the improved health outcomes of 20,000 migrant mine-workers, their families and affected communities in southern Africa. There is a particular focus on mine worker sending, transit, and destination communities of Mozambique, South Africa, Lesotho and Swaziland. Through the implementation of community phone shops, women in these countries will be economically empowered, as well as equipped with knowledge on HIV and TB prevention, care and support. It was noted that HIV prevalence is higher and vulnerability to HIV and TB infection is more acute among mineworkers, their families and the surrounding communities. These vulnerabilities are particularly acute among affected communities in Lesotho, Mozambique, South Africa and Swaziland.

The vulnerability of families left behind in terms of health and livelihoods is also pronounced due to poverty and the lack of income_generating opportunities and food insecurity was observed. The spaces of vulnerability associated with the mining sector are conducive to both men and women engaging in multiple concurrent sexual partnerships, a major driver of the HIV epidemic in southern Africa.

Key activities include:

- Publishing of lessons learned and good practices (prevention, care).
- Awareness raising activities targeting key policymakers (e.g. country consultations, workshops, meetings, working groups, presentations).
- Placing VSO volunteers at SAMA to focus on increased organisational capacity and strategic management and a Livelihood Advisor.
- Identify existing support group structures.
- Implementation of community and individual phone shop businesses.
- Care giving training on HIV and TB prevention, care and support.

VSO RAISA is partnering with the Southern Africa Miners Association (SAMA) and its national affiliates for this project. In Lesotho, VSO is working with Ex-Miners Association of Lesotho, in Swaziland, with Swaziland Migrant Mine Workers Association (SWAMMIWA) and Associação de Mineiros Moçambicanos (AMIMO) in Mozambique. VSO encourages the women to train others in their communities during public gatherings or by initiating their own training sessions so that a larger group of women is reached. In some phone shops, they started as five members but there are now around 18 members or more.

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.



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.



Madagascar: A 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 procure-ments and sound use of public funds" (Article 4, Act 2004-009 on 26 July 2004). In principle, the system applies to procurements by the government, public institutions, decentralised collectives and their public institutions, any public or private entity whose resources come from public funds, and any company in which the state is a majority shareholder. Public procurement is subject to a bidding process starting at certain thresholds.



Malawian women are entitled to public procurement opportunities as the country's Public Procurement law is not prejudiced against them. In spite of the cumbersome processes to gain access to the opportunities, women are participating, and many are making progress as a result. Notably, the construction sector has seen many women undertaking projects awarded by government. This is an encouraging sign and it is hoped that women's participation in this way will be promoted and adequately resourced.



In **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.



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.



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.

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.



Women display their goods at the Zimbabwe International Trade Fair in 2011. *Photo: Tapiwa Zvaraya*

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, cash and fertilisers; lack of technological training; and limited participation in labour markets outside of subsistence farming and agriculture. Customary laws and practices, as well as institutionalised discrimination result in land and other assets 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. Across the region, women are often hindered from gaining credit

and productive resources due to laws that require couples to marry 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 household head, rendering access complicated for women even when they themselves 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 on a more 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 their economic muscle and a male-dominated economic sphere.



In **Zimbabwe** women cite gender discrimination by financial institutions as a barrier to gaining access to capital. In the 2012 WABAZ/ZNCC study, 66% of the women surveyed said they felt discriminated against by bank officials. They also attributed their lack of financial collateral as the main reason they could not obtain funds.[37] The 2010-2011 Zimbabwe Demographic Health Survey (ZDHS) shows that women's ownership of assets often required for collateral is still very low. More than six out of ten women do not own a house (63%) or land (64%). According to the ZDHS, only 9% of women own a house, 9% own land, while 2% of women jointly own a house and jointly own land.[38]

Credit and productive resources

Immovable property is usually required as collateral by banks and financial institutions to qualify for credit to start a business. With a small proportion of women owning houses in SADC, collateral for loans is limited. A few countries are ensuring women's ownership of houses such as the South Africa's RDP housing and Namibia's Build Together Programme.



Subsistence farming and the agro-economy is made up of many women, yet most are underpaid or not remunerated at all. Sophia Nthejane attends to her vegetable garden in Thaba Tseka, Lesotho, May 2013. *Photo: Ntolo Lekau*

[37] Women Entrepreneurs in Zimbabwe, An analysis of the Enabling Environment and Potential for Women's Empowerment, by Dr Charity Manyeruke, Women Alliance of Business Associations in Zimbabwe and Zimbabwe National Chamber of Commerce, 2011.
[38] Zimbabwe Demographic and Health Survey 2010-2011.

Namibia: 'Build Together Programme' benefits women



Mariental, the capital of the Hardap region, has seen rapid urbanisation as more people migrate from rural areas seeking employment opportunities. Many in Mariental have low incomes and cannot afford to buy houses, especially as housing prices increase. Furthermore, as the number of inhabitants grow, services must increase to match the development and demands of the town. Due to the lack of affordable housing, the town has seen an increase in shacks and informal settlements. These settlements are susceptible to natural disasters and higher crime rates, including gender-based violence (GBV).



Some of the *Build Together Programme* houses in Mariental, 2013.
Photo: Beverly Mpho Slinger

Mariental Council has adopted the *Build Together Programme* to create low-cost housing. The project encourages both men and women to become contractors in the development of new permanent housing. It enables women to have access to housing loans and also creates awareness about land rights and tenure among women. It also aims at reducing GBV, since women will have more secure and safe houses. Including women in the development process contributes to women's empowerment, as construction is typically an all-male sector. As part of this effort, the Mariental Council has committed to ensuring equal representation and participation of women and men in decision-making. So far 136 women and 129 men have applied for low-cost housing. However, there is still a need for more precise sex-disaggregated data for better monitoring and evaluation of women accessing low-income housing.

The people of Mariental who have participated in the programme are now able to use their houses as collateral at financial institutions when applying for additional loans. Through the programme more women are now in a better position to own property, other assets and access credit, creating a greater level of equality between men and women.

The initiative however has faced challenges, due to a lack of funding and land available to build formal housing. In addition, it has also been found that women need training in application processes so that they are able to fully participate in development activities. In terms of business growth in the community, small to medium enterprises lack the experience and necessary technical equipment to expand.

The money that is generated from the payment of houses and housing loans is used to build the next development of houses. Smaller towns with informal settlements can replicate this project to uplift living standards and empower women to use houses as collateral.

Specific initiatives are being taken: In some countries, laws protecting women's economic rights do exist, but women tend to lack knowledge of their existence or how to access these rights. The same goes for financial allocations. Government low-cost housing initiatives across SADC are now being used as collateral for credit, enabling women to own property and improve their lives through access to finance. Urban farming, support of co-operatives and money clubs are common schemes that women engage in to earn income.



The National Development Bank (NDB) in **Botswana** is one of the main parastatal banks to assist women to grow and expand their business ventures. In general, more men gain access to loans at the NDB than women, at 30% and 10% respectively. Further, 58% of the loans requested by men are for farming enterprises and 25% loans requested by women are for retail and manufac-turing 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.



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[39]. Interest rates of more mainstream financial providers are relatively high and women borrowers are required to provide collateral, which means they often cannot afford loans. Thus some progress is being made through microfinance institutions, but challenges persist with women's control of this resource once they have secured it and an increased vulnerability to accumulating debt.



In **Mauritius** two financial schemes are attracting a large number of applications from women entrepreneurs: The Booster loan Scheme invites a variety of women who have registered businesses and have a viable project to apply for loans. The women include entrepreneurs registered with NWEC; retrenched workers; entrepreneurs registered with the Small and Medium Enterprises Development Authority (SMEDA); National Empowerment Foundation (NEF); Agricultural Research Extension Unit (AREU); Mauritius Institute of Training and Development (MITD); National Computer Board (NCB); Tourism Authority; and any other micro/small entrepreneurs.



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



In **Seychelles**, despite gender-neutral loan criteria policies, women benefit proportionally less from these institutions than men. A case study of four lending institutions, CCA, Seychelles Credit Union, Development Bank of Seychelles and Nouvo Banque, conducted for the Seychelles CEDAW report found that fewer women gain access to loans and the loans in lesser amounts. Furthermore, women tended to borrow for investment in low-profit activities or for home improvement, whereas men borrowed to invest in strategic high-profit businesses or to finance luxury items.



In **Zimbabwe** 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$3 million up from US$ 2 million in the 2011 budget.

The ministry has supported many women to be self-reliant through potato growing as in the case alongside.

Land ownership

African women comprise about 70% of sub-Saharan agricultural workers and almost 80% of those in the food processing chain.[40] Likewise women form the backbone of agriculture and food production in Southern Africa. That means women are an integral part of economic production and their specific needs must be catered for in planning especially if we hope to attain the SGP targets by 2015.

Yet women 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. 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. A large percentage of women stay in the rural areas where land ownership is communal or for the government.



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".[41] 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.[42] 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.

[39] Government of Malawi and World Bank, (2006). Malawi poverty vulnerability assessment, p.168.
[40] The Initiative to Empower women in Agriculture. 20th GIMAC Pre-
[41] 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.
[42] Kingdom of Lesotho 2006 Lesotho Population and Housing Characteristics. Analytical Report, Vol. IIIB Socio-Economics Characteristics. 2009.

Urban women turn potatoes to gold in Zimbabwe



Shyline Chipfika, is one of thousands of Zimbabwean women in urban centres who have struck gold by growing potatoes. And a lot of their success has to do with an import ban.



Potato plants in the backyard of Lina Chingama, from Zimbabwe's Norton town, 40 kilometres west of the capital Harare. *Photo: Jeffrey Moyo/IPS*

"I used to be a mere housewife, and my life has changed in a big way after I ventured into potato growing," Chipfika told IPS. Chipfika's husband, faced with joblessness, turned to hawking at a local commuter omnibus terminus in the capital, Harare, after the company he worked for shut down in 2008 owing to the hyperinflation that crippled many sectors of the economy. Chipfika's rags-to-riches story is a very rare one in Zimbabwe, and she boldly declares she will not abandon the potato-growing venture anytime soon. "I used to stay in a small apartment, but thanks to this venture, I have managed to extend my apartment into a respectable piece of property," she said.

The potatoes do not require large amounts of land, just ordinary backyards, where the women plant seeds in sacks filled with fertile soil. "The potato growing method on urban yards by women here is very simple yet extremely productive, although since time immemorial, urban yards have often been wasted by many who have not seen any value in them," agricultural extension officer Mike Hunde, based in Zimbabwe's Mashonaland East Province in Marondera, 70 kilometres outside Harare, told IPS.

The government promotes potatoes for food security, and as a way of backing local producers like Chingama and many others. In 2013, it banned imports of this staple food, and the crop took off. Taking advantage of the ban, women in Zimbabwe's towns and cities have since formed associations to get financial aid from pro-women non-governmental organisations to intensify local potato production.

According to the Urban Women Farmers' Union, a trade union for women potato growers in Harare, there are 151 associations that women in towns and cities have formed to mobilise funding to cater for their potato growing ventures, with 16,150 women involved in potato production. "Since the ban of potato imports here, as women potato growers only, we are supplying potatoes to eight percent of the national market, with huge scale indigenous potato growers dominating 88 percent of the market, while a few urban men who have emulated us are supplying the other four percent of the market," Abigail Mlambo, secretary general of the Urban Women Farmers' Union, told IPS.

"As an association of 12 potato growers here, we approached non-governmental organisations to seek funding to advance our urban potato growing project," Nancy Chikwari told IPS. After securing 1,000 dollars to buy inputs, Chikwari said their project expanded rapidly. Today, the women's association boasts of sending their children to colleges and universities without financially straining their husbands. "In 2013 alone, we harvested 30 tonnes and sold each 15-kilogramme packet for eight dollars, raking in thousands of dollars in profits," Chikwari told IPS, adding that all of them now owned a car and a house in the capital thanks to potato growing.

Zimbabwe's Agriculture Minister Joseph Made is strongly supportive of these urban women's ventures. "Women have championed a grand move, maximising potato yields in their ordinary domestic yards and at the end of the day smiling all the way to the bank. We will not hesitate an inch to support them in every way possible," Made told IPS. But women potato growers here may face another hurdle with unpredictable local authorities, as the by-laws on such projects in towns are unclear. "Yes, women are doing well, but council authorities haven't approved urban agriculture and I'm unsure about what may or may not befall their potato projects," a top local authority official speaking on the condition of anonymity, told IPS.

The Act has gender provisions for joint titling 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 in polygamous marriages, ensuring that every woman's name appears or is implied in the registration. The Act also provides for representation of women in land allocation structures. This is considered a breakthrough for women in Lesotho and empowers women to control and own property in their own right. It gives them direct access to economic benefits and enhances their household status and decision-making powers.

The most significant changes since enactment are the continuing systematic regulation of land in urban areas and the improvement of rural land allocation processes.[43] This process, which is gender-sensitive as per Section 10 of the Land Act 2010 (entitling women to joint ownership of land), has resulted in data collection for the adjudication of individual families' land rights. It is yielding positive results in helping women reclaim their land ownership. The process seemingly disadvantages women who have been in long-term cohabiting relationships or informal marriages as they cannot be registered for joint ownership or titling without proof of marriage.



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. The Food Security Policy (2006) recognises the role of women in food production.[44] 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. 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.

Even though women have diversified into high-value agriculture. It is insufficient to have policies that promote women's increased productivity without the supporting factors such as household male labour, proportional distribution of time-use between agricultural activities and other household activities, and access to agricultural inputs must be improved (World Bank Development Research Group, 2013).



South Africa: Speaking during the debate on President Zuma's State of the Nation Address in 2013, the then Rural Development and Land Reform Minister Gugile Nkwinti said farms transferred to black people through various redistribution programmes, from 1994 until January 2013, amounted to 4 813 farms. This translated to 4.123-million hectares, benefiting 230 886 persons. He said a total of 50 440 beneficiaries were women (1.7-million hectares in the hands of women), while 32 563 were young people, and 674 were persons with disability. The programme of land reform has been criticised for failing to reach its targets or deliver on its multiple objectives of historical redress, redistribution of wealth, equitable outcomes and economic growth. A dominant focus on targets has tended to conceal the need to transform social relations at the micro-level which impede female ability to independently access, use and own land. Instead, the government's land reform programme has tended to prioritise national-level delivery goals over practical household level anti-poverty interventions and social processes to meet these challenges. The majority of the country's landless population are poor rural women, so an effective land reform programme must recognise the urgency of women's needs and interests.[45]



According to **Seychelles** 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 for credit. A notable development is that gender indicators have been integrated into the questionnaire for an agriculture census of August 2011. Its results should provide better statistics and shed light on the contribution of women in food provision and food security.

[43] This process is part of a USD20.5 million land administration reform activity, included under the private sector development project. The activity includes: (a) policy and legal reform; (b) Smallholder Agricultural Development Programme Resettlement Policy Framework systematic regularization of land in urban areas and improvement of rural land allocation processes; (c) modernisation and improvement of land administration services; and (d) public outreach and awareness activities.
[44] Government of Malawi (2006) Food Security Policy.
[45] A Gendered Analysis of Land Reform Policy and Implementation Outcome in South Africa (2006 - 2008/09).



The **Zimbabwe** land reform process was gender neutral. In a male-dominated society, neutrality results in gender gaps in land ownership, control, management and productivity. At the onset of the resettlement, the policy framework did not provide an enabling environment to redress gender imbalances of land and inheritance issues, especially those pertaining to widows.[46] An increasing number of women in the country have been allocated land but access to finance for farming implements is still low. The government has taken a move to issue permits to A1 model farmers which could see them using the land allocated for collateral. The banking industry has started examining the permits as possible collateral since the farmers can now make long term developments and assume full land ownership. Around 221,470 resettled farmers are in line to receive the documents in a process expected to take at least three years.



Some Zimbabwean women celebrate after being allocated A1 permits in 2014.
Photo: Courtesy of the Sunday Mail

Widows still suffer due to inheritance customs: 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. Many widows suffer in poverty because of inheritance customs that impede ownership of land for widows. Although most legal systems no longer support such acts, women still give in and patriarchy is perpetuated. Civil society organisations are encouraging legalisation of marriages to ensure that either spouse is not taken advantage of in the case of death or divorce.

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.

Governments are making legislative provisions for women's land ownership: There are, however, various examples of provisions that are being made for women's ownership of land, especially in the rural areas.



Botswana is perhaps the first post-independence country in Sub-Saharan Africa to accord recognition of customary law into formal statutory system for land rights. The Tribal Land Act, 1968 vests tribal land in a decentralized system of land boards operating on behalf of Batswana citizens. These boards administer rights to land in accordance with customary law. The Act drew on the core principle of customary law that all tribesmen should be entitled to land. The law was built on Tswana land tenure rules, eclipsing alternative forms of customary law practiced by other ethnic groups.

Customary land rights (for residential/arable purposes) are secured by a "customary land grant certificate" which grants exclusive, perpetual, and heritable use rights to individual applicants. In 1993, these rights could also be transferred, provided the land was developed for the purpose intended. Under the Land Act, once grants of customary land rights are acquired, they cannot be cancelled without just cause. To acquire transfer and mortgage rights, one must convert their tenure to a common law lease. Land Boards can grant common law leases on tribal land to Batswana citizens (whether tribesmen or not) and foreigners. Leases for residential purposes are for 99 years; for industrial and commercial purposes the lease is for 50 years and eligible to be renewed for an additional 50 years. Leases are fully negotiable.



In **Namibia** traditional authorities may still make grants of customary land and revoke those rights, applications for such land must be made in writing and allocations are subject to the approval of Communal Land Boards, the jurisdictions of which are determined by the Minister of Lands. Traditional authorities are also empowered to cancel customary rights with Board approval. This system enables land to be administered according to the varied customs of different communities

[46] Ibid.

and avoid codification of a uniform set of customs. Typically, rights are granted to an individual for his (in most cases) natural lifetime and revert to the traditional authority upon his death for redistribution, which is usually to the surviving spouse and children. Grants may or may not include transfer rights. Those that do will typically require prior written consent from the traditional authority. Land in communal areas is vested in the state on behalf of traditional communities.



Tanzania: Women's constitutional right to own land is asserted in the Law of Marriage Act and the Land Acts. Part II Section 3(2) of the Land Act states "the right of every woman to acquire, hold, use and deal with land shall, to the same extent and subject to the same restrictions, be treated as the right of any man." The act states that occupancy cannot be surrendered to defeat the rights of a spouse.

The Village Land Act invalidates customary laws that discriminate against women, and recognises a wife's rights to land at the death of a spouse or in the event of divorce. It provides that "any rule of customary law or any such decision in respect of land held under customary tenure shall be void and inoperative and shall not be given effect to by any authority, to the extent to which it denies women, children or persons with a disability lawful access to ownership, occupation or use of any such land". The act also provides for allocation to women of a certain number of places on the Village Adjudication Committees and Village Land Councils, which have decision-making responsibilities concerning occupancy rights and land disputes. By law, both spouses must be registered and mortgages can only be issued with the consent of the spouse or spouses, who are entitled to a copy of the mortgage agreement.



Mozambique: The Land Act 19/97 states in its Article 10 that men, women 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.



Zimbabwe: The Traditional Leaders Act, as read with the Communal Lands Act, gives traditional leaders the right to allocate communal land, and to consider customary law in the allocation of land. As a result, few women have been able to own communal land in their own right. Zimbabwe is currently aligning its laws to the new Constitution and citizens are hopeful that the new laws will protect both rural and urban women.

Mining

Depletion of SADC's mineral and natural resources have resulted in flight of income adversely affecting women. Anecdotal evidence shows that women suffer adversely in the resource-rich areas, because their resources are exploited and profits are threatened. The region has vast mineral resources and yet few women participate in this sector. The stereotyping of mining as a dangerous job for women persists and women's participation in mining remains low.

Macro-economic policies of the SADC region skirt the important involvement of women in the agricultural and mining sectors. The region's governments needs to provide access to jobs and economic decision making to women in these two important sectors that contribute to more than 50% of the region's Gross Domestic Product. National Chambers of Commerce play a vital role in ensuring women's commercially viable participation in agriculture and mining while Women's Business Associations remain critical for organising, data collection and information sharing.

Women are also more vulnerable to gender-based violence (GBV) due to the lack of protection in the informal sector, in illegal resource extraction operations and conflicts fuelled by the exploitation of minerals. In the DRC women in the resource-rich east of the country have been exposed to sexual abuse and GBV as a result of the conflict around illegal mining in that region.

According to studies by the Southern Africa Regional Office (SARO) of UNWomen, women in the mining sector in the region engage in a variety of small-scale mining activities such as gold panning, dealing in gemstones, mining and selling industrial minerals such as limestone, dolomite, clay, and many others. Yet, despite their contribution to small-scale mining they remain insignificant in the mainstream mining industry.[47]



Zinzi Mdlulu underground in a mine in South Africa. *Photo: Trevor Davies*

[47] Buwa! - A journal on African Women experiences.

Angola has the richest woman in Africa



Isabel dos Santos, oldest daughter of Angola's president, Jose Eduardo dos Santos, is Africa's richest woman. Dos Santos holdings in Angola include 25% of Unitel, the largest mobile phone network operator, and a state in Banco BIC. In Portugal she owns 50% of cable TV and Internet firm Zon Optimus and, alongside Portuguese billionaire Americo Amorim, a nearly 7% stake in Portuguese oil and gas firm Galp Energia. Her next bid is opening Sonae hypermarkets in Angola with Portuguese billionaire Belmiro de Azevedo. Isabel's networth is $3.7 billion. She studied engineering at King's College in London, where she lived with her mother, who is divorced from President dos Santos. She opened her first business in 1997, at age 24, in Luanda in Angola- a restaurant called Miami Beach.



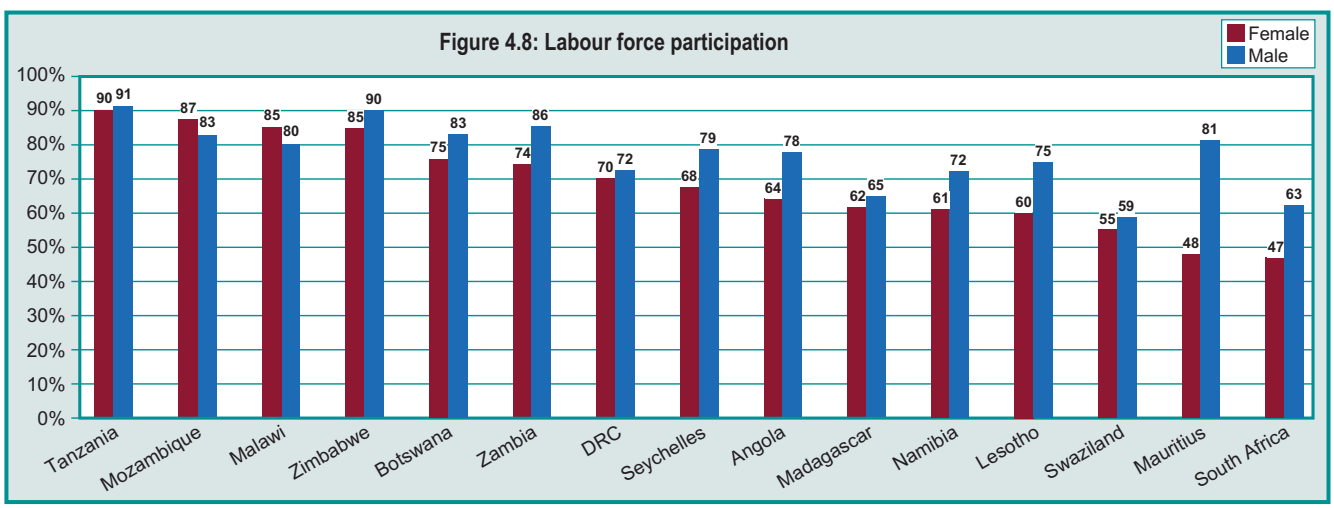
Isabel dos Santos.
Photo: Courtesy of Forbes Magazine

Extract from The World's Billionaires, Forbes Magazine, 2013
http://www.forbes.com/sites/kerryadolan/2013/01/23/isabel-dos-santos-daughter-of-angolas-president-is-africas-first-woman-billionaire/

Employment

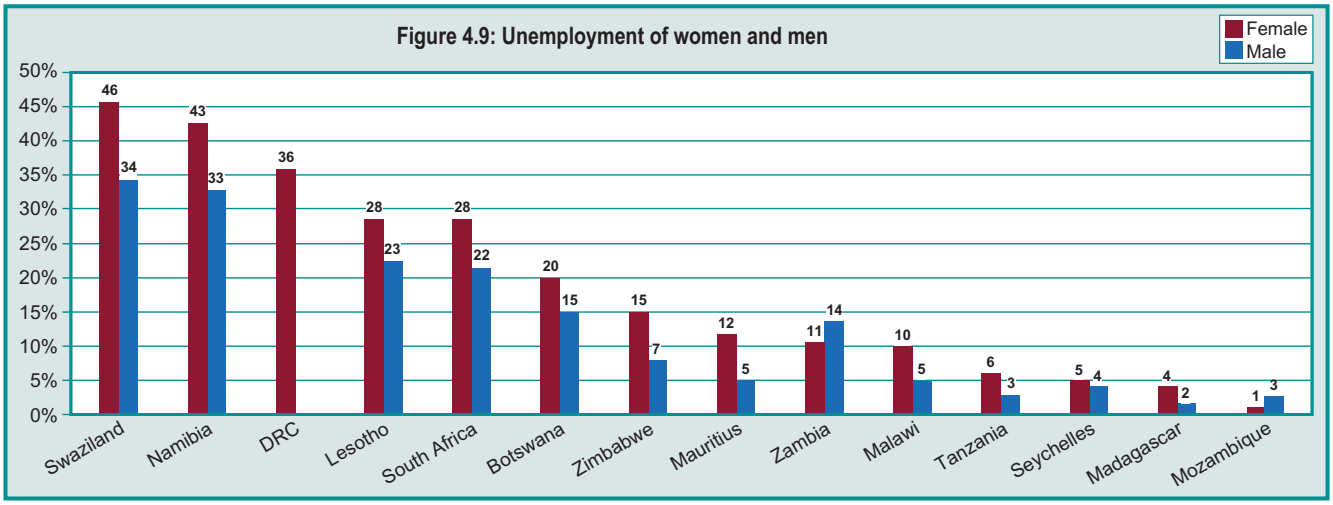
The protocol provides that by 2015, state parties shall review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy. It also provides for equal pay for equal work; eradication of occupational segregation; maternity and paternity 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 measures the proportion of a specific population (such as women and older workers) considered to be either working or actively searching for a job. 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 2014.

In Southern Africa, labour-force participation for women continues to lag behind that of men. Figure 4.8 reflects the level of women's participation in the labour force. Tanzania recorded the highest proportion of women's participation at 90% while South Africa recorded the lowest at 47% despite the country being an economic powerhouse. Female labour participation is above 50% in 13 of the 15 countries. The widest gaps are recorded in Mauritius and South Africa, where women's participation levels are at 48% and 47% respectively. Despite affirmative action policies in South Africa in previous years, women's labour participation still remains low.



Source: Gender Links (2013)

More women than men are unemployed in Southern Africa: Figure 4.9 shows that Swaziland (46%), Namibia (43%), DRC (36%), South Africa (28%), Lesotho (28%) and Botswana (20%) have the highest rates of female unemployment in the SADC region. Mozambique is the only SADC country where women's unemployment rate (1%) is lower than men's (3%).



Botswana: Formal employment has been increasing over the years as the government has invested in industries that create employment opportunities and an environment conducive to private sector investment.



In **Lesotho**, more women than men are employed in manufacturing and textile, services, hotels and restaurants, retail, education, private household activities, real estate and renting. Men dominate in subsistence agriculture, industry, mining and quarrying, public administration, parastatals, the private sector, electrical industry, construction, and transport storage and communications. These classifications suggest that men dominate in sectors associated with political, economic and physical power, and women in those associated with social power categories.

In April 2011, the Ministry of Public Service improved basic conditions of employment for public officers and paid specific attention to the practical needs of women to improve their participation in the service. Pursuant to the Public Service Act 2005 (S.14), Legal Notice No. 32 of Basic Conditions of Employment for Public Officers of 2011 introduces new conditions that give effect to the right to fair labour practices in the public service. The changes relate to working hours, shift work, time off, maternity leave entitlements and nursing periods. Maternity leave and nursing time have been revised to 90 days from 60 days, and two hours a day until the baby is six months old. In addition, public service personnel are permitted five days of compassionate leave in the event of a bereavement involving a close relative (including a spouse, parent-in-law or own child). This is a demonstration of gender-responsive planning on the part of the ministry and a major achievement for women in Lesotho, given the expectations to fulfil cultural roles.



Malawi's minimum wage is 178.25 Malawian kwacha (about $1.17). Which is telling, considering how people in the most vulnerable groups, especially women, struggle to earn a living. Women are largely employed in the informal sector, factory work is still dominated by women, and women often face abuse such as sexual harassment. According to the Population Census of 2008, out of the working-age population, 50.2% were men and 49.8% were women. It is therefore noted that more men were either employed or unemployed as compared to women.

The 2008 Population and Housing Census shows that men dominate certain industries, with little opportunity for women to enter. Industries such as manufacturing, construction, electricity and water have more men employees. More women have been recorded in agriculture and fishing. Wholesale and retailing employ more men than women, while industries such as hospitality and food services employ more women.



The **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 finds 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

were 46 100 - 18 800 men and 27 300 women, despite women being more qualified than men. Of the unemployed, 12.5% are women compared with men at 5.2%.



Seychelles: Workplace policies in the country are gender responsive. 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 maybe 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 under-standing of the situation and to make recommendations for concrete action. The new National Employment Policy includes provisions to eliminate discrimination in the labour including discrimination against women, as well as other vulnerable groups including the youth, disabled, elderly and PLWHA.



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.[48] The findings of 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.[49] Seven out of ten men were employed or had worked in the year before the ZDHS.[50] There also is a correlation between women's education levels and location - urban or rural residence - and their employment status. A higher percentage of urban women (44%) than rural women (33%) are employed, and women with more than a secondary education were twice as likely as those with less education to be employed.[51]



Botswana job seekers in Tati. Women constitute a large proportion of the unemployed. *Photo: Mboy Maswabi*

[48] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.
[49] Zimbabwe Demographic and Health Survey 2010-2011.
[50] 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.
[51] Zimbabwe Demographic and Health Survey 2010-2011.

Table 4.6: Conditions of employment				
Country	**Maternity leave**	**Paternity leave**	**Retirement age and benefits for women and men**	**Sexual harassment**
Angola[52]	**Yes.** 3 months paid.[53]	**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[54]	**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[55]	**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[56]	**Yes.**[57] 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[58]	**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[59]	**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[60]	**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.[61]	**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.**	**Yes.** Retirement age of 60.	**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.

52 2009.
53 However, there is no data on how many women benefit or know about this provision.
54 2009.
55 Source: Labour Code 1992, Public Service Regulations 1969, Labour Code Wages (Amendment) Order 2007and Interviews 2009.
56 2008.
57 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.
58 2009.
59 Labour Act/Reviewed 2007/8 (2007).
60 Source: Employment Act, 1991 revised 1995.
61 A case was brought by one gentleman who argued that the differentiation in terms of retirement age was discriminatory towards men.

Table 4.6 shows the conditions of employment across the SADC countries including retirement age, maternity benefits and provisions for policies against sexual harassment.

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.



The Basic Conditions of Employment Act (BCEA) in **South Africa** is intended to protect employees during and after pregnancy. The act does not require that maternity leave be paid leave - this is paid at the discretion of the employer. However, in the event that employers do not provide payment, employees are entitled to unemployment benefits (UIF), provided they have made contributions to the fund. In 2010 the BCEA was amended to accommodate foreign nationals working in the country on valid work-authorisation documents.[62] 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.[63]



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. The Employment Act is silent on this crucial issue and the negative effects on women who may be subjected to different kinds of sexual harassment in the workplace. Sexual harassment prevents women from effectively executing their duties.



A pregnant woman selling food in a local community in Madagascar.
Photo: Noro Ravaozanany



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.[64]

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.

62 Gobind, J 2012 "Mitigation of maternity leave pay" in Bosch, A (ed). The SABPP Women's Report 2012.
63 Ibid.
64 Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.



Lesotho: Lesotho does not have a skills-development policy. However, skills development is dealt with in programmes of various organisations. For example, the Ministry of Gender, Youth, Sports and Recreation (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.



DRC: The DRC has a policy and a programme for skills development in the public and private sectors. The government plans to create skills development programmes across various sectors such as education, development and economics. In the private sector, employers initiate such programmes for their staff. In the public sector, these programmes do not consider gender, though they do in the private sector. It is within these structures that the specific needs of women can be monitored. In the private sector, employers are organising services to facilitate women's access to credit and there is entrepreneurial training for specific groups of women and exchanges of experience from partners of the same field.



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.



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 techno-logy. 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.



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.



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.

SGP Post 2015

Economic justice and the post 2015 agenda



With 2015 around the corner, it is evident that SADC will not achieve most of the economic targets set by the SGP. Women continue to be underrepresented as decision makers in the economy. They continue to be bound by traditional norms and values which undermine the accumulation of assets, still largely work in middle management and are disproportionately represented in micro-enterprise.

While some SADC countries have policies and frameworks in place to promote gender mainstreaming in the economy, very little information is available as to the efficacy of these instruments. Some countries rely on gender neutral policies which assume equal access but without data this is difficult to analyse or monitor. Gender neutrality can mask the additional barriers faced by women and the outcomes need to be tested.

The majority of women only have access to microfinance. Women need access to the full spectrum of financial services, especially for business. There is a need to recognise the limitations of micro-finance and the need for greater access to finance for women in business. The high levels of GBV and HIV among women in the region exacerbates their economic vulnerability.

More effort needs to go into promoting women's employment and entrepreneurship options beyond the current levels of participation in male dominated work and business. Women need to be able to grow beyond the current confines of financial access.

Current status of targets

Eight of the 28 targets of the SGP cover economic justice. These range from economic decision-making, to gender responsive budgeting, the multiple roles of women, trade and entrepreneurship, procurement, productive resources and employment. The SGDI relies on five economic indicators for which data is available across all SADC countries - economic decision-making, labour force participation, unemployment, share of non-agricultural wage employment, and maternity leave. These have limitations. For example, the majority of women are not in non-agricultural wage employment. The measures do not touch on access to productive resources such as land and finance: the core strategic issues in this sector. The analysis at Annex A juxtaposes the current targets of the SGP with the draft Sustainable Development Goals, and proposes expanding the initial eight targets to 28 targets in six sectors: economic decision-making; gender responsive budgeting; procurement; access to entrepreneurship and trade opportunities and employment. Presently the SGP has no official indicators, other than those in the SADC Gender and Development Index (SGDI) devised by the Alliance. The analysis at Annex A - that examines at the SGDI as well as gender indicators being advocated globally - proposes 28 possible economic indicators in the post 2015 era.



Women selling papayas at a market in Mozambique, March 2014. *Photo: Xavier Cafricano*

Table 4.7: Proposed targets and indicators for economic justice		
Area of concern	**Proposed post-2015 targets**	**Possible indicators**
Economic decision-making	1. By 2030, ensure equal participation by women and men in policy formulation and implementation of economic policies in both the public and private sectors.	1. Percentage of women CEOs and Boards of Directors in the private sector
		2. Percentage of women in leadership positions in economic decision making (ministers and deputy ministers of finance; economic planning; central banks).
Gender responsive budgeting	2. Ensure gender-responsive budgeting at the micro and macro levels including through the availability of sex disaggregated data, tracking, monitoring and evaluation.	3. Extent to which gender priorities are reflected in national budgets.
Procurement	3. With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.	4. Percentage of women awarded tenders at local, regional and national levels.
Access to entrepreneurship and trade opportunities	4. 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. Proportion of women-owned enterprises in the small, medium and large scale business sectors.
		6. Measures taken to facilitate cross border trade.
		7. Proportion of women on trade missions
Productive resources	5. Ensure that by 2030 women and men can equally access basic services, own immovable property, access appropriate financial services and entrepreneurship training programmes to promote the growth of women owned businesses in the region.	8. Equal percentage of women who hold a bank account with a financial institution[65]
		9. Proportion of population with access to institutional credit, by sex[66]
		10. Equal ownership of property by men and women and data disaggregated by sex[67]
	6. Ensure women's equal access to, control and ownership of assets and natural and other productive resources (Draft SDG 5.7)	11. Proportion of resources allocated to agriculture going to small scale farmers disaggregated by sex[68]
		12. Equal percentage of men and women accessing and owning land[69]
	7. Ensure the equal access of men and women to enterprise funding opportunities at all levels of business activity by 2030.	13. Percentage of women graduating in the Accounting, Economics and Commerce fields.
		14. Percentage of women owned businesses by sector and size.
	8. Ensure that by 2030, women, including those from indigenous groups benefit equally from extractive resources.	15. Percentage of women in mining leadership.
Employment	9. By 2030, review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.	16. Existence and enforcement of equal employment opportunity law[70]
		17. Length of paternity leave.
		18. Maternity leave benefits (% of wages paid)
		19. Female share of non-agricultural paid labour[71]
		20. Percentage of women who say they can decide how to spend their income[72]
		21. Level of gender pay gap[73]
	10. 5.5 ensure women's equal access to full and productive employment and decent work, and equal pay for work of equal value	22. Percentage of women graduates absorbed into the labour market.
		23. Enforcement of the 'Decent work' agenda
		24. Proportion of the population in vulnerable employment, by sex[74]
	11. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women including care work and child rearing responsibilities by 2030.	25. Average weekly number of hours spent on unpaid care work, by sex[75]
	12. Ensure equal access to ownership of housing and land including protecting all women, including widows from discriminatory immovable property practices by 2030 (Draft SDG 11.1 and 5a).	26. Percentage of women owning their own houses.
	13. Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in the ICT sectors of the economy by 2030.	27. Percentage people with access to technology by sex[76]
	14. Ensure that women have equal access to internet and ICT infrastructure by 2030.	28. Percentage of people with access to affordable mobile technology and internet access by sex[77]

Source: Gender Links and Southern African Gender Protocol Alliance, 2014.

65 Women's economic Opportunity ,SIGI.
66 World bank Gender statistics Database, Women's economic Opportunity ,SIGI.
67 World development indicators, Women's economic Opportunity ,SIGI.
68 World development indicators, Women's economic Opportunity ,SIGI.
69 World development indicators, Women's economic Opportunity ,SIGI.
70 World bank Gender statistics Database, Women's economic Opportunity ,SIGI.
71 ILO, ILO, World development indicators.
72 Women's economic Opportunity ,SIGI.
73 World bank Gender statistics Database, Women's economic Opportunity ,SIGI.
74 ILO, ILO, World development indicators.
75 ILO, ILO, World development indicators.
76 World development indicators.
77 World development indicators, Demographic survey.

Table 4.7 summarises the 14 proposed targets, and 28 proposed indicators. A critical difference between these and the existing SGP is the inclusion of targets on the private sector. One of the biggest challenges in the region is the poor availability of gender disaggregated data for analysis and planning, especially in the private sector. Another key and ongoing concern is the poor representation of women in economic decision making which undermines the integration of gender mainstreaming at many levels such as central bank and relevant ministries policies, financial services, business support services and corporate participation in acknowledging and integrating gender as a priority. Very few women sit on boards of big companies and even fewer on the boards of financial institutions. Women leadership in parastatals is also low.



Women harvest potatoes in Mauritius, 2012.
Photo: Abdhoosee Ghirish

Monitoring and evaluation tools

Baseline surveys on economic empowerment are important as the region moves forward with gender equality. Correlation of economic empowerment to gender attitudes, behaviours and change is essential moving forward. Although country specific methodologies can be applied for the monitoring, the results of such baselines and forward programmes for progress should be readily available and sex disaggregated.

No sustainability without economic justice

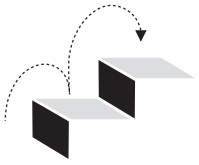
The Alliance networks consultations revealed gaps in the current SGP and have pressed home demands for a reviewed protocol with accountability by the member states high on the agenda. The following are amongst some demands that need to be incorporated into the SGP post 2015:

- The gender barriers women face in starting and running a business and accessing capital, need to be addressed with urgency to promote the participation of women in micro, small and medium businesses within an enabling environment which addresses these issues.
- Women must have access to, control over and ownership of land and property in order to realise financial services beyond that which is currently available to the majority of women.
- Women who have experienced GBV need the tools to develop economic independence and the ability to support themselves and their children.
- Gender roles need to change and also free women from tasks such as the collection of water and wood, which renders them time poor and therefore less economically active.
- The ability for women to participate equally in the economy requires attention being paid to the education and skills development of girls and women to enhance their capacity to be meaningfully employed or start a small business.
- Places of work need to provide child care facilities and not discriminate against pregnant women in terms of job opportunities and protection.
- Laws and policies that impede equality between men and women need to be reviewed and changed.

Creation of jobs through entrepreneurship

The post 2015 agenda presents an opportunity to improve economic justice through entrepreneurship by:

- Ensure equal participation by women and men in policy formulation and implementation of economic policies.
- 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.
- Reduction of requirements for financial assistance and access to appropriate levels and choices of finance for the growth of women's businesses.
- With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.
- Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.
- Enact and enforce legislation prohibiting all forms of gender-based violence.



Next steps

With less than a year to go until 2015, pressure needs to be stepped up for implementation. 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

- Strong calls for the review of the SGP to include measurable economic justice targets at the HOS in Zimbabwe.
- Conducting of time use studies as baselines including unpaid care work by women.
- Move the discussion on women's inclusion in the economy beyond the micro-level.
- Legislation put in place to increase women's ownership of land and housing including protecting widows from harmful inheritance practices.
- 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.
- Involve local government in economic empowerment of women through local economic development programmes.
- Encourage states to adopt gender-responsive budgeting techniques as part of their costing, budgeting and resource allocation systems.



Councillor Manketekete Nketekete on her farm during verification exercise of Ramapepe council, Lesotho, 2014. *Photo: Ntolo Lekau*

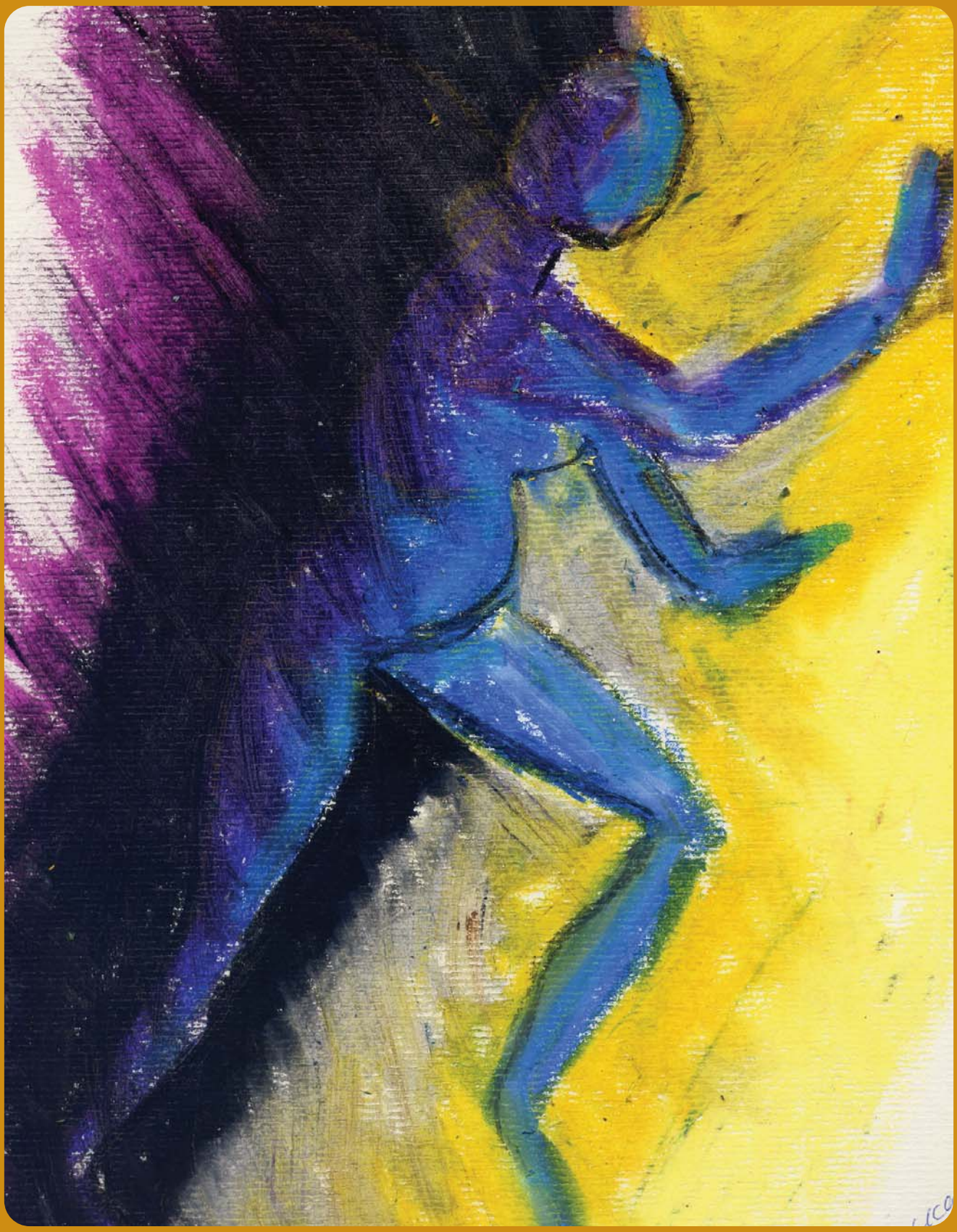
- Conduct and document results of analyses of growth in the informal sector. Most countries demonstrate growth of this sector accompanied by substantial earnings. These trends must be observed to garner support for this sector in which many women operate.
- Conduct and document women's contribution to 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 protection be given priority in policies and budget allocation to benefit women. This could be done by targeting social issues such as water, HIV and AIDS, disability. Women should be involved in national budget hearings.

At regional level

- Foster enabling trade agreements across the region taking into account women in cross border trade.
- Involve women in regional trade missions.
- 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.

At global level

- Push the envelope to have a stand-alone gender equality goal with indicators to empower women economically. Mainstream gender in other sustainable development goals.
- Strengthen global coalitions for an enabling economic justice framework with peer learning in forums such as the Commission on the Status of Women.



"Zarina"

Anushka Virahsawmy

CHAPTER 5
Gender Based Violence

Articles 20-25



Lobatse Town Council drum majorettes take part in a march to end violence against people with disability in Botswana in 2012. *Photo: Onthusitse Vincent*

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. There has been no change from 2013.
- Despite the relatively strong GBV legal frameworks, GBV in all its different forms continues to be rife in the region.
- Lifetime prevalence rates of GBV range from 25% (Mauritius) to 89% in the four districts of Zambia: Kitwe, Mansa, Kasama and Mazabuka.
- GL has conducted Violence Against Women Baseline studies in six SADC countries (Botswana, Mauritius, four provinces of South Africa, four districts of Zambia, Lesotho and Zimbabwe) and is currently rolling it out at national level in Zambia.
- Strong legislative frameworks exist in most countries but challenges remain around implementing laws and policies effectively.
- Insufficient budgets hinder implementation.
- Sexual violence against women and girls remains one of the major causes of HIV infection.
- Other types of GBV that remain underreported include sexual harassment and human trafficking.
- Though not yet fully recognised as a crime, marital rape is pervasive and contributes to the HIV and AIDS pandemic.
- There is an urgent need to establish GBV baselines in all SADC countries and strengthen integrated, costed planning frameworks for ending GBV.
- Response to GBV requires concerted efforts from all key stakeholders.

Trends table - Gender Based Violence (GBV)

	2009	2010	2011	2012	2013	2014	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)	**12** (Angola, Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe Swaziland)	**12** (Angola, Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe Swaziland)	**13** (Angola, Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe, Swaziland, Lesotho)	15
Laws on sexual assault	**7** (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland)	No progress	No progress	**9** (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland, Mauritius, Zambia)	**11** (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland, Mauritius, Zambia, Tanzania, Zimbabwe)	**11** (DRC, Lesotho, Madagascar, Botswana, 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)	**9** (DRC, Lesotho, Madagascar, Malawi, South Africa, Tanzania, , Zimbabwe, Seychelles, Botswana)	15
Human trafficking	**3** (Madagascar, Mozambique, Zambia)	**6** (Madagascar, Mozambique, Zambia, Mauritius, Swaziland, Tanzania)	**6** (Madagascar, Mauritius, Mozambique, Swaziland, Tanzania, Lesotho)	**8** (Lesotho, Madagascar, Mauritius, Mozambique, Swaziland, Tanzania, DRC)	**10** (DRC, Lesotho, Madagascar, Mauritius, Mozambique, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)	**11** (DRC, Lesotho, Madagascar, Mauritius, Mozambique, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe, Seychelles)	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)	**13** (DRC, Botswana, Malawi, Madagascar, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe, Lesotho, Tanzania)	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)	**14** (Angola, DRC, Botswana, Swaziland, 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** (DRC, Lesotho, South Africa, Zimbabwe, Malawi, Angola)	**7** (Angola, DRC, Lesotho, Malawi, Mauritius, South Africa, Zimbabwe)	**13** (Angola, DRC, Lesotho, Malawi, Mauritius, South Africa, Zimbabwe, Zambia, Swaziland, Botswana, Mozambique, Namibia, Seychelles)	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)	**14** (Angola, DRC, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe, Botswana)	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)	**7** (Botswana, DRC, Mauritius, South Africa, Zambia, Zimbabwe, Lesotho)	15
By 2015 provide baseline data on GBV	None	None	**1** (Gauteng province of South Africa)	**3** (Botswana, Mauritius, three provinces of South Africa)	**5** (Botswana, Mauritius, four provinces of South Africa, four provinces of Zambia, Zimbabwe)	**7** (Botswana, DRC, Mauritius, four provinces of South Africa, four provinces of Zambia, Lesotho, Zimbabwe)	15
SCORES							
CSC	47%	55%	55%	58%	68%	68%	100%



Women and men join together in 2014 to march against gender violence in Mauritius. *Photo: Olivier Von Mally*

Gender-based violence (GBV) is a human rights issue that affects women in various fundamental ways. It is a pandemic that presents serious challenges to realising women's rights as citizens and realising their agency to fully participate in public and private life.

As illustrated in the trends table, most countries in the Southern African region have a strong legislative framework linked to GBV. To date, 13 out of the 15 countries of SADC have implemented domestic violence and sexual assault legislation. Yet despite the targets set for 2015, SADC lawmakers have not made any further progress in passing legislation on domestic violence, sexual assault, sexual harassment and human trafficking, particularly in the last three years.

Access to post exposure prophylaxis (PEP) has improved across SADC. Ten countries now make it available. Others like Botswana, Namibia, Seychelles and Tanzania provide PEP in some circumstances but have yet to draft the necessary regulatory framework for its ongoing provision. The need to provide access to PEP must be a priority on the lobbying and advocacy agenda in the coming year.

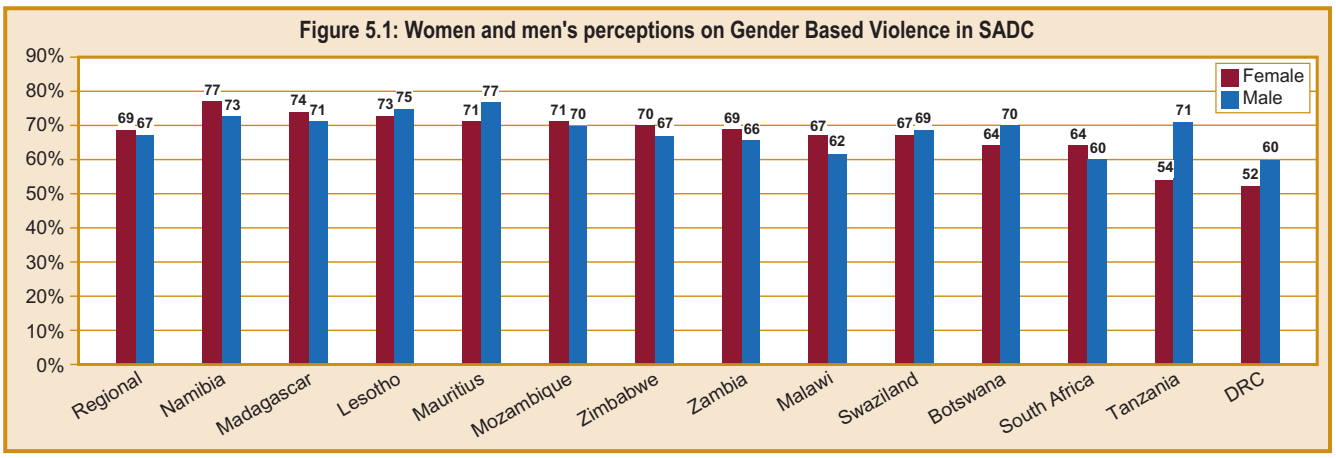
Progress is also slow in regards to passing human trafficking and sexual harassment legislation. Only 11 SADC countries have human trafficking laws while eight have specific sexual harassment legislation. There is resistance to recognising sexual harassment as a crime in some countries in the region.

Throughout the region this sector has seen a consistent pattern of high policy priority and robust policy formulation, but weak patterns of implementation, resulting in relatively limited knowledge of, and use of, services. While on paper 14 countries offer accessible, affordable and specialised services, including legal aid, to survivors of GBV, the challenge is that these service providers remain under-resourced with limited capacity to deliver on their mandates.

Despite some significant strides made towards providing safe places for survivors of GBV, the resources available remain outnumbered by the ever increasing number of survivors in the region. There is also a lack of secondary housing for GBV survivors. In addition, governments continue to rely on civil society organisations to provide these services, which is not a sustainable solution.

Presently, six SADC countries have completed the Violence Against Women (VAW) baseline studies and adopted a composite index to measure GBV. The findings from these studies should guide GBV strategies and budgeting processes. The index can also be used to develop monitoring and evaluation frameworks to assess the efficacy of GBV strategies.

It is difficult to obtain reliable and comprehensive quantitative data on GBV. Police statistics remain 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 2014. 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 2014.

Figure 5.1 illustrates that on average women and men give their governments a score of 68%. This is the same overall ranking SADC citizens gave their governments in 2013, which means there has not been much change in perceptions. Citizens in the sample seem to feel their governments have not improved in their response to GBV in the last year. This is a particularly astute grading given that few countries took steps this year to create legislation in this sector, as illustrated in Table 5.1.

Furthermore, in most countries women and men scored their country's performance lower than in 2013, including Botswana, Lesotho, Madagascar, South Africa, Zambia, Zimbabwe and Tanzania. On the other hand citizens in Malawi, Mauritius, Mozambique, Namibia and Swaziland believed their countries have improved in this sector.

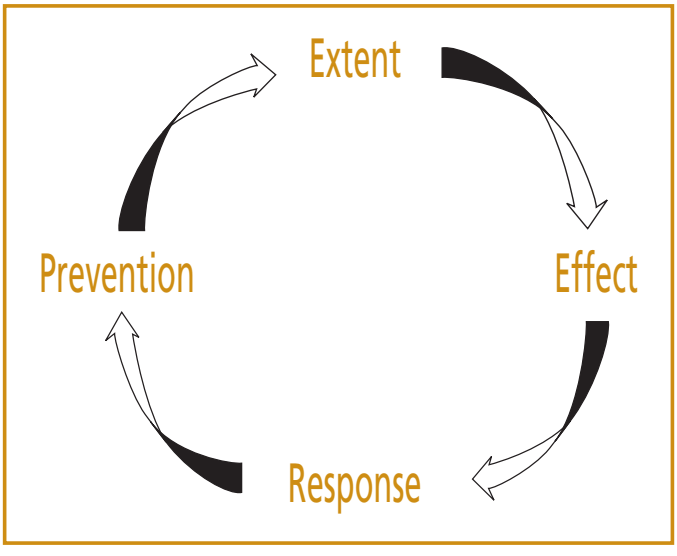
Men in the Democratic Republic of the Congo (DRC) scored their government's performance significantly higher this year than they did in 2013 - moving 15 percentage points from 45% to 60% - while women in DRC scored lower than in 2013, dropping from 60% to 52%. Lesotho also saw a drop from last year, when women and men scored their government highest at 81% and 78% respectively. Although still in the first position, this year's CSC saw a decrease in Lesotho's scores, with women scoring the country at 73% and men at 75%. Meanwhile, Namibia recorded the highest increase in both women and men from 56% and 60% in 2013 to 77% and 73% this year, respectively.

Despite significant progress, governments across SADC need to continue to step up efforts to prevent GBV and implement more effective strategies to tackle it. Politicians must take a stand and champion the cause of combating GBV in the region, which has seen increasing calls from citizens demanding that their leaders go beyond "pen and talk" and put money and resources towards this cause. Government leaders who have joined hands to work with civil society toward this goal should be commended. However, it is concerning when other politicians perpetuate the problem of GBV.

The SADC Gender Protocol requires that by 2015 member states:

- Enact and enforce legislation prohibiting all forms of gender-based violence;
- Ensure that laws on gender-based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault;
- Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender-based violence;
- Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims with the aim of reintegrating them into society;
- Enact legislative provisions and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres;
- Provide deterrent sanctions for perpetrators of sexual harassment.

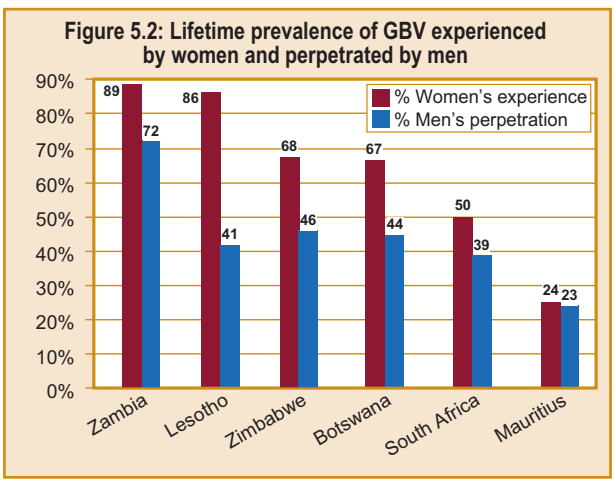
Background



The GBV indicators project aims to establish comprehensive indicators on the extent of, response to, support for, and prevention of GBV in SADC. The SADC Protocol on Gender and Development, which aims to halve current levels of GBV by 2015, inspired the project. Gender Links (GL), in partnership with government and civil society partners, conducted this research in Botswana, Lesotho, Mauritius, Zimbabwe and the South African provinces of Gauteng, Western Cape KwaZulu-Natal and Limpopo, as well as the Zambian districts of Kasama, Kitwe, Mansa and Mazabuka. The research has provided evidence for the strengthening of National Action Plans to end gender violence (NAP) in the six countries. As GL cascades the indicators to other countries, its plan is to gather enough information at provincial level to strengthen the local action plans for ending gender violence through Centres of Excellence (COEs) for gender in local government.

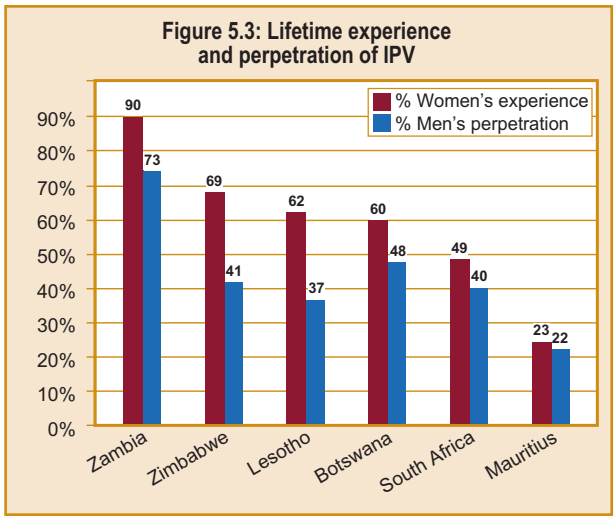
The research involves several stages, including a prevalence and attitudes household survey; analysis of administrative data gathered from the criminal justice system (police, courts), health services, and shelters; qualitative research of firsthand accounts of women's and men's experiences of intimate partner violence, or "I" Stories; 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 also often cover physical and sexual assault but do not disaggregate GBV into other forms such as femicide, marital rape, emotional and economic violence. The "I" Stories give a human face to all aspects of the research. Overall, 21 225 participants have been interviewed in the six countries: 1229 in Botswana; 3367 in Lesotho, 1357 in Mauritius; 1297 in Zambia; 5621 in South Africa and 6600 in Zimbabwe.

Key findings from GBV Indicators research in six SADC countries



Source: Gender Links, 2013.

The GBV Indicator studies found high levels of GBV in all six countries surveyed, with the highest incidence in Zambia: 89% of women in Zambia's four districts of Kasama, Kitwe, Mansa and Mazabuka had experienced GBV in their lifetime. Meanwhile, 86% of women in Lesotho, 68% of women in Zimbabwe, 67% of women in Botswana, 50% of women in the South Africa provinces studied and 24% of women in Mauritius have experienced GBV. A higher proportion of women reported experience of GBV compared to men admitting to perpetration of GBV in all six countries.



Source: Gender Links, 2013.

GBV Indicator research also found high levels of intimate partner violence (IPV) in all six countries, with a similar disconnect between women and men's reporting. The exception is Mauritius, where an almost equal number of women and men, 23% and 22% respectively, reported experiencing or perpetrating IPV. Zambian women experienced the highest rates of IPV, with 90% of women in the districts studied reporting experience of IPV in their lifetime.

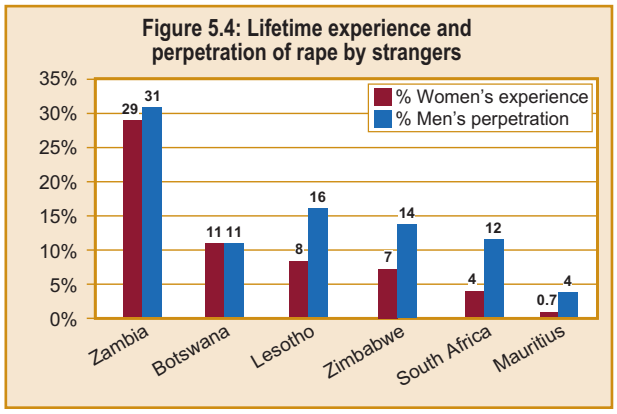
The most predominant form of GBV experienced by women in the six countries occurs within intimate partnerships. This ranges from 90% in the Zambian districts surveyed to 23% in Mauritius. In all six countries, the most common form of IPV is emotional violence - a form typically not addressed in police statistics.

If not curbed, IPV can result in femicide. In terms of IPV, whether physical or sexual, many cases go unreported because women cannot afford to survive if their partner, usually the primary breadwinner, is put in jail. Cultural pressure to resolve these so-called "domestic matters" within the family is also common. Tragically, in some cases ongoing IPV culminates into femicide, which underscores the need to economically empower women. GL has recently embarked on a project that seeks to economically empower survivors of violence

by creating an enabling environment through Local Economic Development programmes being spearheaded by local governments across the SADC region. Further details on these initiatives can be found in the prevention section of this chapter.

Violence within the public domain

Violence does not only occur within the domestic sphere: research and media coverage from the region show that women remain unsafe in public spaces.



Source: Gender Links, 2013.

Figure 5.4 presents rape prevalence rates experienced by women and perpetrated by men in six countries in the SADC region. It shows that 29% of women in Zambia's four districts, 11% of women in Botswana, 8% of women in Lesotho, 7% of women in Zimbabwe, 4% of women in South Africa's four provinces and 0.7% of women in Mauritius reported experiencing non-partner rape in their lifetime.

The proportion of men reporting rape perpetration in the six countries is significantly higher than the proportion of women reporting experience. This an issue worth exploring further, especially because it differs from lifetime reporting of IPV and GBV as noted above. Could it be that the stigma attached to rape means women fear reporting it? Or men see no wrong in perpetrating rape so therefore report it willingly?[3] While there is need for more nuanced research in this particular area, it is evident from the figures above that GBV is an epidemic in both the public and private domains.

Patriarchal societal norms and unequal power relations drive GBV: Patriarchal norms of wife owner-ship, sexual entitlement following marriage, and the legitimacy of violence as a means of controlling wives drive GBV in sub-Saharan Africa. In all six countries where researchers conducted studies, both men and women expressed a high level of general support for "equal treatment." However these attitudes did not extend to the domestic domain. Lack of institutional programmes targeting behaviour change and patriarchal mind sets also contribute to high incidences of GBV cases.

Malebitso Ralebitso, Lesotho's Deputy Minister of Home Affairs, emphasised how interventions should target changing mind sets during the Commission on the Status of Women (CSW) meeting in 2013: "It is however a sad reality that despite the efforts made to implement the Beijing Platform for Action, violence against women and girls remain one of the most pervasive human rights violations. The stronghold on gender-stereotypical attitudes, norms and values stalls progress towards implementation of our noble policies and programmes. It is time to confront these challenges and break the chains of fear."

In order to effectively address GBV, there is a need to engage all relevant stakeholders from community to national government level. Further, stakeholders have recently recognised the importance of involving traditional and religious leaders in efforts to combat GBV because citizens see these people as custodians of culture and religion. For many women around the world, community-based, customary justice mechanisms remain the only available method of redress. While traditional practices have long been used to justify violence, culture is dynamic and can change through training, public education, and access to new information.[4] Case studies below underscore the importance of ongoing work with traditional leadership across the region.



A woman carries a placard that states "Root out rapists out of our communities" during a 2013 Take Back the Night march in Western Cape in South Africa.
Photo: Ntombentsha Mbadlanyana

[3] Rape, culture and masculinity: http://meloukhia.net/2014/02/rape_culture_and_masculinity
[4] Role of traditional leaders and customary justice: http://www.endvawnow.org/en/articles/1684-role-of-traditional-leaders-and-customary-justice-mechanisms.html

Working with traditional and religious leaders

Capricorn District: South Africa



South Africa's Capricorn District municipality, which operates under five local municipalities (Aganang, Blouberg, Lepelle-Nkumpi, Molemole and Polokwane), created an initiative to challenge the nexus between GBV and HIV and AIDS. The municipality targets men through its Traditional Councils, traditional health practitioners and faith-based sectors. Capricorn seeks to show men - particularly those in the traditional authorities - that culture is not static and therefore people must not hide behind the rhetoric of tradition and culture when perpetuating GBV and harmful stereotypes. Through educating men on the different manifestations of GBV, the municipality hopes to create a gender aware society.



The Capricorn District Council's coordinator, Naledi Masipa, accepts a prize for the council's work at the Second Annual Gender Justice and Local Government Summit in 2011 in Johannesburg.
Photo: Gender Links

Capricorn engages in a variety of activities, including:

- Dialogues with chiefs and elders in the Traditional Councils as well as Indunas on topics of GBV, HIV and AIDS, medical male circumcision and HIV Counselling and Testing (HCT);
- General community dialogue meetings involving different individual stakeholders as well as stake-holders who form part of the District AIDS Council; and
- Door to door awareness campaigns at which health care professionals conduct HIV testing and counselling within households instead of during open campaigns.

The municipality also uses its quarterly educational newsletter as a way to change attitudes and get men to accept that women can be a partner and an equal. Capricorn has partnered with traditional authorities, faith-based organisations, the Department of Health, the Department of Social Development, the Commission for Gender Equality (A Chapter 9 Institution), South African Men's Action Group (SAMAG) and Sonke Gender Justice Network as part of its campaigns against gender-based violence.

SAfAIDS is conducting similar work with traditional leaders in Lesotho and Swaziland. Some of the details of this project have been highlighted in the case study below from Lesotho.

Lesotho: Engaging traditional leaders in GBV prevention



SAfAIDS is implementing a programme called "Traditional Leaders Championing Prevention of Domestic Violence and HIV in their Communities in Lesotho - Harmful Traditional Practices must change to Protect Women! - Engaging men as Protectors."

> "The government of Lesotho cannot do it alone, unless the leaders of this country take it upon themselves that violence against women is a crime that should be prevented and abolished."
> *- Principal Chief of Leribe*

The programme focuses mainly on influencing change in traditional and cultural practices that fuel domestic violence and HIV among women. SAfAIDS sees traditional and religious leaders, as well as community-based volunteers, as key targets for social change at community level. Women and girls are the beneficiaries of the programme. It is implemented in partnership with the Society for Women and AIDS Africa Lesotho (SWAALES), Lesotho Network of People Living with HIV (LENEPHWA), Phelisanang Bophelong (PB), Lesotho Bishops Conference (LCBC), and the Men Engage Lesotho chapter.

Some of the key activities involved in this initiative include building the capacity of traditional leaders as custodians of culture to redress historical gender inequalities and harmful traditional practices that amplify violence against women and girls. This is accomplished through educational walks; focus group discussions; community meetings with youth, women and men; leader meetings; and film, radio and TV programmes such as the Tseba ka AIDS radio programme on National Radio Lesotho.

SAfAIDS and implementing partners have managed to mobilise men in the prevention of domestic violence in both Lesotho and Malawi. In the period of October 2013 to February 2014, stakeholders formed more than 150 Men as Protectors clubs with the aim of reaching out to men with messages against domestic violence and creating a pool of male role models in the fight against gender-based violence. The formation of Men as Protectors clubs is one strategy to encourage positive male involvement in the promotion of women's rights and the fight against domestic violence in the community.

Protocol @ work

In Zambia, the organisation Women for Change employs grassroots human rights education techniques in community dialogues about traditional norms and practices in rural communities.[5] The group established a traditional leader programme that works with chiefs and village heads to re-examine and abolish customs that discriminate against women, including early marriage. Using local trainings, community dialogues, regional SADC trainings for traditional elders, and international exchanges between traditional leaders in Zambia and Tanzania the programme has seen some success. For example chiefs banned the practice of widow-cleansing and brought in fines for those found engaging in it. In addition, leaders appointed several women village headpersons.[6]

Individual factors play a role in GBV perpetration: A complex set of individual factors such as alcohol use, drug use and child abuse exacerbate GBV perpetration. The VAW Baseline studies found that men who had been abused in childhood are more likely to be violent to their partners and more likely to have been violent with partners more than once. Prevention campaigns should thus address these factors.

Studies have also demonstrated that women who have experienced sexual assault in childhood or adolescence are more likely to engage in behaviors that put them at risk for HIV, such as prostitution, sex with unfamiliar partners, low rates of condom use, and alcohol and drug use. Exposure to IPV is distressing to children and is associated with a host of mental health symptoms, both in childhood and in later life. Below is a narrative shared by a perpetrator of GBV. In it he outlines why he believes that witnessing IPV in childhood influenced him to be a rapist and murderer later in life.

The vicious circle of GBV

My name is Tumelo Thahanyane and I live at Bobete in the district of Leribe. I am 45-year-old man and I live with my wife and our three children. Growing up, my father used to beat my mother up in front of us and as a boy I thought that was how women were supposed to be treated.

I grew up to hate women. My father would beat my mother up every day and sometimes he would just beat her up like she was not a human being. Even though I wanted to help my mother, I could not because I did not want to sound like I did not respect my father.

One day he came home very drunk and as usual he started insulting and beating my mother up. I don't know what came over me I stood up and hit my father and he fell down. Everyone was in shock seeing my father unconscious in a pool of blood. I think it was the hard material I used to hit him. Although it was bad, I felt good because I thought he deserved it. Everybody was crying except me, it was hectic in the house and I felt more hatred towards him, especially when I saw that everybody was crying, I did not understand why they were crying, especially my mother because I did that to protect her. We waited there without talking to one another while waiting for the car to take him to the hospital. When the car arrived we headed off to the hospital but he did not make it. It was such a hard time, but still I did not feel bad about what I did. My mother was very angry at me, but she was not saying anything.

My hatred for women grew even more. One day I saw a girl and I felt like hurting her at that particular moment



and finally I asked her to wait for me, but she refused. I did not take that very well, I became very angry and I wanted to hurt her immediately. I asked her again to wait and that time she did not reply, she just ran away, I ran after her and I caught her, I was very angry when I got to her not because she did not wait for me. I put her down and raped her, she was crying and I nearly felt pity for her, as the cry reminded me of my mother's cry.

Nobody was arrested because that girl did not know me and I went on with my life, I kept on raping women without being arrested. I really enjoyed hurting women because that was the way I was raised, and I did not have mercy on them. One day I saw two women walking and they seemed very happy, they were laughing and talking, I really did not like that, especially for the fact that they were women. I thought of anything that would hurt them, and I just told myself that I had to hurt them. I went straight to them, I was not even covering my face, I beat the one to death and the other one wanted to run away, but I pulled her down and raped her.

I stood there for a while watching those beautiful women sleeping there helpless, they did not do anything, but they were just sleeping and crying and for a moment I thought of my mother, I felt like crying and that was not what I used to feel after seeing women. I sat next to them and cried, after a long thought I handed myself in to the police. These girls did not deserve it, nobody deserved that. I was charged with rape and stayed in prison for 10 years. I regret what I did to all women and I did ask for their forgiveness and I hope one day they will be able to forgive me. I am a changed man and I am trying to prove to my community that I have changed.

[5] VAW Baseline Studies, Gender Links.
[6] http://www.endvawnow.org/en/articles/1684-role-of-traditional-leaders-and-customary-justice-mechanisms.html

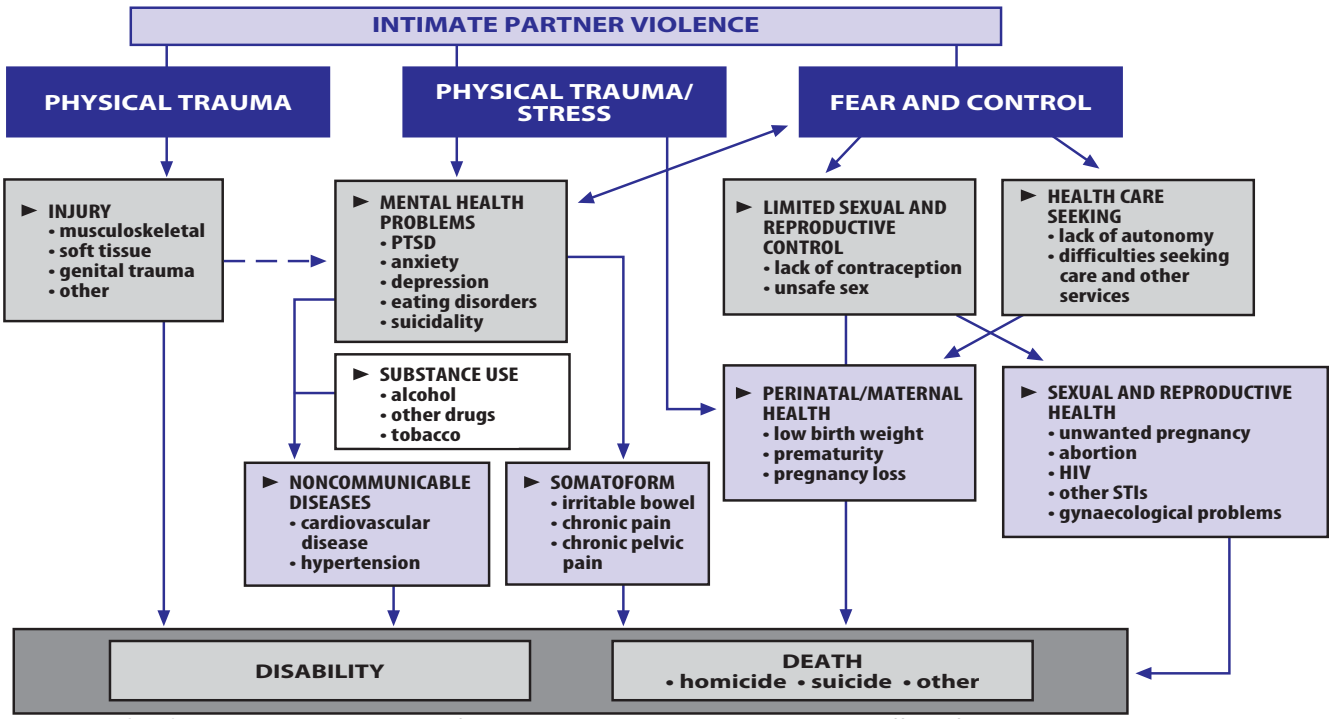
This story underscores the need to engage young girls and boys in the fight against GBV and educate them so they do not become future victims and perpetrators of VAW. Screening and counselling services should be made readily available in schools for children who have been exposed to violence. The community also needs education about the impact violence has on children. Fostering a stable violence-free family set-up is key in the prevention of VAW.

The costs of GBV

GBV has myriad social costs, including its impact on the mental and physical health of the people whose lives it affects. Furthermore, GBV has quantifiable economic costs, although they do not truly reflect the extent of the problem because so many cases go unreported. Research has shown that response to GBV is costing SADC countries, and the region, significant amounts of money that could be used for development.[7] For example, a study undertaken by SIDA in Zimbabwe found that responding to GBV costs about $2 billion a year in that country alone.[8] It's equally important to look at the costs borne by the survivors and their families, which more often than not compete with the vital expenditure needs of food and education. It is evident that GBV impedes economic development at personal, family, community and macro levels and thus should be responded to with urgency, especially in terms of prevention.

GBV increases women's risk of adverse health effects. The global range and magnitude of VAW has tremendous negative impact for both individuals and society as a whole. The consequences of VAW within various settings have been well documented and include increased rates of injuries, morbidity, mortality, sexually transmitted diseases, including HIV, as well as health risks associated with unwanted pregnancies (Krug et al 2002, Terry and Hoare, 2007). Exposure to VAW significantly increases other health risk factors for survivors, including increased likelihood of early sexual debut, forced sex, transactional sex and unprotected sex (Population Council, 2008). If left unchecked, VAW tends to have intergenerational consequences (Lesotho VAW Baseline, 2014).

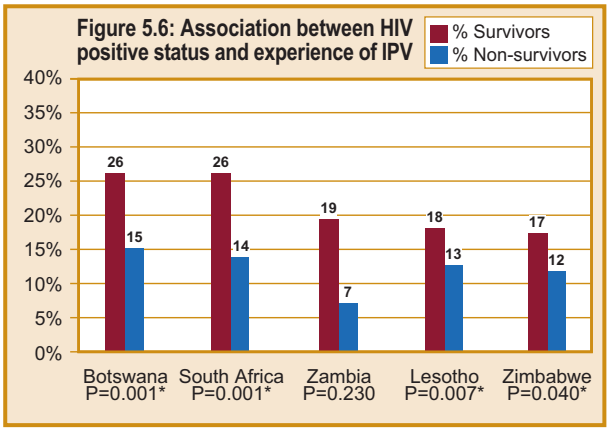
Figure 5.5: Pathways and health effects on IPV



Source: WHO (2013) Global and regional estimates of violence against women: prevalence and health effects of intimate partner violence and non-partner sexual violence.

Figure 5.5 outlines the pathways through which IPV can influence negative health outcomes and consequently lead to death or disability. The different pathways show how IPV can operate through intermediary factors, resulting in the two outcome factors death or disability. The death can be homicide or suicide. According to the framework, IPV is directly linked to physical trauma, psychological trauma and fear and control.

[7] Burns 2010.
[8] Zimbabwe Gender Based Violence Strategy: http://www.veritaszim.net/sites/veritas_d/files/Zimbabwe%20National%20Gender%20Based%20Violence%20Strategy%202012%20-%202015.pdf



Source: Gender Links 2013.

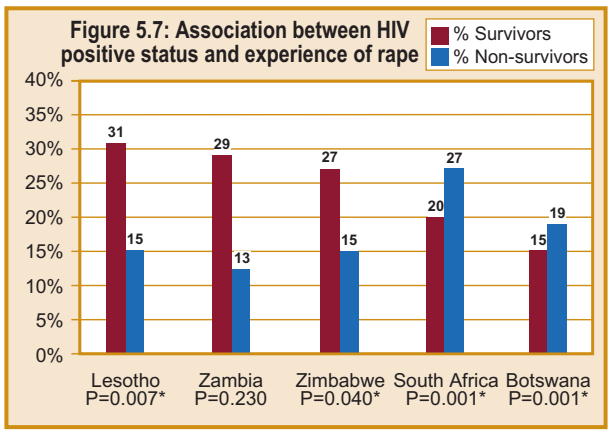
Figure 5.6 illustrates that significantly higher proportions of IPV survivors reported an HIV-positive status compared to non-survivors, as evidenced in Bots-wana, Lesotho, Zimbabwe and South Africa.



Members of Non Governmental Organisation Coordinating Committee (NGOCC) protesting outside the high court in Zambia. *Photo: Albert Ngosa*

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 Sexual Violence 2006	Yes, 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



Source: Gender Links 2013.

Figure 5.7 illustrates that significantly higher proportions of survivors of non-partner rape have HIV compared to non-survivors. This is the case in all countries except KwaZulu-Natal and Gauteng provinces in South Africa (p>0.05). Botswana results differed in that fewer survivors compared to non-survivors tested positive, which is an anomaly that could be attributed to the study design. Various worldwide studies have shown a significant association between rape and HIV infection (Meel, 2005). During rape, the risk of HIV transmission is amplified due to physical trauma and infrequent use of condoms, which protect from HIV infection. It is evident from these findings that VAW is interlinked with HIV and thus stakeholders should take concerted efforts to detect VAW early in order to prevent its perpetuation and progression into HIV infection.[9]

Mental health as a result of GBV has yet to be widely acknowledged: Mental health is an important foundation for the attainment of emotional, intellectual, economic, social and educational well-being. Accordingly, mental disorders can be viewed an important contributor to the worldwide burden of disease (WHO, 2001). The VAW Baseline studies established that experience of GBV is significantly associated with mental health problems such as depression and suicidal tendencies.

the SADC Protocol on Gender and Development

Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
Protection from Domestic Violence Act	Law on Domestic Violence Against Women 2009	Combating of Domestic Violence Act (No. 4 2003)	Yes (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
Sex Discrimination Act, Sexual Offences Bill	Penal code	Yes, Combating Rape Act 1999	No	Sexual Offences Act of 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	Included in Criminal 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

[9] VAW Baseline Studies.

Targets	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi
Specific legislative provisions to prevent human trafficking	No	No specific laws	Law on Human Trafficking especially women and girls 2008	Human Trafficking Act of 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 Offences 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 resource. Few NGOs also try to provide this
Specialised facilities including places of shelter and safety	Yes	Minimal state support; mostly NGOs. Two shelters and family courts	Yes, but very limited because of funds	Yes, a lot of state support	No	Minimal state support; Victim Support Units under Malawi Police Service provide this but need much support. Few NGOs provide this as well
COORDINATION , 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	Yes, GBV indicators study concluded	Yes, studies conducted with the support of UN agencies are available.	Yes, GBV study conducted and being finalised	No	No

Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
Yes, Combating of Trafficking in Persons Act of 2009	Law Against Human Trafficking particularly Women and Children, 2008	No specific	Yes	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 violence bill	Penal Code; The Sexual Offences Special Provisions Act 1998; Employment and Labour Relations Act, 2004	The Anti-Gender- Based-Violence Act, 2011, Amendment in Penal Section 137 (a)	Labour Relations Amendment Act, under "unfair labour practice"
Yes, 6 Family support bureaux's are in operation at the Ministry of Gender. Psychological counselling and legal advice are provided to survivors of GBV	Limited government support but services from Association of Women Lawyers	Yes and Legal Resources Centre	Yes	Yes, through the Legal Aid Board, plus NGO support, and Thuthuzela- but not affordable to run	No, only NGOs Council of Churches, SWAGAA, WLSA	Ministry of Home Affairs is in the process of establishing Gender and 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 operating under the aegis of the Ministry. Two shelters run by an NGO and a Trust aid partly funded by the Ministry	NGOs main provider of services but face resource constraint	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	Minimal state support; NGOs main provider of services but face resource constraints
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	Yes	National GBV Information System now in place
Yes, GBV Indicators study concluded	No	No	No	Baselines established for three provinces and one in process	No, Developed a national surveillance system on child abuse which is housed in the social welfare department, in the deputy prime minister's office	No	Not for GBV specifically but National Gender Monitoring and Evaluation Plan (2011- 2015)	Yes, GBV Indicators study concluded

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 table shows that in terms of legislation there has been no progress since 2013. Thirteen out of 15 countries in the SADC region have domestic violence legislation in place. DRC and Tanzania have yet to pass domestic violence legislation. With 2015 just around the corner, it is critical that these countries adopt legislation to prevent and provide remedies for domestic violence. While Tanzania has gender-based violence and policy 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.



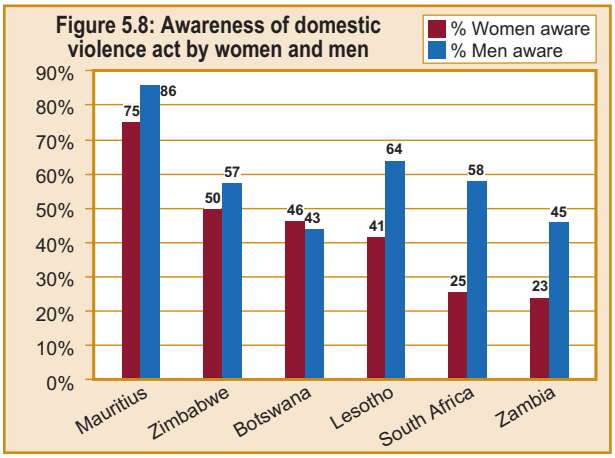
Angola passed an Act on Domestic Violence as a legal tool that provides punitive and legal redress against domestic violence. The bill allows for third party reporting. The act needs to be universally disseminated as most citizens have little or no knowledge of it.



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.



The **Lesotho** Domestic Violence Act is critical given the high levels of GBV presented in the baseline study. Lesotho must implement comprehensive measures to prevent and address violence against women and girls, recognising that such violence is a form of discrimination against women and constitutes a violation of their human rights.



Source: Violence against Women baseline research, Gender Links 2013.

Women and men in SADC remain relatively unaware of domestic violence acts in their countries. Figure 5.8 illustrates that three-quarters of women in Mauritius said they know about their country's domestic violence act. This differs from a country like Zambia, where just 23% of women were aware of their country's act. Except for Botswana, men appear to be more aware of domestic violence 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: Since 2012, 12 countries have enacted legislation that aims to address sexual offences. In Zimbabwe and Tanzania, sexual offences moved to the Criminal Codification and Reform Act and the Penal Code respectively. In Tanzania, this has weakened the state response to sexual offences. In Zimbabwe, it is not yet clear how this will affect the response to sexual offences.

Marital rape continues to be underreported in most SADC countries: Marital rape is rife, yet it remains a contentious topic - a crime ignored by law. However, in recent years countries have taken interest in renouncing, as well as criminalising, marital rape. Lawmakers in South Africa took the lead on this in the SADC region. Despite this shift, marital rape either remains legal, or is illegal but widely tolerated, with the laws against it rarely enforced in many countries. The Convention on the Elimination of All Forms of Discrimination against Women recognised marital rape as a form of gender-based violence in 1980.

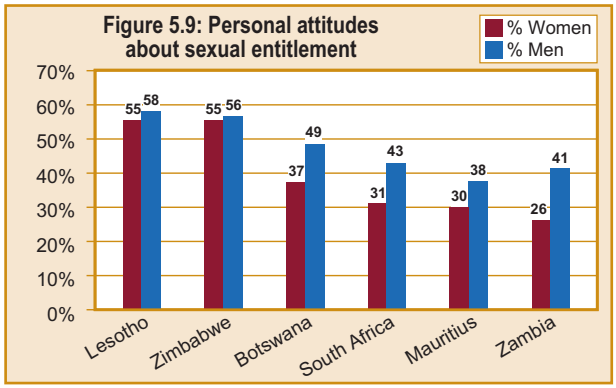
Table 5.2: Legal status of marital rape in the SADC region

Legal status of marital rape	Country
Marital rape is a criminal offence	Lesotho Namibia Seychelles South Africa Zimbabwe
An offence only when the couple is separated	Tanzania
Not a criminal offence	Angola Botswana DRC Madagascar Malawi Mauritius Mozambique Swaziland Zambia

Source: Database on VAW, 2013.

Whether legal or illegal, prosecuting perpetrators of marital rape has been met with significant resistance. Traditional views on marriage, which dictate that a woman must be (sexually) submissive to her husband, continue to be common in many parts of the world. In order for any law to be successfully enforced, the acts which it prohibits must be perceived by society as abusive. As such, even if a jurisdiction enacts adequate laws against marital rape, in practice, these laws will be ignored if the act is not socially considered a crime.[10]

There is evidence to show that attitudes which justify the use of violence or punishment against women can be associated with a higher risk of VAW. Figure 5.8 shows how, despite having laws in place that protect women, significant numbers of both sexes believe a husband is entitled to sex.



Source: Gender Links, 2013.

Figure 5.9 illustrates that both women and men hold conservative perceptions regarding sexual entitlement in marriage across the region. More than half of women and men in Lesotho and Zimbabwe, followed closely by Botswana, Mauritius, South Africa and Zambia believe that a woman cannot refuse her husband sex.

Men tend to be more conservative compared to their female counterparts, thus underscoring the need to engage both men and women in campaigns that seek to challenge patriarchal gender norms that undermine gender equality. There is a growing movement of men's organisations that recognise and support the women's movement, for the benefit of women, men and all of humanity. However, such organisations have also been criticised over the years because some feminists argue that men cannot tell a woman's story.[11] While this may be the case, engaging men is a relevant and much needed part of the puzzle in the effort to eradicate GBV. Empowering women coupled with engaging men to change their behaviour has been shown to accelerate efforts to end GBV.[12]

Other problems arise from the fact that, even in countries where marital rape is illegal, many people remain unaware of existing laws against it. In many cultures, traditional ideas about marriage remain deeply rooted in the conscience of the population, and few people know that forcing a spouse to have sex is illegal.

As highlighted earlier in this chapter, in the countries where researchers conducted a VAW baseline study, significant proportions of those interviewed did not know of the existence of laws that protect women.

[10] http://www.voanews.com/content/in-africa-criminalizing-marital-rape-remains-controversial/1786061.html
[11] National Organisation for Men against Sexism, 2008.
[12] Gender Links, 2013, Limpopo GBV Baseline Study.

Nine 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. In 2013, Four additional countries (DRC, Lesotho, Madagascar and Malawi) offered PEP. In 2014, Botswana, Seychelles and Tanzania also offers PEP, although there is no policy or law that exists regarding how it is distributed. This is an encouraging development that will provide impetus for other countries to follow suit in the run up to 2015.

The LGBTI community continues to be at high risk of the twin epidemics of GBV and HIV and AIDS. Homophobia and hate crimes continue unabated in the African continent, where gays, lesbians and non-conforming individuals get attacked daily on the basis of their sexual identity. High rates of HIV amongst lesbians and bisexual women have been attributed to alarming incidences of rape and sexual violence suffered by this group. There is an urgent need for SADC legislators to provide legal protections for LGBTI people.

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.

Several instruments of international law have set the course for how to define, prevent, and prosecute human trafficking. These include the United Nations Convention against Transnational Organized Crime and its two related protocols, the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, and the United Nations Protocol against the Smuggling of Migrants by Land, Sea, and Air, which entered into force in 2003-2004. The United Nations Office on Drugs and Crime (UNODC) created these conventions, which have helped combat human trafficking under international law. In support of enforcing these instruments, the UNODC established the United Nations Global Initiative to Fight Human Trafficking (UN.GIFT) in 2007.[13]

Eleven Southern African countries have laws on trafficking. While a majority of SADC countries now have legislation on human trafficking, Angola, Botswana, Malawi and Namibia have yet to craft a legislative response to this issue. However, the Seychelles Ministry of Social Affairs, Community Development and Sports is seeking assistance to establish a centre for sex workers. Work has begun to develop a national strategy in collaboration with the United Nations Office on Drugs and Crime (UNODC).



[13] International Law and Human Trafficking By Lindsey King.

Thirteen SADC countries have signed the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children: This instrument, commonly known as the Palermo Protocol, has yet to be signed by Angola and Zimbabwe.

The Inter-Agency Standing Committee (IASC) guidelines for gender-based violence interventions in humanitarian settings describe trafficking as a form of GBV, noting that responses to it must be addressed within this framework[14] Trafficking is also one of the most underreported crimes in the media, which makes it extremely hard to quantify. LexisNexis thus developed a tool that tracks and analyses media coverage on human trafficking issues. The LexisNexis Human Trafficking Awareness Index highlighted that African media published 1763 human trafficking articles between August 2011 and August 2013. The analysis revealed that in that time media reported on 5450 victims of trafficking. Of these, 1266 (23%) had been victims of sexual exploitation. Children accounted for 67% of this number while 14% had been victims of child labour.[15] The Human Trafficking Awareness Index highlighted Democratic Republic of Congo (DRC) as the country with the highest number of victims in the SADC region, accounting for 27%.



South Africa: According to the analysis of 656 media articles captured by the Nexis® database, traffickers brought 540 potential victims into, and within, South Africa during the period of monitoring in South African media, between August 2011 and August 2013.

Table 5.3: Human Trafficking Index SA, 2011-2013

Reason for trafficking	Number
Forced labour	271
Sexual exploitation	96
Labour exploitation (exotic dancers)	23
Organ trafficking	90
Forced marriage (ukutwala)	4
Drug mules	2

Source: LexisNexis Human Trafficking Awareness Index 2013.

The analysis noted that children accounted for 67 (12%) of reported victims and forced labourers accounted for half. Meanwhile, trafficking for sexual exploitation accounted for 18% of the cases and 23% involved trafficking for labour exploitation within the sex industry as exotic dancers. A further 17% of cases involved trafficking for organs, while 1% (four minor victims) had been trafficked due to forced marriage (ukuthwala). During the same period traffickers used two victims as drug mules.

The Human Trafficking Awareness Index highlighted growing awareness about the problem, which led to an acute need for comprehensive anti-trafficking legislation. South African President Jacob Zuma signed the Prevention and Combating of Trafficking in Persons Act No. 7 of 2013 (TIP Act) into law on 29 July 2013.

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.

Thirteen countries now have some form of 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 and Swaziland still do not have sexual harassment legislation or provisions in other laws.

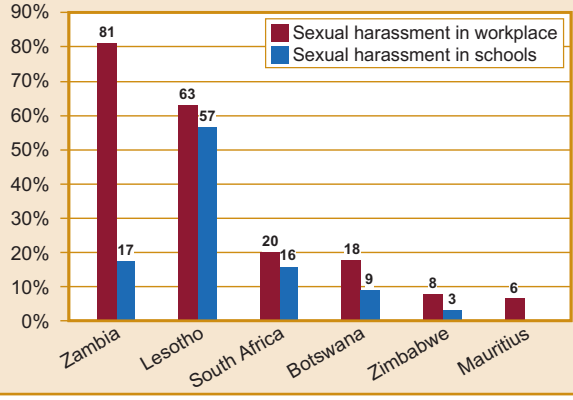
Sexual harassment is another form of GBV that has taken a toll in the region. It still goes unreported in many cases and tends to be trivialised. The topic receives minimal airtime in the media compared to other sexual offences cases. Sexual harassment interferes with women's agency and thus affects their optimal participation within economically productive processes. The SADC Protocol on Gender and Development defines

[14] IOM 2006, Breaking the Cycle of Vulnerability: Responding to the health needs of trafficked women in East and Southern Africa.
[15] LexisNexis HTA www.lexisnexis.co.za/ruleoflaw

sexual harassment as any unwelcome sexual advance, request for sexual favour, verbal or physical conduct or gesture of a sexual nature, or any other behaviour of a sexual nature that might reasonably be expected or be perceived to cause offence or humiliation to another, whether or not such sexual advance or request arises out of unequal power relations.

Figure 5.10 illustrates the sexual harassment prevalence rates within workplaces and schools in the six countries where researchers undertook the GBV Indicators study. Zambia records the highest (81%) prevalence rate of sexual harassment in the workplace, while Lesotho comes second at 63%. Lesotho, however, has the highest rate of sexual harassment in schools - with more than half the women surveyed reporting having experienced this form of violence. In a study conducted by Zandonda (2010) among 160 Zambian women, researchers found that 69% had experienced sexual violence in the workplace. These findings show that public places are not safe for women. This undermines their productivity, either in the labour market or the education sector. Despite such figures it is unfortunate to note that widespread resistance to recognising sexual harassment as a crime remains common in the region.

Figure 5.10: Sexual harassment in the six countries



Source: Gender Links, 2013.

Protocol @ work

South Africa: Sexual Harassment in the work place



Lisa Vetten, an independent gender policy expert, commented on sexual harassment in South Africa in an article published by *Wits Business School Journal*. She mentioned how sexual harassment cases are usually not disclosed and trivialised in the workplace. There is a lot of confusion around "resisting sexual harassment" and "lacking a sense of humour," for example. Women also sometimes feel they will be accused of making something out of nothing, and so they keep quiet. Disclosing sexual harassment at work can have negative implications on future job prospects. In South Africa, just as in many countries in Africa, there is minimal awareness around sexual harassment. As reported by Vetten, few cases have gone to the Commission for Conciliation, Mediation and Arbitration (CCMA) or the Labour Court. It seems that most women find a way to tolerate it or get a transfer.

Few companies have policies in place that address the issue of sexual harassment. Vetten pointed out that there is the National Economic Development and Labour Council (NEDLAC) code of good practice, which could be officially adopted by companies that do not have explicit sexual harassment policies. This provides guidance in the absence of a policy. Ilse Terblanche, a Cape Town psychologist, shares the same sentiments. She asserts that women sometimes shy away from exposing sexual harassment because of fear they will not be taken seriously or that they will end up getting blamed for the act. She further highlights that many people do not know what constitutes sexual harassment. While legislation and official government policy have tried to define in black and white what constitutes sexual harassment, anecdotal evidence shows what a difficult area it is to define and deal with accordingly. There have been cases in which colleagues engage in sexual activities willingly.

It is important to note, however, that while the definitions of sexual harassment might lead one into grey areas, and the appropriate way forward isn't always clear, this is not justification to "sweep these cases under the carpet," warns Vetten.[16]

Adapted from Wits Business School Journal "Sexual harassment in the workplace: sorting the grey areas from the black and white" by Tanya Farbar[17]



Rachel Jewkes, Colleen Lowe Morna, Mbuyiselo Botha, Lisa Vetten and Thabo Leshiloto following a media debate in Johannesburg. Vetten has written frequently about sexual harassment in South Africa. *Photo: Gender Links*

[16] http://www.wbsjournal.co.za/articles/sexual-harassment-in-the-workplace-sorting-the-grey-areas-from-the-black-and-white-921.html
[17] http://www.wbsjournal.co.za/articles/sexual-harassment-in-the-workplace-sorting-the-grey-areas-from-the-black-and-white-921.html accessed 3 July 2014.

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.

Fourteen SADC countries now have accessible, affordable and specialised services, including legal aid, for survivors of GBV. Since 2013 Botswana and Swaziland recorded progress in the provision of specialised services for survivors of GBV.

Women have limited options when it comes to finding a safe house in the region: While there has been a positive shift towards a victim empowerment approach in several governments and CSOs working to scale up support for victims of GBV, much still needs to be done. Currently the number of available structures in the region is outnumbered by the number of victims. Research has shown that there is a shortage of shelters for abused women. Even fewer second and third stage shelters exist, leaving women who leave first stage shelters stranded with nowhere to go. This is exacerbated by the adverse economic conditions faced by many women.[18]



Shelter for GBV survivors in Gweru, Zimbabwe. *Photo: Sifiso Dube*

[18] Gender Links, 2013, Limpopo GBV Indicators Study.

Zimbabwe: Government wants shelter homes for gender-based violence victims



The government will soon build shelter homes for victims of sexual and gender based violence to cater for the increasing number of victims who are mainly women and children, a cabinet minister has said. Speaking at the sidelines of a workshop on rape and sexual violence for female parliamentarians recently, the Minister of Women Affairs, Gender and Community Development, Oppah Muchinguri, said provision of shelter homes was a long standing programme hampered by lack of funds.



Oppah Muchinguri, Zimbabwe's Minister of Women Affairs, Gender and Community Development. *Photo: The Herald*

"It has also been government's wish to build shelter homes for the up-keep of sexual and gender-based violence victims, so that we can lessen the burden on civil society. However, we have not been able to achieve the goal because the money was not enough to cut across all our needs.

"Early next year (2014) we are going to ensure that my ministry will seriously look into the issue so that we can assist in the provision of the homes. We should not leave the mandate to civil society, but we also have got a responsibility to assist and ease the burden," she said.

A shelter house is temporary accommodation that is provided by organisations, like the Msasa Project, to house victims of sexual and gender-based violence while they are waiting for their cases to be dealt with either with the police or other institutions.

(From The Herald Zimbabwe, 28 November 2013 by Ruth Butaumocho, Gender Editor)

One stop centres

Unlike shelters, one stop centres offer multi-sectoral case management for survivors of domestic violence (Colombini 2008). The one stop centres provide 24 hour services which include health, counselling and legal aid. To ensure survivors easy access to these services, the centres can typically be found in health facilities or as stand-alone facilities near a hospital (United Nations, 2006).

A consistent trend within the region is that much of the support to victims of violence is rendered by CSOs.[19] In order to ensure sustainability and ownership in interventions that seek to combat GBV, 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.

Prevention at the centre



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.

GL is working with several SADC countries to update national gender policies, aligning these to the SADC Protocol and integrating the 28 targets into costed National Gender Action lans. These interventions must include budget allocations and provisions for places of safety.

All SADC countries have implemented prevention strategies to raise awareness and advocate for GBV prevention. The strategies include involving men, public awareness and coordinated campaigns by various stakeholders, including faith-based organisations.

[19] Limpopo VAW Baseline study, 2013.

South Africa: Khuseleka one stop centre offers a continuum of services to survivors of violence



The Limpopo Khuseleka One-Stop Centre is an initiative of the Department of Social Development. It is undertaken with support from partners in the European Union (EU) and United Nations Office on Drugs and Crime (UNODC) to address crimes such as domestic violence, GBV, rape, sexual abuse, human trafficking and all man-made and natural disasters, including people with disabilities.

Khuseleka is derived from a Zulu word meaning "protection" or "providing a protective environment." It is a multi-sectoral approach and its aim is to provide integrated services that represent a unique partnership between all the departments in the government of South Africa, development agencies and civil society organisations in the country. Khuseleka is a direct government response to the many impediments that deny and delay survivors of GBV access to appropriate services, especially in black poor rural communities of South Africa. Some of these impediments include unaffordable or no bus or taxi services, slow response times by police and ambulance services, and poor or expensive telecommunication services.

It provides a "place of refuge" where staff members offer a continuum of services from one central point to victims of crime and violence. The centre employs a multi-disciplinary approach model with different relevant stakeholders under one roof. Khuseleka One-Stop Centre renders a full basket of services, including helping reintegrate survivors into the community.



Khuseleka staff members provide a place of refuge for victims of gender-based violence in Limpopo province. *Photo: Gender Links*

Khuseleka's key objectives include the promotion of the well-being, physical safety and economic security of survivors and enabling women to overcome the multiple consequences of violence and to rebuild their lives. The centre works to ensure that survivors have access to appropriate services and ensures a range of support options for women that take into account their particular. Women survivors of gender-based violence from Khuseleka One-Stop Centre and nearby VEPs become empowered during and after discharge from the centre. During the sheltered period, the women learn skills such as computer literacy, sewing, crocheting and gardening, as well as Adult Basic Education and Training (ABET) classes for those who cannot read and write. Realising that gender-based violence is a complex issue that cuts across many sectors. The centre uses the following steps in order to break the gender-based violence cycle on different levels within the integrated service delivery model:

Level 1 - Preventive services:
This includes primary methods which aim to stop violence through awareness campaigns and advocacy programmes. Staff conduct outreach programmes to create a better awareness among communities to take responsibility for addressing the problem in churches, schools and community policing forums. Staff also distribute promotional material, flyers and "everyday heroes" comics.

Level 2 - Early interventions:
This includes parental skills development, debriefing, defusing, therapeutic services focusing on empowerment of women and children exposed to mild or moderate domestic violence, domestic violence, sexual assault and abuse. Staff base services in this stage on the outcome of the developmental assessment and record them in the care plan or individual development/assessment plan (IDP)/(IAP).

Level 3 - Statutory services:
This includes all court services rendered in the form of pre-trial and pre-sentencing reports. Services include referral for protection orders, divorce and custody matters, human trafficking assessment report and report on the impact of trauma on the victim, compilation of victim impact statements, and also being called as expert witnesses in court.

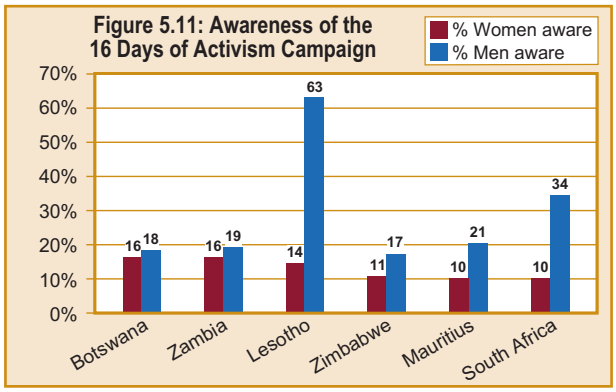
Level 4 - Continuum of care:
This is the shelter facility that provides accommodation for women accompanied by children who have been affected by domestic violence, sexual assault/abuse, human trafficking and hate crimes involving witchcraft, LGBTIs, MSM, natural and manmade disasters. The services include therapeutic intervention, physical care, meeting educational needs and enrolling children under school-going age in early childhood development facilities. It also includes practical assistance in terms of applications for birth certificates and identity documents, assistance with grant applications and the opening of bank accounts for victims, while promoting the culture of saving. The core services include the shelter, which is staffed with care-workers and operates 24/7. It has catering facilities and leisure and skills development facilities. The multi-disciplinary approach includes medico-legal services, HIV and AIDS testing, pre- and post-test counselling, police services, legal services, psychological services and security.

Limpopo Khuseleka One-Stop Centre remains an institution of further learning that is an example for other SADC countries in the fight to end GBV.

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's important to scale up such activities and stretch them to 365 days of the year.

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 the six countries that conducted the violence against women baseline study remain relatively unaware of the annual 16 Days of Activism campaign. However, in all countries, and more significantly in Lesotho, 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 not be aware that 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.

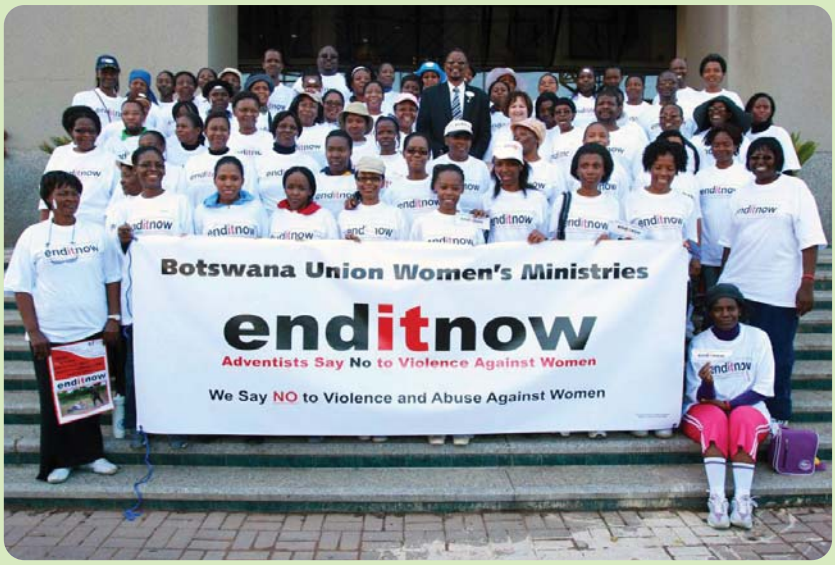


Source: Gender Links, 2013.



Women take part in a 16 Days Campaign event in Lesotho in 2013. *Photo: Ntolo Lekau*

Botswana: North East District Council working to end GBV



Members of the Botswana Women's Ministry taking part in a 2014 campaign - called End it now - to fight gender violence. *Photo: GL Botswana*

The North East District in Botswana has faced challenges of low economic growth and migration of economically viable residents. These challenges have brought with them many social ills such as physical abuse of women and children, alcohol abuse, juvenile delinquency, high crime rates and child neglect.

The council, working with other stakeholders, has been encouraged to develop initiatives and implement programmes through the various departments in order to counteract the above social ills and help the communities sustain themselves. The council understands that poverty affects most people, while gender-based violence and HIV and AIDS affect more women than men. Many of these women act as the bread-winners in single parent families or child-headed households. The North East District, like other local authorities, deals with cases of gender-based violence and most reported cases involve violence against children.

The council's mandate is to ensure that marginalised and poor community members get equal opportunities as per the regulations and statutes of the government. The majority of this group includes women, young girls and young boys. Through education, provision of social safety nets, educational opportunities, funding and mentoring, the council has managed to make headway in this endeavour.

However, communities continue to face numerous challenges such as high unemployment rates, poverty, practice of traditional norms and customs that marginalise women, and alcohol abuse. The council, together with its stakeholders, has taken a holistic approach in dealing with GBV through the use of preventative measures, provision of psychosocial support, community mobilisation and through implementation of set statutes in dealing with GBV.

Among other activities the local authority seeks:

- To empower women and children to influence decisions that affect them;
- To advocate for men's involvement in creating awareness and education on GBV issues;
- To create information that can be used to advocate around the issues of child survival, development, protection and participation in Botswana;
- To provide meaningful opportunities for women and children to influence key processes affecting them; and
- To work with children and encourage them to voice their opinion regarding issues they believe should be addressed.

The council became a centre of excellence in 2012 and to date it has participated in the commemorations of the International Women's Day and the 16 Days of Activism. In 2013, trainers helped train the gender focal person to become a trainer through the use of Botswana National Gender Mainstreaming and Training Curriculum. Through this training, stakeholders developed The North East District GBV training, which will be used for 2014/2015 to train officers and the community to eradicate GBV.

The council is currently implementing a well-funded poverty eradication programme. Currently, the programme has assisted 104 beneficiaries (96 women). The goal of the programme is to empower individuals with skills, funding for the desired project, and confidence to become economically independent.

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 1175 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 years 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 be abusing a substance such as alcohol. Adopting strategies to tackle emotional, verbal and economic violence must become integral to all GBV strategies. GL has taken this project to another level by training these survivors of violence and linking them up with local economic development opportunities.

Economic empowerment of survivors of GBV is key: GL, in partnership with local councils in 10 countries, is in the process 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.



My parents got divorced before I (Rebecca) was born. They divorced because my father was a drug addict. I lived with my grandmother and mother. Later on my mother remarried and moved out. I had a good childhood and turned out to be an independent, successful woman.

I met my husband when I went to my cousin's place in Johannesburg for the Easter holidays. He was a friend of my cousin's husband. Although I was reluctant to date him initially, we ended up together and subsequently married.

In the Hindu custom the man must buy jewellery for the woman, but he didn't buy it for me, stating money as the excuse. It didn't matter to me because I am not materialistic. Instead my parents bought the jewellery for me. He made me pay for our honeymoon because he didn't have money.

We moved to our own flat. My husband would check the food, measuring how much I was eating. This went on for days until I asked him about it and he got angry. He kept on pressurising me, trying to take my investment money, but I refused and he would threaten to throw me from the seventh floor so that he could take it since we were married in community of property. He also wanted to take my jewellery that my parents had bought for me. He said he would tell people that I had committed suicide. I took out all my money and gave it to him although my parents were against it. However, I refused to give him my jewellery. He didn't want me to work and told me a woman's place is at home. He is a man and I must do what he says.

He used to physically abuse me. He said I should just clean and cook for him and his child and then leave the house. So it was like that every weekend. It went on for some time until I got angry and said enough is enough and walked out and came to Durban. He followed me and apologised and said he won't do it again. After a long time of trying for a baby and some prayers, I fell pregnant with a baby girl. This angered him because he wanted a baby boy and he made me sleep on the floor, but I never told anyone because I knew they wouldn't believe me because he is a pretender.

This went on until I gave birth. I had a complication during delivery. He insulted me that I was a useless mother, I couldn't give birth properly and I believed him and even blamed myself.

He started having an extra-marital affair and began gambling using a loan from the bank. He came home late at night and spent less time at home. He took the car that my aunt had given me. When our child was two and half months, he went to court to file for divorce. My attorney filed for maintenance, a protection order and requested the car. My husband won the case and he kept the car. However, he had to pay maintenance for me and the child.

After one year he came and asked for forgiveness. He promised to stop gambling and beating me up. I accepted him back.

(Excerpt from the Kwa Zulu Natal VAW Baseline Study, Gender Links, August, 2014)

Economic empowerment programme

The Gender Links entrepreneurship programme for survivors of GBV has only been running since 2013, but it has already seen positive results. To date the programme has trained 1027 women in 10 SADC countries. The elements of change the programme seeks to identify include:

- Personal growth and agency to make positive life choices;
- Self-sufficiency in business and family;
- Enhanced financial and business management skills;
- Networking confidence to enhance business opportunities; and
- Business diversity to break the stereotyping of poor women in business.



Muna Ndulo and Susan Swart speaking at the Gender Justice and Local Government Summit. *Photo: Gender Links*

In the short term GL is already seeing the programme's impact, as demonstrated by stories from many of the remarkable women who have taken part. Susan Swart, a South African woman, had been reticent about participating in the GL programme, as she was not sure that she would be comfortable sharing her "I" Story at a workshop. She overcame her concerns, however, and joined in the process, which she found both painful and exciting. She indicated that she had experienced some healing and hope for the future.

We shall overcome!

"Susan Swart took the mic with the confidence of an experienced and award winning solo opera singer and told her story, in not so many words. By the time she was done relating her story, the whole marquee was on its feet applauding the will and drive of this woman. Susan graced the 2014 SADC Protocol@Work summit, presenting in the emerging entrepreneurs category. She told her story with passion and every carefully chosen word as she related how she 'promoted' herself from survivor to businesswoman: 'My business is still growing and I know it will keep growing. Gender Links has provided me with the platform and the freedom to be the best that I can. The summits and trainings provided got me where I am today. I overcame, so can you.'" (Summary of an article written by Zinhle Mkhari as part of the GL News Service special coverage of the SADC Gender Protocol Summit.).

Swart had been in business since 2008, running a small catering business and tuck-shop. The GL training inspired her to take her business seriously and she began to apply the knowledge she had learned. She made business cards, started balancing her books, revised her menu and increased her sales. She learned to use a computer and Facebook for the first time. In her own words "Since my first encounter with Gender Links I have learnt a lot. I have had business training before but the training with Gender Links was different, there was a great level of empathy and also a lot of encouragement from the trainer."

Emildah Dzagwe attended the entrepreneurship programme in Zimbabwe and started her own business as a consequence. She has said "I am happy because I can now afford to take care of my children. I now pay their fees, medical bills and I am renting a flea-market. I get $100 as maintenance from my husband which is not enough but through the entrepreneurship programme, I am now able to make my own decisions and can never take abuse from anyone."

She has subsequently had her business idea recognised at both the National Summit in Zimbabwe and the Regional Summit in South Africa in 2014.

Thandiwe Mlobane, the Entrepreneurship Programme Facilitator in Zimbabwe has this to say about the programme, "I have worked with more than 70 GBV survivors so far who have been trained and empowered through life and applied entrepreneurship skills. We have, indeed proven that women who are financially independent are less likely to tolerate GBV and they are in a better position to negotiate for safer relationships. Almost all of the women trained are running their small businesses. By economically empowering women, we are giving women the power to make choices to stay or leave abusive relationships. I urge other women in Zimbabwe silently enduring GBV to seek counselling and to approach their local authorities who can help them register for this countrywide programme. Women who benefited from this programme are now confident and there is a notable increase in their esteem compared to when they signed up for the programme. I hope other women will be motivated to rise and empower themselves through entrepreneurship."

Engaging communities is vitally important: Throughout the region, community mobilisation has proven to be a powerful tool in addressing GBV. It involves engaging community members and incorporating their ideas in strategies to eliminate GBV. It facilitates dialogues among members of the community as they work in unison to address issues in their communities. It also provides an outlet for community members to participate in decisions that affect their lives (Tedro et al 2011). Below is a case study highlighting how interventions can engage communities.

Swaziland: Umsimisi Community project using theatre to prevent GBV



Umsimisi Community project engages communities through dialogues to end gender-based violence at family, community and national level. This is done by highlighting the role of individuals to take it upon themselves to expose all forms of violence, and also get feedback from community members as to how best they can fight GBV. The Umsimisi project came about as a result of a realisation that Swaziland had high incidences of gender-based violence, particularly against women and children. Research and reports (from police and the Swaziland Action Group Against Abuse) including media reports in Swaziland, indicate increases in cases of violence, most of which is men perpetrating violence against women and children.

The Umsimisi Community Project uses theatre to educate/inform both the literate and illiterate communities on GBV. Umsimisi conducts community dialogues around the four regions of the country. This is incorporated with the production of radio jingles to reach a wider audience. SBIS radio station airs the radio jingles on both siSwati and English channels. Discussions normally follow the community dialogues. These talks seek to foster a community-driven response to ending gender-based violence. The approaches involve community leaders and other relevant stakeholders for support and mobilisation of community members.

Realising the level of poverty in communities, Umsimisi Community Project has introduced a new and innovative way of gardening for food sustainability for community support. This is set to improve food sustainability for target communities as well as cash flow on target populations that would normally rely on hand outs. Umsimisi partners with other local NGOs, especially the members of the Gender Consortium and the MenEngage network - Swaziland chapter, of which Umsimisi Community Project is a member.



Participants in the Umsimisi project, like these children on NGO Day in Swaziland in 2014, use theatre as an education tool to tackle GBV. *Photo: Gender Links*

It is important to encourage ongoing promotion of local action to end gender violence: Through the Centres of Excellence for Mainstreaming Gender into Local Government, GL is working with 360 local councils in 10 countries. Of these, 258 have developed Gender Based Violence Action Plans. In May 2014, GL hosted the SADC Gender Protocol Summit. Local councils presented 22 good practices on gender based violence.

It is important to work with men and boys to prevent GBV: 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.

Working with men and boys in Lesotho, Swaziland and Malawi

A group of men concerned by high rates of divorce in their communities founded **Khotla Lesotho** in 2011. The men got together to better understand the challenges faced by families. In their discussions they discovered that many couples lived under the same roof, but not as partners. They came to the consenus that their communities had many unhappy families, deciding that men must have a role in correcting this. Their project deliberately excludes women because they feel men need to own up to their part in contributing to unhappy families and analyse how they contribute to destabilised family life.

Topics discussed so far include financial management, romance and communication, and different forms of violence against women and children. In some instances the men invite women to their forums so as to get a women's perspective on the issues up for discussion. One of the major lessons men learned from these discussions is that men and women have different needs - and men often ignore women's needs, for example in intimacy matters. Khotla has seen high attendance rates and received positive feedback on the sessions from both men and women. For example, one woman came to the group to say her home life had improved thanks to its work. Male leaders at Khotla say they have also seen some women buying tickets for their husbands to attend the forum as a way of affirming their support for the initiative. Khotla has also established a partnership with the Ministry of Gender, which has supported Khotla by purchasing airtime on various radio stations for advertising purposes.

Swaziland also has a Men in Action group, which is using the same approach of engaging men in efforts to end GBV. Inspired by the 16 Days of Activism against gender-based violence, Swazi men formed Men in Action against violence in 2012 to capacitate men and boys to end violence against women. The organisation's key objective is to create a platform where men can get together and teach one another social values, family values, masculinity and how they can love and protect women, children and their families

As an organisation, Men in Action seeks to analyse and challenge discriminatory cultural and religious practices that cause men and boys to be violent. This is done through dialogues and workshops. Men in Action has a programme known as *ìnkunzi isematholeni`* in which mentors train young men on positive masculinity, gender justice, and how they can be strong men without using violence. The programme is premised on the belief that young men can be trained and socialised to have good relationships with women and girls. Most men only understand these issues when mentors relate them in a way that resonates at the local level, thus helping men understand that women and girls are equal human beings like them. As a result of the training workshops, more than 30 young men created a charter that sets out their commitment to end gender-based violence. Men in Action seeks to raise positive male role models who have the power and influence to intervene when they witness violence against women. Since its inception, Men in Action has partnered with other organisations like Men engage Network Swaziland to collaborate efforts during the 16 Days of Activism campaigns.

Like Khotla Lesotho and Men in Action in Swaziand, **Malawi Men for Gender Equality Now** (MEGEN) is mobilising groups of men across Malawi. MEGEN's work focuses on efforts to prevent and respond to gender-based violence and the spread of HIV and AIDS that arises from unequal power relations. In addition to enhancing women's participation in the public and political spheres, MEGEN also seeks to rectify "men's negative use of power" and the detrimental impact it can have on relationships. In an attempt to create a sense of "responsibility" and "equality in their minds," MEGEN is teaching men about HIV and AIDS and the concept of negotiation within sexual relationships.

MEGEN works in 18 of the 28 districts of Malawi, with chapter sizes reaching upwards of 150 active members. Despite a lack of material resources, MEGEN conducts "tailor-made courses" that provide men with basic training on gender issues, as well as capacity-building workshops. Facilitators ask participants to deeply reflect on "what it means to be a man" and "what a real man should be." MEGEN's two key strategies for accomplishing its goals consist of their rapid-response teams and the Men Travelling Conference (MTC). Each local MEGEN chapter organises a rapid-response team, which responds to cases of abuse that "society is failing to confront." When news spreads about a potentially dangerous situation, the team travels to the household and tries to resolve the issue through "social dialogue." If the team is turned away, more extreme measures may be taken, such as contacting local authorities. Meanwhile, the MTC aims to end gender-based violence by hiring coaches, including police officers and municipal officials, to reach out to the community and engage others in conversation on eliminating power dynamics that separate men and women.

Today, MEGEN is not alone in trying to engage men in these issues. Other organisations in Malawi have been working toward a similar goal of gender equality, but unfortunately there is little cooperation between them. That's where the Malawi MenEngage in-country Network could have a huge impact. By creating a forum through which every organisation that deals with men can interact and share strategies, the network can build on the unique capacities of each partner.

Political will remains crucial to eliminating GBV: The most effective way to fight violence against women is to have a clear demonstration of political commitment by states, backed by action and resources. HIV prevention interventions that lawmakers backed up with political commitment have proven to be effective in reducing HIV incidence rates in various countries, for example Botswana, South Africa and Zimbabwe, to mention but a few. Political commitment entails two main aspects, namely the establishment of enabling legal structure that upholds the rights of women and children, and seeing to it that this is optimally implemented. Quite often many settings have been characterised by excellent paper work that does not translate into action on the ground.[20]

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.



The successful launch of the **Botswana** VAW Baseline study gave the Botswana government an impetus to develop a new costed NAP. Working with GL, the government intends to cascade the baseline study to district level so as to broaden the sample and draw indicators at district level. Botswana's experience helped inform research design in Lesotho, Zambia and Zimbabwe that all started with larger samples.



The Ministry of Gender, Family and Children in the **DRC** remains highly committed to the implementation of the National Policy on Gender Mainstreaming and the Advancement of Women, Family and Children protection, as well as The National Strategy on Combating Sexual and Gender-Based Violence (SGBV) which the UN and the DRC government adopted in 2009. However, funding for GBV programming in DRC is insufficient to address emergency needs, especially in the Eastern region.[21] Meanwhile, regional and sub-regional organisations, the African Union, SADC, The Economic Community of Central African States, and the International Conference of the Great Lakes Region, have been playing an important role in the strengthening of rule of law and improving the human rights situation in the DRC. In March 2014, the 25th session of the Human Rights Council included a high level dialogue comprising DRC government officials and other relevant stakeholders in the DRC to review lessons learned and note the continuing challenges for combating sexual violence. This high-level dialogue offered the opportunity for the UN, the African Union and the government of the DRC to assess progress toward the implementation of the National SGBV Strategy as well as identify gaps and challenges in combatting sexual violence in the country and set priorities for future action.[22]



During the 2014 regional SADC Gender Protocol Summit, **Lesotho** Minister of Gender, Youth, Sports and Recreation Chief Thesele Maseribane, pledged to mount a multimedia advocacy campaign following the launch of the research study, linking it to the country's GBV plan. The Minster has shared the preliminary findings from the baseline study with the Lesotho cabinet.



Malawi's National Response to Combat GBV strategy (2008-2013) came to an end in the last year. This provided the framework for ending violence in the country. Within the UNWOMEN's advocacy initiative COMMIT, the Government of Malawi pledged a strong leadership role in adopting and implementing a comprehensive Gender-Based Violence Action Plan and greater coordination and inclusion of all sectors and stakeholders, including minorities and vulnerable groups.[23] This should provide an impetus for the government to draw up costed action plans to end GBV. Meanwhile, the planning and research unit of the Ministry Gender, Children and Community Development is working towards harmonisation of the ministry's various monitoring and evaluation systems in order to to come up with one comprehensive system.[24]

[20] Lesotho VAW Baseline Study, 2014.
[21] http://www.refintl.org/policy/field-report/dr-congo-poor-coordination-obstructs-emergency-response-GBV
[22] www.ohchr.org/EN/HRBodies/HRC/.../CNSexualViolenceOnDRC.doc
[23] http://www.unwomen.org/en/what-we-do/ending-violence-against-women/take-action/commit/government-commitments#M
[24] http://www.malawi.gov.mw/index.php?option=com_content&view=article&id=29&Itemid=112



Stakeholders launched the existing costed NAP, which is coming to an end in 2015, at the same time as the **Mauritius** VAW Baseline study. Although the NAP addressed some of the recommendations from the VAW Baseline study, GL is currently engaging the government on strengthening the updated NAP using findings from the baseline study. The Ministry of Gender Equality ensures it will implement the plan in a coordinated manner. This includes an effort to review, adopt, and enforce laws and policies to guarantee that laws recognise and protect rights, the introduction of sexual harassment policies in workplaces and schools, as well as training of judicial and law enforcement personnel.



The Ministry of Women and Social Action is tasked with coordinating efforts by government, civil society and other stakeholders in combating violence. The National Plan for Preventing and Combating Violence against Women (2008-2012), now outdated, has been the main guiding tool to end gender-based violence in the country. **Namibia** adopted the National Plan of Action on Gender-Based Violence (2012-2016). At its launch in 2012, Doreen Sioka, the Minister of Gender Equality and Child Welfare said, "The plan is aimed at introducing active programmes for the prevention of gender-based violence and strengthening support services for survivors of gender-based violence." The plan is structured to tackle the root causes of GBV, human trafficking, and the protection of people with disabilities. The ministry will coordinate the implementation of the plan in collaboration with other stakeholders. Stakeholders will conduct mid-term and end of term evaluations to measure the plan's effectiveness.



The two-year costed national action plan for the **Seychelles** serves as a model to governments and civil society. It incorporated policymakers and community leaders, victims and perpetrators of GBV as well as the general public. This represents how multi-sectoral interventions can tackle gender-based violence and the Seychelles model is in line with the provisions of the SADC protocol. It is hoped that, with the support of relevant stakeholders, a review and a possible launch of further costed plans to end GBV will continue to benchmark progress for the Gender Secretariat.



GL has concluded GBV Indicators research in four provinces. Going forward, GL hopes to engage with the Ministry of Women, Children and People with Disabilities with a view to upscale the baseline research to national level. Progress on implementation of the National Council against GBV gained some momentum in the past year. The council appointed a service provider who is currently reviewing the NSP to end GBV. It is envisaged that stakeholders will complete the NSP in 2014. As a member of the NCGBV, GL is actively involved in this review and will use this strategic entry point to lobby for a national baseline study to inform the monitoring and evaluation framework of the plan.



While the government and civic society can be commended for coming up with an action plan in 2007, the same effort and collaboration needs to continue to be harnessed, especially in terms of financial resources and political will for a costed gender action plan.



Tanzania has a National Plan of Action for the Prevention and Eradication of Violence against Women and Children 2001-2015. The Tanzanian police, key stakeholders in the fight against GBV, have launched The Action Plan on Gender and Children's Desks (2013-2016). This plan is designed to guide the efforts of the Tanzania Police Force to enhance the effectiveness and efficiency of their response to cases of gender-based violence and violence against children. It sets out clear targets that police want to achieve and provides a baseline against which progress can be monitored.



GL is working with the **Zambia** government to conclude the GBV Indicators baseline research. It is hoped that baselines obtained from the research will be harmonised with the National Action Plan to end Gender Based Violence, which the Ministry of Gender adopted in 2010.



Stakeholders followed the launch of the VAW Baseline Study in December 2013 with a workshop to devise a draft action plan linked to the government's three year strategy on GBV. At a press conference on the outcomes of the regional SADC Protocol@Work summit, the **Zimbabwe** gender and local government ministers pledged to take this work forward. Zimbabwe has now implemented a second National Gender Policy 2013-2017 and the government in June 2014 launched the National Action Plan against Rape and Sexual Abuse.The action plan is part of strategies adopted by the Inter-Ministerial Committee on Rape to deal with escalating sexual assault cases. It is hoped that financial resources will be put in place for the adoption and implementation of these strategies. Zimbabweans continue to wait for their leaders to properly constitute the Gender Commission established in the new constitution.

SGP Post 2015

The SADC Gender Protocol requires that by 2015, member states enact and enforce legislation prohibiting all forms of gender-based violence, as well as ensure provision for comprehensive testing, treatment and care of survivors of sexual assault. It also mandates member states to review and reform their criminal laws and procedures applicable to cases of sexual offences and GBV as well as provide deterrent legislation to perpetrators of sexual violence. Member states are required to enact specific legislation to prevent human trafficking and sexual harassment in all spheres. Member states must provide holistic services to victims. They are also required to adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015.

Progress to date

To date, the region has seen notable progress in the formulation of specific laws to combat domestic violence, including sexual offences. Governments lag behind in the implementation of these laws. Service providers continue to be hampered by limited resources and capacity.

Legal

Legislation prohibiting all forms of GBV and provision of PEP to survivors of sexual offences: Thirteen out of 15 countries have laws on GBV. Of these, eight enacted the laws before the SADC Protocol came into effect while four, namely Angola, Lesotho, Swaziland, Mozambique, and Zambia, enacted domestic violence laws after the 2008 Protocol. Two countries have yet to enact domestic violence laws and, with the deadline fast approaching, stakeholders in these countries need to re-double their efforts otherwise it is likely they will not meet the targets. In regards to provision of PEP, nine countries incorporate provision of PEP in legislation. For many years only South Africa offered PEP, but now eight additional countries - DRC, Lesotho, Madagascar, Zimbabwe, Tanzania, Seychelles, Botswana and Malawi - offer it. Although this is an encouraging development, the remaining countries need to amplify their efforts towards this target, especially considering the association between HIV and AIDS and gender violence. Currently very few women and service providers know about PEP as there has been very little public education around this issue.

Legislation prohibiting sexual offences: Since 2012, 13 countries enacted sexual offences legislation. Marital rape continues to be a contentious issue within sexual offences legislation. However in recent years countries have taken an interest in renouncing, as well as criminalising, marital rape, with South Africa being the first SADC country to take this stance. Despite this shift, marital rape is still widely tolerated, whether legal or illegal. In many settings, prosecuting perpetrators of marital rape has been met with significant resistance. Traditional views on marriage which dictate that a woman must be (sexually) submissive to her husband continue to be common in many parts of the region. This reflects the challenge posed by dual legislation. There is need for finding ways of marrying the customary and civil laws. In some countries customary law have proved a hindrance to the attainment of gender equality. Unfortunately, customary law is embedded in the social structure of many communities and thus so is GBV.



Legislation prohibiting sexual harassment: Thirteen 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 and Swaziland still do not have sexual harassment legislation or provisions in other laws. Despite these laws,

sexual harassment continues to be trivialised and widely unrecognised.

Legislation prohibiting human trafficking: Eleven Southern African countries have laws on trafficking. Angola, Botswana, Malawi and Namibia do not have specific legislation on human trafficking. Like sexual harassmen, this issue continues to be underreported and often unrecognised as a crime.

Likelihood of targets being met by 2015: It is most unlikely that the target of enacting legislation prohibiting all forms of violence will be met by 2015. Going forward, the region should ensure that all legislation enacted is accompanied by legislative frameworks and costed implementation plans augmented by specific monitoring and evaluation frameworks. Government leaders should then appoint independent bodies to monitor progress of the implementation. The role of political will compounded by resources cannot be overemphasised. Equally important is the need to raise awareness within communities. In order for any law to be successfully enforced, the acts which it prohibits must be perceived by society as abusive. It is apparent some targets in the SADC Gender Protocol do not have explicit timeframes and this has negative implications on targets being met.

Support services

Fourteen SADC countries now have accessible, affordable and specialised services, including legal aid, for survivors of GBV. Since 2013 Botswana and Swaziland provides specialised services for survivors of GBV. While there has been a positive shift towards a victim empowerment approach with several governments and civil society organisations (CSOs) up-scaling support towards victims of GBV, much still needs to be done. Currently the number of available structures in the region is outnumbered by the victims. Places of safety and legal aid, where available, continue to be mainly offered through local NGOs. Generally governments have not committed sufficient resources towards these services.

National Action Plans to end gender violence and halving GBV

States are also required to adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015. GL has worked with ten SADC countries giving technical assistance to develop National Action Plans to End Gender Based Violence. Developing action plans inevitably led to the need for reliable baseline data, targets and indicators for measuring progress in an arena where most violence is under-reported or not reported at all, leaving administrative data as an unreliable source of information.

To date the GBV Indicators Study has been conducted in six countries namely South Africa, Botswana, Mauritius, Lesotho, Zambia and Zimbabwe. This work has been achieved within the overall GL approach involving research, advocacy, developing policy and action plans and training. Four countries have developed costed national action plans; Mauritius, Botswana, Zimbabwe and Swaziland. The successful launch of the Botswana VAW Baseline study, gave the Botswana government an impetus to develop a new costed NAP. Working with GL, the government intends to cascade the baseline study to district level so as to broaden the sample and be able to draw indicators at district level. Mauritius launched the existing costed NAP to 2015 at the same time with the Mauritius VAW Baseline study. Although the NAP addressed some of the recommendations from the VAW Baseline study, GL is currently engaging the government on strengthening the updated NAP using findings from the baseline study. South Africa has made progress on implementation of the National Council against GBV (NCGBV) in the past year. The Council appointed a service provider who is currently reviewing the National Strategic Plan (NSP) to end GBV. It is envisaged that the NSP will be completed in 2014. As a member of the NCGBV, GL is actively involved in this review and will use this strategic entry point to lobby for a national baseline study to inform the Monitoring and Evaluation framework of the plan.

In Zimbabwe, the launch of the VAW Baseline Study in December 2013 was followed by a workshop to devise a draft action plan linked to the government's three year strategy on GBV. At a press conference on the outcomes of the regional SADC Protocol@Work summit the Zimbabwe gender and local government ministers pledged to take this work forward. Zimbabwe now has a second National Gender Policy 2013-2017 in place, and the Government in June 2014 launched the National Action Plan against Rape and Sexual Abuse.The action plan is part of strategies adopted by the Inter-Ministerial Committee on Rape to deal with the escalating sexual assault cases. GL is thus recommending that all the countries in the region take up the VAW Baseline Study so as to inform their costed action plans if GBV is to be eliminated in the region.

Status of existing targets

A major shortfall in the SGP is the lack of indicators to measure progress. This is especially problematic in the case of GBV, as the Protocol has a specific target to halve GBV by 2015.The question that arises, and that prompted the GBV indicators research is how current levels of violence can be halved, when SADC is not aware of the true extent of gender violence, given the levels of under-reporting. The ground-breaking baseline studies conducted in six countries show that it is possible to measure GBV.

The study employs a combination of data collection tools which have quantitative, capacity and perception indicators. The household survey, the flagship tool, has two questionnaires: one for women and the other one

for men. The indicators derive from various international and global instruments on gender equality and GBV. The women's questionnaire has indicators on the prevalence and patterns of women's experience of GBV, HIV risk behaviour, pregnancy history, mental health, help-seeking behaviour after experiences of GBV, gender attitudes, and exposure to media and prevention campaigns. The men's questionnaire aims to describe men's perpetration of GBV, gender attitudes, GBV risk behaviour, fathering, and exposure to prevention campaigns. The household survey is justified on the basis that statistics obtained from administrative data do not cover many forms of gender violence, and even those that have been covered remain underreported. Table 5.4 shows how the different tools inter-relate and how the research uses them to triangulate findings to answer the key questions relating to extent, effect, response, support, and prevention.

Table 5.4: Project components and tools used to gather data

Research tool/indicators	Prevalence and attitudes survey	Administrative data	"I" Stories	Media monitoring
Extent	✗	✗	✗	
Effect	✗		✗	
Response	✗	✗	✗	✗
Support	✗	✗	✗	✗
Prevention	✗		✗	✗

Source: Gender Links 2013.

The need for baseline data, targets and indicators: The existing targets can be strengthened by adopting indicators and having baseline data against which progress can be measured. To date, only six countries have undertaken the project. The targets and indicators proposed here can only be adopted if all SADC countries undertake VAW Baseline Studies.



The need for integrated approaches: Baseline data needs to be used to strengthen and inform costed National Action Plans to End Gender Violence, and these need to be translated into action. Botswana, Lesotho, Mauritius, Swaziland and recently Zimbabwe have costed and allocated budgets to their action plans. However, there remains no clear strategy on how countries will meet targets set in the National Action Plans.

The need to put prevention at the centre: Presently prevention is almost an afterthought in most action plans and barely recieves government funding. The VAW Baseline studies provide a strong imperative for at lwest some of the focus to shift from response and support to prevention: a lesson that has been taken to heart in work on HIV and AIDS, but is still far from taking root in GBV work.

Other targets

Other forms of GBV: Some of the existing legislation does not adequately provide for all forms of GBV, especially those not socially recognised as crime, such as marital rape, female genital mutilation, LGBTI abuse and forced child marriages. The region still has cultural practices that condone or perpetuate violence against women. There is also a need to add specific targets and indicators relating to human trafficking.

Structures and resources: Having laws in place without the necessary implementing structures and resources in place is not adequate. States need to commit a portion of the national budget to address gender-based violence. Having done this, the indicators also need to measure capacity of these structures. Capacity can be measured by structures and resources availed for implementation.

Quality of services: There is also need to have indicators that measure how citizens perceive government efforts in response to GBV.

Overall, to reduce and gender violence, the post 2015 agenda must focus on strengthening existing targets as well as reviewing and adding other relevant realistic targets accompanied by indicators. Achieving the 2015 target is not a realistic goal for countries that do not have domestic violence laws or for those that need to review and align their laws with the Protocol's provisions. It is equally important to have baseline data because using the same benchmark to measure progress for all countries that have diverse political, economic, social, religious and cultural fabrics is proving unrealistic. This is exacerbated by lack of standardised data for monitoring and evaluation purposes. As is the norm with other targets in the SADC Protocol, there is also a need to measure targets for ending GBV using a composite index such as the SGDI.

Table 5.5: Proposed revised targets and indicators for GBV		
AREA	**TARGETS**	**INDICATORS**
EXTENT	End all forms GBV by 2030 including sexual harassment, FGM and abuse against LGBTIs in accordance with draft SDG 10.1 (eliminate discriminatory laws, policies and practices) and draft SDG 5.3 (eliminate all harmful practices, such as child, early and forced marriage and female genital mutilations).	1. Percentages of women experiencing and men perpetrating emotional IPV in lifetime/past 12 months
		2. Percentages of women experiencing and men perpetrating physical IPV in lifetime/ past 12 months
		3. Percentages of women experiencing and men perpetrating sexual IPV in lifetime/ past 12 months
		4. Percentages of women experiencing and men perpetrating economical IPV in lifetime/ past 12 months
		5. Percentages of women experiencing and men perpetrating all forms of IPV in lifetime/past 12 months
		6. Percentages of women experiencing and men perpetrating non-partner rape in life time/ past 12 months
		7. Percentages of women experiencing and men perpetrating attempted rape- in lifetime/past 12 months
		8. Percentages of women experiencing and men perpetrating gang rape
		9. Percentages of women experiencing and men perpetrating rape under the influence of drugs or alcohol
		10. Percentage of women experiencing and men perpetrating abuse in pregnancy
		11. Percentages of women and men in same sex relationships experiencing abuse from non-partner
		12. Percentage of women/men who agree that same sex relationships should be legalised.
		13. Number of female murders by intimate partners reported to police services per annum
		14. Percentage of women experiencing sexual harassment at work, school, public transport , traditional healer
		15. Percentage of men who say that if a woman is wearing a short skirt she is asking to be raped.
DRIVERS	End all forms of child abuse by 2030.	16. Percentage of women and men experiencing child neglect
		17. Percentage of women and men witnessing IPV in childhood
		18. Percentage of women and men experiencing child any form of abuse emotional, physical, sexual abuse
		19. Percentage of men experiencing any form of abuse and perpetrating IPV
		20. Percentage of men experiencing any form of abuse and perpetrating non-partner rape
	End all forms of substance abuse by 2030	21. Percentage of men experiencing sexual abuse and perpetrating non-partner rape
		22. Percentages of women and men who drunk alcohol or used drugs in the past 12 months- frequency
		23. Percentage of women who drunk alcohol in the past 12 months- frequency and experienced IPV
		24. Percentage of women who drunk alcohol in the past 12 months- frequency and experienced rape
		25. Percentage of men who drunk alcohol or used drugs in the past 12 months- frequency
		26. Percentage of men who drunk alcohol in the past 12 months- frequency and perpetrated IPV
		27. Percentage of men who drunk alcohol in the past 12 months- frequency and perpetrated rape
EFFECTS	End all the painful effects of GBV through ending GBV by 2030.	28. Percentage of physically abused women who sustained injuries
		29. Percentage of physically injured women who spend days in bed because of injuries
		30. Percentage of physically injured women who missed work as a result of injuries
		31. Percentage of women who were sexually abused by intimate partners and diagnosed with STI
		32. Percentage of women who were physically abused by intimate partners and diagnosed with STI
		33. Percentage of women who were raped by non-partners and diagnosed of STI
		34. Percentage of women who were sexually abused by intimate partners and tested HIV positive
		35. Percentage of women who were physically abused by intimate partners and tested HIV positive
		36. Percentage of women who were raped by non-partners and tested HIV positive
		37. Percentage of women having miscarriage/ premature labour due to abuse
		38. Percentage of women who were abused by intimate partners and attempted suicide
		39. Percentage of women who were raped by non-partners and attempted suicide
		40. Amount of money paid for transport to the health service or police
		41. Percentage of women paying for counselling services
		42. Amount of money paid for counselling after rape
RESPONSE	By 2030 enact and enforce legislation prohibiting all forms of gender-based violence.	43. Percentage of women spending money on medication after rape
		44. Existence of legislation on violence against women and its enforcement[25]
		45. Number of sexual offenders in the sexual offenders register
		46. Number of prosecutions and convictions of sexual offenders

[25] 1325 Indicators, WHO ,UNHR World Bank Gender Statistics Database.

AREA	TARGETS	INDICATORS
	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 by 2030.	47. Number of countries with laws on trafficking and extent to which these are enforced.
	By 2030 provide equal access for all to independent, effective, and responsive justice systems that respect due-process rights, and equal access to legal aid (SDG: 16.12)	48. Percentage of women who reported rape to the police
		49. Percentage of women who reported any abuse to the police
		50. Response from the police
		51. Reason for not reporting to the police
		52. Percentage of women reporting that the perpetrator was arrested
		53. Percentage of women reporting that the perpetrator was convicted
		54. Percentages of women and men aware of the Domestic Violence Act
		55. Percentages of women and men aware of protection orders
		56. Percentages of women and men aware of GBV legislation
		57. Percentages of women and men who know about the GBV Toll free lines
		58. Percentage of women who sought and received legal aid
		59. Percentage of women who sought medical attention after sustaining injuries
SUPPORT	Guarantee access to comprehensive testing, treatment and care of survivors of sexual assault by 2030.	60. Availability of continuum of care services[26]
		61. Percentage of women who disclosed the cause of their injuries to the medical practitioner
		62. Percentage of women receiving counselling after rape
		63. Percentage of women who reported rape to a health practitioner
		64. Percentage of women who received PEP after rape
		65. Percentage of women who received medication for STI after rape
		66. Percentage of women who received treatment for preventing pregnancy after rape
		67. Percentage of women who went to a shelter
		68. Percentage of women who told any family member of their abuse
		69. Number of survivors assisted at shelters
		70. Provision of shelters per head population[27]
PREVENTION INTEGRATED APPROACHES	Launch concerted campaigns 365 Day campaigns to end gender violence at national and local level, led at the highest political level, to change behaviour and end gender violence.	71. Percentage of women who have heard or seen anything on the 16 Days campaigns in the past 12 months
		72. Percentage of women who have heard or seen anything on the 365 Days campaigns in the past 12 months
		73. Percentage of women agreeing/disagree that Campaigns to end violence against women make people more aware that this is a violation of women's right
		74. Percentage of women agreeing/disagree that Campaigns to end violence against women have made women more aware of where to go for help.
		75. Percentages of women agreeing/disagree that Campaigns to end violence against women have made politicians take action to end gender violence.
		76. Percentage of women agreeing/disagree that Campaigns to end violence against women have helped to change the attitudes of men
		77. Percentage of women agreeing/disagree that Campaigns to end violence against women only happen once a year therefore they are of little value
		78. Percentage of speeches by politicians that mention GBV.
		79. Percentage speeches by politicians that focus on GBV
		80. Percentage of gender aware GBV stories.
	By 2030 change attitudes towards gender equality through the	81. Percentage Gender Progress Score (GPS) for men.
		82. Percentage Gender Progress Score (GPS) for women.

[26] 1325 Indicators, WHO ,UNHR World Bank Gender Statistics Database.
[27] 1325 Indicators, WHO ,UNHR World Bank Gender Statistics Database.

AREA	TARGETS	INDICATORS
	achievement of at least an 80% score in the Gender Progress Score (GPS) among women and men in the region.	83. Percentage Gender Progress Score (GPS) for young men.
		84. Percentage Gender Progress Score (GPS) for young women.
	By 2030 mount concerted campaigns to address issues of socialization.	85. Percentage of women who say women are equal to men
		86. Percentage of men who say women are equal to men.
		87. Percentage women who say that a woman must obey her husband
		88. Percentage of men who say that a woman must obey her husband
		89. Percentage of women who say that if a man pays lobola for his wife he may have sex with her at any time.
	By 2030 ensure that all public officials addressing GBV have received gender training.	90. Percentage of police and health workers who have received gender training.
	By 2030 combat new forms of violence taking place due to technological advances such as internet and mobile phone technology.	91. Percentage women reporting experiencing violence relating to new media devices.
	Review and re-launch the 365 National Action to end Gender Based Violence using the findings of the VAW Baseline studies to set targets, indicators and benchmarks for achieving gender justice in accordance with the Sustainable Development Goals (Draft SGP 5.9: Provide dedicated resources to integrated approaches including research, justice, health, education, housing and community development.	92. Existence of multi-sector action plans to end GBV
		93. Existence of a dedicated, effective, multi-sector structure to address GBV.
		94. Proportion on budget specifically earmarked for ending GBV and its adequacy relative to the need
		95. Proportion of women and men aware of multi-sector costed coordinating bodies to ensure cross sectors are in operation
		96. Proportion of women and men who believe the National Action Plan is effective
	Cascade 365 Day National Action Plans to local level, in accordance with the Sustainable Development Goals (Draft SDG 11.5 ensure that by 2030, ensure universal access to safe, inclusive and accessible public spaces, particularly for women and children and people with disabilities).	97. Proportion of councils in each country that develop local action plans to end GBV.
		98. No of councils that earmark specific resources for ending gender violence in localities.
		99. Percentage women who believe local efforts to end GBV are effective
		100. Percentage men who believe that local efforts to end GBV are effective.

Next steps

All SADC governments to undertake comprehensive GBV baseline studies and use the findings to strengthen NAPs: In their statement to the 57th session of the Commission of the Status of Women (CSW) gender ministers commended countries that have undertaken baseline studies to establish the extent, drivers, and effects of VAW, and urged all member states to do the same. Table six presented a possible 100 indicators for measuring VAW, based on the ground breaking VAW baseline study that has now been conducted in six SADC countries. In the run up to 2030, it is imperative that all SADC countries agree on a common set of tools for measuring VAW; conduct baseline studies and periodic (for example once every five year studies) to benchmark progress. Furthermore, these results need to be used to strengthen national and local action plans to end GBV. A best practice is the development of a draft costed plan by Zimbabwe that incorporates the findings from the baseline study.

> "We the SADC Ministers responsible for Gender/ Women's Affairs... commend those Member States that have 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.*

Escalate the campaign to end GBV community by community: One of the most positive developments over the last decade is the extent to which local government has become involved in the fight against GBV through the Centres of Excellence for Gender in Local Government. 258 councils across the region have developed gender action plans for ending gender violence and allocated resources for this purpose. GL has worked with the councils in conducting baseline attitude surveys that can be used to benchmark progress in changing attitudes. Ending GBV over the next fifteen years requires a concerted strategy from the ground upwards, building on the successes to date.

Legislators need to implement comprehensive laws on GBV: 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. All SADC countries must create laws around these issues as well as on emerging issues such as protection of minorities and LGBTI people. The effective implementation of these laws 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. It is necessary to have dedicated financial and human resources for the Anti-Domestic Violence Council to effectively play its role to implement Domestic Violence Act. There is need for robust engagement of relevant stakeholders, including traditional and religious leaders. In some countries with dual jurisdiction systems, such as Lesotho, there is need for marrying the traditional law and civil law systems. To ensure implimentation of this, indicators such as the number of discriminatory customary and civil laws repealed or reviewed should be adopted. Another indicator that could be looked at, is the amendments done to penal codes and existing laws so as to prohibit all forms of GBV.



Women and girls participate in a 16 Days event in Madagascar. *Photo: Gender Links*



Men for change campaign in Malawi. *Photo: Colleen Lowe Morna*

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 and underscores the need to prioritise capacity-building across countries on monitoring and evaluation as part of the SADC regional GBV strategy. Countries need to adopt the GBV Indicators study as monitoring and evaluation tool to track progress towards elimination of GBV post 2015. Equally important is the need to capaciate service providers such police stations and hospitals who collect routine data so as to develop standard indicators that can be used to compare progress across the region. Linked to this is the need to enact laws that make screening for GBV mandatory in health facilities so as to ensure collection of data on all forms of GBV including FGM, a form that was not included in the previous targets.

Government services need to be coordinated for greater efficiency and effectiveness. There is need for a paradigm shift towards a more victim-centred approach where governments, health care providers, the police and NGOs 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 remains inadequate, resulting in insufficient human resources and services. Coordinated efforts by governements can be measured by looking at the existence of coordinating bodies and frameworks in each country.

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 up-scale sensitisation campaigns, especially on forms of GBV which remain less understood such as sexual harassment and GBV against sexual minorities. Knowledge and perception indicators such as the ones covered in the GBV Indicators assess the level of know-ledge of both women and men on various campaigns such as the 16 Days. Women and men are further asked if they think the campaigns have positive impact on the society. This indicator reveals the perceptions of the community and this information can be used to improve the existing campaigns.

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 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 orgaisations must link up with women's organisations and work in a coordinated manner.



A different kind of family

Anushka Virahsawmy

CHAPTER 6

Health

Article 26



A nurse in a Mozambique health centre. Quality primary healthcare remains important as the SADC region moves towards 2015. *Photo: Ruben Covane*

KEY POINTS

- The SADC Gender Development Index (SGDI) for health has gone up to 65% in 2014 from 62% in 2011.
- Overall, using the Citizen Score Card (CSC) as a tool, citizens rated the sector at 68%- the same as in 2013, but a significant increase from 2011 (55%).
- While maternal mortality ratios are declining in other regions, in Southern Africa they increased between 1990 and 2010 mainly as a result of HIV. Improved access to HIV and AIDS treatment is beginning to reverse this trend, but the region is still far from the target for 2015.
- There are encouraging signs of declining maternal mortality ratios in Swaziland, Madagascar and Namibia. This underscores the need for all countries in SADC to redouble their efforts to prevent maternal deaths.
- The provision of contraception is improving but levels are still low. Only six countries (Botswana, Mauritius, Namibia, South Africa, Swaziland and Zimbabwe) have contraceptive coverage of over 50%.
- Contentious issues like the provision of safe abortion still needs tackling.
- With the exception of Seychelles (97%) and Mauritius (91%), provision of sanitation remains low with disparities between rural and urban areas. Six of the 15 countries have less than 50% sanitation coverage in urban areas, while 11 have less than 50% coverage in rural areas.

Trends table - Health							
	2009	2010	2011	2012	2013	2014	Target 2015 %
Contraceptive use among sexually active women							
Highest proportion of women	Mauritius (76%)	Mauritius (76%)	Mauritius (76%)	Mauritius (76%)	Mauritius (76%)	Mauritius (76%)	100%
Lowest proportion of women	Angola (6%)	Angola (6%)	Angola (6%)	DRC (5%)	DRC (5%)	Angola (6%)	100%
Current maternal mortality rate (Maternal deaths per 100 000 births)							
Highest	Angola (1400)	Malawi (1140)	Malawi (1140)	Lesotho (970)	Zimbabwe (960)	Zimbabwe (960)	0
Lowest	Mauritius (13)	Mauritius (28)	Mauritius (28)	Mauritius (28)	Seychelles (0)	Seychelles (0)	0
Births attended by skilled personnel							
Highest	Mauritius (100%)	Mauritius/ Seychelles (100%)	Mauritius/ Seychelles (100%)	Seychelles (100%)	Mauritius (100%)	Mauritius (100%)	100%
Lowest	Angola/ Tanzania (46%)	Angola/ Tanzania (46%)	Madagascar (44%)	Madagascar (44%)	Madagascar (44%)	Madagascar (44%)	100%
Total coverage of sanitation							
Highest coverage	Mauritius/ Seychelles (100%)	Mauritius/ Seychelles (100%)	Seychelles (100%)	Seychelles (100%)	Seychelles (97%)	Seychelles (97%)	100%
Lowest coverage	Madagascar (14%)	Madagascar (14%)	Madagascar (11%)	Madagascar (11%)	Tanzania (10%)	Malawi (10%)	100%
Scores							
CSC	58%	58%	55%	56%	68%	68%	100%
SGDI	N/A	N/A	62%	62%	64%	65%	100%

The state of women's health, including their sexual and reproductive health, is an important indicator of development. In line with other regional and international commitments on issues relating to health, the SADC Gender Protocol (SGP) calls on Member States, by 2015, to develop, adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality healthcare to:

(a) Reduce the maternal mortality ratio by 75% by 2015;
(b) Address the mental, sexual and reproductive health needs of all women and men; and
(c) Ensure the provision of hygienic and sanitary facilities, and nutritional needs of all women, including women in prison.

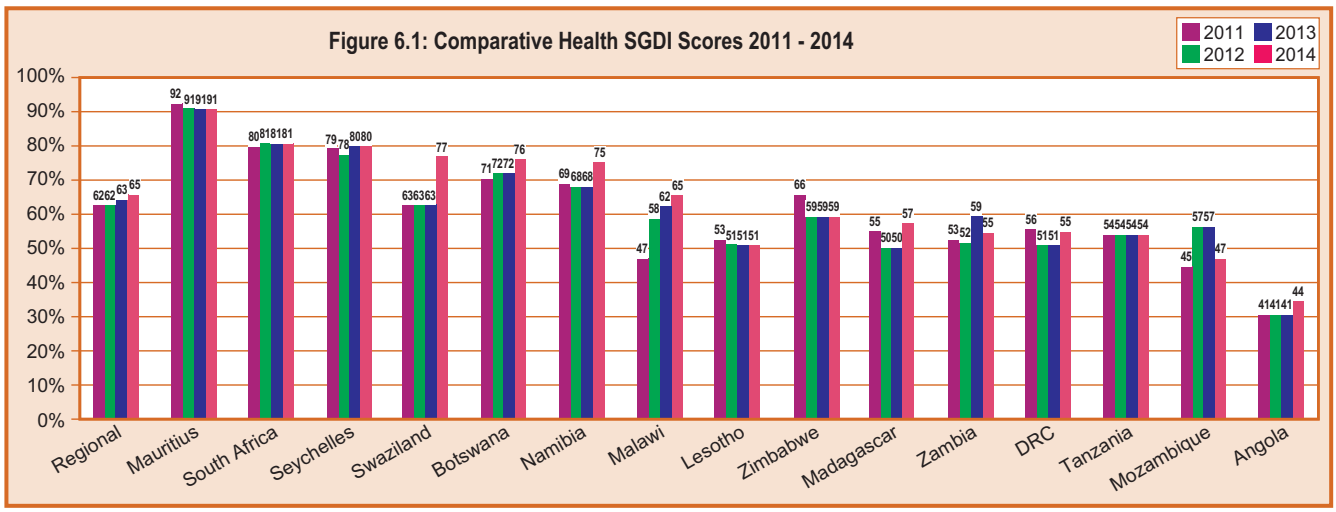
The trends table shows that some SADC countries, notably Mauritius and Seychelles, have either achieved or made commendable strides towards achieving the SGP targets. But there are wide gaps between countries, especially the poorer SADC countries lagging behind on all indicators.

Over the last six years, although stagnant, Mauritius has registered the highest proportion of women accessing contraceptives (76%), with DRC and Angola (5% to 6%) with the lowest access.

Zimbabwe (960 deaths per 100,000 births) has replaced Angola and Malawi as the country with the highest maternal mortality ratio (although these figures fluctuate dramatically depending on information source). In the last two years Seychelles has registered no maternal deaths. Mauritius also has a low maternal mortality ratio (at about 37 deaths per 100,000 births). Mauritius and Seychelles have also achieved 100% attendance by skilled personnel for all births. The lowest level of attendance by skilled personnel for births is Madagascar at 44%.

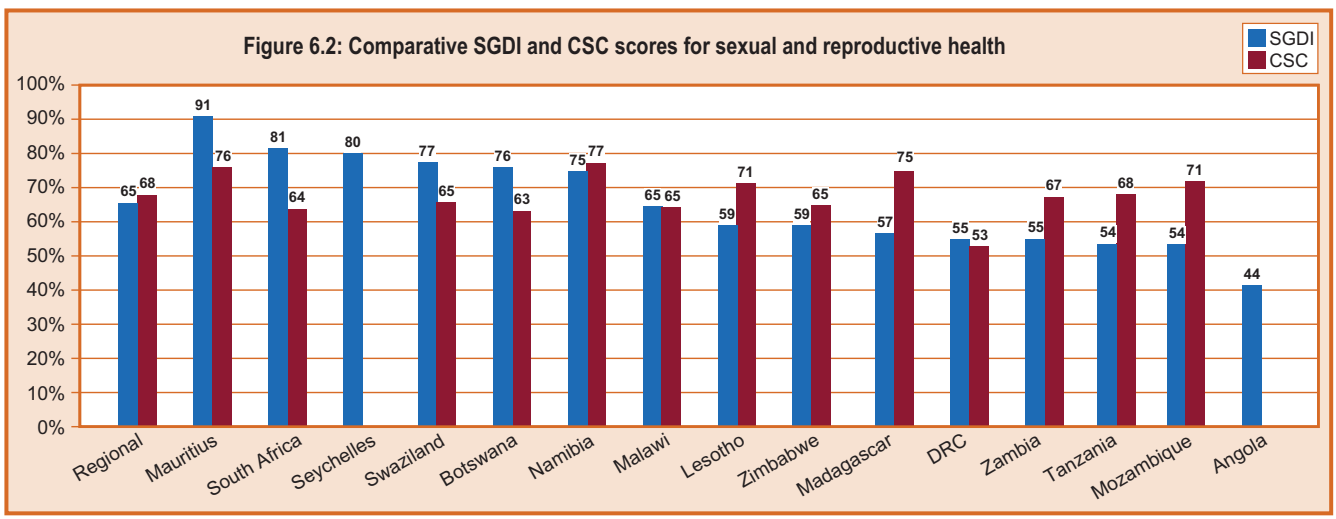
Seychelles and Mauritius are very close to total sanitation coverage. The lowest levels of sanitation coverage are still only between 14% and 10 % in Malawi, Madagascar and Tanzania.

The 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 average score has increased from 62% to 65%. Though there has been a steady improvement, the rate of progress is too slow to meet the SGP targets and commitments.



Source: Gender Links 2014.

As shown in Figure 6.1 there are wide variations in the SGDI for health. Mauritius at one end of the scale has had an almost constant SGDI score of 91%, while Angola at the other end is beginning to show improvement from 41% to 44%. A number of countries have also shown improvement, notably Malawi, which has recorded steady improvement from 47% to 65% and Swaziland which has shown a marked improvement in the last year and how has an SGDI score of 77%. Other countries such as Zimbabwe have steadily declined from 66% in 2011 to 59% in 2014. South Africa and Seychelles are between 80% and 89%; Swaziland, Botswana and Namibia are between 70% and 79%; Malawi is at 65%; Lesotho, Zimbabwe, Madagascar, Zambia, DRC and Tanzania are between 50% and 59%, while Mozambique and Angola scored below 50%. While there has been some progress, there is still need for much greater efforts and investment to improve the health of women in SADC.



Source: Gender Links 2014.

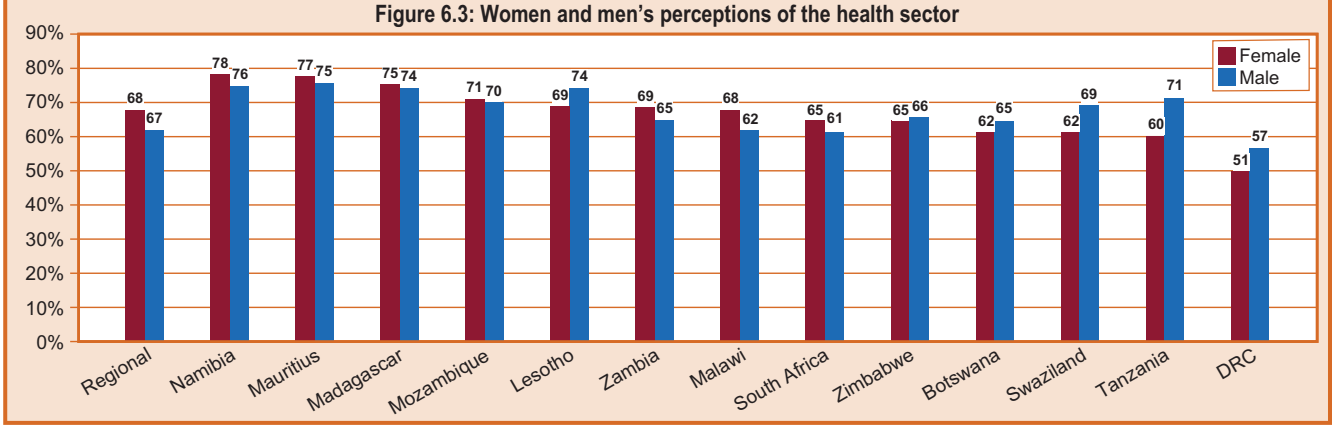
Figure 6.2 shows the SGDI versus the Citizen Score Card (CSC) which measures women and men's perception of their governments' performance. These perceptions capture the availability and quality of the services offered. Over the last six years, the CSC score has increased by ten percentage points from 58% to 68%. The most marked increase took place during 2012 -13, but the regional average has remained static at 68% for the last year. The average figure masks the score increases in seven of the 13 countries for whom CSC scores are available this year, and declining scores in five countries. The improved CSC scores bring DRC (55% SGDI - 53% CSC), Malawi (65% SGDI - 65% CSC) and Namibia (75% SGDI - 77% CSC) CSC scores to a very similar level as their SGDI scores. The citizens of Mauritius and Swaziland which have relatively high SGDI scores

(91% and 77% respectively) have previously rated their governments quite critically.

The increases in the CSC scores (to 76% and 65%) are narrowing the gap between these scores and showing that citizens are appreciating their governments' efforts more. In the case of Lesotho, Zambia and Zimbabwe which have lower SGDI scores, the citizens had previously rated their governments quite highly. Reduction in the CSC scores is bringing the two closer (59% SDGI- 71% CSC; 55% SDGI- 67% CSC; 59% SDGI-65% CSC respectively). In South Africa the CSC has fallen below the level of the SGDI (81% SGDI- 64% CSC) and in Mozambique and Tanzania the CSC has continued to rise above the SGDI (47% SDGI- 71% CSC; 54% SDGI- 68% CSC).

Ideally all countries would have high SGDI and CSC scores. This would indicate that all countries have made progress in the provision of quality health which is appreciated by their citizens. However, citizens are becoming more discerning in most cases.

Figure 6.3: Women and men's perceptions of the health sector



Source: Gender Links 2014.

Figure 6.3 provides sex disaggregated data on the CSC. Overall, women (68%) scored their governments slightly higher than men (67%). The country breakdown shows that women scored their governments higher than men in Malawi, South Africa and Zambia. Women scored their governments lower than men in Botswana, DRC, Lesotho, Swaziland and Tanzania. Women and men scored their governments almost identically in Madagascar, Mauritius, Mozambique, Namibia and Zimbabwe. 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.



Mohale's Hoek government hospital, Lesotho. *Photo: Ntolo Lekau*

Background

In the latter part of the 20th century, Southern Africa made impressive gains in maternal health, access to primary health care and child health. However, this progress across the SADC region has been threatened in the 21st century, largely as a result of HIV, combined with economic and political instability. In at least five SADC countries (Botswana, Lesotho, South Africa, Swaziland and Zimbabwe) life expectancy in 2011 was lower than in 1990[1]. 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 and unsafe pregnancy and lack of control over their physical integrity. This chapter tracks progress that is being made in a number of indicators of women's health, including their sexual and reproductive health.

[1] State of the World's Children 2013, Statistical Tables.

Table 6.1: Health indicators

Indicator	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi	Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
% Contraceptive use among sexually active women	6	53	18	47	40	44	76	12	55	41	60	65	34	41	59
Country policy on termination of pregnancy	Illegal	Permitted in first 16 wks in case of rape, defile-ment, incest	Illegal	Illegal	Illegal	Illegal except when neces-sary to preserve a woman's life	Illegal	Illegal	Illegal	Illegal	Legal and women can choose to terminate preg-nancy	Illegal	Illegal except when necessary to preserve a woman's life	Legal in limited circumstance s, but lack of awareness and stigma inhibits acces	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)	450	160	549	620	240	460	37	490	200	0	145	320	440	440	960
% Births attended by skilled personnel	49	99	74	62	44	71	100	59	81	99	90	82	49	47	66
% Total coverage of sanitation facilities	60	64	31	30	14	10	91	21	32	97	74	57	12	43	40
% Urban coverage	87	78	29	37	21	22	92	44	56	97	82	63	25	56	52
% Rural coverage	20	42	33	27	11	8	90	11	17	97	62	56	7	34	40

*Sources: * UNICEF. State of the World's Children 2013, Statistical Tables. http://www.unicef.org/sowc2013/statistics.html last accessed 1 July, 2014; http://www.carmma.org/scorecard/ last accessed 1 July, 2014; 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 (MMR) 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]. Global and continent wide attention has been focused on reducing the maternal mortality ratio (also a MDG). One of the significant efforts is the Campaign for Accelerated Reduction of Maternal Mortality in Africa[3] (CARMMA).

The African Union Commission and the UN Fund for Population Activities (UNFPA) co-launched CARMMA as a joint initiative in 2009. The campaign seeks to intensify implementation of the Maputo Plan of Action for the reduction of maternal mortality in Africa. Since then CARMMA has been launched in 13 SADC countries and will soon be launched in Mauritius. CARMMA has received high-level political support, for instance from former Malawian President Joyce Banda. The campaign's slogan is, "Africa cares: No woman should die while giving life".

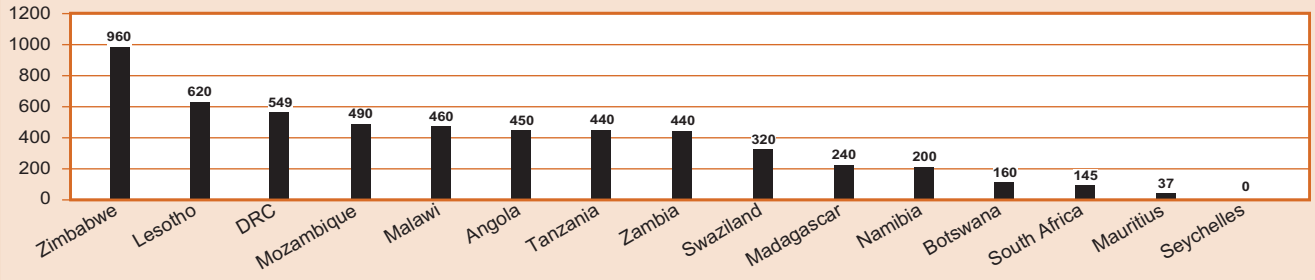
[2] MMR definition.
[3] see www.carmma.org

The campaign focuses on the following areas:

- Developing and sharing best practices.
- Generating and providing data on maternal and newborn deaths.
- Mobilising political commitment and the support of key stakeholders; mobilising additional domestic resources and encouraging community participation, so people know that everyone plays a role in maternal health and reducing maternal deaths.
- Accelerating action to reduce maternal and associated infant mortality in Africa.

Despite these efforts, maternal mortality has increased in seven Southern African countries (Botswana, South Africa, Swaziland, Zambia, Lesotho, DRC and Zimbabwe)[4]. Increased access to HIV treatment and care, and greater focus on saving mothers' lives is beginning to reverse the trend, but the rate of decrease is too slow to meet the goals of either the SGP or the MDGs by 2015 and will require much greater effort by most countries.

Figure 6.4: Maternal mortality rate per 100 000 in Southern Africa



Source: Gender Links 2014 and sources listed in table 6.1.

Figure 6.4 shows the maternal mortality rates in Southern Africa with Zimbabwe having the highest rate at 960 maternal deaths per 100,000 births.

Maternal mortality varies widely in the SADC region: Figure 6.4 reveals persistent high levels of maternal mortality throughout most of the SADC region, but this varies 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).

There has been significant improvement in some countries: The data shows significant improvement in some countries, for instance in Swaziland where the MMR has declined from 736 in 2013 to 320 in 2014; Madagascar's MMR declined from 498 to 240 and in Namibia it has declined from 440 to 200. These dramatic shifts indicate that fast progress is possible.

The figures may be worse: The real numbers may be 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 with limited access to health services due to too few clinics, poor transport infrastructure and frequent delays in getting women the health services that they need. Furthermore, lack of education, cultural and religious beliefs,women's low status in society and the expense of medical treatment means that many women are unable to access health services.

Maternal mortality and morbidity exacts a heavy cost on society: The consequences of maternal mortality and morbidity (proportion of disease and illness) are felt by families, communities and entire nations. If a woman dies during childbirth or soon after delivery, the baby has an increased risk of having a disability. Children who lose their mothers are more vulnerable to problems later in life such as malnutrition and maternal orphans have a lower life expectancy. Furthermore, women dying during their most productive years, also means a loss of resources for the entire society; reduced labour force and economic productivity, and increased single-parent families.

A number of factors contribute to continued high rates of maternal mortality:

- Poor access to health facilities for ante and post natal care as well as for assistance during delivery, or poor quality of healthcare provided by available health facilities.
- Inadequate provision and barriers to access of modern methods of controlling fertility resulting in unwanted pregnancies or pregnancies which are too closely spaced than a woman would chose. Both 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. Adolescents aged 15 - 19 have a much higher maternal mortality than women over the age of 20.

[4] AUC, UNECA, AfDB & UNDP. 2013. MDG Report 2012. Pg 68.

- Poor access to safe abortions resulting in unsafe abortions carry a high risk of negative health outcomes, particularly for adolescents.
- Poor nutrition and education of girls and women.

The Situation Analysis on the Status of Women's and Children's Rights in Zimbabwe identified "three delays" which contribute to a large proportion of maternal deaths: the delay in recognising a problem and deciding to seek care, the delay in reaching a facility after the decision to seek care, and the delay in getting effective treatment at the facility. These three delays contribute to 73% of maternal deaths.[5]

Much remains to be done, especially in the worst affected countries: The continued high MMRs in the SADC region indicate that much remains to be done to ensure that the region shows a maternal mortality reduction of 75% by 2015. The successes achieved in some countries should spur the others to intensify their efforts to address the challenges.

Access to Quality Health Services: Inadequate access to quality health services is a major contributing factor to high maternal mortality ratios. Some of the factors that impact on access are: traditional and religious beliefs and customs; distance to a health facility; infrastructure; number of skilled staff available; attitudes of health staff; availability and cost of the services at health facilities. Women who have access to health services are much more likely to have at least one of 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 ratios. Ante-natal care should include screening for and management of infections, hypertension, iron deficiency, tetanus toxoid vaccination, HIV testing and other risk factors.

In Zimbabwe, the percentage of pregnant women receiving ante-natal care reached a peak of 94% in 2005 and then dropped to 90% during the 2010-2011 *Zimbabwe Demographic and Health Survey* (ZDH). Only 66% of expectant mothers in the urban areas and 64% in the rural areas had the World Health Organization (WHO) recommended four ante-natal visits.[6] Access to post-natal care has shown a similar trend - the percentage of mothers who sought post-natal care increased from 44% in 1999 to 54% in 2005-06. In 2010-2011, the percentage of mothers who received post-natal care declined to 43% just below the 1999 level.[7]

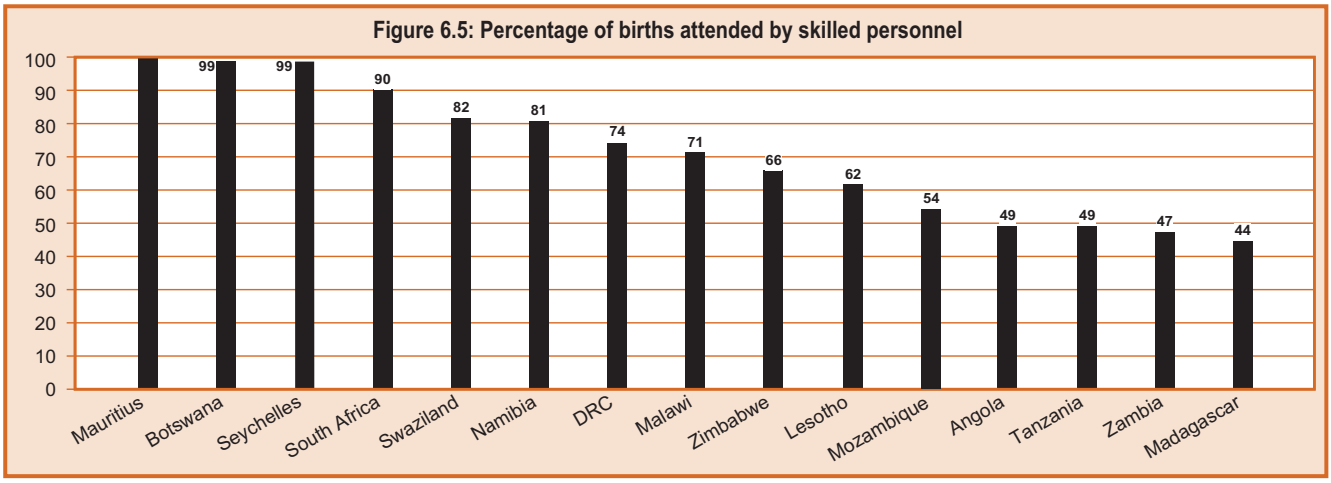


Mothers feed babies after a health class in Swaziland. Post-natal care is important to ensure the health of both mothers and babies. *Photo: Thando Dlamini*

Women that are empowered are more likely to access healthcare: The ZDH also found that women who participate in major household decisions with their husbands or partners are more likely to receive ante-natal care (91%), delivery care (68%) or a post-natal check-up within the first two days after birth (30%) than women who participate in fewer or no household decisions.[8]

Health system financing mechanisms that are not pro-poor contribute to lack of access to health services: The Government of Zimbabwe, in its 2010 Progress Report on the attainment of the MDGs, indicated that a major barrier to achievement of Goals 4 and 5 was user fees required for health services. 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.

5 A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe 2005-2010.
6 Women and Men in Zimbabwe Report 2012, ZimStat, April 2013.
7 Women and Men in Zimbabwe Report 2012, ZimStat, April 2013.
8 Zimbabwe Demographic and Health Survey 2010-2011.



Source: Gender Links 2014 and sources listed in table 6.1.

Figure 6.5 shows the percentage of births attended by skilled personnel in the region. Mauritius scored the highest at 100%.

Presence of skilled health professionals also varies significantly: Figure 6.5 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%. Swaziland has been able to increase the percentage of deliveries attended by a skilled health professional from 74% in 2013 to 82% in 2014. Otherwise, these statistics have not changed. Where a skilled health worker is not available, relatives or traditional birth attendants usually assist.



A nurse checks the health status of a patient in Mauritius.
Photo: Abdhoosee Ghirish

There are high rates of inequality in access to skilled health attendants between urban and rural women and between women in different socio-economic groups. For Africa overall, 76% of urban women deliver with the assistance of a trained health attendant as compared to 40% of rural women. 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.[9] Some of the widest disparities between rural and urban access to skilled health attendants are in Angola (26% of live births in rural areas were assisted by a skilled health worker versus 71% of live births in urban areas), Zambia, (31% in rural areas to 83% in urban areas) and Madagascar (39% in rural areas to 82% in urban areas). Some of the countries with much lower disparities are Swaziland (80% in rural areas to 89% in urban areas) and Botswana (90% in rural areas to 99% in urban areas). Further disparities are in the quality of care. In Swaziland for instance, although the number of women accessing healthcare in rural and urban areas is similar (96% and 93% respectively), the type of service accessed differs as 27% of women in urban areas receive ante-natal care from a doctor, compared to only 7% of women in rural areas.

Similar patterns are found in disparities according to household wealth. In Madagascar 22% of women in the lowest income quintile have access to a skilled attendant for their delivery compared to 90% of women in the highest income quintile. In Zambia, it is 27% of women in the lowest income quintile versus 91% in the highest income quintile. Countries with a lower disparity include Botswana where 84% of women in the lowest income quintile have access to a skilled attendant for their delivery, compared to 100% of women in the highest income quintile.[10]

[9] AUC, UNECA, AfDB & UNDP. Pg 70.
[10] UNICEF. State of the World's Children 2013 Statistical Tables. Tables 12 and 13 http://www.unicef.org/sowc2013/statistics.html last accessed 1 July, 2014.

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.



Tanzania: Dareda Hospital improves reproductive and child health



Skilled health personnel attending to a pregnant woman at Dareda Hositpal. *Photo: Courtesy MaternityAfrica*

The Christian Social Services Commission (CSSC) is a religious body which was jointly established by the Tanzania Episcopal Conference (Catholic) and the Christian Council of Tanzania (Protestant), to facilitate social services focusing on education and health provided by member churches. The CSSC developed a documentary about the good work that the Dareda Hospital is doing to improve reproductive and child health in the Manyara region.

In 2007, the hospital started outreach services aimed at vulnerable pregnant mothers to ensure that they were taken to hospital for safer delivery. The services primarily target women in the 15-20 and 45-55 year age brackets. Due to a lack of transport infrastructure, many pregnant women have to walk between 30-60 kilometres to reach health facilities. Before the project, 50% of women were delivering their babies at home. Following the outreach project, this figure has decreased to 39%, reducing the risk of maternal deaths and ensuring that women receive skilled attention during delivery.

Before establishing the outreach services at Dareda hospital, the number of maternal deaths caused by complications such as obstructed (or complicated) labour; severe hemorrhaging (or bleeding) due to multiple pregnancies; severe malaria complications and mal-position of the baby were a lot higher. The situation was exacerbated by poor attendance at ante-natal clinics as well as delays in reaching health services due to distant facilities.

The outreach service also educates pregnant women about the importance of attending clinics and safe delivery in the health facilities. In this area most women, especially those living in remote areas, depend economically on their husband and often require their husband's approval to go to the hospital for delivery.

Dareda hospital is also training staff to keep them up to date with changes in the health sector. The CSSC has supported the hospital in organising different reproductive and child health workshops, which have contributed to improved services and innovation. Dareda has gone further to improve the maternity ward which is now attracting more women from remote areas to deliver their babies there. There are more plans in place to continue upgrading the ward.

The hospital is participating in the Babati Comprehensive Council Health Planning Budget meetings to address issues relating to the human, financial and material resources needed to undertake outreach services. The Council has also assigned some staff to Dareda to fill the human resource gap.

Dareda Hospital is proving that collaboration between government, the private sector and faith-based organisations can speed up increased access to and quality of reproductive and child health, which ultimately decreases maternal mortality and improves the lives of women and entire communities.

Source: SADC Gender Protocol Summit 2014.

Protocol @ work

Persistent shortages of skilled midwives contribute to high maternal mortality rates: Zimbabwe, for instance, is far below the minimum standard of at least one midwife for every 5000 women, which would require 2000 to 2500 midwives for the whole country, compared to the limited 500 midwives currently practicing in Zimbabwe.[11]

A woman's educational status has a significant impact on whether delivery is assisted by a health professional and whether the birth is delivered at a health facility. For example, in Malawi 63% of births to mothers with no education were attended to by a health professional, compared to 98% of births to mothers with more than a secondary education. Surprisingly, 87% of births to mothers with a secondary education occurred in a health facility compared with 82% of births to mothers with more than a secondary education. The proportion of women who obtain ante-natal care from health professionals also increases with the level of education from 93% of women with no education to 100% of women with tertiary education.

In Swaziland, 15% of women without education fail to access ante-natal care compared with only 4% of women with education.

Sexual and reproductive health



By 2015, countries should develop and implement policies and programmes addressing mental, sexual and reproductive health needs of women and men.

Broadening definitions: Where sexual and reproductive health had previously been treated as an issue within the domain of healthcare and service access, the definition of sexual and reproductive health adopted at the International Conference on Population and Development (ICPD) reads as follows:

Defining reproductive health

"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 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 childbirth and provide couples with the best chance of having a healthy infant.

In line with the above definition, reproductive healthcare 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".[12]

Source: International Conference Population and Development report, para 7.2

[11] Health Transition Fund, A Multi-donor Pooled Fund for Health in Zimbabwe, Ministry of Health and Child Welfare, October 2011.
[12] World Health Organisation (2002). The world health report 2002 Reducing risks, promoting healthy life, World Health Organisation.



Prevention healthcare programmes are usually cheaper in the long run than curative ones.
Photo: Zotonantenaina Razanadratefa

The adoption of these definitions 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. The terms sexual and reproductive rights have increasingly been used in policies and programmes throughout the world.

According to the 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.[13]

There has been a shift in family planning and reproductive health policies: 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,[14] and consider both men and women's reproductive needs. At least six SADC countries (DRC, Lesotho, Malawi, Mauritius, South Africa and Zambia) have a reproductive health policy). Other countries have a family planning policy. Even in countries which do have the policies, implementation is often weak. The extent to which sexual and reproductive rights for women are discussed, understood and provided for in regional and national policies is limited. Updating the existing family planning policies in the SADC region to the rights-based reproductive health approach could assist countries in meeting the health provisions of the SADC Gender Protocol (SGP), 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, gender-based violence (GBV) and lack of choice impact significantly on the attainment of sexual and reproductive rights for women and girls.

Adolescents and older people have sexual health challenges which are not being addressed: The attitudes of health providers often discourage adolescents and older people from accessing sexual and reproductive health services. In both cases there is the perception that at their ages, they should not require such service. Adolescents in most countries are particularly vulnerable because of their lack of information, while older women and men have very specific reproductive and sexual health issues which are often inadequately addressed.

Women globally and in Southern Africa suffer from lack of control over their own sexuality[15]. Many women exchange sex for survival not as sex work but rather as a basic social and economic arrangement between the sexes. Most men can choose when, with whom and with what protection, if any, to have sex. Many 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 and economic obligations to have sex when it is not desired, increase the risk of micro lesions and therefore of STI/HIV infection. In addition, women are subjected, often without choice, 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.

[13] ICPD 1999.
[14] Anderson, 2005.
[15] 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: Gender and health take centre stage in Kadoma



Councillor Langton Mabhanga's drive to involve communities in their own development has paid off. Some 1,500 women, men and children in the city of Kadoma are taking charge of their health through community-based support groups and outreach programmes.

A community-based support group comprised of three qualified nurses, three youth and three persons living with HIV, make on average ten home visits each month, while every week the group provides blood pressure and blood sugar screenings to about 120 women.

The Council, through a partnership with Population Services International (PSI), also provides sexual and reproductive health services which include HIV testing and counselling, sex education and free condoms. Eighty three percent of the beneficiaries of the community health services are women, and elderly women are a specific target group.

Mabhanga has engaged doctors, physiotherapists, nutritionists and counsellors who volunteer during the outreach programmes as well as the council's bi-annual health expo, which provides information on HIV and other diseases that affect women and youth.

Kadoma's health awareness programme has become a lifeline to women like Fadzai Rombe who learnt that her husband was HIV positive after he was jailed and needed his medication from home. "I started the painful and severe mental process of dealing with my husband's status. He hadn't told me about his test and medication," explains Rombe.

Upon his release from jail, Rombe's husband deserted her and their three children. "I endured for three months until I visited the Health Awareness Clinic... I now know I can still live, move on and I will make it."

The Council also distributes blankets, utensils and clothes to the pupils of Jairos Jiri School for the Visually Impaired- 65% of whom are girls.

The health programmes have enhanced the spirit of volunteerism in the community and people are keen to help each other. Mabhanga says the high level of community participation is one way to sustain the health initiatives.

Mabhanga believes that local authorities must ensure accountability to women and girls in their delivery of services."Through poor service delivery, local authorities perpetuate and amplify the community
voices of tradition that lead to gender stigmatisation."

For 2014, Mabhanga has plans to expand the idea of the Health Fair to create a Gender Caravan and establish a '50/50' village.

Source: Derived from Councillor Mabhanga's presentation to the SADC Gender Protocol @ Work Summit, May 2014.



Stigma and discrimination relating 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. Further, women are often blamed for spread of disease, always seen as the "vector", even though the majority of women are infected by their partner or husband.

Violence against women has serious consequences for physical and mental health: Abused women are more likely to suffer from depression, anxiety, psycho-somatic 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.

Botswana: Men and boys for gender equality



MenCare is a Botswana-based NGO that engages men and boys to reduce gender inequalities and GBV, and support HIV prevention and promotion for the healthy wellbeing of men, women and children.

Ending GBV requires transformation of social norms and coherent policies and programmes that emphasise gender equality as non-negotiable. The 2011 Gender Based Violence Indicators Study conducted by Gender Links and the Gender Affairs Department, noted that patriarchal attitudes are significant factors driving the incidence of GBV in Botswana. It further asserts that while women and men affirm gender equality in the public domain, this has not translated into their private lives, particularly within intimate relationships.



Botswana Minister of Labour and Home Affairs Edwin J Batshu launching Botswana GBV Indicators study. *Photo: Gender Links*

The report makes for some sober reading as over 67% of women have experienced some form of gender violence in their lifetime. Nearly one third of women (29%) experienced intimate partner violence in the 12 months prior to the prevalence survey. In contrast, only 1.2% of Batswana women reported cases of GBV to the police in the same period. Thus, the prevalence of GBV reported in the survey is 24 times higher than that reported to the police. This suggests that levels of GBV are far higher than those recorded in official statistics and that women have lost faith in the very systems that should protect them.

MenCare aims to:

- Contribute towards building families by facilitating involvement of fathers in the care and parenting of their children through support groups.
- Train local popular personalities on gender equality and work with them as social commentators in advocating men's involvement.
- Partner with local health posts (clinics and hospitals) in the involvement of men in the care and parenting of children, engaging them during the ante and post natal care of their spouses or partners.
- Mobilise communities and students (both men/boys and women/girls) to come together and take constructive action around GBV.
- Use media and social media networks to educate and relay the gender equality message.

Through use of the media, MenCare is able to get a clear message to the public about their work. On top of the dissemination of information using pamphlets and fact sheets, MenCare developed five adverts which were aired on TV and radio jingles were produced and aired on weekly radio programmes. The NGO also trains 20 popular personalities on gender issues. They have noticed that working with male television personalities creates a good following since they are able to reach more people.

The group has developed the One Man Can training where they go to different districts for five days and coach men on gender. They conduct road shows and so far 10 000 people have been reached. Peer education has also helped their organisation and so far 80 students have been trained as peer educators through the various camps around the country.

At a local level, MenCare has worked with different organisations such as Stepping Stones International and Bakgatla Blokang Matshelo, while at the national level the group has worked with Men Sector and the MenEngage Botswana Network, collaborating with the Department of Gender Affairs and Project Concern International.

MenCare has indirectly benefitted approximately 200 000 women and 250 000 men. Through their efforts they are able to educate men to be better men and active fathers. This has proven difficult because culturally it is taboo for men be active in the birth and nursing stage, but engaging with elders and traditional leaders has helped change this.

One father participating in the programme reported that he had quit alcohol to be involved in the raising of his child. Another father reported that he is expecting triplets and that he will go the extra mile to help her. All of the original members selected for the fathers groups continue to participate in sessions and demonstrate their interest and commitment to the programme. Men are now starting to search for information regarding custody because they want to take more responsibility for their children.

Adolescent sexual and reproductive health and rights (SRHR)

Africa has a high rate of pregnancy among adolescents aged between 15 and 19 years old, partly due to persistent early marriages. The rates of child marriage in SADC range from 4% of girls married by the time they reach the age of 18 (Swaziland and South Africa) to 43% (Mozambique). The percentage of girls who have given birth by the time they are 18 ranges from 13% in Lesotho to 42% in Mozambique.[16] There is a direct correlation between rates of adolescent pregnancy and maternal mortality. All countries need to promote a continuum of SRHR 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 encourage adolescents to avoid becoming pregnant.
- The provision of adolescent friendly health services which manage the major risks for adolescents such as STIs, malaria, anaemia and which makes safe abortion more accessible.
- An enabling legal and policy environment which criminalises child marriage, encourages adolescents to continue their education, and encourages adolescents to access health services.

African Union Campaign to End Child Marriage launched in May 2014: It is estimated that if nothing is done to reduce the rates of marriage of girls below the age of 18, 14 million African girls will be married every year. The consequences of early marriage and adolescents having children include: increased maternal and child mortality; obstetric fistula, premature births, and sexually transmitted diseases (including cervical cancer). The Campaign will use the following strategies: (1) supporting legal and policy actions in the protection and promotion of human rights, (2) mobilising continental awareness of the negative socio-economic impact of child marriage, (3) building a social movement and social mobilisation at the grassroots and national levels; and (4) increasing the capacity of non-state actors to undertake evidence-based advocacy including the role of youth leadership through new media technology, monitoring and evaluation.

Level of education is correlated with positive health outcomes but secondary school enrolment across the region varies greatly from a high of 96% in SA and Mauritius to lows of 11% in Mozambique and 15% in Malawi and Madagascar.

Governments are beginning to establish youth friendly clinics to prevent STIs, to reduce unsafe abortions and lessen the incidence of maternal mortality: Malawi for instance, has put in place Youth Friendly Services Standards, aimed at promoting provision of sexual and reproductive health (SRH) services to young people. Services provided at community level for young men and women include the provision of oral contraceptives and condoms; maternal, post-natal and adolescent care; HIV testing and counselling as well as referrals for other services. In 2010 there were 1609 health facilities providing youth friendly services, which Illustrates government's commitment to SRH. In Botswana, the Department of Youth coordinates the HIV and AIDS youth sector, which specifically deals with HIV among 10-24 year olds. The country recognises the urgent need to develop policies and guidelines to cater for adolescent SRH.

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 as well as 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 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.

Adolescent males in Swaziland reported they have been denied access to condoms because family planning providers perceive them to be too young to engage in sexual intercourse. One boy said a family planning provider who happened to know his mother threatened to tell her when he attempted to obtain condoms. Such attitudes from family planning providers perpetuate unprotected sexual intercourse in a society with high HIV prevalence rates and high incidences of adolescent pregnancy.

Adolescent girls in Swaziland also reported having to change out of their school uniforms and into ordinary clothes prior to accessing contraceptives, which is often denied to schoolgirls. Adolescents from a rural area reported that family planning providers ridiculed them when they tried to access contraceptives. Financial constraints also 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 them.

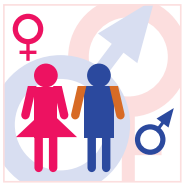
Age of consent (for medical procedures) laws inhibit young people's access to SRH services

[16] UNICEF. State of the World's Children 2013 Statistical Tables. Table 11 http://www.unicef.org/sowc2013/statistics.html last accessed 1 July, 2014.

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 by barring young people from accessing vital SRH services. Given this scenario, it is important to rationalise 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. In Zambia, the age of consent is 18 and the median age for sexual debut for girls is 17. Thus legislation should be complementary and the need for SRH must be 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.[17]

Namibia has recognised that the health of adolescents is a national public health concern and therefore the government has begun a process of developing national standards for adolescent friendly health services.

Family planning

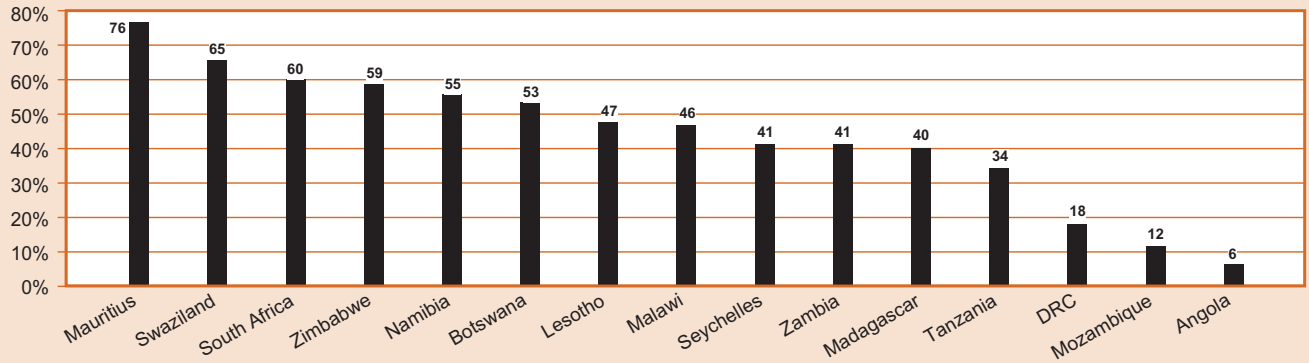


Sub-Saharan Africa has the highest total fertility rate in the world, but some countries in the region are undergoing dynamic and unprecedented fertility transitions[18]. Among these transitions is an improved acceptance of family planning, increased uptake of modern contraceptive methods and improved health services to help meet family planning needs. Family planning services have been established in many Southern African countries. Access to a range of contraceptives is also available with the provision of information and counselling. Higher uptake of modern contraceptive use has been observed in Zimbabwe, Madagascar, Malawi, Mozambique and Tanzania, where there have been improvements in family planning services. However, it is important to note that family planning is often seen as a 'woman's issue' and men are rarely involved.



Health tests during a Men's Health Roadshow, Swaziland, 2014. *Photo: Swaziland Observer*

Figure 6.6: Contraceptive usage in Southern Africa



Source: Gender Links 2014 and sources listed in table 6.1.

[17] Government of Seychelles, 2010.
[18] (Sharan et al, 2009).

Contraception use is still low but it is improving: As can be seen from figure 6.6 the number of countries with contraceptive usage of over 50% has increased from five to six. There are still 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 has very poor coverage (5%). A number of countries such as Swaziland, Namibia, Botswana, Malawi and Madagascar have improved coverage of family planning in the last year. As the UNFPA has estimated, one third of maternal deaths could be prevented if all women were able to access contraceptives. This is clearly 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 it as effective as modern, hormone based methods.



In **Zimbabwe**, the most effective form of contraceptive distribution is through the contribution of the community-based distribution network. Unfortunately this has declined to only 5% of the contraceptive distribution strategies. The 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 schoolgirls requesting contraception on the grounds that the girls are too young to indulge in sexual intercourse or that they are not married and therefore have no need for contraceptives."[19]



In **South Africa**, the average contraceptive use is at 60%. The legal age to access medication and contraceptives is 12 years and above, while the age of sexual consent is generally 16 years and older. The health system provides various contractive methods free of charge at clinics and health facilities. The male condom is widely distributed, and civil society and the private sector are also using their own platforms and spaces to provide alternative access points for male condoms distributed by the Department of Health. As a result, one often sees a full or empty male condom dispenser in many public and private spaces. In February this year, the Health Ministry announced the free administration of a new sub-dermal (under the skin) contraceptive device available to all women at public hospital and clinics across the country. According to the Health Minister, Aaron Motsoaledi, "It gives women freedom to control their own lives. It can be taken out any time and if they want to fall pregnant, it only takes few weeks to conceive."[20]

Malawi: Community agents help out



The Government of Malawi is implementing a number of low-cost innovative strategies aimed at increasing family planning coverage. One of these is the Community-Based Distribution Models in which community-based distribution agents have been trained to address gaps in knowledge, access to, and utilisation of the wide range of available family planning services.

The engagement of community-based distribution agents is important in relieving severe human resource shortages. Furthermore, the government recently formulated a policy that authorises health surveillance assistants to provide Depo-Provera (contraceptive) at community level, increasing the number of women reached with family planning information and methods. Between 2008 and 2009 Depo-Provera was the most preferred family planning method.[21]

With technical and financial support from Management Sciences for Health, 1400 health surveillance assistants have been trained and now provide injectables at community level in eight of the 28 districts.[22]

Source: Malawi Barometer, 2013



In **Malawi** average contraceptive use among sexually active women is 36%. However, the contraceptive prevalence rate (CPR) among married women using any method of contraception is 46%, an increase from 33% in the 2004 Malawi Demographic Health Survey. Out of the women using contraception, 42% use a modern method of contraception and 4% use traditional

[19] Shalev, 1998.
[20] News24: Minister announces new contraceptive http://www.news24.com/SouthAfrica/Politics/Health-minister-announces-free-contraceptive-20140219
[21] SAfAIDS, 2011.
[22] Ibid.

methods. The modern methods used are: injections (26%), female sterilisation (10%), pills (3%), and male condoms (2%). The CPR increases from 29% for the 15-19 year age group to 54% for the 35-39 year age group, after which it declines. Educational level influences the total fertility rate; not surprisingly, higher education is associated with a higher CPR. About 40% of women without education currently use family planning methods, compared with 57% of women with more than a secondary education. Contraceptive use increases with the number of living children a woman has. Some 6% of women who have no children are currently using family planning, compared with 41% of women with one or two children. The CPR is highest for women with five or more children (56%). A similar pattern is observed for modern and traditional methods.

The gap between knowledge of contraceptive use and actual use is still too large: According to the 2007 Botswana Family Health Survey, 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.



The Government of **Tanzania** committed to reinforcing the implementation of the policy for provision of free reproductive health services and to increasing the rate of contraceptive use 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%.[23] 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.



Deputy Director of Health Services Rejoyce Nkhambule and UNICEF Representative Rachel Odede during a vaccination campaign in Swaziland. *Photo: Swazi Observer*

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 ante-natal classes, deliver at home, and pose a greater risk of transmitting HIV to their unborn children if their drug use is intravenous.[24]

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 many find that the female condom is not as easy to use as the male condom, which suggests that the only way there will be increased 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 campaigns that involve men in family planning (Lesotho, Mauritius, Malawi and Zambia). The Malawi Human Rights Resource Centre, the NGO Gender Coordination Network (NGOGCN), UNFPA, the Population Services International and Banja La Mtsogolo are the key actors in spearheading male involvement in family planning in Malawi. They mobilise men to sensitise other men about the importance of family planning methods, and inform men about the option of a vasectomy. In Mauritius there is a *Men As Partners Initiative* which promotes

[23] Tanzania National Bureau of Statistics, 2010.
[24] Government of Seychelles, 2010.

men's responsibility and participation within the family and community, to enable the effective empowerment of women and to enhance the quality of life of the entire family. There is evidence to suggest that much of the campaigning in the SADC region which promotes men's involvement in sexual and reproductive health has more to do with HIV and AIDS and the spread of STIs than with family planning. Although these messages are obviously very important, there is a need for men to be active partners in all areas of reproductive health so that we move from considering reproduction as only women's concern.



In **Lesotho** peer education and condom promotion in family planning campaigns target men. Since 2007, Lesotho Planned Parenthood Association (LPPA) has set up a Male Reproductive Health Clinic on its premises. It also targets men working at building construction sites, military camps, security and police deployment areas. Their services include distribution of condoms; circumcision services, management of STIs; voluntary counselling and testing (VCT) and other male 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 taken part in several activities that encourage men to participate in SRH such as attending ante-natal clinics with their partners. As a result of this initiative, facilities are more male friendly and men can be seen accompanying their partners and also testing for HIV. More men are also bringing children for vaccinations, a scenario that was not common in Lesotho before this initiative, since vaccinating children was socially defined as a woman's reproductive role.

The right to choose



A healthcare centre in Madagascar.
Photo: Zotonantenaina Razanadratefa

Any discussion about abortion and a woman's right to choose remains contentious. People who do not support abortion cite many moral, religious and cultural factors as to why it should remain illegal. The reality on the ground however, is that women continue to access unsafe abortions and as a result of this, thousands die each year, while others suffer permanent damage, infertility and chronic illness. There is an urgent need for a policy environment that promotes access to safe abortions, emergency services for post-abortion care, post-abortion counselling and information around the availability of services.

While this is not an issue provided for in the Protocol, it is increasingly being debated throughout the SADC region. With only South Africa (and to some extent Zambia) having legalised abortion, there is still great resistance to the issue across the region. However, given that illegal abortion is one of the main reasons behind high maternal mortality ratios (MMR) throughout the region, for instance 19% of the MMR in Namibia is attributable to unsafe abortions, 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 1996, implemented in 1997, 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. 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.[25] This has resulted in an increase of terminations within safe health facilities and a corresponding reduction of unsafe 'back street' abortions. While many unsafe abortions still occur, maternal deaths due to unsafe abortions have been almost eliminated. However, persistent stigmas and negative attitudes held by health 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 abortion being used 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 and lacking knowledge about the availability of safe abortion, unsafe abortion remains rife. Furthermore, although abortion is legal, bureaucracy makes it is extremely

[25] Department of Health. Annual Report 2012. Pretoria 2012.

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 very 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 are 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.[26] 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.[27] 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 more accessible and put in place standards and guidelines for reducing unsafe abortion.



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 are 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 is a challenge. Few approved clinics for abortion exist, especially for rural women.[28]

The public continues to debate abortion, but many Batswana agree with the current policy because they believe it is in line with Christian and traditional values that women should have children.



Although in **Malawi** induced abortion is illegal unless the pregnancy threatens the mother's life, the country has the highest abortion rate in Southern Africa at 35 abortions for every 1000 women aged 15 to 44 years.[29] 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 STIs and HIV in young people as well as high incidences of early and unwanted pregnancies; high abortion rates and in turn high maternal and infant mortality. Through its Post-Abortion Care (PAC) 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.[30] Recent studies by the Ministry of Health and IPAS show that 17% of maternal deaths are related to abortion complications.[31] The factors contributing to the abortion related deaths are: lack of safe abortion services; barriers to make choices due to religion and legal restriction; early and unwanted pregnancies; child marriage and poverty.



In **Swaziland**, the national Health Sector Strategic Plan (HSSP) 2008-2013 commits to training health workers in the provision of post-abortion care. 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 among adolescents and where the unmet need for contraception is high.[32]



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. However, providing contraceptives to a minor is illegal, leaving health care providers in a difficult situation.[33] 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 conducted in non-medical environments. Furthermore, 86% of all unsafe abortions are accessed by young women under the age of 20 years.

[26] Centre for Reproductive Health, 2011.
[27] Ibid.
[28] (UN 2009).
[39] Malawi Reproductive Health Unit, 2009.
[30] SAfAIDS, 2011.
[31] "Study of the Magnitude of unsafe abortion in Malawi, Ministry of Health -GOM (May 2011)".
[32] Government of Swaziland, 2010.
[33] Government of Seychelles, 2010.

Zimbabwe: Mapingure vs. the State
By Regis Chingawo



On 26 March 2014, in a landmark ruling, the Supreme Court of Zimbabwe ordered the government to compensate rape survivor, Mildred Mapingure, after the state failed to provide her with access to a safe abortion. On 4 April 2006, Mapingure was attacked and raped by robbers at her home in Chegutu, after which she later fell pregnant.

After her attack, she immediately reported her case to the police in Chegutu and requested that she be taken to a doctor to be given medication to prevent pregnancy and any sexual transmitted infections. A doctor told Mapingure that he could only attend to her in the presence of a police officer. The doctor also said that the medication had to be administered within 72 hours of sexual intercourse.

Mapingure went to the police station the following day and was advised that the police officer who dealt with her case was not available. When she returned to hospital, the doctor insisted that she could only be given medication if her police report was made available. On 7 April 2006, Mapingure went back to the hospital with another police officer, but was informed that she could not receive the medication requested because the required 72 hours had lapsed. On 5 May 2006, Mapingure's pregnancy was confirmed.

Mapingure then went to see the investigating officer who referred her to a public prosecutor and told him she wanted to have the pregnancy aborted, but she was told that she had to wait until the rape trial had commenced. In July 2006, acting on the instructions from the police, she returned to the prosecution office and was advised that she required a pregnancy termination order, but again the courts could not assist her because the rape trial had not been completed.

On 30 September 2006, she obtained the necessary documentation to terminate the pregnancy, but a hospital matron who was assigned to carry out that exercise felt it was no longer safe to do so. Mapingure then gave birth on 24 December 2006.

She approached the High Court citing the Ministers of Home Affairs, Health and Child Welfare and Justice Legal and Parliamentary Affairs as respondents, claiming $51 000 in damages for refusal to access safe abortion services.

The High Court ruled in favour of the State, arguing that her misfortune was as a result of her own ignorance as to the correct procedures to follow. Mapingure then appealed to the Supreme Court against the decision where she was represented by Advocate Isaiah Mureriwa from the Zimbabwe Women Lawyers Association and lawyers Fadzai Traquino and Primrose Mungwari. In a 33-page judgement, Justice Bharat Patel sitting with Justices Paddington Garwe and Anne-Mary Gowora accused the investigative police officers of failing to put together a relevant report to the doctor so that the appellant could promptly receive medical attention.

"On their part, police failed to compile the requisite report or to accompany the appellant to the doctor despite several spirited efforts by her to obtain their assistance.

"The evidence before the court a quo indicates that the police were very alive to the appellant's predicament, but neglected to comply with her entreaties for various administrative reasons that are not entirely clear," said Justice Patel.

Patel also accused the doctor of failing to administer the contraceptive drug. "In my view, a reasonable person in the position of the doctor would have foreseen that failure to administer the contraceptive drug or his failure to advise the appellant on the alternative means of accessing that drug, would probably result in her falling pregnant." Justice Patel ruled that the state must give Mapingure damages claimed.

Advocate Mureriwa told *The Zimbabwe Mail* their client would be going back to the High Court to determine the amount of compensation she should receive.

Source: adapted from an article called "Supreme Court in landmark ruling" originally published in the Zimbabwe Mail on 26 March 2014.



Abortion in Namibia



The UN states that Namibia should reassess the abortion policy since infanticide and baby-dumping are often linked to the criminalisation of abortion. That's why this topic should be a priority for the government to make sure that the right to choice and life is protected.

Abortion results in 21% of complications in maternal health and is the second most common cause of maternal mortality. A special rapporteur from the UN further states that there is the need for the government to address the fact that there is an increased risk of maternal mortality when women are forced to undertake illegal interventions.

The government puts measures in place to curb the high number of pregnancy-related deaths, but there are no discussions about this pre-independence law that criminalises abortion.

The WHO states that in order to avoid maternal deaths women need to have access to family planning and safe abortion. This way there will be a reduction of unwanted pregnancies, unsafe abortions and maternal mortality.

The recommendation from the UN is to also ensure appropriate healthcare services related to pregnancy, especially in rural areas, further stating that services have to provide quality family planning, including counselling and advice. A special focus must be the young and poor population.

Research indicates that the most common problems that women have with unwanted pregnancies is the lack of support (emotional and financial). Also, culture dictates that men have a dominant role in the households, thus depriving many women from using contraceptives or saying no to sex. Resultant pregnancies are often unwanted and women also feel unable to raise a child due to poverty, sickness and other economic or social pressures.

Many people have the perception that the legalisation of abortion will increase the number of abortions but data shows that this is not the case. The rates of abortions are linked to desired family size and to the availability of contraceptives.[34]

Sexual diversity

Across the globe, due to widespread criminalisation, and/or persistent marginalisation and discrimination against people of diverse gender identities and sexual orientations, many people's access to healthcare remains either entirely absent or grossly limited and inadequate. Although the definition of sexual and reproductive health emphasises the need for all people to have safe and satisfying sex, the majority of Southern African countries consider homosexuality illegal.

Diverse gender identities are not specifically provided for in the SADC Gender Protocol, but the post-2015 framework provides space for debate on a more rights-based approach.



Johannesburg People's Pride March 2013. *Photo: Laurie Adams*

Even in South Africa, which is one of the very few countries in the region where same-sex relationships and/or marriage is legal; where discrimination based on gender identity and sexual orientation is illegal and the rights of Lesbian, Gay, Bisexual, Trans-gender, Intersex (LGBTI) people are constitutionally protected, inadequate services, discrimination and health rights violations continue to obstruct people's access to healthcare.

According to an ongoing study[35] on LGBTI access to public healthcare in the Western Cape and Gauteng provinces of South Africa, services addressing LGBTI-specific health concerns as well as SRH information and prevention resources are almost completely lacking in public facilities. Consequently, in both provinces people rely primarily on LGBTI-specific health services and information (usually relating to HIV prevention and management) provided by NGOs. There are also only a few clinics that provide services for gay men, while

[34] Shipanga, Selma. *Nam should reassess abortion policy - UN*. Windhoek, Namibia. In: The Namibian, 28 May 2013. Available at: <http://www.namibian.com.na/indexx.php?archive_id=108448&page_type=archive_story_detail&page=266> Last accessed 18 December 2013.

[35] Dr. Alexandra Muller, 2014, *Access to health care for lesbian, gay, bisexual and transgender South Africans*, School of Public Health and Family Medicine, University of Cape Town.

none exist for the provision of healthcare to lesbian women or gender non-conforming people. There are only three health facilities in the country that provide services for gender reassignment for transgender people, and due to limited resources, people can wait up to 20 years for the service.

Barriers to health services also continue, not only due to a lack of knowledge of LGBTI-specific issues on the part of health workers, but also due to discriminatory and unprofessional conduct. Many people reported having either experienced or witnessed refusal from accessing healthcare services, or homophobic or transphobic harassment from healthcare workers when seeking sexual health services. Thus people either do not reveal their sexuality or gender identity and delay or completely avoid seeking healthcare.[36] This renders them vulnerable to general health problems and highly infectious diseases that are easily prevented and treated. Both patients and practitioners should be educated about the rights of the patients, while patient services must recognise discrimination on the basis of sexual orientation and gender identity to ensure homophobia and transphobia is addressed.[37]

There is an urgent need not only to recognise and protect people's sexual and gender diversity, but also to ensure equal, inclusive and unprejudiced services, facilities and accountability mechanisms for all people seeking healthcare. Standards and guidelines must be developed and mainstreamed in healthcare information, practice and infrastructure.



Adequate supplies of medicines and blood are crucial for sustainable healthcare services. *Photo: Zotonantenaina Razanadratefa*

Women in prisons and refugee camps

The situation of "People of Concern" to the United Nations High Commission for Refugees (UNHCR) remained almost constant in Southern Africa in 2013: At the end of 2013, there were about half a million "people of concern" in Southern Africa, comprised of 131 300 refugees, 272 400 asylum-seekers, 1700 returnees, 68 000 Internally Displaced Persons and 24 000 others (mostly former Angolan refugees). Most of the refugees in Southern Africa were living in protracted situations, though there was an increase in new arrivals from the Democratic Republic of Congo (DRC), as well as North East Africa.[38] 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/or 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.[39]

According to the World Health Organisation, refugee camp clinics should provide access to contraceptives, condoms, HIV tests and there should be at least one nurse/midwife per 500 patients. A strategy for improving the sexual and reproductive health (SRH) 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 SRH services for young women and girls who are growing up in refugee camps with little parental supervision and immense responsibilities and pressures.[40]

The provision of SRH services for women in prisons or refugee camps is limited: While very little information could be found on existing policies or programmes, qualitative research conducted by the Zimbabwean Women Writers with women in prisons indicates that the SRH needs of women in prison are inadequately 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 from the prison guards, and afforded no additional care or services for their child-some of which are raised within the prisons. High incidence of sexual violence and rape in prison is also reported.

[36] Ibid.
[37] Ibid.
[38] UNHCR. 2013. Global Report 2013. http://www.unhcr.org/gr13/index.xml last accessed on 7 July, 2014.
[39] Gatsinzi, 2011.
[40] Ibid.

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.

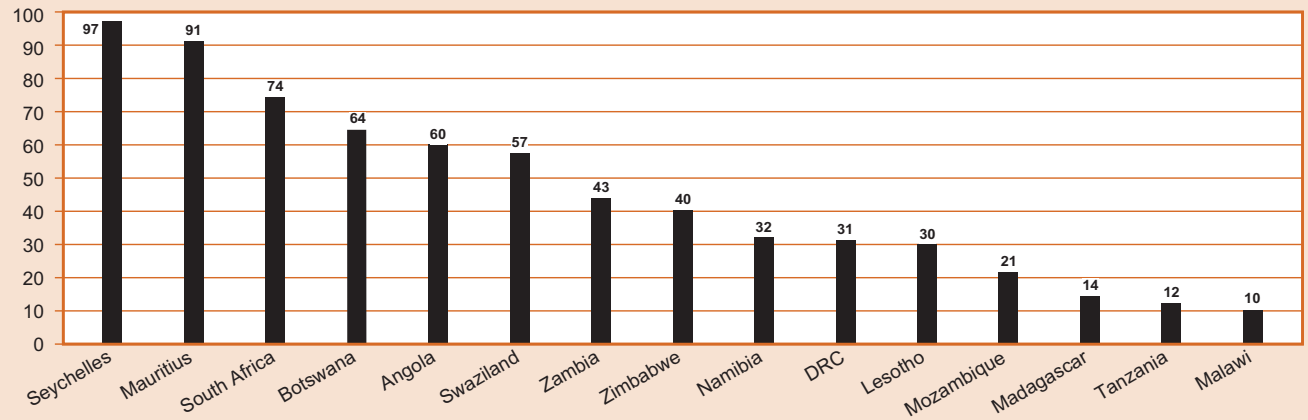


Chibuto Council community members fetch water from a communal source. Clean water provision is high on the local government agenda in Zambia. *Photo: Isaac Zulu*

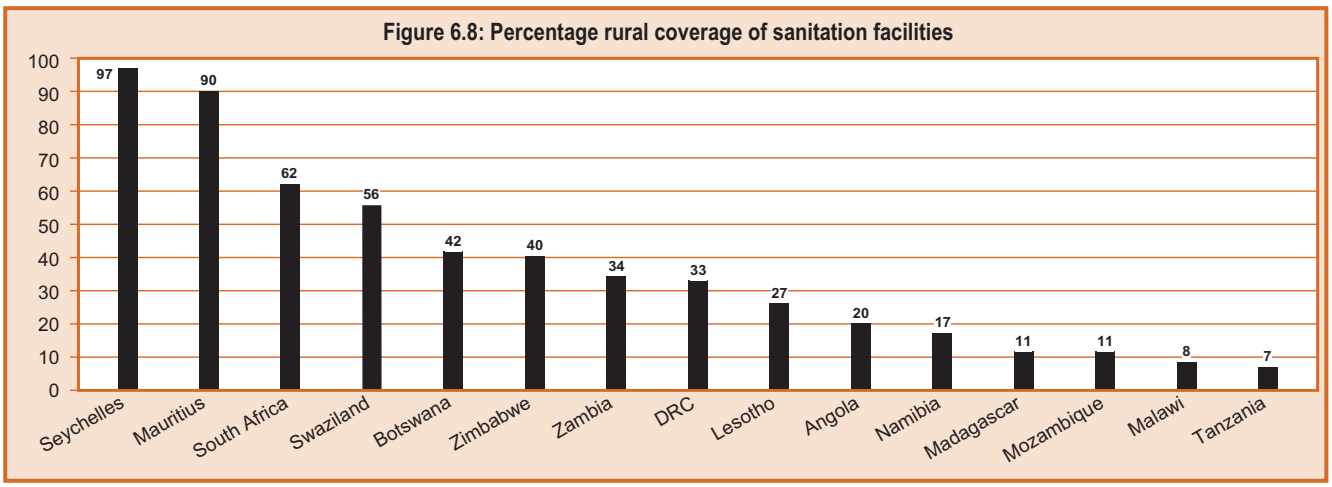
The provision of sanitation and hygiene facilities is integral to improving women's health throughout the region. Poor sanitation results in increased spread of communicable diseases which women are particularly vulnerable to. Furthermore, menstruation, pregnancy, and post-natal care are difficult for women without proper hygiene and sanitary facilities, as are caring for ill family and community members. According to the WHO, 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 safe, 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. Women thus have a vested interest in ensuring that there are developments and improvement of sanitation in their countries. Although providing hygiene and sanitation facilities are provisions of the SADC Gender Protocol, the developments have been slow.

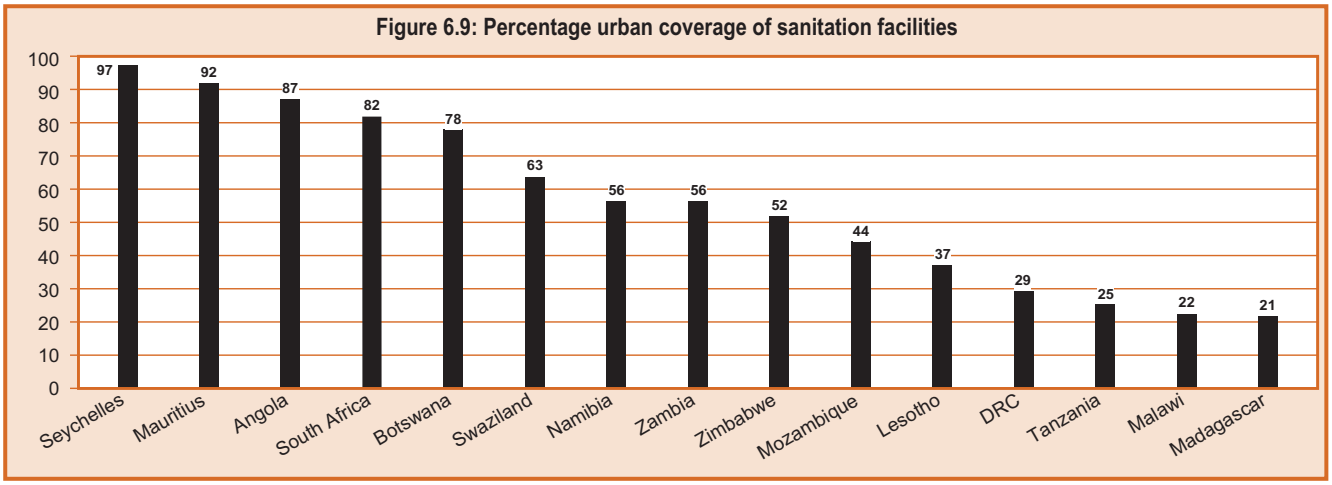
Figure 6.7: Percentage total coverage of sanitation facilities



Source: Unicef progress on Drinking water and sanitation 2014 update.



Source: Unicef progress on Drinking water and sanitation 2014 update.



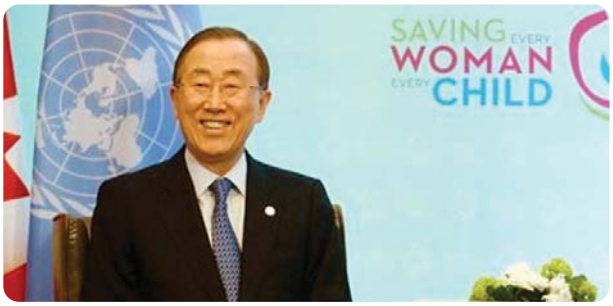
Source: Unicef progress on Drinking water and sanitation 2014 update.

Data indicates that the region still has a long way to go in achieving universal sanitation coverage: Figures 6.7, 6.8 and 6.9 indicate that sanitation in most SADC countries, with the exception of Seychelles (97%) and Mauritius (91%), remains low with great disparities between rural and urban areas. Six of the 15 countries have less than 50% coverage in urban areas and 11 of 15 countries have less than 50% coverage in rural areas. Although small gains have been made, this is still much below what is needed to make a significant improvement in health.

Rural coverage is especially low: In almost all countries, urban coverage is significantly higher than rural coverage. Seven countries have rural sanitation coverage that is below 30%.

Commitment to improve sanitation for residents of informal settlements is even lower: This is mainly because 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.

Health in the SADC region and post-2015



UN Secretary General Ban Ki-Moon addresses a conference on maternal, newborn and child health in the post-2015 development agenda on the final day of the Canadian government's global health summit in Toronto, May 2014. *Photo: Jill Thompson*

As the 2015 target date for achieving the Millennium Development Goals (MDGs) approaches, there is wide debate as to what development goals the global community should set next. From the analysis it is clear that the SADC Gender Protocol (SGP) targets are feasible but success will require concerted efforts to address health, including sexual and reproductive health and

Malawi: Community leads the campaign for "total" sanitation



Do it yourself: Malawi sanitation campaign. *Photo: Google Images*

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) CLTS has proven to be an effective approach for eliminating the practice of open defecation.

Since its introduction in Malawi, over 2000 villages have been targeted 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 harmonising sanitation and hygiene interventions towards meeting the goals of the Malawi Growth and Development Strategy.

Malawi has also 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 report indicates that a household is considered to have access to safe drinking water if the water source is: piped into dwelling, yard or plot; a communal standpipe or well in a yard or plot; a borehole only in rural areas, a tanker truck or bowser or 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, with female-headed households (82%) having a higher rate of improved access to safe water sources than male-headed households.

Among many initiatives undertaken in Malawi, is the water supply and sanitation system launched on 15 April 2013, in Malosa, by former Malawi President Joyce Banda. The project aims to serve seven market centers in the area. The project is part of the National Water Development Programme, supported by loans from the African Development Bank (AfDB) 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 million, with an additional USD 14 million in co-financing by the Australian Government Overseas Aid Program (AusAID).

Source: Malawi Barometer, 2013

rights throughout the region. Women's lack of education, resources and power urgently needs to be addressed across SADC and women's distinct health needs and responsibilities must be integral in the formulation of legislation, policy and programmes throughout the region.

Improved health is seldom only a result of improvements in the health sector. Better education, women's political and economic participation and improvements in water and sanitation all contribute significantly to a community's health. Various Barometers have noted that it is difficult to obtain accurate and up to date health statistics, and without these it is difficult to strategise and improve deficient areas of the health sector. Efficient and accurate birth and death registration in all countries is a fundamental requirement for improved statistics.

Although progress has been made in the healthcare sector, much remains to be done. Beyond 2015, SADC countries need to:

Elevate women's health needs from being a basic need to being a right: Sexual and reproductive health needs, addressed in the MDG's and in the SGP, need in the post 2015 era to become Sexual and Reproductive Health Rights (SRHR).

Governments and councils, including those of lower-income countries, need to start prioritising SRHR. Local government councils need to invest more political will and tangible resources into the provision of health services and promotion of healthy communities. Strategies must also incorporate mental health care and ensure that populations are served by an adequate health infrastructure, with mobile services where static

services are too far apart. Civil society in partnership with the media, can play an important role in holding governments accountable to their healthcare commitments.

Emphasise maternal health, recognising that adolescent sexual and reproductive health should receive prominence as the foundations for maternal health are laid in adolescence. Encourage countries to find creative ways to increase access to contraceptives and also to engage with the issues of choice and abortion.

Promote good health beginning with the provision of sanitation, water and nutrition for all, including rural and poor people. This is an area in which local government can play a crucial role to improve the health of communities.

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 such as prisons, internal displacement camps, refugee camps, as well as sex workers, elderly women, women with disabilities and women of diverse sexual orientations and gender identities. There is scant information about the number of women in prisons and refugee camps, or the number of women in prisons accessing antiretroviral treatment, water, sanitation and proper nutrition. What information exists mainly mentions the almost universal shortage of sanitary protection for women in prisons.

Promote healthy lifestyles to reduce cancers, hypertension and diabetes, and encourage prompt management of all these conditions: Non-communicable diseases such as various cancers, hypertension and diabetes are becoming a major cause of morbidity and mortality. Much of the burden of these diseases can be managed through lifestyle changes such as one's diet. In all cases, early detection improves the prognosis. Much needs to be done at the local level to raise awareness of the kind of lifestyle choices that can lead to improved health and to provide services for early detection.

Below is a possible set of health indicators for the post-2015 framework. These derive from the analysis at Annex A, based on existing targets of the SGP; (the Sustainable Development Goals SDG) and consultations in the run-up to the 2014 SADC Gender Protocol@Work summit. Indicators derive from the existing ones in the SADC Gender and Development Index (SGDI); those proposed for the SGD's and put forward by various advocacy groups.

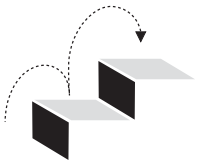
Table 6.2: Possible health indicators

Area	Proposed post-2015 targets	Proposed post-2015 indicators
Maternal Mortality	By 2030, reduce the maternal mortality ratio to less than 70 maternal deaths per 100 000 live births (Draft SDG 3.1)	1. Maternal mortality ratio[41] (out of 100, 000)
		2. Percentage of births attended by skilled personnel[42]
		3. Percentage ante-natal care coverage
		4. Percentage of men attending ante and post natal care facilities
Sexual and reproductive Health Rights	By 2030 ensure universal access to sexual and reproductive health and reproductive rights in accordance with the Programme of Action of the ICPD and the Beijing Platform for Action (Draft SDG 5.6)	5. Contraceptive prevalence rate[43]
	Ensure people, especially adolescents are educated about their sexual and reproductive health and rights.	6. Reduction in the barriers to access to sexual and reproductive health services particularly for young people and the most marginalised[44]
		7. Proportion of local councils that provide diverse and inclusive information on health and sexual reproductive health rights.
	Adopt and implement laws ensuring women's sovereignty and choice over their bodies and reproductive health choice right to life.	8. Existence and provisions of country policy on termination of pregnancy.
	By 2030, achieve universal access to safe and affordable drinking water for all (Draft SDG 6.1).	9. Percentage of access to safe drinking water (rural, urban, prisons, refugee camps).
	By 2030, achieve adequate sanitation and hygiene for all, paying special attention to the needs of women and girls (Draft SDG 6.2)	10. Percentage total coverage (urban and rural) of sanitation facilities.
		11. Percentage of women/girls accessing sanitary towels.

[41] WHO, Health Demographic surveys.
[42] WHO, Health Demographic surveys.
[43] WHO Development Indicators.
[44] WHO Development Indicators.

Area	Proposed post-2015 targets	Proposed post-2015 indicators
Non-communicable disease	Ensure all citizens have access to information and facilities for testing for and treating cancers and other diseases, also early detection.	12. Percentage men and women suffering from different cancers.
		13. Proportion local councils that provide information or organise events to promote awareness of cancers and other health conditions
Healthy lifestyles	Promote healthier lifestyles among women and men, focusing on prevention to reduce ill health such as hypertension and diabetes.	14. Prevalence of raised fasting blood glucose among women and men aged ≥ 25 years (percentage)
		15. Prevalence of raised blood pressure among women and men aged ≥ 25 years (percentage)
		16. Percentage of obesity rates among men and women

Source: SADC Protocol@Work and Alliance member contributions.



Next steps

Key recommendations and next steps to ensure governments achieve the 2015 targets and continue to improve the health of their populations are:

- ***Promotion of sexual and reproductive rights for all 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 and services to all people, irrespective of sexual orientation, gender identity, mental status and abilities.
  - Provision of sexual and reproductive health services for women and men in prisons and in refugee camps.

- ***Accurate, up to date data and minimum standards:*** Governments need accurate data to be able to plan and to monitor progress. Definitions must be standardised to compare the situation at different time periods. This needs to be a priority from local level to regional level.

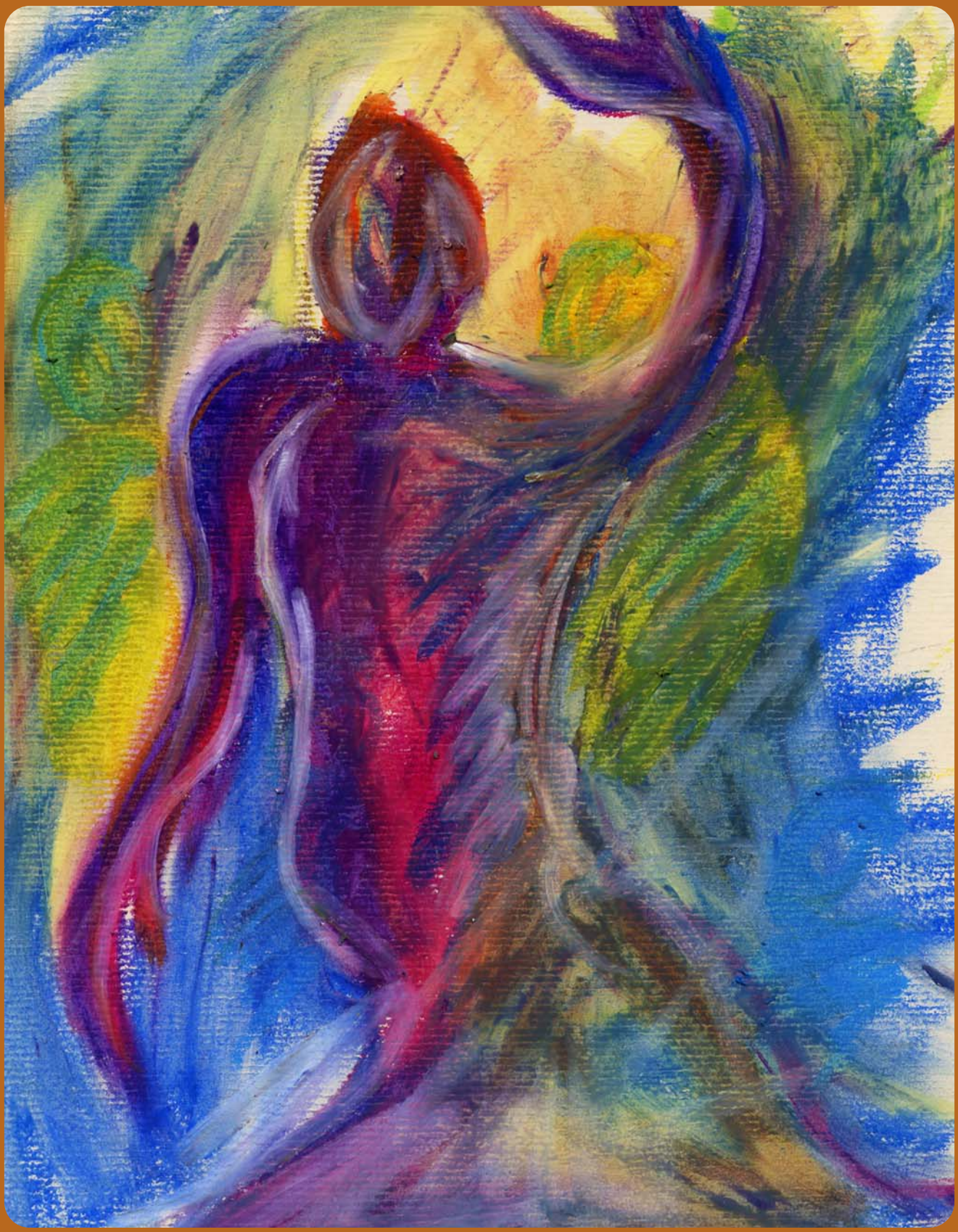
- ***Best practices and better, gender disaggregated research:*** Better sharing of best practices by those countries that have made progress in meeting their targets with those that have not is vital. Operational research and production of recent gender disaggregated and relevant information around 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 and diverse women's specific needs are met.

- ***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 different 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.

- ***Focus more attention on health services and sanitation for rural and lower-income populations:*** The disparities in provision of health services, water 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 is important for success and sustainability, because women benefit the most from improved health and sanitation.



"Anita"

Anushka Virahsawmy

CHAPTER 7
HIV and AIDS

Article 27



A candle like this symbolises the HIV and AIDs pandemic. *Photo: Gender Links*

KEY POINTS

- HIV and AIDS prevalence has decreased consistently over the past decade as fewer people are becoming infected. New infections among adults have decreased by over 50% in Botswana, Malawi, Namibia, Zambia and Zimbabwe.
- New infections among adults have decreased by over 25% in Mozambique, South Africa and Swaziland.
- Botswana, Lesotho, Malawi, Namibia, Mozambique, Swaziland, South Africa, Zambia and Zimbabwe still have adult prevalence rates of over 10%. Swaziland and Botswana still have prevalence rates above 20%.
- Provision of antiretroviral therapy has expanded, contributing to the rapid reduction of AIDS - related mortality in the region. However, 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.
- Despite this progress, Sub- Saharan Africa continues to be the most affected area in the world. SADC accounts for 55% of all people living with HIV in Sub-Saharan Africa and 38% of the total number in the whole world. SADC also accounts for 50% of the children living with HIV in Sub-Saharan Africa and 45% of the total global number.
- Tuberculosis is still the leading cause of death among people living with HIV.
- Gender disparities continue to be a major driver of the pandemic. Women account for 58% of those living with HIV in the sub-Saharan region. Women bear the greatest burden of care.

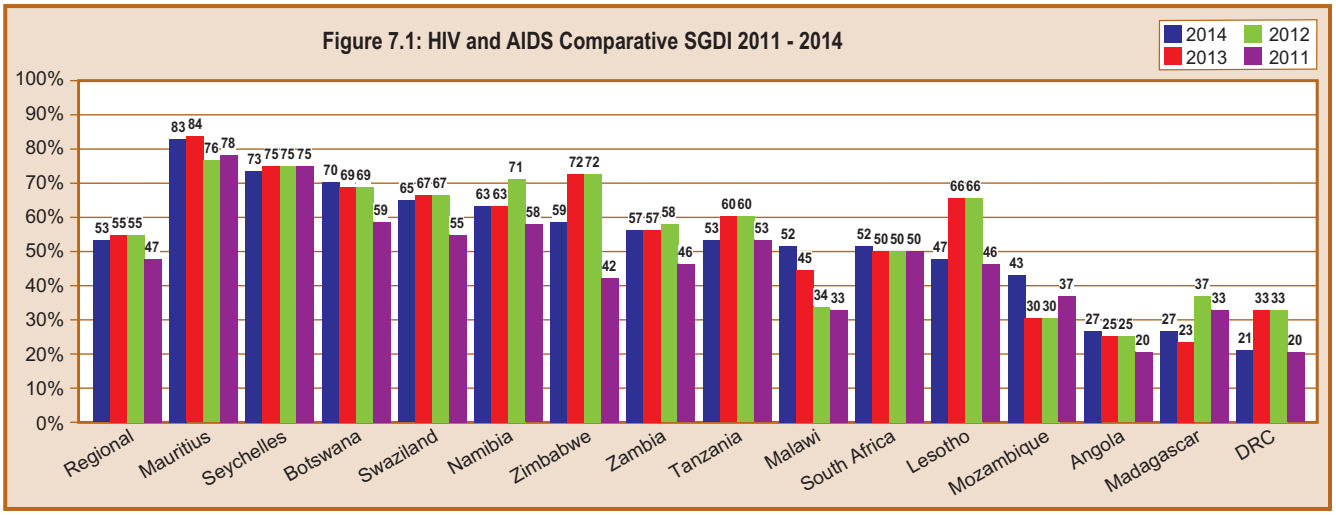
Trends table - HIV and AIDS							
	2009	2010	2011	2012	2013	2014	Target 2015
SHARE OF HIV INFECTION							
Highest percentage of women	Namibia (68%)	Angola (61%)	Angola (61%)	Angola (61%)	Mozambique (63%)	Tanzania (61%)	0
Lowest percentage of women	Mauritius (15%)	Mauritius (19%)	Mauritius (19%)	Mauritius (19%)	Mauritius (20%)	Mauritius (28%)	0
HIV POSITIVE PREGNANT WOMEN RECEIVING PMTCT							
Country with highest coverage	Mauritius (100%)	Seychelles (99%)	Seychelles (99%)	Seychelles (100%)	Seychelles (95%)	Mauritius (96%)	100
Country with lowest coverage	DRC (4%)	Madagascar (2%)	Madagascar (2%)	Madagascar (3%)	DRC (6%)	Madagascar (3%)	100
SCORES							
SGDI	n/a	n/a	47%	55%	51%	53%	100
CSC	63%	53%	60%	62%	71%	72%	100

According to UNAIDS 35.5 million people around the world are living with HIV and AIDS. However, there have been reductions in AIDS related deaths and new infections, including reduced new infections of children due to an increase in Prevention of Mother To Child Transfer (PMTCT) coverage.[1]

Sub- Saharan Africa continues to be the most affected area in the world. SADC accounts for 55% of the total population of people living with HIV in Sub Saharan Africa and 38% of the total number in the whole world. SADC also accounts for 50% of the children living with HIV in Sub Saharan Africa and 45% of the total global number.[2] This is despite the total population of SADC making up only about one third of the Sub Saharan African population. According to available statistics, SADC is still home to the countries with the highest prevalence of HIV (three countries still have prevalence rates which are higher than 20% and six have prevalence rates that are between 10 and 19%)[3].

With only one year remaining until the 2015 deadline, the HIV and AIDS pandemic continues to have a huge impact on the lives of people in SADC, especially women. Southern African countries are making use of the latest tools and technology to ensure that the pandemic spreads no further than it already has. Countries such as Zambia, Botswana, Namibia and Swaziland have ensured that 80% of the eligible population has access to HIV treatment.

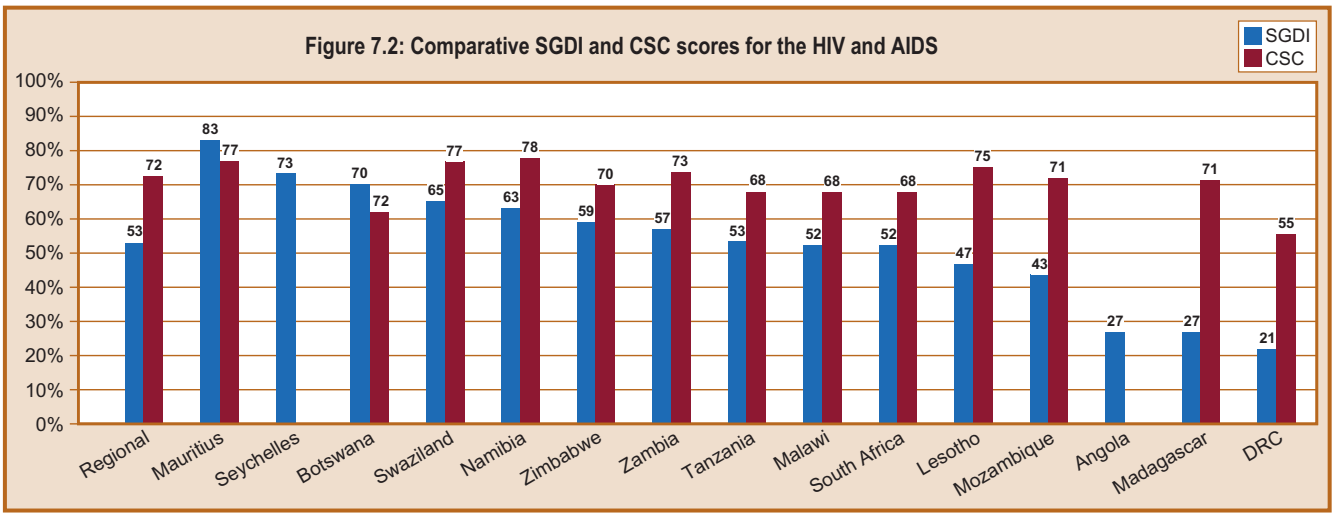
The Southern African Gender and Development Index (SGDI) is a composite basket of indicators that, for HIV and AIDS, includes sex-disaggregated data on HIV and AIDS; prevalence; and HIV positive pregnant women receiving PMCTC treatment.



Source: Gender Links 2014.

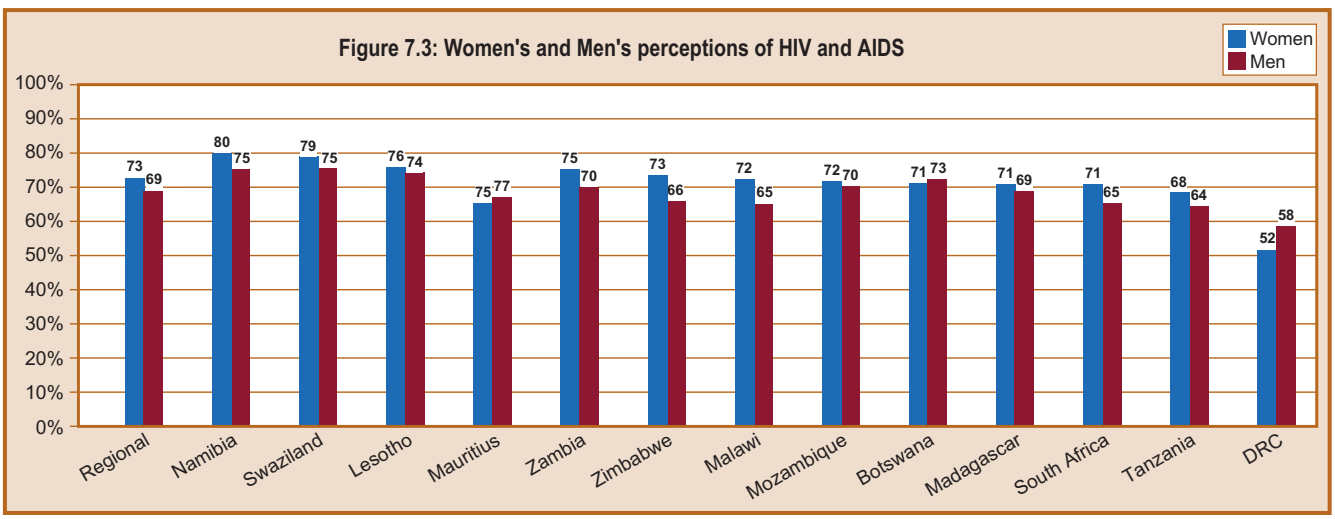
1 http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2013/JC2571_AIDS_by_the_numbers_en.pdf
2 UNICEF. State of the World's Children 2013, Statistical Tables. Table 4. http://www.unicef.org/sowc2013/statistics.html last accessed 1 July, 2014.
3 http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014.

Figure 7.1 presents comparative SGDI scores for 2011 to 2014. The average SGDI score increased from 47% to 55% between 2011 and 2012, was constant between 2012 and 2013 and declined to 53 between 2013 and 2014. The comparison shows improvement in most countries between 2011 and 2013. Since then, the improvement has slowed and in 2014, even declined in seven countries. Mauritius, Seychelles and Botswana have consistently recorded the highest SGDI scores with Angola, Madagascar and DRC recording the lowest. Malawi has recorded the most consistent increase over the four-year period (33%, 34%, 45% and 52%).The Citizen Score Card (CSC) is based on citizens' perceptions of the quality of services that they are receiving from their governments.



Source: Gender Links 2014.

Figure 7.2 presents a comparison between the SGDI and the CSC scores. This indicates that in general, citizens are more satisfied with the efforts of their governments than the indicators suggest that they should be. This was a similar trend in previous years. The average CSC score has increased slightly between 2013 and 2014, from 71 to 72%. This represents a levelling of this score. CSC scores are quite similar across the region (with a highest score of 78% in Namibia and lowest of 55% in the DRC).



Source: Gender Links 2014.

Figure 7.3 shows that men and women have quite similar perceptions of their governments regarding the provision of HIV and AIDS services. The regional average is 73% for women and 69% for men. The overall average is 72% which is close to the average of 71% in 2013. Ten countries show higher scores for women than men while three have higher scores for men than women. The difference between the highest CSC score in Namibia (average 78%) and the lowest in DRC (55%) is much less than the difference between the highest and lowest SGDI scores. This is probably an indication of citizen's satisfaction and relief with treatment availability, after so many years of extreme morbidity and mortality.

Background

The AIDS pandemic has shaped the development agenda in Africa for over three decades. Its impact has been felt by the exponential increase in the number of orphans as well as child and elderly headed households throughout the continent. Though the continent is still far from total eradication of HIV, large amounts of money and a high level of commitment from governments, communities, donors and civil society is slowly beginning to reduce the impact of the epidemic. In SADC, the effects are becoming more visible. Countries such as Zimbabwe have increased the percentage of HIV positive pregnant women receiving antiretroviral treatment to reduce mother to child transmission from 22% in 2007 to 93% in 2014.[4]

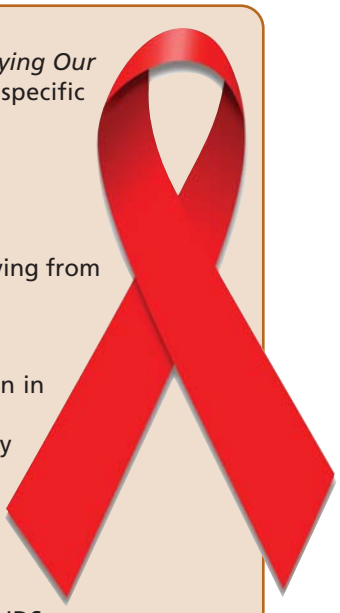
The impact of HIV is felt at all levels of society - from households to entire regions. During 2011 an estimated 1.7 million people died of AIDS-related illnesses globally, and since the start of the epidemic, more than 16 million Africans have died from AIDS-related illnesses. Thus, HIV continues to have a direct link to the increased number of orphans in Africa. In 2011, 7 million of the 15 million children in Africa 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.

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.



[4] Zimbabwe Global AIDS Response Country Progress Report, 2014.
[5] UNICEF 2013, State of the World's Children 2013, table 4 http://www.unicef.org/sowc2013/statistics.html (last accessed 1 July, 2014).

Intensified global and national efforts to expand care and prevention, through treatment and support is turning the course of the HIV pandemic. As noted throughout this chapter, this is resulting in fewer new infections, exponential increases in number of people on treatment and marked declines in AIDS-related death rates.

Southern Africa remains the area most heavily affected by the epidemic: Despite massive gains in reducing new HIV infections, the SADC region remains the epicentre of the global HIV pandemic, with prevalence rates much higher than anywhere else in the world. However, the pandemic varies across SADC with widespread, generalised heterosexual epidemics across broad areas 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.



HIV screening at a clinic in Madagascar.
Photo: Zotonantenaina Razanadratefa

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 - young women in particular - remain disproportionately more vulnerable to HIV infection than their male counterparts. In this region, women acquire HIV infection at least five to seven years earlier than men. In sub-Saharan Africa, women between 15-24 years-old, are twice as likely as young men to be living with HIV. If young women and adolescent girls had the power and means to protect themselves, the picture of the pandemic in the region would look different. This is beginning to happen. The rate of new HIV infections among young women in 26 countries is declining. However, these gains are fragile and must be sustained.[6]

Some of the factors that exacerbate women's risk to HIV include:

- High incidence of age-disparate sexual relationships (young women in sexual relationships with older men means a heighted risk of contracting HIV);
- 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 inequality renders women less able to negotiate and define sexual relations.

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.[7]

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 occur among 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.[8] In Botswana, studies indicate that women cohabiting with men had the highest prevalence rates at 40%.[9] 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 contact (including sex within couples, casual sex and sex work) is estimated to account for 94% of infections.[10]

[6] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014
[7] UNAIDS Global Report, 2012
[8] UNAIDS Global Report Factsheet, 2010
[9] Botswana Country Report, 2010
[10] Mngadi S et al. (2009) Swaziland: HIV prevention response and modes of transmission analysis. Mbabane, National Emergency Response Council on HIV/AIDS.

Women sex workers remain among the most vulnerable to HIV infection: A 2012 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.[11] Even in countries with a high prevalence, the HIV prevalence among sex workers is higher than in the general population. 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% among sex workers compared to 26% in the general adult population. Seventeen of the 18 countries where the HIV prevalence among sex workers is above 20% are in sub-Saharan Africa. The median HIV prevalence among sex workers in sub-Saharan Africa is 20.5% compared to a global median of 3.9%. No African countries report an HIV prevalence of less than 6% among sex workers.

Protocol @ work

Lesotho: Reducing the vulnerability of women sex workers



Being the pioneer in sexual and reproductive health rights services in the country, the Lesotho Planned Parenthood Association (LPPA) realised that there was one minority group that was not being taken care of in terms of health services. LPPA visited the sex workers to learn more about their health practices. The assessment exercise revealed that there was indeed a problem since they are not able to seek health services due to the discrimination they face from health providers. They found sex workers do not use condoms and although police are expected to enforce the law, they often harass the sex workers. The women also expressed various reasons for engaging in sex work, but most said poverty is the major reason.

With funds from the Japan Trust Fund the LPPA rolled-out a programme for sex workers in the towns of Maseru and Maputsoe. The project had two objectives: to encourage health seeking behaviour and to economically empower sex workers so that they could leave the sex work industry if they wished. The sex workers were trained on HIV and AIDS, and other STIs. They were given free health services for a period of two years from 2011 to 2012, to encourage them to access health services. Many had been reluctant to seek medical attention due to discrimination, some even died because of their delay in seeking health care.

LPPA health service providers also participated in a Values Clarification Workshop before the commencement of the project, so they would not discriminate against sex workers as other health providers had done. LPPA service providers now understand the rights of all individuals regardless of their occupation.

The project also helped sex workers to start up income-generating projects. There is an agreement with BEDCO, a micro finance institution, to assist in the sustainability of income generating projects that the sex workers started. BEDCO also provided business skills training. As a result, some of the sex workers have discontinued sex work. Other sex workers in the town are requesting the same kind of training, so that they too can seek alternate work and business opportunities.

The police have also been involved in many meetings because sex workers were being harassed, victimised and even abused by the police, because sex work is still illegal in Lesotho.

CARE Lesotho helped advise and train LPPA.The project has built partnerships with other organisations such as Women in Law in Southern Africa Lesotho (WLSA).

Mobility and proximity to transport routes increases risk of contracting HIV: Southern Africa has long exhibited a trend of higher HIV prevalence along transport routes and in border towns, partly due to high incidence 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 tourism.[12] In Mozambique, while prevalence is stabilising in some areas, the southern region has been characterised by increasing prevalence, from 16% in 2002 to 21% in 2009.[13] Prevalence in Mozambique is also higher

[11] 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.
[12] Government of Mauritius 2010.
[13] USAID 2010.

in border areas and along the three main transport corridors of Beira, Maputo and Nacala. It is well documented that women, especially those involved in cross-border trading, are more likely to be HIV-positive.



In Mauritius, needle injection of drugs drives the HIV pandemic. *Photo: Gender Links*

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). Globally, MSM are 19 times more likely to be living with HIV than the general population of men. 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 prevalence is 8% compared to 2%; and in the DRC HIV prevalence among MSM is 31% compared to 4%.[14] The only country with data showing prevalence among MSM lower than in the general population is Swaziland: 16% compared to 26%. One international review concluded that only one in 10 men who have sex with men, receives a basic package of HIV prevention interventions.

MSM suffer stigma and discrimination: Although as prevalent in sub-Saharan Africa as elsewhere in the world, same-sex relations are highly stigmatised in the region. This stigma and homophobia, along with frequent violence perpetrated against homosexuals means MSM and transgender people have a higher risk of contracting HIV, because they are less likely to get tested and less able to access treatment. 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.[15]

There is a shortage of targeted prevention and mitigation interventions for women who have sex with women: Women who have sex with women can also be vulnerable to contracting HIV infection, yet this group is rarely targeted with HIV interventions for a variety of reasons. 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. 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, 30% of these women did not believe they risked contracting HIV if they had unprotected sex[16]. Women who have sex with women are also subject to homophobia, violent crime and rape, and discrimination at the hands of health providers. This limits their access to healthcare, preventative measures and treatment.

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 drug users have high HIV prevalence in this group. For example, more than 50% of injecting drug users in Mauritius and 8% in Madagascar are HIV positive. 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 Prevention of Mother to Child Transmission (PMTCT) services.[17]

While a SADC Declaration on HIV and AIDS already exists, the SADC Gender and Development Protocol seeks to move beyond declarations and conventions previously signed by SADC countries. The SGP 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 tracks the indicators in Table 7.2 annually as an indication of progress towards achieving these targets.

[14] UNAIDS, 2012. Global Report.
[15] Ibid.
[16] OSISA and HSRC, 2011.
[17] UNAIDS, 2012.

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)	25	32	40	33	15	21	39	29	23	26	42	45	80	76	36	34	65	62	67	59	20	30	58	54	44	47	38	41	52	57
2.Estimated adult (15 - 49) HIV prevalence %	2.4		21.9		1.1		22.9		0.4		10.3		1.1		10.8		14.3		2.5		19.1		27.4		5		12.5		15	
3. Share of HIV Infection by sex	59	41	55	45	59	41	59	41	46	54	59	41	28	72	58	42	60	40	42	58	60	58	58	42	61	39	54	46	58	42
4. % On ARV Treatment (total)	6		90		15		51		3		21		93		12		84		95.2		56		35		65		68		56	
5. % HIV Positive Pregnant Women Receiving PMTCT	14		95		6		62		3		73		96		51		85		95		95		95		77		86		87	

Source: UNGASS 2012 Country progress reports; IAS 2012 Fact sheet on HIV and AIDS in sub-Saharan Africa and South Africa.
Sources :http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/#M accessed 18 June 2014.
http://mdgs.un.org/unsd/mdg/data.aspx accessed 18 June 2014.
Source: http://unstats.un.org/unsd/mdg/SeriesDetail.aspx?srid=742 accessed 18 June 2014.
http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014.

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 Reproductive 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.



Malawi has developed 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.[18]



Mauritius has an HIV and AIDS Act as well as an HIV and AIDS policy. Two of the guiding principles of the National HIV and AIDS policy developed and validated in 2011 are:

- People with HIV and AIDS shall have the same rights as all other citizens, and shall not be discriminated against on the basis of their HIV status, gender, socio-economic status, sexual orientation or HIV-risk factors.
- Gender norms and relations are a key factor in determining who acquires HIV in Mauritius, and in determining treatment, care and support outcomes. The national programme acknowledges this and all programmes and services shall devise and implement strategies that address gender norms and relations. Addressing the prevention and care needs of women and girls shall be a particular focus, combined with attention to male behaviour and cultural norms that increase the likelihood of women contracting HIV.

Other gender considerations are:

- Wherever possible, HIV and AIDS information, and prevention and care initiatives shall be integrated into existing programmes and services. In health, this shall mean integration into sexual and reproductive health services, maternal and child health, services for sexually transmitted infections, family health and other mainstream services.
- Treatment, care and support efforts shall focus on connecting all individuals and families (mostly women and children) affected by HIV and AIDS with health care and social support, and on focusing resources on geographical areas most affected by HIV and AIDS.



Mauritius has an HIV and Aids Act and policy.
Photo: Colleen Lowe Morna



Swaziland adopted the multi-sector HIV policy in July 2006. Section 2.3 on the impact of the pandemic recognises that vulnerable people - women, children, orphans, widows, widowers, youth, the poor, sex workers, inmates and people with disabilities - are most likely to suffer disproportionately from the impact of HIV and AIDS. The policy applies to all governmental, other stakeholders and partners involved in the country's response to HIV and AIDS. It obligates all government ministries and organs, stakeholders and partners to mainstream HIV and AIDS into their plans and programmes. Preventing transmission of HIV is one of its specific targets. The guiding principles of this policy define approaches for implementing the response to HIV and include the following principles:

- Gender equality and equity;
- Promoting positive cultural practices;
- Full meaningful involvement and participation of People Living with HIV (PLHIV) and other vulnerable groups in all issues affecting them;
- Protection, non-discrimination, non-stigmatisation of PLHIV and other vulnerable groups;
- Respect for human rights; and
- Compliance with international treaties, conventions and declarations signed and ratified by government and national laws (Swaziland HIV Prevention Response and Modes of Transmission Analysis March 2009).



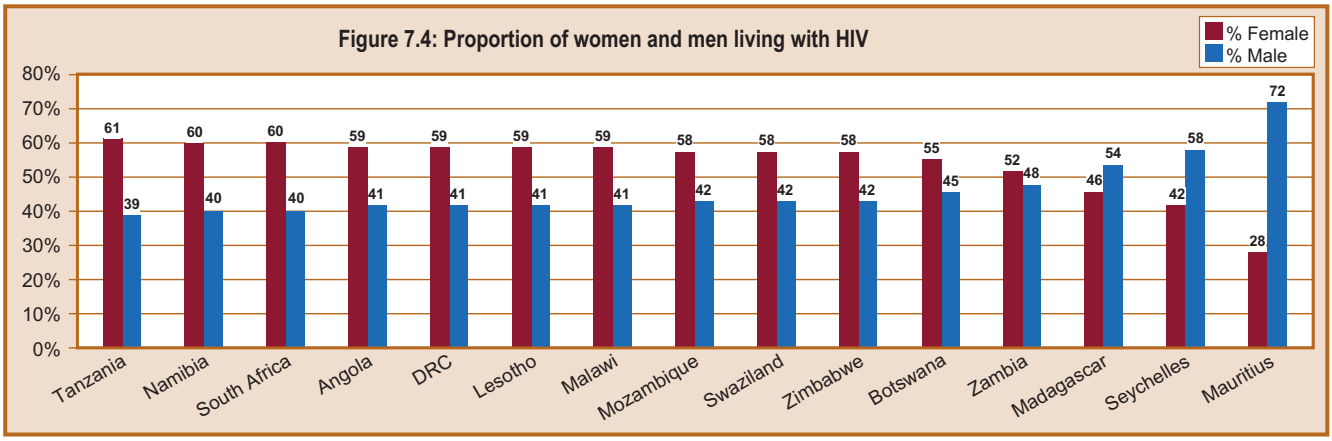
In **Zimbabwe** the Criminal Law (Codification and Reform Act) protects women from sexual abuse and criminalises marital rape and the wilful transmission of HIV and AIDS. The country has also put in place the Zimbabwe Operational Framework on Women, Girls, Gender Equality and HIV (2011-2015) to complement the Zimbabwe National AIDS Strategic Plan II (2011-2015) and to provide direction in making HIV programming more responsive to the needs of women and girls, especially marginalised women - sex workers, migrant and internally displaced women, women living in informal settlements, cross-border traders, women and girls with disability and adolescent girls.

This framework, known as the Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and AIDS (ZAACA), has five outcomes:

- Access to comprehensive HIV prevention, treatment, care and support services for women and girls.
- HIV integrated into sexual and reproductive health and other health and social services.
- Women and girls empowered to drive the transformation of social norms and power dynamics with the engagement of men and boys working for gender equality in the context of HIV.
- Developing a research agenda to gather evidence for better planning, programming and implementation of programmes.
- Resource mobilisation for the implementation of ZAACA.

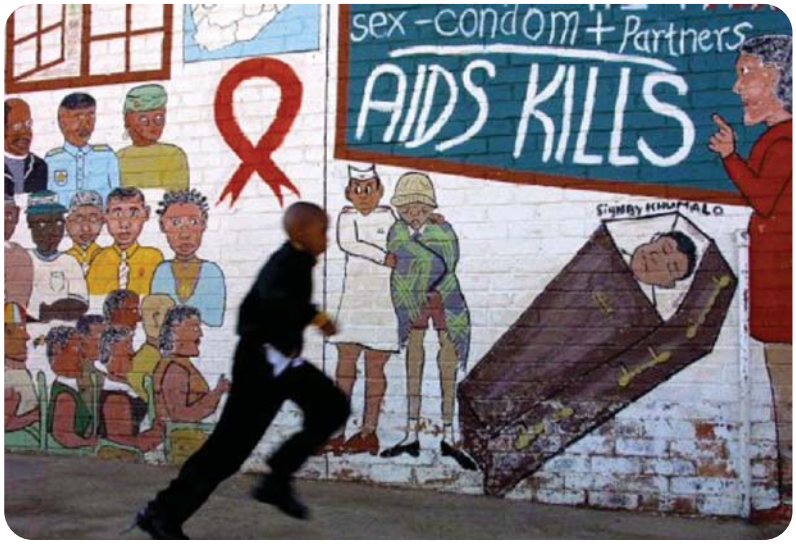
[18] SAfAIDS. 2011. Turning the Tides on Gender Based Violence. Best Practices of Organizations Applying the Changing the River's Flow Model in Southern Africa. Pretoria: SAfAIDS.

The Protocol requires that by 2015, state parties shall develop gender-sensitive strategies to prevent new infections, taking account of the unequal status of women, and in particular the vulnerability of the girl child as well as harmful practices and biological factors that result in women constituting the majority of those infected and affected by HIV and AIDS.



Source: http://kff.org/global-indicator/women-living-with-hivaids/ - accessed 18 June 2014.

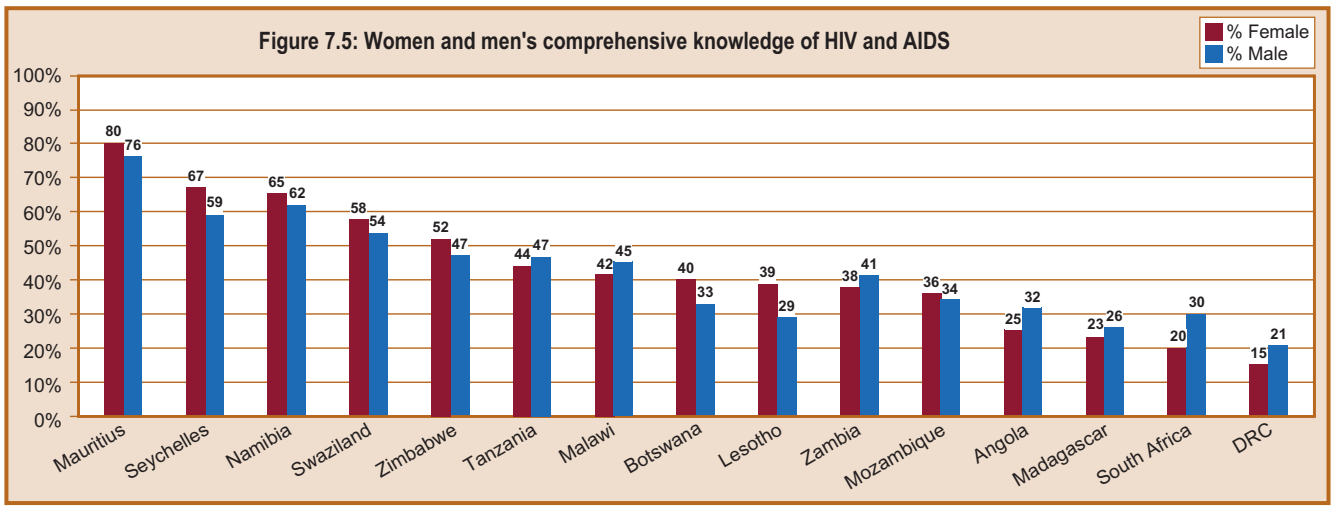
Figure 7.4 shows that women remain more affected by HIV than men. In 12 of the 15 countries in SADC there is a higher proportion of women living with HIV than there are men. Madagascar, Seychelles and Mauritius have a higher proportion of men living with HIV than women, with the highest disparity in Mauritius where 72% of those living with HIV are men and only 28% are women. These three countries have concentrated HIV epidemics in key populations such as injecting drug users and men who have sex with men. In all countries, as epidemics are maturing, the gap is narrowing between the percentage of men and women living with HIV.



According to UNAIDS approximately women constitute 58% of the estimated 35.5 million people living with HIV globally. It is further estimated that a total of 37 000 women die every year from HIV and pregnancy complications in low and medium income countries, compared to almost none in high- income countries.[19]

Comprehensive, accurate knowledge of HIV and AIDS is fundamental to ensuring citizens use HIV services and engage in safe sexual behaviours. Yet, knowledge remains low among young women and men (aged 15-24) in SADC, with significant gaps in even basic knowledge about HIV and its transmission. Thus age-appropriate sexuality education must be mainstreamed.

[19] UNAIDS 2014.



Source: http://unstats.un.org/unsd/mdg/SeriesDetail.aspx?srid=742 http://mdgs.un.org/unsd/mdg/data.aspx - accessed 18 June 2014.

There are great variations in knowledge of HIV and AIDS between countries: Figure 7.5 illustrates that the most comprehensive knowledge on HIV and AIDS is in Mauritius - 80% for women and 76% for men. There are only four countries - Mauritius, Seychelles, Namibia and Swaziland (all with relatively small populations) - where both men and women have comprehensive HIV and AIDS knowledge that is more than 50%. Eight countries do not even have 40% knowledge coverage for both men and women (Botswana, Lesotho, Zambia, Mozambique, Angola, Madagascar South Africa and DRC). 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. Compared to the effort that has been invested in education and information campaigns over many years, this is an extremely poor result and calls for serious reassessment of strategies.

The knowledge gap between women and men is relatively small: Women and men's comprehensive knowledge of HIV remains similar through all the countries with the highest disparity being in South Africa where women fall 10 percentage points behind men and in Lesotho where men fall 10 percentage points behind women. Women score higher than men in Mauritius, Seychelles, Namibia, Swaziland, Zimbabwe, Botswana, Lesotho and Mozambique, with the rest of the countries showing lower percentages for women than men.

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 2013 study conducted on behalf of the World Bank,[20] 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.



The know your status campaign in South Africa is an example of investing in communities. *Photo: Colleen Lowe Morna*

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.[21] Sexual encounters rose from 31.3% in 2002 to 64.8% in 2008.[22] A 2008 modes of transmission study and

[20] Rosalía Rodriguez-García, René Bonnel, David Wilson and N'Della N'Jie (2013) Investing in Communities Achieves Results. Geneva: World Bank
[21] 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.
[22] UNAIDS 2009.

epidemiological synthesis report in Swaziland suggested that the percentage of men having multiple partnerships may have fallen in response to a public information campaign.[23]

Women are more likely to be aware of their HIV status: HIV testing, counselling and prevention services in ante-natal 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, mainly 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.

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 fewer resources toward 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 more awareness creation around other benefits of circumcision, including reduction of other sexually transmitted infections (STIs), penile cancer, and protection for women and girls from cervical cancer. There is also need for clear messaging to dispel the notion of VMMC as a once off solution or prevention measure. 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 VMMC 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 at risk populations. In May 2013, Zimbabwe had only reached 8% of its target and stakeholders recognised that they needed to step up and re-strategise.

By 2011, ***Malawi, Mozambique, Namibia***, and ***Zimbabwe*** had met less than 5% of the 2015 target number of men who had been voluntarily circumcised. ***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.[24] As of March 2009, ***Swaziland*** had drafted a formal male circumcision policy. By 2014, UNAIDS estimated that Sub-Saharan Africa needed 20 million men to be circumcised and that to date, 5.8 million had been circumcised.

Elimination of new HIV infections in children and keeping their mothers alive

Following a 2011 political declaration, UNAIDS developed a Global Plan for the elimination of new HIV infections among children by 2015 and keeping their mothers alive. The plan focuses on 22 high prevalence countries; 21 of which are 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 (PMTCT) programmes. This includes two options (known as Option A and Option B) that provide antiretroviral medications for infants. However, both options could only be applied for 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. Thus, Malawi introduced an Option B+ where all pregnant or breast feeding mothers living with HIV were immediately introduced to lifelong ART. In 2013 the WHO issued new guidelines on PMTCT, recommending that countries should introduce Option B+ and Option B where this was not possible. Option A is no longer used.

The total number of newly infected children dropped below 200 000 in the 21 priority countries under the Global Plan towards the elimination of new HIV infections among children and keeping their mothers alive. Malawi has had the largest decline in the rate of children acquiring HIV infection-by 67%. New HIV infections among children declined by 50% or more in:

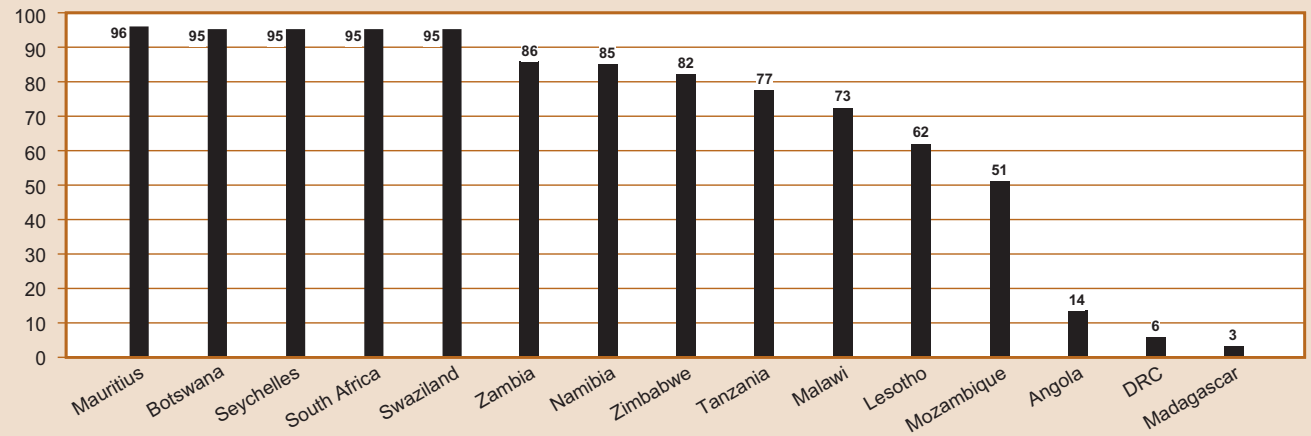
[23] Ibid.
[24] Forum for Collaborative Research, 2009.

Botswana, Malawi, Mozambique, Namibia, South Africa and Zimbabwe.

In 2013, globally, 240 000 children were newly infected with HIV. This is 58% lower than in 2002, the year with the highest number, when 580 000 children became infected with HIV. Providing access to antiretroviral medicines for pregnant women living with HIV has averted more than 900 000 new HIV infections among children since 2009.

The proportion of pregnant women living with HIV who did not receive antiretroviral medicines has halved over the past five years, from 67% to 32%. Less than 10% of pregnant women living with HIV are not receiving antiretroviral therapy in 2013 in four countries: Botswana, Namibia, South Africa and Swaziland. However, there is concern about the almost static number of HIV-positive pregnant women receiving antiretroviral therapy. Only about 37 000 additional pregnant women living with HIV were reached last year, compared to nearly 97 000 more in previous years. Among pregnant women living with HIV, an estimated 61% were receiving lifelong antiretroviral therapy or prophylaxis during the breastfeeding period to reduce HIV transmission. This is a remarkable improvement from less than 20% in 2009.[25]

Figure 7.6: Percentage pregnant women living with HIV on PMTC



Sources: http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/#M
http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/MWI_narrative_report_2014.pdf
http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/TZA_narrative_report_2014.pdf
http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/MDG_narrative_report_2014.pdf
accessed 18 June 2014

PMTCT uptake is improving dramatically but still remains uneven in the region: Figure 7.6 illustrates that five countries have PMTCT coverage of 95%, while Zambia has 86%, Namibia has 85% and Zimbabwe has reached 82% coverage. These countries have already reached the World Health target of 80% coverage and may soon reach 100% coverage. Tanzania has continued to expand its coverage and Malawi has made rapid progress from 53% in 2013 to 73% in 2014. This indicates that with political will and sufficient support it is possible to make progress. Only Angola, DRC and Madagascar fall well below 50% coverage.

Social and structural impediments impede scaling up of PMTCT. 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%. According to a recent study conducted by the Institute for Health Metrics and Evaluation at the University of Washington, new HIV infections in

[25] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014
[26] UNICEF, 2012, Factsheets on the status of national PMTCT responses in the most affected countries.

South African children under five years old have dropped by more than three quarters between 2003 and 2013. The study also found that the number of children who died due to Aids has decreased tenfold over the past 10 years.[27] SA and Botswana, may meet the goal of eliminating new infections by 2015.[28]



Mauritius initiated PMTCT in 1999 and in 2009 it introduced new PMTCT protocols to improve management of HIV-positive pregnant mothers. All pregnant women attending hospitals are offered HIV testing, counselling, treatment, care and support. HIV-positive pregnant woman have access to ARV and free caesareans. All HIV-positive pregnant women receive ART by 12 to 14 weeks of gestation. Milk formula is supplied to all babies born to HIV-positive mothers, up to two years. The Polymerase Chain Reaction (PCR) tests are performed on babies at three and six month intervals for early detection of HIV infection. PMTCT coverage at the end of 2013 is high at 95%.



Mozambique PMTCT programme coverage in Mozambique is improving. Approximately 86% of ante-natal care 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), adopted WHO Option A regimen for prophylaxis[30] and will be moving to B+. This will further reduce transmission, since the current gap is prophylaxis during breast feeding.



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%) of ante-natal care 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 Pediatric AIDS Foundation on PMTCT. This focuses on interventions such as the nutrition of children and PMTCT. It also offers psycho-social support and PMTCT services to HIV-positive mothers. The percentage of pregnant women living with HIV is slowing improving, now at 62%.

Harm reduction



In **Mauritius**, where the spread of HIV is primarily due to injecting drug use, the focus is on harm reduction. Specific programmes undertaken since the implementation of harm reduction services on prevention and support for HIV and AIDS has made the following progress:

- Some 5 834 people who are injecting drug-users are under the Methadone Substitution Therapy (MST) programme. Some 17 dispensing units operate throughout the country with three drop centres.
- The Needle Exchange Programme (NEP) has reached more than 5 000 as at June 2013.
- A Biological and Behavioural Surveillance (BBS) survey was carried out among people who inject drugs (PWIDs). Its findings were disseminated to all stakeholders in August 2010. The number of injecting

[27] Institute for Health Metrics and Evaluation (IHME), 2014. http://mg.co.za/article/2014-07-21-hiv-infections-in-children-under-five-down-by-over-three-quarters.
[28] UNAIDS, 2013. 2013 Progress report on the global plan.
[29] Early Infant Diagnosis of HIV in Mozambique: Progress 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).

drug users (IDUs) has been revised to around 10 000 in the BBS survey, compared to 17 000 IDUs in a survey carried out in 2004.
- The BBS survey on female sex workers and men having sex with men (MSM) was conducted from July to September 2010.

- A fully-fledged Harm Reduction Unit was set up in January 2010 to prevent the spread of HIV Infection among PWIDs. The unit aims at harmonising the Methadone Substitution Therapy programme and the Needle Exchange Programme to ensure effective coordination and monitoring.

Needle exchange programme



The Needle Exchange Programme (NEP) is an essential component in the fight against HIV and AIDS. The programme promotes public health by increasing access to sterile needles and syringes, the removal of used needles from circulation in the community, and counselling and educating people who inject drugs (PWIDs).

The programme satisfies most of the criteria of a best practice, including effectiveness, ethical soundness, cost-effectiveness, relevance, innovativeness, sustainable and gender sensitive. The programme can also be replicated in other communities. The programme targets women who inject drugs, ensuring that they have the same privileges and rights as men who inject drugs. Male and female condoms are promoted in this programme, and women are empowered to negotiate safe sex practices and behavioural changes.

From 2002 onwards, the Mauritian HIV pandemic took an alarming turn, mainly fuelled by injecting drug use. In 2000, only 2% of new infections were among injecting drug users (IDUs). This mode of transmission increased steadily to reach 92% in 2005.



Mungala Davi Soyjaudah of the Needle Exchange Programme, Mauritius. *Photo: Trevor Davies*

IDUs who are infected by blood-borne diseases often infect their sexual partners, while pregnant women who are IDUs (or partners of IDUs) run the risk of infecting their unborn children. In response to this major public health issue, the Mauritian authorities through the Ministry of Health and Quality of Life (MOH and QL) came forward with two bold initiatives (harm reduction strategy) to combat both the propagation of HIV and injecting drug use. Understanding the necessity of the harm reduction strategy requires a prior acknowledgement that the war against drugs cannot be won exclusively with traditional approaches such as demand reduction (prevention), or supply reduction.

The major objective of this programme is to provide clean injecting equipment, and to educate people who inject drugs on the benefits of safe injecting practices. Using clean needles and syringes offers them the possibility of preventing the transmission of HIV, Hepatitis B and C, and other blood-borne pathogens. Clients are encouraged to return the used needles for safe disposal, and are taught about the risks of using non-sterile needles. The programme promotes safe sex and provides safe sex materials. The programme assists injecting drug users by referring them to appropriate community and health services.



Safe materials: Needle exchange programme in Mauritius. *Photo: Gender Links*

Needle exchange in Mauritius is conducted as outreach in localities with a concentration of PWIDs, irrespective of gender. There is an association between early implementation of NEP and low HIV prevalence.

Source: Mauritius Barometer, 2013

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%. 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.[35] This picture is heartening as countries continue to make huge strides toward reaching the UNAIDS 2015 target of zero new infections. Despite these incredible strides, 15 countries accounted for 75% of the global new infections in 2013. Five SADC countries accounted for 30% of the new infections globally: 16% South Africa; 5% Mozambique; 3% Tanzania; 3% Zimbabwe; and 3% Zambia.[36]



Zambia is making gains in reducing new HIV infections and has rolled out PMTCT in about 72 districts. *Photo: Gender Links*

The Human Sciences Research Council's National HIV Prevalence, Incidence and Behaviour Survey released earlier this year found that South Africa had the highest number of new HIV infections. According to a study conducted by the Institute for Health Metrics and Evaluation (IHME), South Africa has the highest number of Aids-related deaths in the world. Furthermore, in 2013, South Africa had a high tuberculosis prevalence rate of 965 cases per 100 000, much higher than the global average of 160 cases per 100 000. However the study estimates that 20 000 South Africans who were not HIV-positive died from TB in 2013.[37]

Treatment

The Protocol requires state parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.


The region has seen a reduction in AIDS-related deaths, due to greater levels of commitment from government, rollout of ART and numerous campaigns encouraging testing. A nurse organises blood samples in Madagascar. *Photo: Zotonantenaina Razanadratefa*

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%.[38] 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 ART provision.[39] 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%.[40] However, according to the 2013 ART guidelines, the number of people living with HIV on treatment still falls significantly short of the 25.9 million people eligible for treatment worldwide.[41]

[35] UNAIDS Country Progress Report, 2010.
[36] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf - accessed 18 July, 2014.
[37] http://mg.co.za/article/2014-07-21-hiv-infections-in-children-under-five-down-by-over-three-quarters
[38] UNAIDS 2013, Update Africa.
[39] Tsitsi Apollo, 2013, Treatment 2013: Overview - Current global situation.
[40] UNAIDS, 2012, World Aids Day Report: Results.
[41] WHO, 2013, WHO 2013 ART Guidelines.

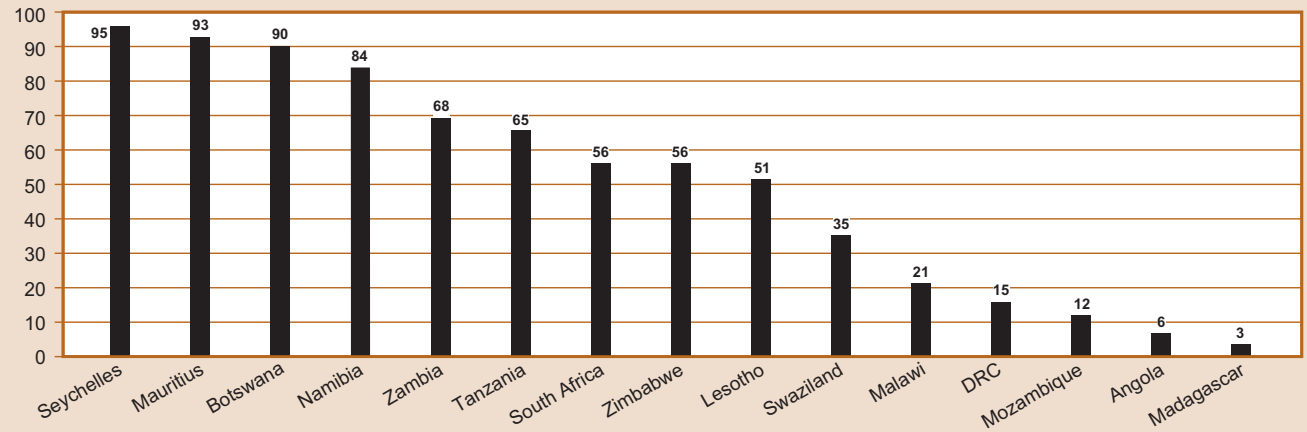
Adult access to ARVs is now over 40% of the eligible population in Botswana, Malawi, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe. South Africa has announced a bold target of providing 4.5 million people with access to antiretroviral therapy. Adult access to ARVs is between 25% and 39% of the eligible population in Angola, Lesotho, Mozambique, DRC, Madagascar and Mauritius. However, a mere 24% of eligible children are receiving ART.[42]

Saving lives: Since 1995, antiretroviral therapy has saved 14 million lives in low- and middle-income countries, including nine million in Sub-Saharan Africa. 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.

Some 86% of people living with HIV who know their status in Sub-Saharan Africa are receiving ART, and nearly 76% of them have achieved viral suppression. Six countries in SADC account for 56% of the global population that is on ARVs. These are: 33% South Africa; 5% Zimbabwe; 5% Mozambique; 5% Tanzania; 4% Zambia; and 4% Malawi.[43]

An additional 1.5 million people living with HIV received antiretroviral therapy. South Africa has the highest number of people on HIV treatment - nearly 2.6 million - and has committed to nearly doubling that number in the next few years. However, within Sub-Saharan Africa, between 65% and 68% of men, and 55% and 60% of women living with HIV are not receiving ART.

Figure 7.7: Percentage of those eligible 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 ARVs, there is still 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 ART to 96% of those eligible.[44] The government funds 60% of the country's HIV and AIDS budget and political commitment to the programme is very high.

[42] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014
[43] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014
[44] UNAIDS 2013. Update Africa.

In **Mauritius** all HIV-positive people can receive ART for free. In addition, all HIV-positive pregnant women can receive PMTCT to prevent HIV transmission to their unborn children.



Malawi implemented National Guidelines for the use of ART. 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.

Protocol @ work

South Africa: Treatment Action Campaign ensures services for all

The Treatment Action Campaign (TAC) is a non-profit association in South Africa with branches in different provinces. TAC's Free State programme works to ensure that every person gets access to healthcare and treatment for TB, and HIV and AIDS.

TAC's objectives include:

- Ensuring that the rate of infection in children and women is reduced;
- Stigma and discrimination are reduced;
- Making sure that everyone gets effective and comprehensive treatment for HIV and AIDS;
- Providing education and awareness for all people who are infected and affected by HIV and AIDS;
- Ensuring that there is no sexual violence in families and that the rights of women and children are not violated.

The TAC programme also encourages LGBTI community members to get involved in the TAC community. Working together with other NGO'S, health facilities and all community members is the most important factor in ensuring everyone has the right to access treatment and to motivating all HIV positive people to take ARV treatment. The programmes also support sex workers and men who have sex with men (MSM) as they are key populations at risk of HIV and AIDS, sexually transmitted infections (STIs) and TB.

TAC aims to ensure that each and every person in the Free State accessing health services without discrimination from any doctors or nurses irrespective of sexual orientation or gender. TAC has used film screenings and radio slots to share information, in addition to the information that is available at clinics from health talks held for the patients and nurses. Women are also encouraged to use the female condom. People are coming back to TAC facilities for their treatment and check-ups which indicates that they are getting the right information.

Challenges include:

- A lack of funds to reach places that are far away.
- Condom distribution is still a problem, more especially female condoms, as people say they do not feel comfortable with them.
- TAC still needs to get access to the prisons to men and MSM as they are the most at risk in terms of infection with HIV, TB and STI's.

Source: Adapted presentation by William Mokhehle, SADC Gender Protocol @ Work Summit, May 2014

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 availability of drugs needs to improve, 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 the ages of 15 and 49 years know their status.[45]

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.[46] According to the latest WHO guidelines (2010), only one third of HIV positive patients in need of treatment

[45] ACTSA, 2010.
[46] Medecines Sans Frontieres, 2010.

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.[47] 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 the subject to other forms of stigma such as people with disabilities, sex workers, LGBITI, prisoners and refugees.
- Poor data availability and management, both crucial 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.
- Reaching more men earlier and keeping them in care and treatment.
- Improving 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 of 10 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.

Namibia: Katima Mulilo HIV and AIDS wellness programme



The HIV and AIDS pandemic has hit the Katima Mulilo region extremely hard. The HIV prevalence rate in Katima Mulilo is one of the highest in the region. The Katima Mulilo prevalence rate is at 38% compared to the national prevalence rate of 18%. In order to address this issue the town council has focused an HIV and AIDS intervention focused awareness creation, training council employees and developing wellness programmes. The SADC Gender Protocol highlights the need for state parties to recognise the unequal status of girls and women in the way that HIV and AIDS pandemic affects them based on underlying issues of gender inequality.

The activities of the wellness programme include the following:

- Make provisions for counselling to staff members and their families.
- Identify development needs for individual employees.
- Coordinate activities of peer educators.
- HIV and AIDS education through sports bringing both male and female youth together to participate in awareness raising through soccer and the positions as a metaphor for HIV and AIDS - for example: the striker position is the virus, the goalkeeper is a condom.



Esther Sankwasa,a Councilor from Katima Mulilo bursts into song and dance after winning Most Improved COE prize.
Photo: Gender Links

Increased participation of men is a major outcome of the HIV and AIDS programme in Katima Mulilo, many now participate openly in voluntary counselling and testing with women. At policy level the HIV and AIDS Wellness Programme has ensured that there is no discrimination or stigmatisation against people living with HIV and AIDS. It has also encouraged equal rights between women and men living with HIV at the managerial level.

A major challenge in imple-menting the HIV and AIDS Wellness Programme was the lack of support from top management and inconsistent interest and participation from the council's employees. To ensure that the programme is sustained will require more financial investment and training of officials and community members. Working in partnership with other towns through exchange visits will help sustain the programme and encourage replication.

Protocol @ work

[47] AFP, 2008.

Post Exposure Prophylaxis (PEP) is provided for in policies but not easily accessible: UNAIDS and UNIFEM reports recognise gender-based violence (GBV) as one of the leading factors in HIV infection, usually due to lacerations and other trauma. Treatment can help to reduce the likelihood of infection after sexual violence and is an important factor in caring for women and girls who have been sexually abused. Twelve SADC countries (excluding Angola, Lesotho and Zimbabwe) have policies requiring that health facilities administer PEP after a sexual assault and 13 countries have policies aimed at preventing sexually transmitted infection after sexual assault.

In Zimbabwe, a number of policy documents, including *Guidelines for Antiretroviral Therapy in Zimbabwe (2005), Zimbabwe National Guidelines on Testing and Counselling, National Behaviour Change Strategy for Prevention of Sexual Transmission of HIV (2006-2010) and the National Plan of Action for Women, Girls and HIV and AIDS*, 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.[48]

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 only 5%.[49] 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. 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.

Protocol @ work

Zambia: Empowering rural women to claim their rights



The Society for Women and AIDS in Zambia (SWAAZ) - Katete, was initiated in 2003 and operates as a branch of the national SWAAZ chapter whose head office is in Lusaka. SWAAZ started a gender equality campaign to create community awareness about women's rights, related problems women face and gender-based violence (GBV).

It was observed that few women are contributing to decision making at all levels including household and policy making levels. SWAAZ started the initiative to help create equality between women and men, and to empower women to claim their rights. The initiative has created awareness about GBV, early and forced marriages as well dropout rates among girls due to early pregnancies in communities. The SWAAZ programmes have also helped educate women in the community about the dangers of STI's, HIV and AIDS, providing an environment that encourages women to support each other through open discussions of about sexual reproductive and health and rights. Women have also been encouraged to take part in income generating projects to become economically independent, reducing vulnerability to GBV and HIV.



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 ART 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

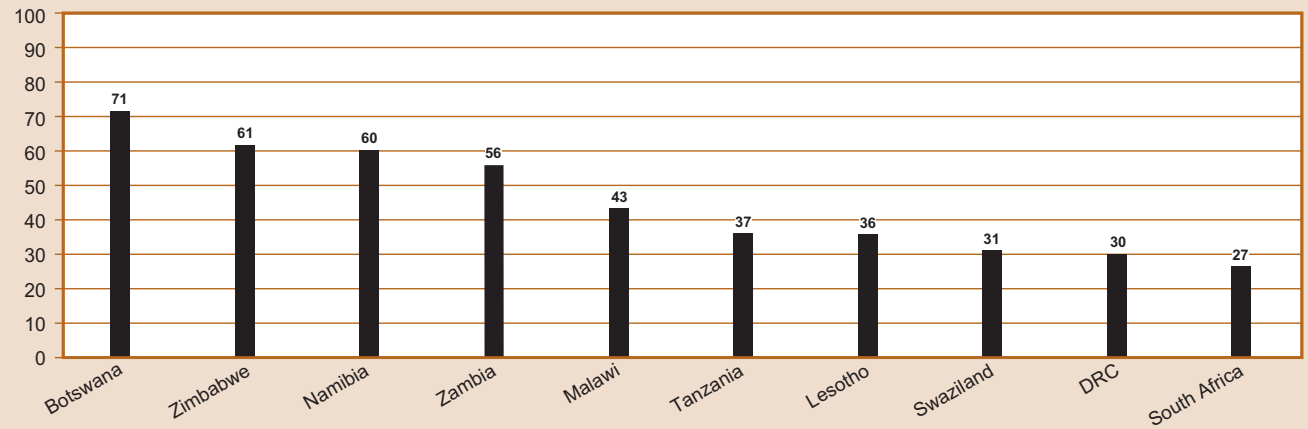
[48] ZWRCN, 2009.
[49] Ibid.

and Zimbabwe) tested 76% of TB patients for HIV. However, there is a need to intensify these efforts to further reduce deaths. Since 2004, TB-related deaths among people living with HIV had declined by 36% worldwide at the end of 2012. WHO estimates that scaling up collaborative HIV and TB activities prevented about 1.3 million people from dying between 2005 and 2012. More people with TB are now receiving ART. Ten countries represent more than 80% of the global number of notified HIV positive people with TB receiving ART. Six of these - South Africa, Mozambique, Tanzania, Zimbabwe, Zambia and Malawi, are in SADC.

In 2013, South Africa recorded a high tuberculosis prevalence rate of 965 cases per 100 000, much higher than the global average of 160 cases per 100 000. However the study estimates that 20 000 South Africans who were not HIV-positive died from TB in 2013.[50]

HIV and cervical cancer co-infection is common: Co-infection of HIV with the human papillomavirus, which causes cervical cancer, is also common. The two viruses have similar risk factors and both can be sexually transmitted. Progression of human papillomavirus 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 causes of death in women in the region by 2025.

Figure 7.8: Percentage reduction of deaths due to HIV between 2001 and 2012



Graph compiled from UNAIDS 2013 World Aids Day 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 is approximately 100 000 deaths averted.[51] Botswana, meanwhile, saw the largest per capita reduction at 71%.

Even with the impressive reduction in deaths, six countries in SADC still accounted for a combined total of 32% of the deaths due to HIV and AIDS globally in 2013: 13% South Africa; 5% Mozambique; 5% Tanzania; 4% Zimbabwe; 3% Malawi and 2% Democratic Republic of the Congo.[52] According to a study conducted by the Institute for Health Metrics and Evaluation (IHME), South Africa has the highest number of Aids-related deaths in the world.[53]

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.

[50] http://mg.co.za/article/2014-07-21-hiv-infections-in-children-under-five-down-by-over-three-quarters
[51] UNAIDS 2012 World AIDS Day Report: Results.
[52] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014.
[53] http://mg.co.za/article/2014-07-21-hiv-infections-in-children-under-five-down-by-over-three-quarters

Nomcebo Manzini, former 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 amount and intensity of unpaid care work in Southern Africa has been exacerbated by the HIV and AIDS pandemic."[54]



Sea Point Support Group, Lesotho. *Photo: Gender Links*

For two decades, HIV led almost inevitably to AIDS, which is a cocktail of many opportunistic infections - diarrhoea, thrush, TB, cervical cancer, pneumonia, shingles, meningitis and others. For many it was 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 placed significant demands on already under-resourced health care services. Formal health care systems in these countries had not recovered from the health sector reforms and structural adjustment programmes of the mid-1990s. HIV-positive people occupied a significant proportion of hospital beds in most SADC countries. The long term and progressive nature of HIV and AIDS meant that the health care needs of those infected changed 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 was transferred to the family and community, primarily undertaken by women and girls.

Care was provided by the elderly and children as a generation of able-bodied men and women were 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 and kin, sprang 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 and communities to offer affordable quality care for the sick.

A 2009 study conducted by the Voluntary Services Overseas Regional AIDS Initiative for Southern Africa (VSO-RAISA) and the World Health Organization (WHO), showed that women and girls comprised up to 80% of volunteer care providers in C&HBC programmes due to the division of labour based on traditional gender roles and the perception of volunteering and non-economic activities. First, the conventional division of gender roles in societies assigns the role of care provider to women. 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.[55]

The study found that care providers have unregulated working conditions. Legal frameworks to protect their rights were 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 were in dire need of assistance.

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.[56] Care

[54] http://www.sarpn.org/documents/d0000919/P1017-Unpaid_Care_Work.pdf
[55] VSORAISA and WHO, 2009.
[56] Ibid.

providers therefore expect some financial or material compensation for their services, as their patients also expect a lot from them. WHO has stated that "there exists virtually no evidence that volunteerism can be sustained for long periods: as a rule, community health workers are poor and expect and require an income."[57]

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 households had taken on the responsibility for more orphans than male heads of household.[58] As the crisis deepened in Africa, many girls left school to provide home-based care.[59] 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.



In **Swaziland**, school enrolment was estimated to have fallen by 36% due to AIDS, with girls the most affected.[60] 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.[61] Grandmothers, aunts and cousins may be caring for orphaned children from several families.

Care work in the time of ART

As treatment rapidly becomes more available 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; 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.

Services undertaken by care providers may be classified in three categories: prevention, treatment and support. Table 7.1 details the types of activities included in each area.

Table 7.2: 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

[57] Lehmann U and Sanders D, "Community health workers: What do we know about them? The state of the evidence on programmes, activities, costs and impact on health outcomes of using community health workers".. A report by School of Public Health University of the Western Cape. Evidence and Information for Policy, Department of Human Resources for Health. Geneva, 2007.
[58] UNICEF. 2003. Africa's Orphaned Generations. New York. www.unicef.org.
[59] http://www.unfpa.org/hiv/women/report/chapter4.html
[60] Global Coalition on Women and AIDS. 2004. "Care, Women and AIDS." op. cit.
[61] HelpAge International and the International HIV/AIDS Alliance. 2003. Forgotten Families: Older People as Carers of Orphans and Vulnerable Children. p. 13.
[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".

Care giving for children:[63] In many Sub-Saharan countries, extended families have assumed responsibility, with little public support,[64] for more than 90% of all double orphans and single orphans not living with the surviving parent.[65] 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.[66]

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.

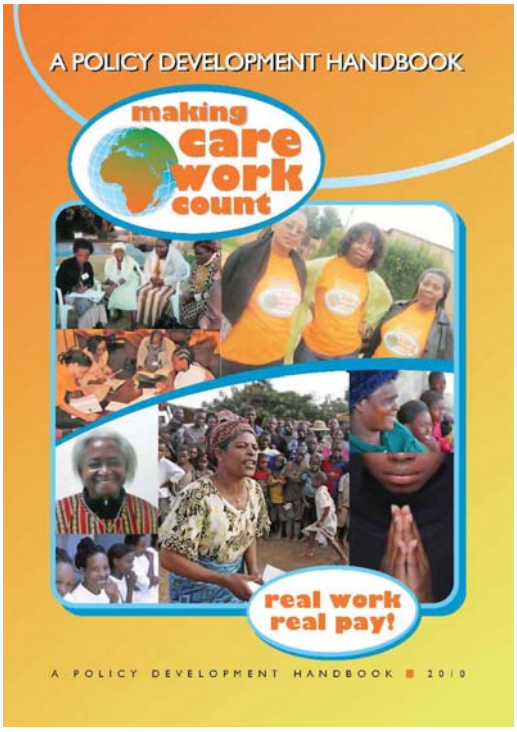
The responsibility for making these fundamental policy changes rests with those who hold power and have a duty to respect, protect, promote and fulfil the rights of care providers - national governments, donors, civil society and other key players involved in the fight against HIV and AIDS. It is now time to recognise the contributions of community volunteers in the fight against HIV and AIDS, and to support and empower them to understand and claim their rights.[67]

Care work policy and legislation

In 2010, inspired by Article 27(c) of the SADC Protocol on Gender and Development (SGP) and Gender and Media Southern Africa (GEMSA), VSO-RAISA developed the *Making Care Work Count Policy Handbook*.

The objectives of the handbook include influencing 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 have access to 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 region to regulate and standardise the training.
- **Psychosocial support:** Care for care providers should be prioritised with psychosocial support programmes developed and provided.
- **Gender equality:** The gender dimensions of HIV and care work 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.



[63] http://www.unicef.org/publications/files/Africas_Orphaned_and_Vulnerable_Generations_Children_Affected_by_AIDS.pdf
[64] 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.
[65] 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.
[66] 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.
[67] http://www.vosesa.org.za/sadcconference/papers/7.pdf

Zimbabwe: Implementing the Care Work Policy



Zimbabwe developed a Care Work policy in 2012 and VSO, who had supported the development of the policy, commissioned a review of the implementation of the policy in September 2013. This review found progress in a number of areas:

Training: The Ministry of Health and Child Welfare (MOHCW), in collaboration with the National AIDS Council (NAC), recently reviewed the training curriculum for caregivers to make it more inclusive of new and emerging issues. These include adherence counselling, palliative care and the WHO guidelines on PMTCT and post-natal and recommended breast feeding practices.

Psychosocial Support: The programme coordinators in organisations that were consulted in the review make time to speak to the caregivers. The coordinators are often trained individuals and provide counselling and opportunities to share difficult experiences encountered in the course of work. However, the review suggested that more effort should be invested to strengthen support and emotional care for the primary caregivers who face the burden of uninterrupted caregiving roles and responsibilities.

Remuneration: The review found that there is recognition and support for remuneration, but organisations are faced with the challenge of mobilising sufficient resources to meet the requirements stipulated in the policy. There is an urgent need to lobby and persuade funders and governments of home based care programmes to develop a long term and sustainable strategy to cover regular and meaningful incentives for care givers.

The organisations were found to be providing care givers with uniforms, hats, bicycles, T-shirt's and food packs). These items are essential for the safe and efficient performance of caregivers' duties and therefore are not considered as incentives. Some organisations have integrated C&HBC with income generating projects, for both caregivers and clients in their programmes.

Supply of C&HBC supplies: As a result of the poor economy and the general deterioration of the health care system in Zimbabwe, this has been weak. Since the launch of the caregiver policy, the Hospice Association of Zimbabwe (HOSPAZ), the Zimbabwe National Association of PLWHA (ZNP+) and the National AIDS Council (NAC) have increased supply of C&HBC supplies to implementing partners.

Male Involvement: This has been slow but steady in some parts of Zimbabwe and particularly among VSO-RAISA partners.



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 has an agreement with the Government of Malawi to support the development of a policy beginning in the second half of 2014.	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 is still defined as volunteerism. VSO has supported the development of a draft policy which is under review by Ministry of Health (MOH). The draft policy provides for a framework of incentives to be developed.	The operational manual mentions the volunteer kit and allocation of some basic materials. In practice though neither the MOH nor the donors provide this material for care workers.
Namibia	Current CHBC policy calls for a monthly incentive of N$250-N$500 (roughly USD $31.62). Plans underway to lobby Ministries of Health and Labour to enable submission of a motion on remuneration for care givers before parliament during the first half of 2011.	Namibia has been affected by the dwindling global funding basket with implications on the ability of NGOs and CBOs to continue providing remuneration and other forms of financial support for care givers.
South Africa	The policy framework document remains a draft. The extent of implementation in this area is not known.	The Department of Social Development (DSD) gives food supplements and parcels. Some progress has been made in accessibility to ARVs and other materials for HIV and AIDS affected people, thus alleviating the burden for carers.
Swaziland	The current CHBC policy calls for a monthly incentive of E200 (roughly USD$25) for Registered Health Monitors (RHMs). Attempts to integrate Swazi care givers into RHM system are ongoing. More effort required to secure government subsidies and other support for care givers.	All RHMs and care givers receive CHBC kits and uniforms as a requirement for easy identification within the community, an identity card, t-shirt, shoes, umbrella, a home-based care kit, and a monthly, monetary incentive as above. Community care givers are not entitled to this support.
Tanzania	No policy.	Tanzania Commission for AIDS gives funds to registered CHBC organisations to sustain their projects and CHBC kits.
Zambia	VSO has supported Zambia to develop a draft policy which provides that caregivers shall be entitled to free treatment at all levels of public health facilities in the event of illness or accidents caused during and outside their duties and be afforded preferential treatment at health facilities. The policy also provides for an incentive structure with minimum standard benefits to care givers to be set up through a National Committee with a parallel endeavour to finance a budget for caregiver incentives and engage the private sector and donors to contribute to standardise incentives. Finally, the policy provides for the promotion and support to income generating activities for caregivers and their clients	The draft policy provides for budgetary provisions for the procurement of sufficient Ministry of Health-recommended CHBC standard supplies (CHBC kits) that are replenished regularly and that caregivers should be equipped with the necessary work-tools and supported with systems that will enable them to carry out their work efficiently and safely. These include items such as transport fares, protective clothing, name badges/ Identification cards; stationery and other essential requirements.
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.

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. Provision of this support to care givers available on a voluntary basis; implementation yet to take place.	No policy. Gender Links is working with localities through the Local Government Centres of Excellence to do sensitisation on care work.
The draft policy provides for training of at least 12 days which will be accredited and certificates given.	State manual outlines psychosocial provisions for carers. Carers do not as yet benefit from this entitlement. The draft policy provides that organisations providing CHBC shall prevent stress and monitor signs of burn out and take action to prevent it.	The draft policy provides for organisations that are implementing CHBC activities to recruit male and female care providers who are selected by local leaders and their communities.
Under the new policy, the government will re-train all caregivers using a standardised manual. Lobbying of Namibian Qualification Authority and Ministry of Health and Social Services for accreditation of carers underway.	The CHBC policy attempts to address the psychological needs of caregivers. 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 psychosocial support for care givers. NGOs and CBOs generally provide debriefing opportunities for care workers.	Gender inequality is noted within the policy framework documents for CHBC.
The Ministry of Health and Social Welfare (MOH&SW) last trained care givers in 2005 and training continues to be the same despite changes in the area of care work. Care work is not recognised as a profession in Swaziland. Only one training manual and reporting tool exists that is applicable to both government and independent care givers.	There is no policy document that exists on psychosocial support for care workers. The evaluation report on CHBC has looked into support for care-givers. MOH&SW requests that all CHBC organisations promote stress management techniques, help care givers adjust to the pace and approach to work, provide peer counselling, and establish a support network.	No policy.
The Ministry of Health and Social Welfare (MoHSW) last trained care givers in 2005 and training continues to be the same despite changes in the area of care work. Care work is not recognised as a profession in Tanzania.	There is no policy document that exists on psychosocial support for care givers. The evaluation report on CHBC has looked into support for care-givers. MoHSW requests that all CHBC organisations promote stress management techniques, help care givers adjust to the pace and approach to work, provide peer counselling, and establish a support network.	No policy.
The draft policy provides that training shall be provided by Community Health Worker Tutors accredited by the Ministry of Health. The training shall be conducted using an approved national training curriculum and modules and shall be not less than 15 days. Caregivers shall be provided with continuous support and additional training.	The draft policy provides that organisations working with CHBC caregivers should monitor causes and signs and symptoms of care givers' burnout and provide caregivers with or link them to counselling services.	The draft policy has a section on Male involvement as caregivers and provides for innovative means of recruiting male caregivers.
A training package exists that covers: training of trainers, nutrition and other areas. National package includes treatment support for clients and handbooks for participants in two of the major national languages. Progress hampered by funding shortages.	The new CHBC guidelines recognise that care givers need appropriate psychosocial support to prevent stress and burn out. Care workers are benefitting from this where available; access is not guaranteed for all care givers.	No policy. However, in 2010 men's involvement in care work stood at 19%. In addition, international organisations helped with training children in order to ensure the safety of children forced to care for sick adults.

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.[68]



Getting men involved in care work is a priority at Lets Grow, a community based organisation in South Africa. *Photo: Trevor Davies*

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 policy.

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. VSO RAISA is continuing to support 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 ten SADC countries. This is leading to greater in-kind support and/or 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, but more effort is needed on this front and more men must assume this responsibility.

[68] Information on Angola, the DRC, Madagascar and the Seychelles was not easily accessible.

SGP Post 2015

HIV in the SADC region post-2015

UNAIDS is challenging the world to set targets to stop HIV infections for an AIDS free generation. UNAIDS is targeting 90% of tested and HIV positive people to be initiated on ART and targeting 90% of those on treatment with viral suppression by 2020. These targets may be ambitious, but the target of zero new infections through maternal to child transmission is certainly attainable.

SADC needs to lead the way in this regard. South Africa is showing the rest of the region that it is possible to rapidly increase the numbers on treatment - this has risen from 25000 in 2003 to 2 150 881 in 2012 and over 2.4 million in early 2014. South Africa has set a goal of more than 4.5 million on treatment. To achieve this, the country is prioritising mass testing in all available places. The plan is to test eight to nine million people per year. The Minister of Health says he is often asked if the country can afford such a massive treatment roll-out to which he responds, *"Can we afford not to?"*[69]

SADC countries need to continue to build on gains made in tackling HIV and AIDS: The intensified global and national efforts to expand access to 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 allocate budgets to fund HIV prevention, treatment and care programmes. Zimbabwe, for instance, has an AIDS levy on all income tax which provides a "home-grown fund" for treatment and other support.

Policies have been developed within the region but there is need to analyse these to determine to what extent the policies address gender issues and to monitor implementation to ensure that the gender issues are indeed receiving sufficient attention. Post 2015, these HIV and AIDS policies must be finalised, adopted and rolled out.

Focus more attention on adolescents (15 - 24): HIV is now the leading cause of death in adolescents in Africa.[70] Most adolescents do not know their status and thus are not accessing treatment. The world cannot reach zero new infections without paying specific attention to adolescents. In SADC there is need to focus on young girls specifically. The post 2015 SGP, must include targets and indicators specific to prevention, treatment and support of adolescent girls. Main-streaming sex education and comprehensive HIV knowledge in school curricula should be a priority for post 2015. In addition, women and girls will be less vulnerable to HIV and AIDS, and its effects if gender equality in other thematic areas is achieved.



World AIDS Day Vigil in Mauritius 2013. *Photo: Gender Links*

[69] Dr. A. Motsoaledi, Presentation to the International AIDS Conference, July 19, 2014
[70] World Health Organization, Health for the World's Adolescents: A second chance for the second decade, WHO, Geneva, 2014.

Investing in integrated and holistic programmes which include social benefits or and skills development to improve HIV and sexual and repro-ductive health outcomes, has been shown to work. The post-2015 agenda must advocate more holistic and inclusive approaches in prevention, treatment and care, to ensure all people and vulnerable groups are targeted, reached and their specific needs are also prioritised.

Tackle stigma, increase testing and treatment among key populations: SADC has generally done well in promoting and conducting testing, but more needs to be done to target sex workers, men who sleep with men and women who sleep with women, people who inject drugs, prisoners and migrants. With high HIV prevalence in these communities it is crucial to build on interventions that reduce stigma and provide medical and other services to these groups. The post-2015 agenda, must ensure they are involved in the design, implementation and monitoring of the programmes. In doing so, testing 90% of the population by 2030 is possible and will help ensure reduction in new infections and AIDS-related deaths. The post 2015 SGP must include time-bound targets for continual increase of treatment coverage to ensure that treatment and prevention, outpaces the rate of infection. At least 90% of those that are eligible for treatment should access it by 2030.



Elimination of mother to child transmission of HIV: Roll out and coverage of PMTCT across the region has increased but gaps persist. Post 2015 agenda should up the target to ensure 100% pregnant mothers tested for HIV and 90% of those that test positive start treatment. Governments must adopt the 2013 WHO guidelines on antiretroviral therapy and improving service delivery; and integrate maternal and child health and paediatric HIV treatment and other care services, so that women and their children receive care from the same providers during a single visit.

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 SGP. Although strides are being made, women still bear the brunt of this work and are still under-resourced and undercompensated. Ongoing engagement between parliamentarians and civil society is a very important to ensure that policies are not only gender-sensitive, but also move from drafts to adoption. Where policies are in draft they need to finalised, adopted and implemented.

Other steps that need to be prioritised post 2015, particularly in relation to care work are:

- **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.

- **Expansion of the scope of care work from HIV and AIDS to all long term illnesses:** As roll of out ARV's will mean less direct nursing for care workers, there is room to expand the scope that care workers can be equipped to advise on. These can include treatment adherence support and follow up, awareness about screening for cervical and breast cancer as well as hypertension and diabetes. 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. Such champions can share their experiences and inspire others.

- **Encouraging traditional leaders to help promote change:** Addressing gender disparities in community care and support and challenging risky cultural and traditional practices and attitudes can be more effective when involving men and traditional leaders. Traditional leaders play an important role in challenging and changing some of the traditional and cultural attitudes, beliefs and practices related to care.

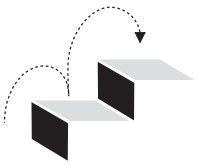
- **Involving men in C&HBC programmes has proven to be effective in reducing the burden of care on women and girls:** Men are highly mobile and vocal, and their increased participation in C&HBC programmes can help improve the dissemination of HIV and AIDS information in communities. However, most initiatives 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.



Photo: Courtesy http://20x20aids.org/wp-content/uploads/2014/07/4c135a45-88ec-43fe-9300-52cfb4ad5c0f_20x20-SA.jpg

Table 7.4: HIV and AIDS proposed post 2015 targets and indicators		
Target	**Proposed post-2015 targets**	**Possible indicators**
Policies	All 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.	National policies which address gender issues.
		National policies that are implemented.
Prevention	Reduce prevalence in adolescents by 50% by 2030. Increase comprehensive knowledge of HIV in young people to over 70% Increase percentage of boys and girls who complete secondary school. Promote behavioural change through FBOs and NGOs. Ensure HIV and AIDS as part of the school curricula. Provide health gardens for survivors through local government. Invest in integrated programmes which include social benefits or cash transfers.	HIV prevalence disaggregated by sex.
		Comprehensive knowledge on HIV and AIDS disaggregated by sex.
		Countries where HIV is in the school curriculum.
		HIV prevalence among young people.
		Comprehensive knowledge of HIV among adolescents.
		Lower secondary school gross enrolment ratio, disaggregated by sex.
		Upper secondary school gross enrolment ratio, disaggregated by sex. Percentage of adolescents in need of social protection that receive regular cash transfer and support.
	Increase testing to at least 90% of population by 2030.	Percentage of population which has been tested, disaggregated by sex.
Elimination of Mother to Child Transmission	By 2030 100% of pregnant mothers tested for HIV; 90% of those that test positive initiated on treatment.	Percentage of pregnant mothers tested for HIV.
		Percentage of pregnant mothers living with HIV initiated on treatment.
	Tackle stigma associated with key populations such as sex workers, men who sleep with men and women who sleep with women, people who inject drugs, prisoners, migrants and ensure that they all access comprehensive HIV care, support and treatment services to reduce the prevalence of HIV.	HIV prevalence in: • Sex workers • Men who have sex with men • Women who have sex with women • People who inject drugs • Prisoners • Migrants
Treatment	Ensure universal access to HIV and AIDS treatment for infected women, men, girls and boys by 2020. 50% people over 50 have access to integrated health, HIV and social services. At least 30% of those that are eligible for social protection are receiving support.	Percent of those living with HIV who access to ARV treatment, disaggregated by gender.
		Percent of people over 50 who have access to integrated health, HIV and social services.
		Percent of people over 50 who are eligible for social protection that receive it.
Care Work	Have and enforce policies and programmes for the recognition, of the work carried out by care givers, the majority of whom are women by 2020.	Number of recognized and accredited caregivers.
		Number of policies on care giving, safety, legal protection.
		Number of countries with final policies on care work.
		Number of countries which are implementing policies on care work.
		Proportion of recognized care workers that are men.

Source: SADC Protocol@Work and Alliance member contributions.



Next steps

Post 2015: Lobby for stronger and improved HIV and AIDS targets and indicators in the reviewed SGP, to ensure women and girls' burden is dramatically reduced with zero new infections and universal treatment

SADC countries need to continue to build on gains made in tackling HIV and AIDS, but increase and speed up efforts in the run up to 2015: 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. Governments, organisations and community members must avert HIV and AIDS "fatigue." Collaboration between and commitment amongst states must be sped-up to ensure more investment in HIV prevention, treatment and care.

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, women who sleep with women, sex workers and drug users: 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 mutual reinforcement of HIV/AIDS and gender inequality must be recognised and urgently mitigated in policy and in practice. 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. SADC should use 2015 to establish a regional care providers' network, to ensure that at least ground work for post-2015 care work policies and initiatives is complete for the post-2015 period.

Expansion of the scope of care work from HIV and AIDS to all long term illnesses: A roll out of ART 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.

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.

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.

Encouraging traditional leaders to help promote change: Addressing gender disparities in community care and support and challenging risky cultural and traditional practices and attitudes can be more effective when involving men and traditional leaders. Traditional leaders play an important role in challenging and changing some of the traditional and cultural attitudes, beliefs and practices related to care.



"Nicole" Anushka Virahsawmy

CHAPTER 8

Peace building and conflict resolution

Article 28



Cindy Fohette and Belvedere Sheisa, supervising on a ferry in Seychelles. *Photo: Loveness Jambaya*

KEY POINTS

- Conflicts in Madagascar and Zimbabwe were tenuously settled through elections, while the signing of a peace-agreement between government and the rebel group M23 in the Democratic Republic of Congo (DRC) helped quell conflict. However, intra-state conflict re-emerged in Mozambique and border tensions between Tanzania and Malawi run high.
- SADC also witnessed its first woman Head of State, Joyce Banda, voted out of office after only two years. Women from the SADC region are however beginning to occupy key positions continentally and internationally, for example, AU chairperson (Dr Nkosozana Dlamini-Zuma), UN Women Executive Director (Phumzile Mlambo-Ngcuka) and Africa Development Bank Gender Special Envoy (Geraldine Fraser-Moleketi) .
- There has been a vast improvement in the provision of sex-disaggregated data on security services since the Barometer began tracking this parameter in 2010. Twelve countries (compared to five) now provide sex-disaggregated data on defence, 13 (compared to five) provide data on the police. However only six countries provide data on correctional services.
- A few countries have registered considerable progress. Women constitute 28% of the defence forces in South Africa and 26% in Namibia. In Seychelles, women constitute 38% of the police and 52% of correctional services staff.
- Eight out of the ten countries that contribute peacekeepers to UN missions send women peacekeepers. Zimbabwe (35% women) contributed the highest proportion of women in 2013.
- There is insufficient empirical evidence in this sector to compute the SADC Gender and Development Index (SGDI). The Citizens Score Card rating (public perceptions) has increased significantly from 40% in 2011 to 70% for women and 68% for men in 2014.
- Major gaps persist: data for several countries is still unavailable; in some countries there are no women 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 sex-disaggregated collection of data.
- Governments and civil society should build national and local infrastructures for sustainable peacebuilding.

Trends table - Peace building and conflict resolution[1]						
Parameter	2010	2011	2012	2013	2013	Target 2015
Defence						
Number of countries with sex-disaggregated data	5	8	9	10	12	15
Highest proportion of women in defence	South Africa (24%)	Namibia (26%)	South Africa (27%)	South Africa (27%)	South Africa (28%)	50%
Lowest proportion of women in defence	Botswana (1 %)	Madagascar (0.1 %)	Madagascar (0.1 %)	Madagascar (0.1%)	Madagascar (0.1%)	50%
Police						
Number of countries with sex-disaggregated data	5	8	13	13	13	15
Highest proportion of women in the police force	South Africa (21 %)	Lesotho (29 %)	Namibia (31 %)	Seychelles (38%)	Seychelles (38%)	50%
Lowest proportion of women in the police force	Mozambique (7%)	Mauritius (6%)	Mauritius/DRC (6%)	Mauritius/DRC (6%)	DRC (6%)	50%
Correctional services						
Number of countries with sex-disaggregated data		5	6	6	6	15
Highest proportion of women in correctional services		South Africa (27%)	Seychelles (52%)	Seychelles (52%)	Seychelles (52%)	50%
Lowest proportion of women in correctional services		Mauritius (8%)	Mauritius (8%)	Mauritius (8%)	Mauritius (9%)	50%
Peacekeeping						
Number of countries with women in peace-keeping forces	7	8	8	8	8	15
Highest proportion of women in peace-keeping	Namibia (46%)	Namibia (46%)	Namibia (46%)	Namibia (46%)	Zimbabwe (35%)	50%
Lowest proportion of women in peace-keeping	Tanzania (6%)	Madagascar (3%)	Malawi (2%)	DRC (2%)	Lesotho and Mozambique (0%)	50% 50%
Scores						
CSC	n/a	40%	40%	69%	69%	100

Source: Gender Links.

Progress in gender equality for peace and security in SADC



U.S. Army Sergeant Major Carolina D. Johnson, shares her experiences and talks about challenges facing women in the U.S. Army with women in the Botswana Defence Force.
Photo: Courtesy of Iipdigital

Although many Southern African countries have made substantive progress in implementing Article 28 of the SADC Protocol on Gender and Development (SGP), few will meet the 50% target for women's inclusion in the security sector by 2015. SADC must make a more concerted effort to mainstream gender into the security sector. There can be no sustainable peace and security if women are not adequately represented in this sector and if their needs and interests continue to be marginalised. The SADC Organ's gender-blind approach to peace and security continues to buttress a male dominated environment and reinforce gender stereotypes and discrimination.

To date, there is still no systematic sex-disaggregated data collation by the region's security sector institutions that can be used for monitoring and evaluation to date. SADC member states continue to shield behind archaic notions of national security, to hide the fact that they have not adequately addressed the gender dimension of peace and security. The Barometer first introduced the peace and security chapter in 2010. Four years later, definite trends are discernable.

The key trends table shows that by 2014, the Barometer has been able to piece together the sex-disaggregated data on defence for 12 countries 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 (28%) has the highest proportion of women in defence, while Madagascar has the lowest at a negligible (0.1%). There is new

[1] All parameters refer to available data during the respective years.

information pointing to a 10% representation of women in Lesotho's Defence Force. However, the data for Angola, Tanzania and Swaziland remains inaccessible. The majority of countries have not mainstreamed gender into their legislation, recruitment and retention programmes continue to reflect very low proportions of women in defence.

South Africa (34%), Malawi (26%) and Mauritius (8%) registered an increase in the number of women in their police services. Seychelles (38%) continues to have the highest proportion of women in the police force in the region, while DRC (6%) has the lowest proportion of women in the police force.

Sex disaggregated data is least available for correctional services. As reflected in the trends, data is only accessible for six countries. At 52%, Seychelles is the only country in the region to have achieved gender parity in correctional services. Mauritius increased its proportion of women in correctional services from 8% to 9% but remains with the lowest proportion of women.

Zimbabwe (35%), contributed the highest percentage of women peacekeepers in 2013. The percentage of Namibian women peacekeepers, as a proportion of their total contribution of peacekeepers to UN Missions, declined from 46% to 21%. Although South Africa's percentage of women peacekeepers is 15%, the country still accounts for the largest actual number of women deployed (315) on such missions because it deploys many more peacekeepers overall. In many countries the proportion of women sent on peacekeeping missions remains very low, while Lesotho and Mozambique do not send any women at all.

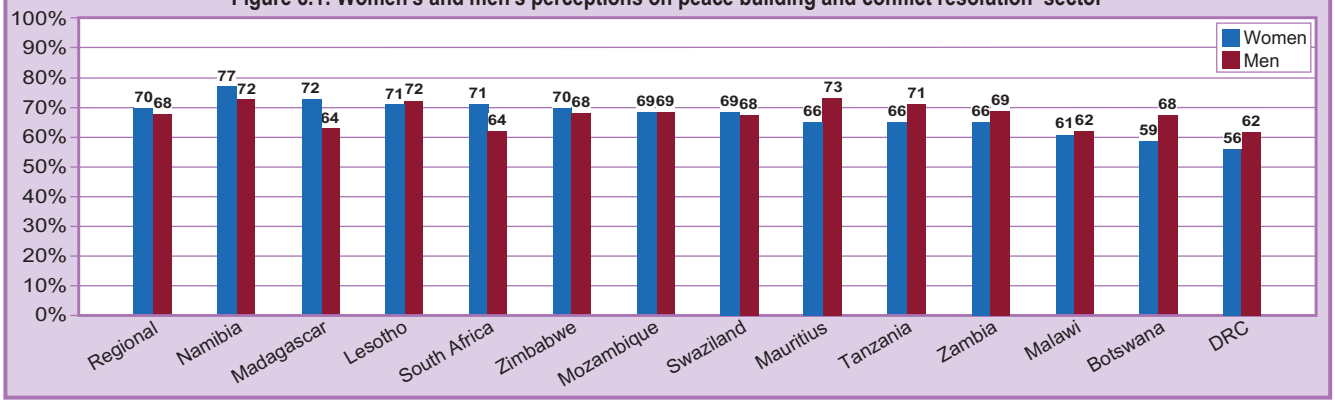
There is greater recognition than four years ago, of the need for a gender responsive transformation of the security sector. The formation of women's networks in the security sector and increased gender sensitive training is beginning to make a difference. However, much more robust interventions are needed to bring about the desired change. This requires leadership, concrete strategies, gender budgets and co-operation between civil society and the security sector.

While it may eventually be possible to calculate an empirical score or SGDI in this sector that shows progress made by member states toward addressing gender inequalities, currently this is still not possible due to the data gaps. The assessment of overall progress is thus based on available data and citizens' perceptions using the Citizen Score Card (CSC).



From left John Soo Phiri, Malawi Human Rights Resource centre and Chizaso Nyirongo from Law Commission discuss peace and security issues, at the Barometer reference group meeting - Lilongwe, March 2012. *Photo: Loveness Jambaya Nyakujarah*

Figure 8.1: Women's and men's perceptions on peace building and conflict resolution sector



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 a reflection of the generally more peaceful conditions in the region. Figure 8.2 shows that there is little difference between the scores of women (68%) and men (70%). Women in Namibia gave their government the highest score at 77% while those in DRC recorded the lowest score at 56%. Botswana recorded the highest gender gap with men giving a much higher score of 68% compared to the score of 59% given by their female counterparts. South Africa and Madagascar, similarly registered a marked gender gap in scoring (seven and eight percentage points respectively, with women more positive than men in both instances). The scores for South Africa and Madagascar are also much lower at 71% and 72%, as compared 2013 scores of 84% and 77%, respectively, by women. Mozambique men and women scored their country equally at 69%. There are no substantial differences in the scores given by male and female citizens for the rest of the countries.

Background

Since the ending of white minority rule in a number of Southern African countries, the region has generally been at peace. However, there have been pockets of conflict in various countries, some of which subsided during the year under review.

President Robert Mugabe won another term in office following Zimbabwe's elections in July 2013. Madagascar held peaceful presidential and parliamentary elections in October and December 2013. The voting in of President Hery Rajoanarimampianina seemingly put an end to the political rivalry that had long destabilised this country. The deployment of a UN intervention brigade consisting of troops from South Africa, Malawi and Tanzania to the Eastern DRC helped defeat the M23 rebels, though many other rebel groups continue to cause havoc in this country.

South Africa held peaceful elections in May 2014, with the African National Congress returning to power, but with a visible declining support base. The elections in Malawi in May 2014, marred by allegations of corruption, ousted Southern Africa's first women president, Joyce Banda and ushered in the former president's brother, Peter Mutharika. While the conflicts that have occupied much of the SADC Organ's agenda over the past decade appear to be settled, others are re-emerging (e.g. Lesotho and Mozambique). SADC countries do not fare well in the Global Peace Index which measures the relative position of nations' and regions' peacefulness. Launched in 2007 by the Institute for Economics and Peace (IEP) this ranks 162 countries (up from 121 in 2007). Three SADC countries feature in the bottom 50 countries (South Africa at 122, Zimbabwe at 148, and DRC at number 155 out of 162 ranked countries). Similarly, six Southern African countries rank in the top 50 countries of the 2013 failed state index, namely, Zimbabwe (10), DRC (36), Malawi (40), Angola (43), Zambia (45) and Swaziland (49).[2] These rankings indicate the need for SADC to pay serious attention to sustainable peace and development in the region.



The renewed violent clashes in 2013 between the government of **Mozambique** (Mozambique Liberation Front-Frelimo) and former Renamo fighters threatened to reignite old conflicts in this country. Renamo was reportedly re-establishing its military base and had announced that it would no longer be honouring the 1992 peace agreement. These events are transpiring at the very same time that Mozambique is expecting an economic boost with the discovery of coal and natural gas. Mozambique's civil society however moved swiftly to organise protest marches to call for an end to the violence and return to peace, whilst Renamo called for outside mediation. As Mozambique moves towards elections in October 2014, we are likely to see an escalation of these tensions, if SADC fails to adequately mediate and mitigate the situation.



Renamo rebels being trained for combat. *Photo: J. Jackson/VOA*

The recent scare of a potential coup in ***Lesotho*** also indicates that all is not well in this Kingdom. ***Tanzania*** and ***Malawi*** continue to be engaged in a border dispute over Lake Malawi that is poised to end up at the International Court of Justice.

Authorities often neglect local level conflicts, when they should receive direct attention from both state and regional bodies. Violence and displacement associated with migration is becoming a noticeable feature of this region and conflicts associated with service delivery and labour all highlight the need for

[2] The Failed States Index 2013 cited at http://ffp.statesindex.org/rankings-2013-sortable

an investment in local, national and regional level peace infrastructures. The formation and implementation of representative peace committees in Southern African communities, civil society organisations that specialise in peace building and reconciliation as well as a SADC centred mediation unit will go a long way in addressing the rising instability in this region. The inclusion of women and the mainstreaming of a gender perspective is crucial for the success of these peace initiatives.

Violent crime, including rape, is also a worrying factor for the region. The 2014 Crime and Safety Report for ***Swaziland*** highlights high prevalence of rape as a "crime threat."[3]



South Africa continues to register an alarming number of rapes and violent house burglaries. The 2014 Crime and Safety Report (OSAC) notes that what distinguishes crime in South Africa is (1) the level of violence associated with personal and property crimes and criminals do not hesitate to use lethal weapons, and (2) crime occurs across all metropolitan areas regardless of socio-economic status.[4] Despite the country's crime fighting efforts, more than 40 people are murdered in South Africa on a daily basis and about 66000 rapes were reported for the 2012/2013 crime reporting year. South Africa has a crime index of 78,86 placing it at fifth in the world for high crime rates- up there with countries like South Sudan and Venezuela.

South Africa has also seen a rise in labour unrest, service delivery protests and increasing instances of police and law enforcement employing illegitimate, excessive and lethal force against citizens.

The safety and security of women is dependent on the levels of peace and security nationally and regionally. It is therefore imperative that SADC and its member states work towards creating a safer and more peaceful region. In doing so, it must include women and a gender perspective in peace and security decision-making, solutions and in implementation. Civil society needs to find ways in which to hold their governments accountable, because only then will we effectively initiate the transformation envisaged under Article 28 of the SADC Gender and Development Protocol (SGP).

The SADC Gender Protocol provides for peace and security requiring member states to:

- 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.
- During times of armed and other conflict, take steps as are necessary to prevent and eliminate incidences of human rights abuses especially of women and children and ensure that the perpetrators are brought to justice before a court of competent jurisdiction.

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] The second strategic framework for the SADC Organ, SIPO2, still does not mainstream gender into its activities. However, the various sectors are beginning to engage the issue. The police sector and correctional services have formed women's associations to provide support to each other nationally and regionally and the defence sector has pledged to increase the number of women in the defence forces. At a meeting of SADC's Inter State Defence and Security Committee, in May 2014 in Harare, they pledged to both down-size their forces and to fast track women into the forces. The Zimbabwe Chief of Staff Service Personnel stated, "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"[6].

[3] https://www.osac.gov/pages/ContentReportDetails.aspx?cid=15589
[4] https://www.osac.gov/pages/ContentReportDetails.aspx?cid=15318
[5] AU Policy Framework on Security Sector Reform adopted in 2011
[6] Cited at http://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



Globally there has been considerable progress on implementing UN Security Council Resolution (UNSCR) 1325. The UN Secretary General's Report on Women and Peace and Security for 2013, noted that there has been "a significant heightening of policy and operational focus on monitoring, prevention and prosecution of violence against women in conflict." However, the report also highlighted that there was little linkage between women's participation and the core work of peace operations.

This has been a noticeable trend over the last decade in which women continue to participate on the margins of the peace and security sector, and gender still remains a mere add-on to mainstream peace and security policies and programming. There are now 42 countries with National Action Plans (NAPS): twelve in Africa and one in Southern Africa-the DRC. Clearly the development of NAP's is not a priority item for SADC member states and the revised SADC Gender Protocol (SGP) will have to reflect on this target.

The DRC Ministry of Gender, Family, and Children and civil society groups became the first in the region to develop a National Action Plan (NAP) on Peace and Security in January 2010. The country has been affected by many years of war and conflict, have been the bloodiest and deadliest in the history of the Great Lakes Region. The DRC's women and children have paid the heaviest price with rape used as a weapon of war and mass displacement of hundreds of thousands of Congolese and other refugees. The DRC NAP doesn't mention timelines or indicators, but emphasises the implementation opportunities inspired by Resolution 1325.[7] The NAPs offer a tool for governments to articulate priorities and coordinate the implementation of Resolution 1325 at national level. NAPs serve as a guiding national policy document that is able to capture the diverse set of government bodies and stakeholders tasked with security, foreign policy, development and gender equality. It is through the NAPs on peace and security that women's role in this field can be recognised and improved.

> "Parallel to more effective mechanisms to prevent and respond to sexual violence in conflict, greater attention needs to be paid to the full range of human rights violations experienced by women, including the gender-specific impacts of forced displacement, family separation, withholding of humanitarian assistance and loss of land, property and livelihood."
>
> *UN Report of the Secretary General on Women Peace and Security, September 2013.*



State parties shall, during times of armed and other conflict take steps as are necessary to prevent and eliminate incidences of human rights abuses especially of women and children and ensure that the perpetrators are brought to justice before a court of competent jurisdiction.

Although the SADC region generally enjoys peace, acts of conflict and related violence have been reported, especially during elections and amid the widespread scramble for resources such as land, water and jobs. Sexual violence during conflict has left women maimed, traumatised and dispossessed without support services.

Moving forward it is important to address drivers of gender based violence (GBV) during conflict and allocate the necessary resources for protecting survivors, whilst creating an enabling environment for their re-integration.

[7] Miller, Pournik, & Swaine, 2014.

Table 8.1 Analysis of gender provisions in relevant security services legislation

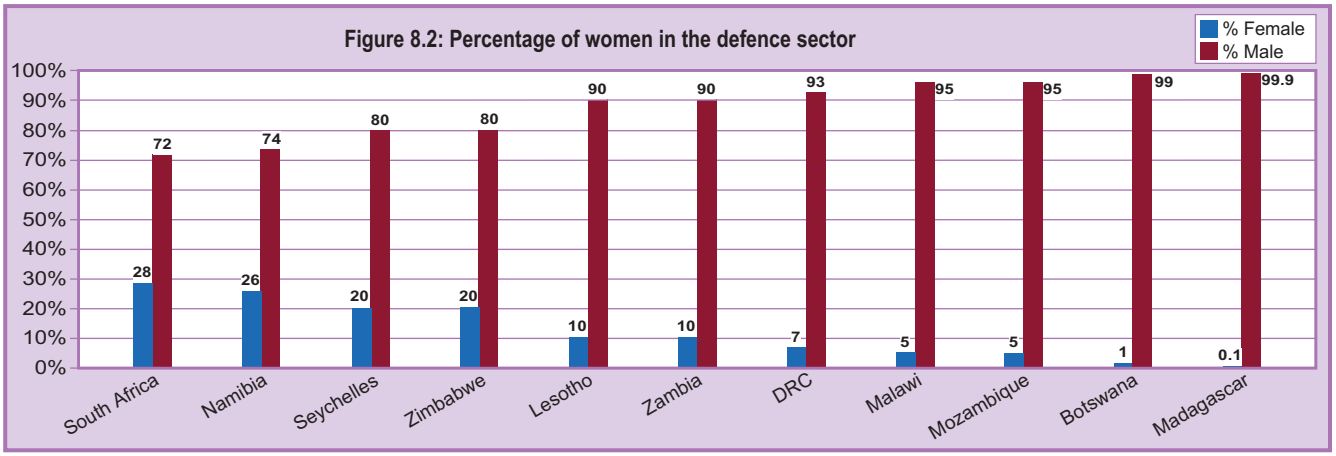
Country	Constitution Provides for non-discrimination	Defence Force Acts/White papers	Police Force Acts/ White papers	Correctional Services/Prisons Act	Signed Protocol to prevent, suppress and punish trafficking in persons, especially women and children	UNSCR 1325 NAP
Angola	Yes	General law of the military 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	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	No
DRC	Yes		In 2010 a new law was passed to reform the police. Unable to access it.	Ordinance 344 of 1965. Gender not mainstreamed into the Act	Yes	Yes
Lesotho	Yes	Lesotho Defence Force Act no. 4 of 1996 makes no reference to gender equality. The language is not gender sensitive. There is no affirmative action clause and gender is not mainstreamed into the Act. There are women in the defence force.	Police Act no 7 of 1998. Equal opportunity for police recruitment mentioned in Act. Language in Act is not gender sensitive Gender is not mainstreamed into the Act. Police have a special unit for rape survivors.		Yes	No
Madagascar	Yes	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	No
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	No
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. Has a special unit for rape survivors. Women are part of the police services.	Reform Institution Act of 1988 is not gender sensitive.	Yes	No
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 (unable to access).	Yes	No
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	No
Seychelles	Yes	Defence Force Act 31 of 1980. Gender neutral. Gender not mainstreamed into the Act. No gender affirmative action clause. Does have women in the Defence Force.	Police Force Act (Cap 172). No reference to gender equality in Act. No Affirmative action clause. Gender not mainstreamed into Act. Does have women in the Police Services. Have no special unit for survivors of rape.	Section 21 of the Prisons Act (1991) specifies that female inmates shall be kept separately from male inmates. Section 19 (2) of the Prisons Act specifically allows for the child of a female prisoner to be detained with her if the child is being breast-fed and is under 18 months old. Searches are to be conducted by same sex officers. No affirmative Action Clause in Act. Gender not mainstreamed.	Yes	No
South Africa	Yes	White Paper on National Defence for the Republic of SA 1996 is gender sensitive. Gender not mainstreamed into the Defence Act of 2002. SANDF has a gender	SA Police Services Act 1995 - gender not mainstreamed. Have a gender policy. SAPS has an Affirmative Action Policy that calls for 30%	Correctional Services Act 111 of 1998 is gender sensitive.	Yes	No

Country	Constitution Provides for non-discrimination	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	UNSCR 1325 NAP
		mainstreaming policy. Defence Review of 2014 notes that the Defence Force will be "an equitable, broadly representative and gender-aligned national asset." White Paper on Peace Missions in South Africa 1999. No special clause on gender - Revised White Paper is in gender sensitive. Women part of the Defence force since the 1970s.	representation. Women part of Police since 1971.			
Swaziland	Yes		Police Force and Auxiliary Service Act of 2002.	Prisons Act 40 of 1964 (unable to access).	Yes	No
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 (unable to access). Tanzania Police Force Reform Programme includes gender mainstreaming.	Prisons Act of 1967. Gender not mainstreamed into the Act.	No	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	No
Zimbabwe	Yes	Zimbabwe Defence Act 1972- Gender not mainstreamed. Zimbabwe National Defence Policy 1997 (unable to access).	Police Act 2 of 1995: Gender not mainstreamed. Does recruit women.	Zimbabwe Prisons Act 4 of 1993 - gender not mainstreamed.	No	No

Table 8.1 reflects the need for SADC countries to conduct a comprehensive review of dated, gender blind-legislation in the security sector. Most countries recruit women into the security sector. However, in order to attract more women and have them advance in the ranks of the security sector, the laws, policies, programmes and cultures of these institutions will require greater attention. The SADC Gender Monitor 2013 also noted the need for SADC countries to review their national laws and policy environment. Reviewing the security sector legal and policy frameworks should be a core part of this process. Countries should also be required to report to SADC on progress in this regard.

Representation

Gender representation in the defence sector[8] in Southern Africa



Source: Hendricks C, collation of data and country reports, 2014 .

[8] Represents all women in defence forces, civilian and combat.

Figure 8.2 reflects the proportion of women in the defence forces of 11 SADC countries for which this data could be obtained. In some instances these percentages are still estimates. This issue of the Barometer has been able to determine the percentage of women in Lesotho's defence force (10%) and the proportion of women in the South African National Defence Force (SANDF) increased from 27% to 28%. SADC countries have started to track the mainstreaming of gender into the defence forces but this data remains unavailable to the public. The table shows that four countries have achieved women's representation of 20% or above: Zimbabwe, South Africa, Seychelles and Namibia, with South Africa (28%) having the highest proportion of women in the defence force. Missing from Figure 8.2 is verified data for Angola, Swaziland and Tanzania. Angola and Tanzania are also suspected to be above the 20% mark.

South Africa: Women on the frontlines



The South African National Defence Force (SANDF) is the only military in Africa, and one of a few in the world that deploys female soldiers to fight on the frontline. However, the vast majority of women who serve still only occupy support roles, having limited combat duties and are under-represented in leadership positions. SANDF's Chief Director of Transformation and Management, Brigadier-General Thandi Mohale says, "Since democracy, the number of women in the military has been steadily rising. It is no longer the same as before, when the military was perceived as a male-dominated area."

After the fall of apartheid, the SANDF began an integration process that sought to include all citizens. Twenty years into democracy that process seems to be bearing fruit, albeit slowly. There are currently 16 049 women who actually fight in SA armed forces out of more than 65 000 active personnel. Women still need encouragement to join the military in South Africa. Last year, 40% of the new recruits were women, but the Department of Defence wants to increase this figure to 50%.

The military has to improve the close-quarters culture and environment in order to attract women. Although South Africa has one of the most gender-accommodating militaries in the world, there is room for improvement. Women are still fighting for the opportunity to be given more command positions. Only five of 52 current major-generals are women, and the numbers are similar in other high-ranking posts. There are no female lieutenant-generals, only 37 of the 187 brigadier generals are women, and out of 940 colonels 158 are women.

Source: Adapted from Times Live interview extract with Brigadier-General Thandi Mohale, February 17 2014



Dr Mary Shawa, Principle secretary of Ministry of Women in Malawi.
Photo: Kondwani Magombo



Angola: Angola has a national plan for the promotion of gender equality and this will be applicable for the defence force as well. SADC Special Forces will be hosting a joint multi-national training exercise in Angola in August 2014. It will be interesting to determine how many women will participate in that training.



Malawi: The efforts at mainstreaming gender in to the Malawi Defence Force has been successful since the country has been able to attract, in a short space of time, a sizeable number of women soldiers (5%). The Principal Secretary for the Ministry of Women, Children and Community Development, Dr Shawa, noted that "When recruitment of women was introduced in the army, the results were amazing. The best combatant and the best shooter were both women. Fellow women came second, third and fourth in all categories and men only started appearing from fifth position."[9]

[9] Source: http://www.2013sadcsummitmalawi.mw/index.php/homepage/news/158-malawi-making-progress-in-gender-equality-shawa

Namibia: With 26% of the defence force being women, Namibia ranks second in SADC for the highest number of women. The highest ranking female officer is a major-general. Furthermore, Namibia's impressive results can be attributed to the women's role in the armed struggle and to the concrete gender mainstreaming efforts. There is also a gender desk located in the Ministry of Defence. The Namibian Defence Force, in partnership with the US Africa Command, held a Regional Seminar on gender mainstreaming in the armed forces in June 2014.



Zambia: Approximately 10% of Zambia's Defence Force is made up of women. Women first entered the force in 1974. Although the Zambia Defence Force has a quota of 30% it has made little progress in the recruitment of women and has been unable to meet this target. The Zambian Ministry for Defence now has a gender desk charged with mainstreaming gender into the defence sector.



Zimbabwe: Women comprise 20% of the defence forces. In the graduating class of 2012, 47% of officers recruited into the Zimbabwe Military Academy course graduated. Of the 165 initial recruits for that course, 21 (12%) were female and eight graduate. Four cadets died during that course indicating that the course was particularly gruelling.[10] Women continue to be largely absent from the higher ranks of Zimbabwe's army, though in 2013 the first woman was promoted to the position of Brigadier General. The majority of women that do reach higher ranks are Lieutenants.

Zimbabwe: First woman Brigadier General

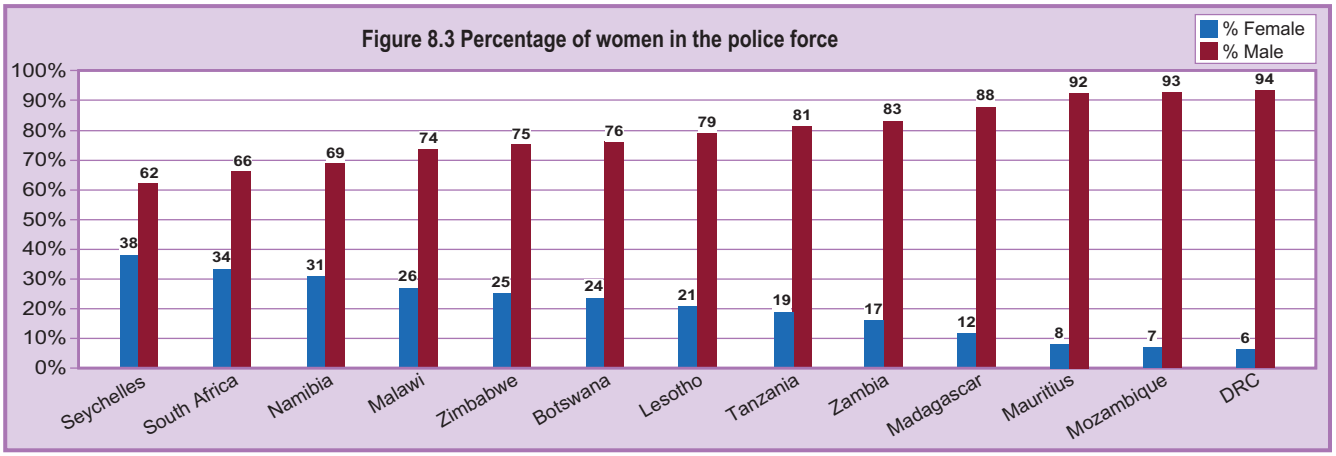
For the first time since Zimbabwe independence in 1980, there is a woman Brigadier General in the Zimbabwe Defence Forces (ZDF). Shalit Moyo was promoted from the rank of Colonel to Brigadier-General by the President in September 2013, becoming the most powerful woman in the army.

Brig-General Moyo will be based at the army's headquarters under the ZDF's equal opportunity for gender. She joined the ZDF in 1983 as a Lieutenant and rose through the ranks to become a Captain in 1985, Major in 1994, Lieutenant Colonel in 2002 and Colonel in 2004. "It has been a long journey, but I started off during the liberation struggle," she said. "I then joined the Zimbabwe National Army at independence as a general staffer. I always thought that some things are impossible, but I have seen today that all things are possible and hard work pays off. The doors are now open and every woman has a chance to rise to the highest level."

Brig-General Moyo, who is a mother of four, paid tribute to her family and colleagues for supporting her throughout her career. "If it were not for those people, I would not have been here today. Their support, encouragement and their faith in me kept me going." Her academic qualifications include a degree in Defence Studies from the National Defence College and she is studying for a Masters in International Relations. "The sky is the limit, I will keep on advancing my education to compete with my male counterparts. I have learnt that with your education, your loyalty and your patriotism, you reap rewards."

Source: Paidamoyo Chipunza, Herald Reporter at http://www.herald.co.zw/first-female-brig-gen-speaks/

Police services



Source: Hendricks C, collation of data and country reports, 2014 .

[10] Source: http://www.landforcesafrica.com/Pages/Detail/5624

Figure 8.3 reflects data for 13 of the 15 Southern African countries' police services. Seychelles records the highest percentage of women in the police service. Mauritius at 8% and South Africa at 34% have increased their proportion of women in the police services by 2% respectively, whilst Malawi increased from 21% to 26%. Seven countries have 20% or more representation of women in their police services (Zimbabwe, South Africa, Seychelles, Namibia, Lesotho, 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.



Lesotho police officers ensure security in Mafeteng.
Photo: Trevor Davies



Lesotho: Women were only allowed to enter the police services in the 1970s; they currently constitute 21% of the police services. There is some visibility of women police in high ranking positions. The Commissioner of Police is supported by two men and a woman as deputy police commissioners. There are five women superintendents out of 19 and out of 57 senior inspectors, 17 are women.



DRC: Despite a plethora of donors introducing gender mainstreaming activities as well as gender and security sector reform and a UNSCR 1325 National Action Plan, the number of women in the police services remains below 10%. In 2013, the Department for International Development (DFID) revised their Security Sector Accountability and Police Reform Programme to better address the needs of women and girls. Through local dialogues, women were able to communicate their needs to local authorities (for example, women were able to align their fetching of water with police patrols.) A national gender study is currently being conducted on the Police Services and should go a long way in recommending improvements.



Malawi has steadily been increasing the number of women in its police services and is one of six SADC countries with more than 20% representation of women (26%)-an increase of 5% from 2013. In 2012, out of 601 new recruits, 192 were women (an intake of 31%). In April 2014, former president Joyce Banda launched the Malawi Police Women's Network to strengthen the support structure for women in this service.



To achieve the 30% goal for women's representation in the **South Africa**n Police Service (SAPS) in all occupational levels and categories, the following affirmative measures must be taken:

- 40% of all training is reserved for women in order to improve their mobility to middle and senior positions;
- 70% of all places in the Emerging Leadership Programme is reserved for women in order to broaden the pool of women leaders in the SAPS;
- All senior appointments are monitored to ensure that they are in line with the SAPS Employment Equity Plan; and
- All recruitment and promotion drives are monitored to ensure that business units reach their numeric targets.[11]



Zambia: Women constitute 17% of the Zambian police services. On 15 February 2012, President Sata appointed the first woman (and youngest ever) Inspector General of Police, 39-year-old Stella Libongani. Other key appointments to the security sector include, Catherine Makwala as the country's first female Brigadier General and Rosewin Wandi as the first female Anti-Corruption Commission Chief. In October 2011, the President had appointed six police women as provincial commissioners: Brenda Muntemba for Southern Province, Grace Chipaila for Eastern Province, Charity Kamanga for Lusaka Province, Mary Chikwanda for Northern Province, Joyce Kasosa for Luapula Province and Mary Tembo for Copperbelt Province.

Zimbabwe continues to have a high percentage of women in their police services (25%). In 2012, out of the 290 officers who passed their recruitment tests, 206 were male and 84 female (29%) indicating almost 30% intake of women. Women fair better at senior level in the police than in the Zimbabwe Defence Force. In 2007, they constituted 25% of the Deputy Commissioners; 18% of Senior Assistant Commissioners and 17% of the Chief Superintendents.[12] Current data is not accessible but one can assume that the percentages would be higher.

[11] Source: Excerpt from SAPS Resource Centre: http://www.saps.gov.za/resource_centre/women_children/overview_women_network.php
[12] Zimbabwe Country Barometer Report 2014.

Correctional and prison services

Although research on the motivations and practices of male sexuality and the human rights abuses in prison is 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. The prison conditions and environment need improving and usually pose health hazards for inmates. Decongesting prisons has been high on the agenda of correctional services in the region. Zimbabwe's new Constitution has eliminated capital punishment for women but this has posed backlash on gender equality and still raises debates on total removal of capital punishment for all inmates from a human rights perspective.

Table 8.2: 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	91	9	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 and Country reports.



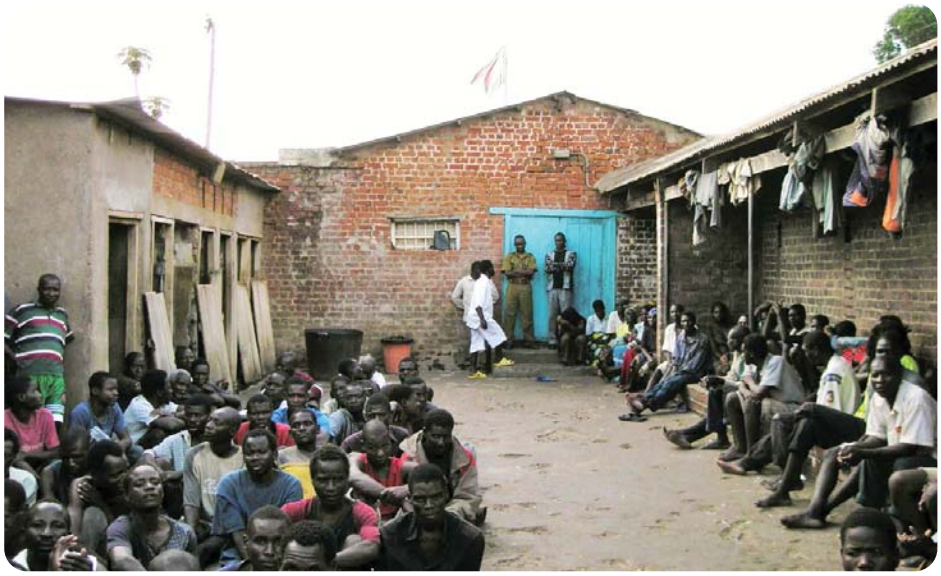
Table 8.2 shows the lack of information on gender in prison services, despite a reasonable percentage of women working within this sector. **Seychelles** has the highest percentage of women wardens and women prisoners. It is the first country in Southern Africa to reach the 50% milestone for a security sector institution. Mauritius increased the proportion of women wardens from 8% in 2013 to 9% in 2014.



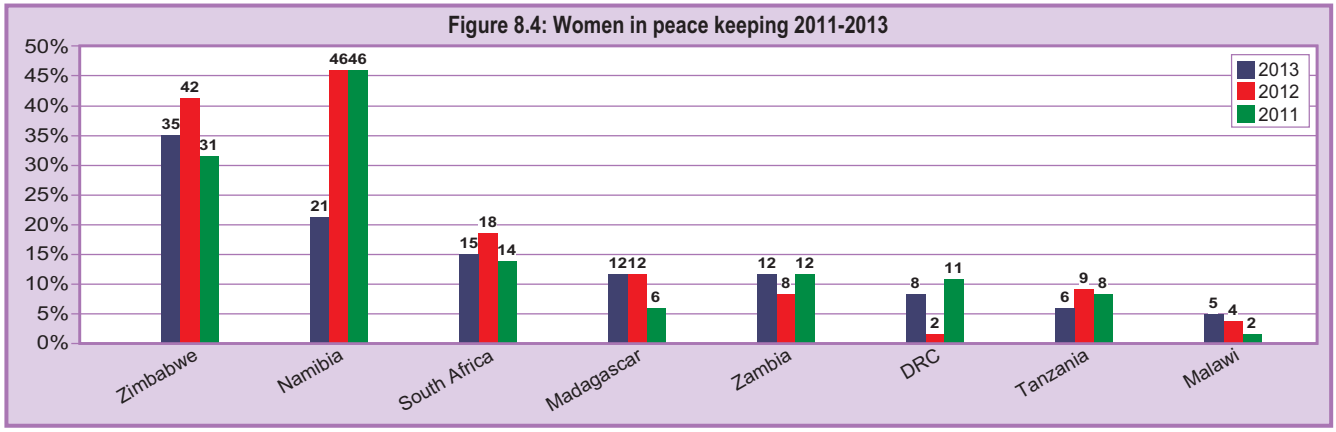
South Africa has 178 prisons, eight of which are designated for women only. This country has made substantial progress in gender mainstreaming for this sector. The South Africa Victims Charter accords rights to prisoners as indicated below. However, numerous cases of abuse and unfair treatment in SA prisons have emerged in recent months.

The right to:
1. Be treated with fairness and respect;
2. Offer information;
3. Receive information;
4. Protection;
5. Assistance;
6. Compensation; and
7. Restitution.

In April 2014 the African Correctional Services Association met in Pretoria to discuss "Building sustainable and humane correctional services in Africa: A Collaborative Responsibility." Essentially African prisons need to move away from an approach of incarceration to an approach of rehabilitation, and women can play a leadership role in transforming prison culture.



Unjust and unhealthy - Conditions of a Malawian prison. *Photo: Google Images*



Source: Calculated from 2011, 2012 and 2013 UNDPKO Monthly Statistics for Peace missions.

Proportion of women in peace keeping mission declines: Figure 8.4 shows that the number of women in peacekeeping across the region is low. The proportion of women deployed in UN peacekeeping missions for 2013 has also declined: Zimbabwe from 42% to 35%, Namibia from 46% to 21% and South Africa from 18% to 15%. South Africa still accounts for the largest actual number of women deployed, because it deploys many more peacekeepers overall. Data for 2014 is not yet available. For 2013, South Africa deployed an average of 315 female peacekeepers whereas Namibia deployed an average of ten females[13]. Mozambique and Lesotho have no women represented in peace keeping missions. In 2014, the number of peacekeepers in UN Missions consisted of 86 354 troops and military observers, and 12 401 police officers drawn from 122 countries.

A global challenge: 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%, but very few countries have reached these targets. 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.

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. For 2013, Namibia deployed an average of 26% women in its police contingents, Tanzania (22%), Madagascar (13%), Malawi (37%), South Africa (49%) and Zimbabwe (34%).

Peace negotiations

Although there is more global awareness of the need to include women in peace negotiations and to produce gender sensitive peace agreements, actual progress remains slow. Despite persistent advocacy for inclusion, women were absent in the recent negotiations in South Sudan and Syria. The UN Secretary General reported that of the nine active peace negotiations in 2012, six had at least one woman delegate. However, if UN led mediations do not ensure the equitable inclusion of women, other peace and security bodies will not follow suit. Although, there are no active mediation processes in SADC at the moment, the regional body must lead in the call for women's participation in these processes, and identify and train women mediators.

Civil society peacebuilding initiatives



Across Southern Africa, civil society is re-engaging in peacebuilding initiatives. The **Zimbabwe** Peace and Security Programme seek to contribute impartial professional technical assistance to the transformation of the security sector. They emphasise gender mainstreaming and through consultation with stakeholders in Zimbabwe, drafted an Action Plan, partially captured below:

[13] Calculated from UNDPKO 2012 and 2013 monthly statistics.

Extract from Zimbabwe Peace and Security Programme 2013-2015



1. *Co-ordination:*
   - Create a directory of organisations working on Peace and Security.
   - Develop a Gender Peace and Security Network.
   - Lobby legislative bodies so that they can work with peacebuilding bodies to create a conducive environment.
   - Hold joint workshops with state and non-state actors.
2. *Policy Implementation:*
   - Educate state and non-state actors about existing policies and legal frameworks.
   - Advocate for policy studies into the exiting curriculum.
   - Harmonise culture and laws.
3. *Information Dissemination and Documentation:*
   - Advocacy and documentation of women's experiences in relation to transformatoin.
   - Facilitation of Dialogue between state and non-state actors.
4. *Capacity Development:*
   - Develop skills in mediation and negotiation.
   - Training of trainers on gender and security sector transformation (SST).
   - Promote and facilitate national ownership of SST.
5. *Research and data collection*

In Zimbabwe and Malawi the church and civil society combining efforts to create an environment for peace. However, many more of these initiatives must be instituted to encourage a culture of peace and robust conflict resolution mechanisms need to be established.

DRC: United Nations Special Envoy says women hold the key to peace

"I subscribe to the view that women and girls are central to peace and development. They are the ones working on peace at a local community level and yet they have never properly been represented in the peace processes, which is usually "bad men forgiving other bad men in front of cameras" as we say. We also know that women are agents of change and have a great capacity to organise their communities. Progress would be limited if the vast potential and value of women was not incorporated into the search for durable peacebuilding solutions in the region. The more women that are involved the better. It is notable that the U.N. Secretary General Ban Ki-moon has appointed more women as special representatives in difficult countries like South Sudan and Liberia.



Mary Robinson, former Irish president and United Nations Special Envoy for the DRC.
Photo: Google Images

"It's very important for me to engage civil society and the media in bringing about peace, security cooperation and development in the Great Lakes region; particularly the DRC and Eastern Congo where there has been so much suffering for so long. They have benchmarks now, which I think are too technical. They need instead to be held accountable by society. To help achieve this I have established a platform for women's groups to achieve more visibility for what women are doing in tackling gender-based violence in their livelihoods and through greater access to clean energy."

Source: Excerpt from Matthew Newsome interview with Mary Robinson, former Irish president and UN Special Envoy for DRC. http://www.ipsnews.net/2014/03/qa-women-hold-key-peace-drc/

SGP Post 2015

Women, peace and security and the post-2015 agenda

The analysis in this chapter shows that to date the emphasis has been on inclusion of women into the security sector, and very little on the sector's transformation and responsiveness to the security needs of both women and men. Going forward, the region must develop indicators that measure the general safety and security of men and women as well as their participation in the security.

Women representation has not been fast tracked in this sector because of the pervasive stereotype that they do not have the physical and emotional strength to be charged with the responsibility of security. What constitutes security and how it is best provided should form part of a major regional and national dialogue on gender, peace and security. More focus should also be on the existence of national peace infrastructures and how they are fostering gender sensitive peace-building.

With the SGP targets deadline a year away, strengthening targets on peace and security has emerged as a key priority. SADC generally enjoys peace but the glaring issues of violence especially sexual violence points to a larger policy gap. There is need to expand the definition of peace to the community level. Women in SADC usually experience violence perpetrated on a gender basis which also hinders their political and economic participation. Where there is politically motivated conflict, there are few women in the resolution process and the military and other forces still have few women in leadership. The SGP provides for peace initiatives through the UN Security Council Resolution 1325 (2000). However, it should be noted that there have been subsequent resolutions that highlight women, peace and security (UN Resolutions 2106 and 2106).

Sexual violence against women during conflict is of great concern in the region and the slow judicial processes of concluding cases of violation exacerbates the situation. Prior to the SGP, SADC signed the Protocol on Politics, Defence and Security Cooperation in 2001. Though this is a positive step, the Protocol fails to connect women's wellbeing and participation to national and regional stability. SADC must go beyond treating women's rights and gender as a separate and distinct issue from peace and security.[14] Women in peace and security decision-making are few, crimes perpetrated during conflict are seldom viewed with a gender lens, yet women often bear the brunt of political instability. Thus there is an urgent need to review all targets to ensure an inclusive and more gender responsive post-2015 peace and security framework.

Implementing the Women, Peace and Security agenda is the responsibility of SADC member states guided by the United Nations. Although Resolution 1325 contains specific text regarding national implementation, particularly regarding women's participation in decision-making and peace processes, as well as the protection of women and girls and gender training, progress is slow at the national level.

Minding the gender gap: Peace and security largely remains a male dominated field. The enrolment figures for women in military academies and peacekeeping missions are still very low. There is need to establish coherence among the sub-regional; national and local institutions responsible for peace and security, gender, human rights. SADC endeavours to ensure stabilisation through initiatives such as the SADC Election Observer missions and annual SADC summits. Capacity building for women to train in the military and peacekeeping missions help ensure sustainability.

Lack of sex disaggregated data on women's participation in peace and conflict resolution has hampered tracking and monitoring of progress. The peace and security sector is closely guarded by governments and access of data is usually difficult. The proposed indicators for the post 2015-framework include sex-disaggregated data by issue. The role of the SADC secretariat is crucial in implementation, monitoring and evaluation.



Mozambique peace statue made out of guns collected during the DDR programme. *Photo: Peace Direct*

[14] Peace Women, 2013.

Table 8.3: Peace and Security proposed post 2015 targets and indicators		
Thematic area/ Target	**Proposed post-2015 targets**	**Possible indicators**
Implementation, Monitoring and Evaluation	1. Assess annual progress at national levels in implementing Resolution 1325 (2000)[15], 2106 (2013) and 2122 (2013) by 2030.	1. Number of countries that have ratified UNSC Resolution 1325 (2000), 2106 (2013) and 2122 (2013).
	2. Annual reports to the Executive Secretary on the implementation of women and peace and security resolutions by 2030.	
	3. Share best practices from women leaders in peace processes by 2030.	2. Existence of peace keeping exchange visits/peer learning programmes per country.
Representation and decision-making	4. Ensure equal representation and participation of women in key decision-making positions in conflict prevention, resolution and peace building processes by 2030.	3. Percentage of women/men in the defence forces.
		4. Percentage women/men in the police.
		5. Percentage women/men in correctional services.
		6. Percentage of women/men involved in peace negotiations.
		7. Percentage of women/men in decision-making in the peace and security sector.[16]
Sexual violence during conflict	5. Prevent sexual violence in armed conflict and post-conflict situations including noting that sexual violence can constitute a crime against humanity or constitutive act with respect to genocide[17] by 2030.	8. Recognition of violence against women during conflict in their penal legislation.
	6. Include the full range of crimes of Violence Against Women (VAW) and sexual violence in national penal legislation to enable prosecutions for such acts perpetrated during conflict by 2030.	9. Existence and enforcement of policies and laws to ensure elimination of sexual violence during conflict.
	7. Effective investigation and documentation of sexual violence in armed conflict is instrumental both in bringing perpetrators to justice and ensuring access to justice for survivors by 2030.	
	8. Enhance national ownership and responsibility in addressing the root causes of sexual violence in armed conflict to deterrence and prevention[18] by 2030.	
Forced migration and displacement	9. Enhance compliance with international humanitarian, human rights and refugee law, including to address sexual violence in armed conflict and post-conflict situations by 2030.	10. Percentage female/male refugees per country.
		11. Existence and enforcement of laws per country protecting refugees and especially women refugees.
Post conflict processes	10. Deployment of Women Protection Advisors (WPA) in accordance with resolution 1888 to facilitate the implementation of Security Council resolutions on women and peace and security by 2030.	12. Proportion of Women Protection Advisors per country.
	11. Deploy gender advisors to the relevant SADC peacekeeping and political missions as well as humanitarian operations and to ensure comprehensive gender training of all relevant peacekeeping and civilian personnel by 2030.	13. Proportion of gender advisors deployed in peacekeeping missions.
	12. Ensure that by 2030, policies are in place for reintegration processes, including establishing protection mechanisms for women and formerly associated with armed groups, as well as ex-combatants.	14. Percentage budgets allocated to re-integration processes after conflicts.
	13. Provide non-discriminatory and comprehensive health services, including sexual and reproductive health, psychosocial, legal, and livelihood support and other multi-sectoral services for survivors of sexual violence in conflict, taking into account the specific needs of persons with disabilities by 2030.	15. Percentage budget allocations for peace keeping/post conflict support

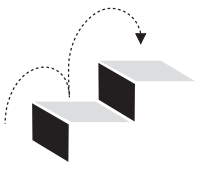
Source: Gender Links and Southern African Gender Protocol Alliance, 2014.

Table 8.3 shows the proposed post-2015 SGP targets and indicators for peace and security. These are derived from the analysis at Annex A based on the existing SGP targets, the Sustainable Development Goals, and various indicators being proposed as part of the gender post 2015 agenda. The Alliance is proposing 13 targets and 15 indicators on peace and security in the post 2015 era. The proposed targets and indicators move beyond

[15] UN Security Council Resolution 1325(2000).
[16] Includes Ministers of Defence, Ministers of Police, Permanent Secretaries, Police Commissioners.
[17] UN Security Council Resolution 2106(2013).
[18] UN Security Council Resolution 2106(2013).

Resolution 1325 to ensure that women are protected; participate and benefit from the peace and security sectors. Some key considerations include:

- ***Addressing the causes and not the symptoms:*** The proposed targets and indicators for the post- SGP on peace and security deepen the current targets by addressing the causes of conflict and putting measures ahead to prevent conflict in the region. Inclusion of women in decision-making, enacting laws that enforce human rights and tolerance, are amongst some of the targets proposed. Poverty, social exclusion, economic inequality, high levels of crime, unemployment, violent civil unrest and xenophobia, are some of the causes of conflict in the region[19].
- ***Affirming ripple effects of conflict:*** Suggested targets acknowledge effects of conflict such as forced migration, displacement, trauma, and loss of income and health issues. These ripple effects have denied refugees basic human rights, leaving women in especially vulnerable positions. The proposals highlight financial problems that are rife during conflict, while the indicators seek to address them.
- I***ncreasing the proportion of women in decision-making:*** Targets and indicators emphasise the need to include women in peace and security decision-making. The targets further suggests capacity building policies to ensure that women participate in the sector.
- ***Resource allocation and action plans:*** The proposed targets, underscore the need to allocate resources for gender mainstreaming in the peace and security sector. These resources include gender advisors and budgets aligned to action plans for implementation.
- ***Including the judiciary:*** The judicial system cannot be excluded from peacekeeping and conflict resolution. There is need to train judges, magistrates and prosecutors on the gender dimensions in crimes committed during conflict especially crimes against humanity. Re-integration and protection frameworks are important for survivors of conflict especially women and children. Inclusion of sexual violence in the penal legislation is critical, as it is increasingly being used as a weapon of war.

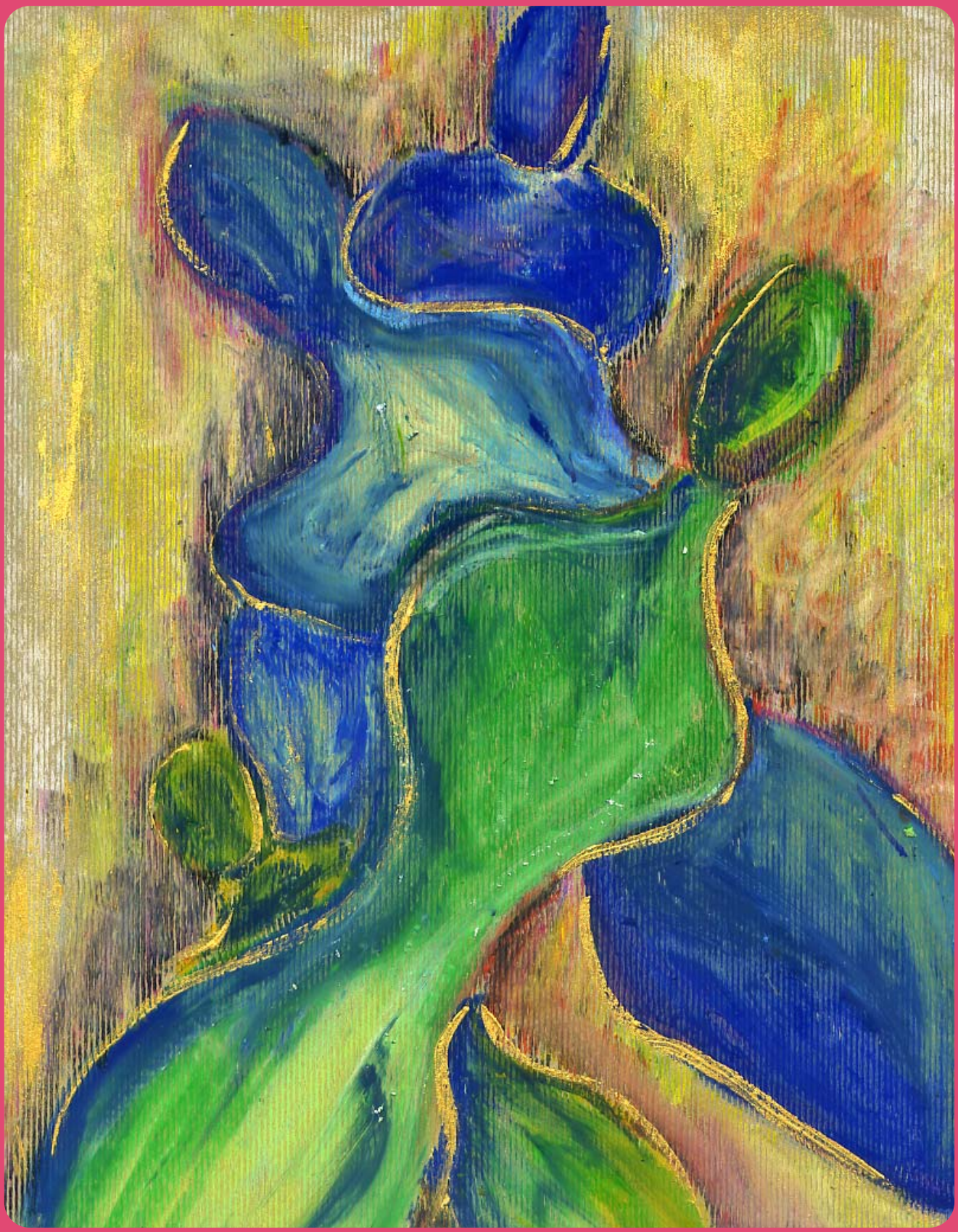


Next steps

It is commendable that more sex-disaggregated data for this sector is now available, and that this is gradually being used to address 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-making, peacekeeping and peace-building. To shift this perception and trend by 2015, a number of steps need to be taken including pressing home the progressive redefining of peace and security targets and indicators through the review of the SGP in 2015. The Alliance will lobby for:

- ***Review legislation to ensure that it is gender sensitive and does not discriminate against women:*** States must undertake comprehensive reviews of security sectors' legal and policy frameworks to ensure that they comply with the SGP and other international frameworks. SADC must also ensure that all member state security sector institutions put in place gender mainstreaming strategies to reach agreed targets.
- ***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 progress made towards equal representation and participation in key decision-making positions in conflict resolution and peace-building processes by 2015. Currently data is scarce and/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 equitable representation of women and men in key peace and security decision-making structures and gender responsive peace agreements and security related programmes.
- ***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 operations and more should be trained and deployed to these missions.
- ***Making gender training compulsory:*** All levels of personnel, including senior management, should receive training on gender.
- ***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 strengthened and intensified. Many of the conflicts in the region are at the local level. We must therefore embed peace education and peace structures at this level.

[19] Centre for the Study of Violence and Conflict Resolution (CSVR, 2014).



"Growing up" *Anushka Virahsawmy*

CHAPTER 9

Media, information and communication

Articles 29-31



Media students from the University of Botswana monitoring the media. *Photo: Mboy Maswabi*

KEY POINTS

- Citizens have scored the media 64%, three percentage points lower than the Southern Africa Gender and Development Index (SGDI).
- The citizen score has gone down from 69% in 2013 to 64% in 2014, showing a decline in citizen's approval of media practice in SADC. However, the SGDI has gone up by one percentage point since 2012 from 66% to 67%.
- GL is working with 108 Gender and Media Centres of Excellence (COEs) in 13 SADC countries.
- According to a spot-monitoring exercise conducted in 93 media COEs, the proportion of women sources in the media has gone down slightly from 22% recorded in the 2013 self-monitoring exercise to 21%.
- Media houses are beginning to set aside funds for gender mainstreaming, a clear sign of ownership. Media houses contributed 26% of funds to run the COE project in 2013.
- To date media have contributed 342 SADC Gender Protocol@Work (SPW) case studies.
- Five journalism and media training departments presented case studies on gender mainstreaming in journalism and media education during the 2014 SADC Protocol@Work summit.
- Students from institutions of higher learning continue to 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	2014	Target 2015
WOMEN SOURCES							
% women sources	17%	19%	19%	21%	22%	21%	50%
Country with highest percentage of women sources	Angola (26%)	Lesotho (32%)	Lesotho (33%)	Madagascar (23%)[1]	South Africa (28%)	Madagascar and Mozambique (46%)	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%)	Malawi (15%)	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%)	Noticias (62%)	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%)	Duma, Palaborwa, Upendo FM Zodiak (0%)	50%
GENDER SCORE CARD							
Regional score		-	-	57%	63%	71%	76%
Country with highest GSC	- -	-	-	66% (South Africa)	75% (South Africa)	86% (Mauritius)	91%
Country with the lowest GSC	-	-	-	39% (Lesotho)	47% (Botswana)	63% (Swaziland)	68%
BAROMETER MEASURES							
SGDI	-	-	67%	66%	67%	67%	100%
CSC	-	40%	40%	61%	69%	67%	100%

With less than a year to go before 2015, the SADC Gender Protocol (SGP) deadline for gender equality in the media, it is vital that the media sector takes stock of progress made since the signing of the SGP and step up efforts towards achieving gender equality in the media. The Beijing Plus 20 review and 2015 deadline for the Millennium Development Goals (MDGs) also brings media matters sharply into focus. MDG 3 specifically focuses on gender equality. There is growing evidence that media stakeholders, civil society as well as Gender and Media (GEM) networks are upping the tempo in the run-up to 2015. Media activists are already engaged in discussions leading to the drafting of the post-2015 agenda.

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 SGP and the SADC Strategic Implementation Framework (2006-2010) call for 50% women at all levels of decision-making and 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 (GL) is working with, showed that the proportion of women sources remained at 19%. However, 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 2014 spot-monitoring exercise shows that there has been a one percentage point drop in women sources in the COE media houses from 22% to 21%. The COE project supports media houses in mainstreaming gender in institutional practice and content.

There has been a four percentage point increase compared with the 17% recorded in the 2003 GMBS. However, there are important nuances. The lowest proportion of women sources has increased from 8% (Malawi) in 2003, to 15% (Malawi) in 2014. Madagascar and Mozambique recorded the highest proportion of women sources at 46%. The performance of individual media houses has also improved dramatically.

The Glass Ceilings in Southern African Media Houses Study (2009) 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 equality 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% in 2012. This score increased in 2013 to 63%. South Africa (66% and 75%) scored highest in both years. In 2012 Lesotho (39%) and in 2013 Botswana (47%) scored lowest. The latest verification exercise has shown an eight percentage point increase to 71% across the region. In 2014 Mauritius recorded the highest score at 86% and Swaziland the lowest at 63%. But overall, all the GSC scores increased over the year, except in Zimbabwe which dropped from 74% to 73%, showing that the policy measures are beginning to take effect.



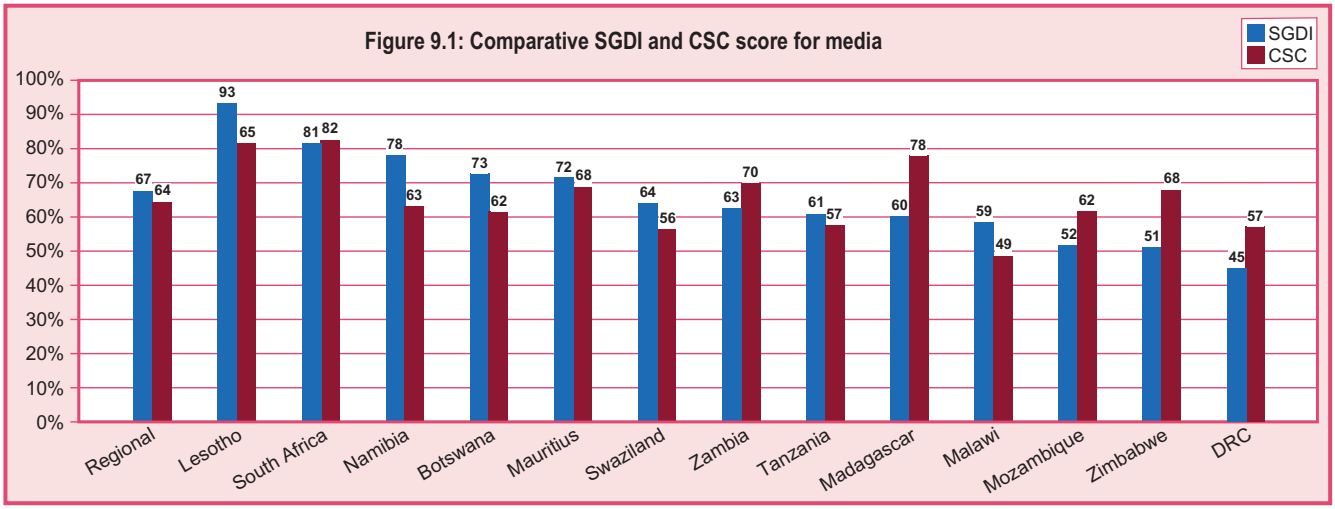
Blessing Jona (left) and Professor Sheila Mmusi: gender champions in media training institutions.
Photo: Trevor Davies

In 2009, GL undertook the Gender in Media Education (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.

Further the research 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. The research also showed lack of knowledge in mainstreaming gender in the different courses offered in media and journalism training. Since 2009, 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@Work Summit.

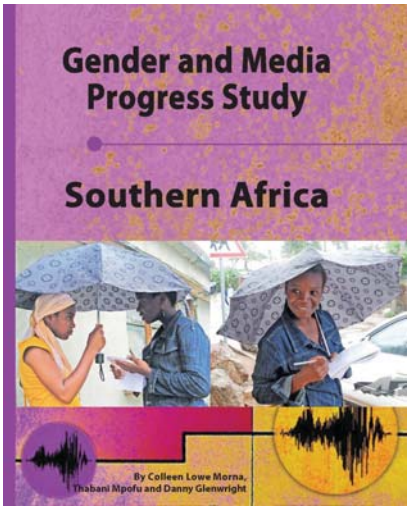
The SADC Gender and Development Index (SGDI) is a composite score that incorporates the proportion of women within the media as employees; on boards of directors and in management. It also includes the proportion of women lecturers and students in media training institutions as well as the proportion of women news sources in media content. The citizens' score is based on citizens' view of media performance.

Figure 9.1: Comparative SGDI and CSC score for media



Source: Gender Links 2014.

Figure 9.1 shows that with a year to go before 2015, the timeline for the achievement of the SGP targets, citizens have scored the media lower than the SGDI. The SGDI score for media stands at 67%. However, citizens have scored the sector 64%, which is a five percentage point drop from 69% in 2013. This raises concerns and questions as to whether media will be able to up this score in just a year.

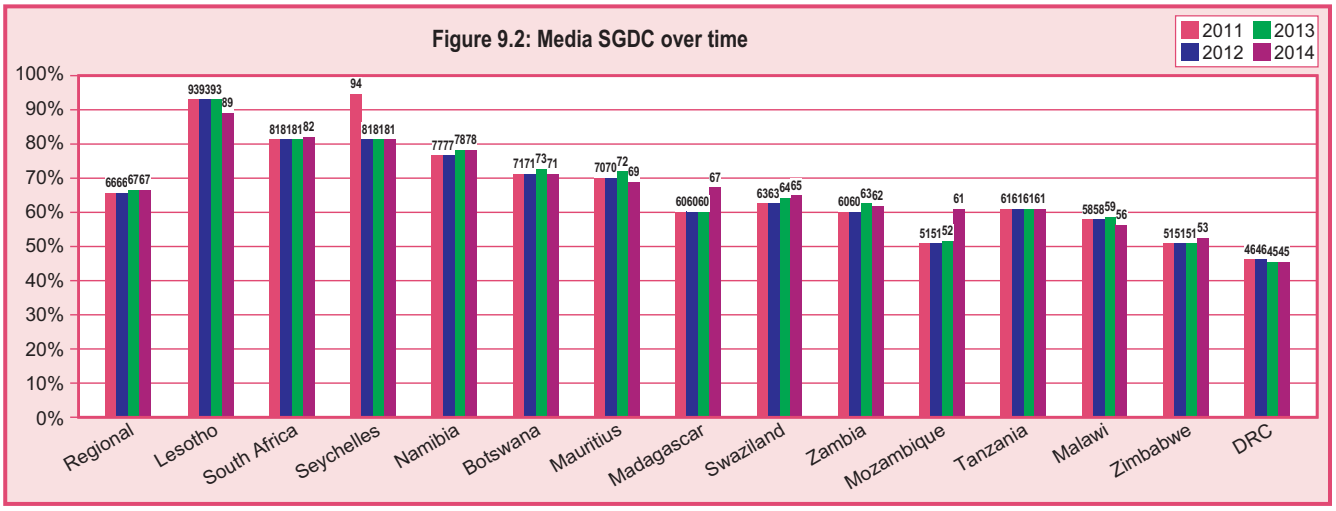


However, there are country variations with Lesotho (93%), South Africa (81%) and Namibia (78%) scoring above the 75% media SGDI target. These countries obtained the same scores in 2013.

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 GMBS. Likewise Seychelles is not included in this analysis.

For women sources in the media, the SGDI made use of data from the 2014 spot-monitoring exercise. For media house composition and media training, the SGDI made use of the 2009 Glass Ceilings in Southern African Newsrooms study and the 2010 GIME audit. It is important to undertake further 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.

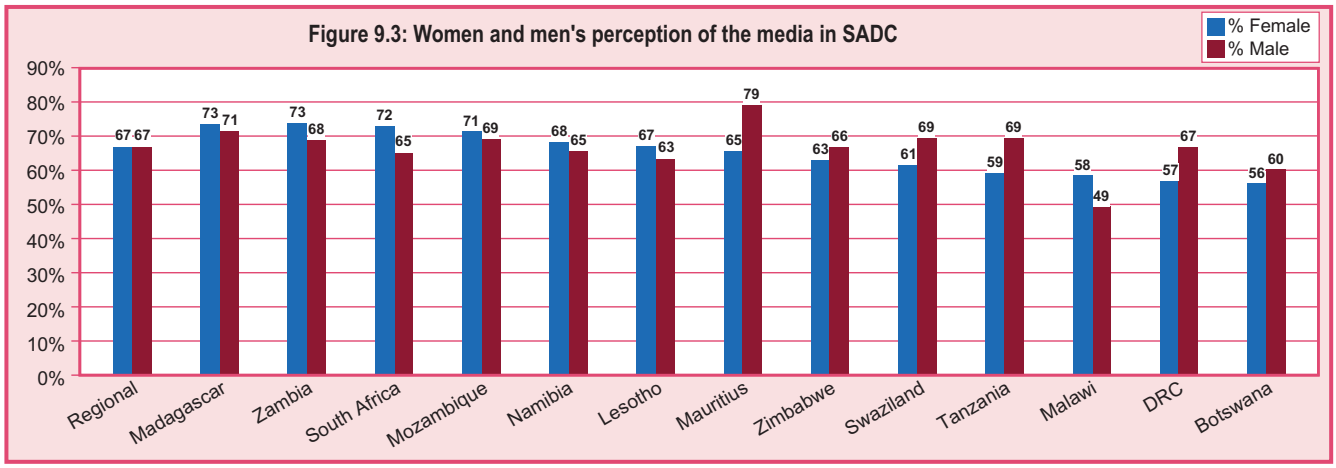


Source: Gender Links 2014.

Figure 9.2 shows that overall the SGDI has remained relatively constant at 67%. In 2011 media had an average score of 67%. This dropped to 66% in 2012 and then back to 67% in 2013 and 2014. The changes across different countries are closely related to changes in the proportion of women sources, a key indicator in this instance. The 2014 spot-monitoring exercise showed a slight drop in women sources from 22% in 2013 to 21% in 2014.

The Madagascar score has risen from 60% to 67%. Madagascar, together with Mozambique, recorded the highest proportion of women sources in the 2014 monitoring, hence the increase in the SGDI. Mozambique has also gone up from 52% to 61%.

Lesotho's score has gone down from 93% to 89%. This is because the proportion of women sources has gone from 32% recorded in the GMPS to 19% in the latest monitoring. The 2011-2013 figures were based on the GMPS findings, as Lesotho media did not participate in subsequent studies until 2014. Malawi also went down from 59% in 2013 to 56% in 2014, in line with the drop in women sources from 24% to 15%.



Source: Gender Links 2014.

Figure 9.3 compares the perceptions of women and men on media across the SADC region based on the Citizen Score Card (CSC) in 2014. Interestingly both women and men scored the media at 67%. There are country variations, however, with women in Zambia, South Africa, Mozambique, Namibia and Lesotho being more positive than men. In the rest of the countries, men scored the media higher than women did. Men in Mauritius scored their media higher than in the rest of the countries.

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. The total number of media SGP@Work case studies has increased from 208 in 2013 to 342 in 2014 SGP summits. These show evidence of growth and an increased understanding of gender dynamics within the media.

Gender activists recognise the critical impor-tance 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 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 responsibility as an inclusive tool for democracy and voice in society.

The SGP has one time bound media target to "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.
- 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), the exclusion of women's voices is very apparent.

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"[1] then they will be denying the human rights of 52% of the world's population.

Global efforts to achieve gender equality in the media

As the SADC Gender Protocol Alliance media cluster, Gender Links (GL) has joined other like-minded organisations to take the fight for gender equality in

[1] International Federation of Journalists. 2009. Getting the balance right: Gender Equality in Journalism. International Federation of Journalists. Brussels.

the media to the global stage. GL played a key role in the December 2013 Global Forum on Media and Gender deliberations in Bangkok. Leading the Africa caucus, GL was instrumental in galvanising regional voices in the lead up to the conference.

The conference, which sought to revisit the Beijing Platform for Action Section J commitments, agreed on the need for more coordination in gender and media interventions globally, hence the formation of the Global Alliance on Media and Gender (GAMAG). This development comes at an opportune time as the world works to achieve the MDGs by 2015. GL's participation in GAMAG is contributing to advancing the SGP media targets.

The primary objective of the GAMAG is to reaffirm and take forward the outcomes and objectives of the 1995 Beijing Declaration and Platform for Action. The Alliance recognises that media have a crucial role to play in promoting women's full participation in every aspect of life. GL's involvement in the GAMAG is strategic in that it will propel and give visibility to the work of Southern African organisations on the global stage.

This move is also key in bringing primary stakeholders to strategise, take stock as well as learn from each other in the run up to 2015. Likewise, this forum will enable stakeholders to proceed in a strategic manner that will not only monitor progress, but will reduce duplication of efforts on the ground. The GAMAG also provides that vital link between organisations in the global south and the north.

The GAMAG is led by an International Steering Committee nominated by gender and media organisations across the globe. GL sits on this committee which gives direction to GAMAG activities.

Key areas of focus:
GAMAG is committed to gender equality and women's empowerment across generations and to women's access to freedom of expression and decision-making in a gender-inclusive media and communication environment including:

- Non-stereotypical, fair and balanced gender portrayal across all forms of media;
- Promotion of ethical principles and policies supporting gender equality in and through the media;
- Gender balance within all media occupational groups and at all occupational levels and governing boards;
- Safety of women in media;
- Equal access to and participation in digital platforms;
- Empowerment of citizens with media and information literacy skills that can help advance the cause of gender equality.

Rationale

Gender and media is at the bottom of the list in the Beijing Platform for Action when it should be at the top. Stakeholders have noted that whilst media was identified as one of the critical areas of concern in 1995, it is not at the top of the priority areas. This calls for more efforts to bring gender and media issues to the fore on the global arena.

Need for structured and coordinated gender and media interventions, and Monitoring and Evaluation (M and E) systems. When the Beijing declaration was signed, there was no clear M and E or follow up mechanisms put in place to monitor and track progress. As such there has been no review of gains and losses in the last 20 years. Going forward the GAMAG hopes to set up coordinated monitoring activities.

Need for United Nations (UN) to set standards and guide the global agenda. As the body championing the MDGs, it is important that the UN comes up with a set of gender and media standards, and leads these efforts. As an international body, the UN has the necessary clout and global mandate.

Need for a fundamental shift in attitudes. Gender equality will not be achieved unless there is a fundamental shift in attitudes and mindsets. This calls for greater efforts in training and advocacy as well as engaging with citizens, media practitioners, regulators, trainers and young media audiences.

SADC Protocol on Gender and Development

The SGP media provisions cover most of the key parameters which are media policy, regulation, training and content. The Protocol encourages media and media related bodies to mainstream gender in their codes of conduct, policies and procedures, and adopt and implement gender-aware ethical principles, codes of practice and policies in accordance with the Protocol on Culture, Information and Sport.

Likewise the sector is encouraged to promote the equal representation of women in decision-making as well as ownership in the media. Likewise, media houses have to desist from content that perpetuates gender stereo-types and increase programming on gender-specific topics. Media is also encouraged to play a constructive role in the coverage of gender-based violence (GBV).

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.

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 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 and works directly with 108 media houses that form part of the Centres of Excellence (COEs) for Gender in the Media project. GL is now rolling out the COEs for Gender in Media Education (GIME) as part of larger efforts to mainstream gender in media education and training. Media training institutions are an essential component of changing mindsets and grooming future media practitioners.

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)[2] audit of existing media laws and policies in SADC countries covered 12 SADC countries: Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe. The salient points are summarised below:

Freedom of expression and universal access to information is guaranteed in most constitutions: The right to freedom of expression is guaranteed in all 12 countries. 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 Model Law on Access to Information took centre stage in 2012. The 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.

Persecution of female journalists: While journalists often operate in tightly controlled environments, the past year has seen several cases of violations against female journalists as they went about their professional duties. Such incidents are likely to deter female journalists and ultimately affect women's effective participation in mainstream media.

[2] 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.

Media freedom: Whose freedom?



Annie Maseko, a citizen journalist and volunteer at *Kwelaz Community Radio* a radio initiative based in Kwekwe, Zimbabwe was arrested in August 2013, for breaching Access to Information and Protection of Privacy Act (AIPPA) and Broadcasting Services Act (BSA). Like many small private radio initiatives in Zimbabwe Kwelaz has no broadcasting license.



Sagesse Kamwira. *Photo: BUTEMBO*

Maseko was charged under Section 78 of AIPPA that criminalises the practice of journalism without accreditation, while section 7 of the BSA outlaws the aspect of broad-casting without a license. The Media Monitoring Project of Zimbabwe notes that she was granted $100 bail and remanded to 15 August 2013.

Another female journalist, Wendy Muperi a journalist with Zimbabwe's Daily News, was briefly detained and interrogated while covering a political party protest. According to MISA, Muperi said that during their interrogations, they were told that the independent media were championing the "regime change agenda" and that they deserved to be taught a lesson to desist from being traitors. MISA also notes that the Muperi and another journalist were only rescued following the intervention of then Minister of Media, Information and Publicity, Webster Shamu.

Sagesse Kamwira a journalist for Canal Congo Télévision-Radio Liberté Kinshasa, DRC was kidnapped but found three days later. According to a *Journaliste en Danger* (JED), article, she "was kidnapped by a group of six unidentified armed individuals. Two women tied the journalist up before throwing her into Loulo River. Kamwira was able to save herself, and shortly afterwards was noticed by a farmer, who helped put her in contact with the radio station." On her resurfacing Kamwira was sent to hospital.

The above are just some of the many persecutions that happen to female journalists in the region. Such trends continue to scare off female journalists who see the profession as a dangerous and unequal playing field. This may further widen the already existing gaps in media house composition. It will also result in gender-biased delegation of news tasks. Women are likely to cover soft news beats which are 'safe' and in the process stunting the growth of women in the sector.

Source: So this is democracy 2013, MISA

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 ICT Policy that recognises the use of ICTs in economic development. Although it aims to empower Tanzanians, it makes no specific reference to women, in contrast to the Broadcasting Act of South Africa (see below).

The Broadcasting Amendment Act (2009) of South Africa states that broadcasters must: contribute to democracy, develop-ment 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 disaggregated 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.

Media regulators

Most SADC countries have a regulatory body for the media and/or broadcasting: Regulatory bodies for broadcasting are generally statutory, as airwaves need to be regulated. Press bodies are generally self-regulated, although there have been efforts in some countries to bring these under government control.

Regulatory authorities have a responsibility to incorporate gender considerations into ethical standards and to monitor to ensure compliance: For example, the Canadian regulatory authority for broadcasting decreed in 1986 that it expects Canada's public broadcaster to show leadership in providing a more equal representation and a more diverse portrayal of women in the media. The Canadian Broadcasting Authority is required to submit an annual report on efforts to eliminate sex role stereotyping both on and off air, with the knowledge that these reports will be put on a public file. Such stipulations are rare in SADC.

Work with media regulators on developing gender codes of conduct has continued: Over the last five 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.

Press Council of Botswana



The Press Council of Botswana (PCB) has in the last year played an active role in supporting Botswana media to develop and print their gender policy. The Press Council has shown its commitment to gender equality in the media in Botswana, in line with its Gender Code of Ethics. Whilst the media houses developed their own gender policy, PCB was always there to support them. PCB has continued to monitor the activities of the media in Botswana and through its independent Media Complaints Committee and Media Appeals Committee, ensure that high professional standards are maintained at all times in the practice, to maintain the atmosphere of self-regulation.

According to PCB, members of the press council recognise that gender equality is intrinsic to freedom of expression; that all women and men have the right to communicate their views, interests and needs, and that "giving voice to the voiceless" is critical to citizenship, participation, and responsive governance.



Matshidiso Morewane, Executive Secretary of Press Council of Botswana during the media COE gender policy launch in Botswana.
Photo: Roos van Dorp

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.

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 (SAEF) 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.

Table 9.1: Summary of GL's media COEs

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 profits, 56 have committed to mainstream gender in institutional practice and content.

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, improve access to information and provides a platform for people 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 60 of the 108 media COEs, administering a follow-up Gender Scored Card (GSC) and compiling institutional as well as individual stories of impact. This is a slight increase from 54 media houses that GL verified in 2013. Media COEs shared most of these good practices at the 2014 SGP summit.

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 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 2014, 60 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 houses take ownership of gender work

Although most media houses in Southern Africa operate under harsh financial conditions, there is evidence that they are starting to take ownership of gender mainstreaming work through in-kind support or directly putting in funds for gender work. During the verification for the 2014 summits, GL requested all media houses to record what funds they have raised in kind or put directly into Gender and Media work. This exercise revealed that in the last year, media houses under the COE project contributed R704,298 towards gender work within their institutions. This is mainly through in-kind support such as providing venues for the training and other logistical support. The following examples show how media houses are beginning to take ownership of gender and the media work.

Botswana gender policy

Media houses in Botswana have come together to develop and launch a joint gender policy. The seven media houses are part of the media COE process that seeks to support SADC media houses to mainstream gender in content and institutional practice. This is the first time that media houses have come together to develop a common document to guide their efforts to mainstream gender. The Voice, The Echo, Mmegi, Sunday Standard, Yarona FM, Gabz FM and Duma FM have developed and signed this gender policy, which is the first step towards transforming gender relations in and through the media.



What is unique about this gender development process is that seven media have committed to and will be implementing one gender policy. These seven COEs have all signed Memorandums of Understanding (MOUs) with GL giving their full commitment to the process.

Change can only happen when different industry players come together and work towards a common cause.

Mauritius: Media houses in Mauritius have continued to offer in-kind support often providing venues and refreshments for the training workshops. This is an indication that with adequate time, media houses start seeing the value of mainstreaming gender and as such are not scared to put resources into the process. In addition to this, institutions such as the NBC have hosted a group of regional media winners from the 2013 SGP Summit. *Le Mauritian, La Sentinelle* and *Le Defi* have also contributed significantly to the project in areas such as offering advertising space for gender content.

Swaziland: Although Swazi TV only gave formal buy-in to the COE process in October 2013, the media house has taken ownership of the process and supported editorial and programming staff to pursue gender projects. In February 2014, the television covered the conferencing costs for its policy drafting workshop. During the 2014 summit, the station also sent their news crew to cover the Regional SGP Summit in Johannesburg. This is the first time that a media house has carried the full conference costs for its staff. This is testimony of the media house's commitment and its willingness to support staff to network with other media stakeholders and gender activities from the region, thereby broadening their knowledge on gender equality.

Zambia: Radio Christian Voice has also shown that gender mainstreaming is a priority with in-kind support for journalists' training workshops. Whilst this contribution is small in monetary terms, it is significant in that it shows the commitment and seriousness with which the radio station takes gender issues. As a Christian entity, it is not always easy to put gender at the forefront.

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 quantitative changes within the media. This tool focuses on institutional as well as media content indicators. The broad areas covered include policy framework, workplace, editorial practice, marketing, advertising, monitoring and evaluation.

The strength of the GSC is 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 SGP Summit, GL used the GSC to engage with media houses on progress in implementing their gender policies.

The GSC also allows for the evaluator and media house to capture evidence of gender mainstreaming.

Malawi: MIJ FM



Gender hardly featured as a consideration at the Malawi Institute of Journalism (MIJ) at its inception ten years ago. At the radio station, MIJ FM, there were no specific radio programmes to address gender issues. Presenters often resorted to gender-insensitive words. Perhaps that is because most of the broadcasting staff had not gone through any formal training on gender-aware reporting or content production. Since MIJ joined the COE process, three years ago, things started changing for the better. GL's media prog-ramme specifically targeted broadcasting staff who produced most of the content. Editorial teams were also part of this exercise.

MIJ FM now has specific programmes for addressing gender issues in the country. This includes *Gender ku Malawi*. This programme explores a range of issues which impact on gender equality. This includes topics such as access to education and gender-based violence. The 2012 gender policy has allowed MIJ FM to review the working environment to ensure that women and men employees are able to seize equal opportunities. For example women are now fully participating in production of programmes such as *"Good Morning Malawi"* and also take on night shifts. MIJ FM has managed to change women's views about production and supported them to take on new challenges and excel. The vigorous in-house campaigns have made women's empowerment a key priority.



Lloyd Kaisi Phiri, Head of News at MIJ FM, receives a Media COE recognition certificate on behalf of the institution.
Photo: Tarisai Nyamweda

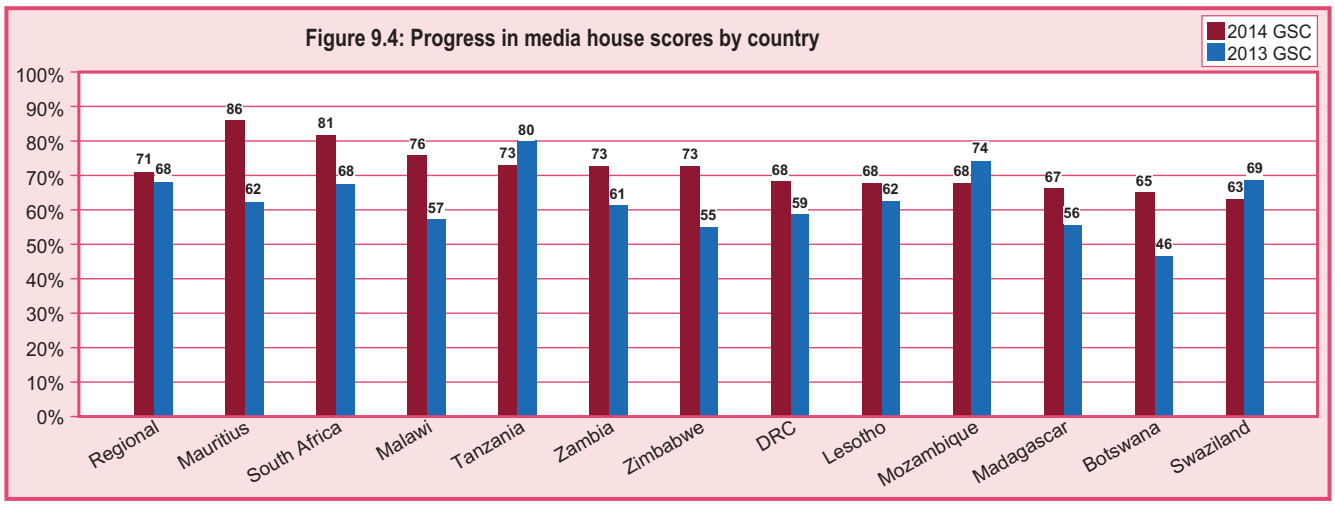
In addition to programming, the station has provided an opportunity for women to take up leadership positions. The station has also actively employed women, empowered or promoted them to work in key leadership positions. Three out of five key positions at MIJ are now being held by women. These are positions of Executive Director (Dalitso Nkunika, Station Manager (Roselyn Makhambera) as well as that of Course Manager (Evelyn Pasanje).

Makhambera says, "Am now happy that the number of women being given an opportunity to take most challenging roles has increased since last year. I am talking about the production of *Good Morning Malawi* which is probably one of the most challenging programmes to produce at MIJ FM. From two female producers last year, Chikondi Kasambara and Rachel Mhango, the number has swelled to four, with the coming in of Brenda Kaonga and Alice Msangambe. It is also encouraging to note that our Lilongwe Bureau is now being headed by a woman-Charity Skeva.

The Executive Director has given Evelyn Pasanje, the Course Coordinator, the opportunity to act on her behalf whenever she is away. This is a shift from the past where she used to delegate her duties to a male colleague (Finance and Administration Officer Mr. Phanga). However, the journey to gender mainstreaming is often fraught with challenges. The radio station has found it difficult to access women sources largely because of the way women have been socialised. Women are less willing to speak to the media. MIJ has as such gone on a civic education campaign encouraging active participation.

In some instances organisations that are accessed for opinion do not have women in key positions that allow them to speak to the media. As such this has impacted on the station's ability to increase women sources. MIJ recorded only 6% women sources in the 2014 monitoring. MIJ is currently engaging such organisations to empower women to take up leadership positions."

The radio station has also noted that most of its female staff does not have the requisite qualifications and experience that will allow them to take up certain roles. In such instances women employees are encouraged to further their studies and also supported to participate in internal capacity building initiatives.



Source: Gender Links 2014.

Figure 9.4 shows that that there has been an increase in the GCS in nine of the 12 countries. Mauritius, Malawi and Botswana recorded the highest increases in the last year moving from 62% to 86%, 55% to 73% and 46% to 65% respectively. Mozambique, Swaziland and Tanzania are the only three countries that recorded declines. In Mozambique and Swaziland, progress is closely linked to the extent of progress in the media COE process.

A further analysis of individual institutional scores shows varying levels of progress across the countries. In the DRC Antenne A TV moved from a score of 40% in 2013 to 72%. The media house which has worked with GL since 2011 has shown that sustained interventions lead to progress. The media COE verification process revealed several examples of how gender policies have transformed gender relations within the media.

The Malawi Institute for Journalism radio station (MIJ FM), winner of the 2014 Malawi summit COE award has made significant progress from a score of 71% to 82%. This is largely because of the workplace environment that has allowed women to rise to decision-making positions as well as the gender aware programmes at the station.

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 Glass Ceilings 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 5% of media owners. Although men still dominate in media ownership in SADC, there is evidence that women are slowly making inroads into media ownership.

Whilst there have been follow-up studies since Glass Ceilings, continuous engagements with media houses in the COE project through the verification process have shown that there is a growing number of women in

leadership. One such example is Jamila Abdallah, owner of *Ladyband Changamoto*, a newspaper company in Tanzania and runner up in the Media COE category at the 2014 SGP Summit. The Mauritius Broadcasting Corporation (MBC) also has a female Deputy Director General, Soondarie Devi Soborun.

Protocol @ work

Jamila Abdallah leads Ladyband to greater heights



Jamila Abdallah is the first Managing Editor of *Changamoto* newspaper in Tanzania. She has established herself as a journalist, gender specialist, and a thriving media owner. Abdallah owns the media company *Lady Band Limited* that publishes *Changamoto* newspapers. This is a breakthrough in this male dominated industry. She is one of the few female media owners in Southern Africa.

The runner up award in the Media COE category recognised the media house's efforts in mainstreaming gender in its editorial and institutional practices. Commenting on the award Abdallah said, "I am proud that our efforts as a media house are recognised at such platforms. Our media house has become a place where people can come and learn."

Abdallah started her career as a junior reporter at *Mtanzania Jumapili*. She climbed the ladder and became the features editor of the publication also writing on social issues, covering maternal and children's health. Abdallah is not new to gender issues as she holds a diploma in Gender Economic and Social Development but her interaction with GL has opened doors for many opportunities and improvements.

Since meeting GL in 2010, Abdallah has led her institution in drafting and adopting a gender policy. She continues to guide the implementation and training of journalists on key thematic areas in line with the requirements of the SGP.

"Leading men with different perceptions and attitudes was one of the challenges, trying to make them understand that 50/50 should start with us, changing our mindsets. It also includes understanding that gender equality is the only solution to bringing development equally to all women and men. For example there was an interview for a graphic designer and a male candidate was shocked that I was the boss but I asked God to give me strength to change his mindset."

"Before we started working with GL, the organisation had no gender policy. We facilitated change in our media because when we started in 2006 there was only one woman out of 15 men but today there are six women. Apart from being the Managing Editor, I empowered a woman to become a chief accountant. In addition, we empowered women journalists because our newspaper was male dominated and they are now covering hard news because men were thought to be the only ones capable of covering those stories.

I am proud that we changed the mindsets of men in our company. Out of 15 men, only one man was gender sensitive. We changed attitudes up to editorial level. Some were against gender issues and thought that gender issues had nothing to with media and that gender stories of empowering women do not sell."

Besides GL, Abdallah engages with NGOs who are keen on doing gender stories and advocating for gender equality through news .This is also increasing their business. Abdallah is a member of the Tanzania Media Women's Association (TAMWA) and the University of Cambridge where she often receives training."I am proud of being engaged with GL, our media house has become a role model to the other media houses. I thank you GL for bringing the Protocol to the media because it seems now that gender equality is on the world's agenda. Whenever someone sees that we have female managing editor, it shows progress in attaining gender equality. I am proud to be a gender activist and a media entrepreneur and being a role model to other women. Gender awareness has added to my life," she said.



Jamila Abdallah receives the Media COE runner-up award at the 2014 SADC gender summit. *Photo: Thando Dlamini*

Gender and media leadership

As part of efforts to address the gaps in media institutions as well as content, GL is partnering with the Sol Platjie Institute (SPI) at Rhodes University to run a week-long short course on the Essentials of Mainstreaming Gender in African newsrooms. This course, which is open to all media managers and editors from the African continent introduces participants to key gender and media management concepts, theory and practice. This is a direct contribution to the SADC Gender Protocol (SGP) target of gender equality in and through the media by 2015.

The Sol Platjie Institute (SPI) at Rhodes University is Africa's only media management institution which educates and trains both practising and aspirant media workers in media management. The Rhodes University accredited course contributes to laying a foundation towards increasing the proportion of women in decision-making in African media houses. The capacity building will help existing managements to integrate gender in their daily operations, thereby creating a conducive environment for women and men to participate fully in the media.

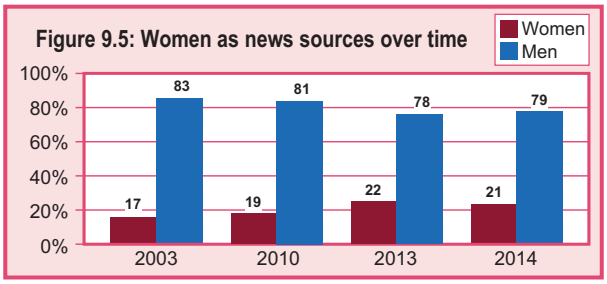
Equipping media managers with the knowledge and understanding of gender will assist in changing the overall working environment and the patriarchal attitudes that abound in the media in Africa and beyond.

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. Seventy-six out of 108 media COEs participated in this exercise in 2013, 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 media taking ownership and greater accountability for performance against key gender and media indicators. GL conducted spot monitoring in April 2014 to check on progress.

Figure 9.5 shows that the proportion of women sources in the Southern African media has increased by four percentage points from 17% in the 2003 GMBS to 19% in the GMPS and 22% in the 2013 self-monitoring exercise and then 21% in 2014. This reflects that with continued support to media houses, though very slow, change is possible.



Source: Gender Links 2014.

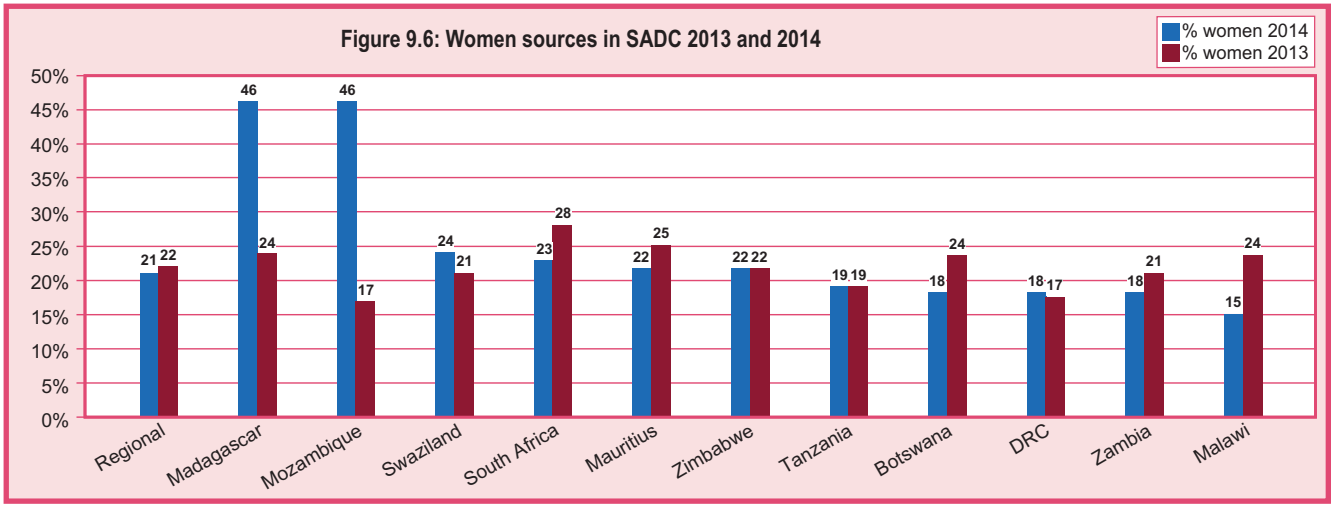
The slight decline in women sources in 2014 shows that media are still facing challenges in accessing women's voices. Whilst this may be linked to women's discomfort in engaging with media, it could also be linked to the fact that women are still under-represented in positions of authority that allow them to speak to the media.

Mauritius: Making all voices count at the MBC



Gender mainstreaming is an essential component of the services and operations of the MBC. As a national broadcaster of a vibrant democracy, the MBC has a very important role to play in building and sustaining a climate conducive to peace and social harmony.

"The board, the directorate and the staff are fully conscious of the important role of the corporation. One of the core objectives of the MBC is the implementation of its gender policy which we adopted with the help of Gender Links…The MBC has been able to promote a gender inclusive media environment that has empowered women to fully participate in the media. We have given Mauritian women access to expression through news reports and a higher number of local programmes on radio and TV…Our programming schedules cater for programmes which promote the role of women in society and which address social issues such as gender based violence, poverty, unemployment, entrepreneurship and empowerment."-Deputy Director General, Soondre Devi Soborun.



Source: Gender Links 2014.

In 2014 GL conducted spot monitoring of 93 media houses in its COE stable, covering over 4000 news items. Figure 9.6 shows that based on this monitoring exercise, the overall proportion of women sources decreased from 22% in 2013 to 21% in 2014. Eleven countries participated in the 2014 monitoring exercise covering 93 media houses. Of the 11 countries monitored, eight are on and above the regional women sources figure. Overall, the results suggest women's voices are still under-represented in the media. Malawi (15%) and Zambia, DRC, Botswana at 18%, registered the lowest percentage of women sources.

However, there are individual country variations with Mozambique and Madagascar recording massive increases. Mozambique for example moved from 17% to 46% whilst Madagascar moved from 24% to 46%. These increases are largely due to the massive in-house workshops that specifically target journalists. Although only one media house has adopted a gender policy in Mozambique, journalists are starting to apply the knowledge and skills gained from the training workshops.

Swaziland moved from 21% to 24% making it the second best mover. Overtime Swaziland is experiencing a steady increase and improvement in the number of women sources accessed by its journalists. In the 2010 GMPS study, Swaziland recorded 19% women sources. However, in the 2013 self-monitoring it moved to 21% and now stands at a 24% country average. This increase is also due to the progress made in the development and implementation of gender polices.

Malawi has recorded a decline largely because the monitoring happened in the run-up to the country's 2014 national elections. Previous studies such as the GMPS have shown that men are the majority of sources in election stories with women speaking marginally. Most of these men are party spokesperson or senior people in political parties. Although in Malawi, the main candidate was Joyce Banda, the media still accessed more male voices in the period of study. Qualitative research shows considerable progress in Malawi. Radio Dzimwe, a community radio station, is an innovative example of a media house that is giving rural women a platform to speak for themselves.

Malawi community radio empowers women through radio listening clubs



When Dzimwe Radio Station went off air after lighting struck its sole transmitter, Fanny Tsatawe of Tiwonere Listeners' club declared: "We are like orphans now. We have hung our radio sets since we can't listen to our favourite radio station."

Situated at the foot of Monkey Bay Mountain, Radio Dzimwe is the first community radio in the country to broadcast with funding from United Nations Education, Scientific, and Cultural Organisation (UNESCO). The radio works to provide a platform to rural communities within its coverage to facilitate dialogue on development needs and issues. Dzimwe has been running since 1998 and its programming addresses issues such as health, safe motherhood, violence against women and girls, sustainable natural resources management and income generating activities related to farming and fishing.

From the time radio station struck a partnership with Gender Links, the community broadcasting institution has been mainstreaming gender in their programmes and projects. Besides developing a gender policy for the media house as one step of the Media Centres of Excellence initiative by Gender Links, Dzimwe is also championing gender at a community level through its 28 radio listening clubs. The radio has different types of radio listening clubs namely: women, youth, men and hybrid (Mixed). The radio deliberately divided the clubs with an intention to empower women.

"As a result of patriarchy, we noted that women were silent on so many issues that were affecting them because they did not believe in themselves. This forced us to divided the clubs so that we could empower women in a special way by giving them a voice", says Hilda Phiri, the radio's station manager. Besides numerous developmental activities that have come about as a result of radio listening clubs initiatives, village banking initiative tops them all.

But how does Dzimwe radio find itself at the centre of a village banking project? Who are the beneficiaries of the project?; Whose initiative was it and why?; above all, who inspired it?



Hilda Phiri at a Dzimwe community radio listening club.
Photo: Dzimwe community Radio

"We have instilled a spirit of saving in many women, thanks to Gender Links. Many of them have started various business and projects and we are confident that this economic empowerment initiative will undoubtedly work towards reducing the prevalence rate of gender violence in our surrounding communities," says Hilda Phiri, Dzimwe Community Radio station Manager.

According to Phiri, the idea came about after she attended a Gender Links workshop in 2009. She recalls that Pushpa Jamieson, a former Gender Links country facilitator trained her and other journalists on how women economic dependency on their male counterparts subjects them to all sorts of abuses.

"As a radio station, we battled it out thinking how best we could integrate this issue into our programmes and projects", says Phiri adding that mainstreaming women economic empowerment in the radio programmes alone was not good enough for them. It was for this reason that the management of the radio decided to use the existing structures (radio listening clubs) to integrate the village banking concept. According to Phiri, women radio listening clubs embraced the idea making their groupings not only listening clubs but savings clubs as well.

"We have instilled a spirit of saving in many women, thanks to Gender Links. Many of them have started various business and projects and we are confident that this economic empowerment initiative will undoubtedly work towards reducing the prevalence rate of gender violence in our surrounding communities," Phiri observes.

While the radio has been championing gender through radio listening clubs, the media house itself has not done enough in putting their gender policy to practice. Starting from the top, the board has eight men and three women and though the management team is headed by a woman, it comprises of three men and two women making them gender imbalanced. In addition, the radio's management team is not aware of regional and international gender equality commitments and their gender equality targets are not in-line with these commitments. For instance, the team could not tell the timeline for the 2008 SADC Protocol on Gender and Development and Millennium Development Goal 3.

"We need organisations that are more knowledgeable on gender issues like Gender Links to train us on how we can further mainstream gender in our activities basing on regional and international targets," says Winstone Kaimira, the station's deputy manager. He added that Dzimwe is a community radio and they would prefer more in-house training because they have specific needs compared to private commercial radio station that broadcast countrywide.

Table 9.2: Women's voice in individual media house performance

Media house	2013	2014	Variance
L'Hebdo (Madagascar)	21%	54%	33
Radio Islam (Malawi)	17%	36%	19
Savannah	15%	62%	47
Voice Of the Church (Swaziland)	29%	47%	18
Christian Voice Radio (Zambia)	67%	16%	-51
Upendo FM (Tanzania)	33%	0%	-33
ZBS (Malawi)	31%	0%	-31
Capital Radio (Malawi)	42%	21%	-21

All Madagascar media houses have reached at least 30% women sources largely because of progress made on stage seven (backstopping).

Table 9.2 shows performance of individual media houses in 2013 compared to 2014. L' Express recorded 37%, the lowest in the country whilst TV Madagascar recorded 56%. All media houses in Mozambique have exceeded 30%. In Swaziland half the media houses have reached at least 30%. Swazi TV has 34% women sources.

Most of the work has paid off because of the capacity building workshops for editorial staff. Simeon Shumba, Head of News at FM 101 (winner of the 2014 Media COE award), says, "I challenge my fellow reporters in the newsroom, that reporting gender goes beyond reporting GBV. There is a gender aspect to economics, politics, climate change and education."



Picture our lives: Tanzania SADC Protocol@Work Summit. *Photo: Fanuel Hadzidzi*

Gender aware programming and content

There are several examples of gender-aware programming in content across the media in SADC.



Botswana: Though gender is not considered a beat yet at Yarona FM, there have been some deliberate efforts within the institution to ensure that they run at least one story on gender related issues every week, and a male journalist has been assigned to cover gender issues. Both male and female journalists are now being encouraged to cover the non-traditional areas of reporting. The station however has designed radio programmes which provide a platform to women's advocacy groups to debate and educate young people on GBV, particularly during the Sixteen Days of Activism campaign.



Malawi: "Even without GL we took the responsibility to do it (gender mainstreaming), but they helped us monitor and enhance these efforts. We look at issues differently, we see that women are victims but also that men can be silent victims too. Having attended a number of workshops held by GL and other organisations, with this better understanding of gender and media, Radio Islam strives to share this with listeners. The station has started producing and broadcasting weekly programmes on issues relating to marriage, empowerment and women's health."- Macpherson Maulana Radio Islam.



Swaziland: Swazi TV has incorporated gender issues into its morning programme Kusile. The programme has become a platform to openly discuss issues affecting the community such as GBV. Swazi TV finds itself in a challenging position: it has established a cultural unit aimed at addressing some of the gender biases of Swazi culture and custom. It promotes good cultural practises and attempts to demystify the Umhlanga ceremony which has been widely perceived as abusive to young women. The station is working in collaboration with many gender activists to provide a platform for discussing GBV. Over and above the Sixteen Days of Activism campaign, it has committed to a 365-days programming initiative where such issues are being addressed as and when they happen.

Swaziland: Voice of the Church gives women a voice



VOC FM is the Siswati ministry of Trans World Radio. It was established in 1996 following the need to have Christian programmes for the Siswati listeners. Previously a lot of programmes were done in many African languages with no attention given to the Siswati speaking audiences. It was a great breakthrough when this media house was established and the Swazi population could have Christian programmes daily in their own language.



Nomcebo Dlaimini presenter for VOC on the radio programme Precious Ones. *Photo: Tarisai Nyamweda*

Conservative evangelism had tended to influence the programming at VOC and gender was never an issue for discussion. However this has since changed, as the station has started to embrace gender issues and is in partnership with numerous key stakeholders who are champions of gender issues. These organisations are given platform at VOC to share their views and discuss gender related issues. In short the narrow mindedness of gender issues are things of the past as VOC has embraced gender mainstreaming. Notably, the proportion of women sources at VOC has increased from 29% to 47% in the last year. This is largely because of the commitments to gender equality.

Lomalangeni Dlamini, the gender focal point at VOC says, "the greatest challenge is making gender issues relevant to Christian programming in that both men and women are made in the image of God. It also crucial to make it known that in Christ there is no male and female, so why should we continue belittling women using the bible message?"

Women have been empowered with knowledge on gender-related issues and have been exposed to a progressive gender biblical awareness programming. The level of understanding of gender-related issues from a Christian perspective issues was generally low, hence it was easy for women to fall victim to GBV for instance. Knowledge is power, thus by educating women on gender-related issues, women are being empowered to know their rightful positions as instruments of socio-economic development in the home, community and at national level.

Being a radio station that broadcasts nationally, everyone, both males and females, are free to participate in the radio programmes and in all the activities that are conducted at community level. Radio provides a broad platform for public participation where everyone has a voice and every voice counts. VOC is conscious of the fact that its mandate is to reach the people of Swaziland, hence the programmes must be relevant to the needs of the people.

VOC has opened doors to women empowerment as recruitment of staff is solely on skills and not gender or sex. Among staff members, women are rising up in management. What is worth noting is that the shift has taken place as gender issues are now seen as part of the Christian message. That is a milestone.

Apart from planning programmes that are gender-conscious, VOC has ensured that resources are pooled together for efficient and effective service delivery in order to maximise reach.

Men have indeed become supportive of gender equality. This is proven by the tremendous increase in the number of male listeners who now participate in programmes that discuss gender-related issues through call-ins and SMSs, some even going to the extent of reporting cases of GBV, which didn't happen before the incorporation of gender-related issues in programming.

VOC gives equal and fair working opportunities to both men and women and ensures that there is no discrimination based on gender. Promotions within the organisation are based solely on performance and qualification. The ratio of males to females in the Board of Directors is also proportionate. Moreover, there is an equal balance male and female guests who feature in the programmes.

Actuality and magazine programmes have been enhanced-the phone-ins and feedback from listeners is indicative of a big transformation. Men and women can now discuss issues openly without fear. Women are now given a platform to share their views and challenge stereotypes. As a a male listener put it: "A woman was meant to help her husband and not to be his servant. House chores are to be performed by both the husband and wife. Women must stop being over burdened by excessive house work."

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 Sixteen Days of Activism campaign.

While targets are in place for the reduction of gender violence, prevalence rates are escalating in some communities. According to the Botswana Gender Based Violence Indicators Study, of all the women interviewed in the study, 67% had experienced some form of GBV in their lifetime, while 44% of 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% men who have perpetrated GBV at least once in their lifetime.

In Zimbabwe, 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 regional and global studies. GL has also worked with GEMSA chapters in conducting periodic monitoring of the Sixteen Days of Activism campaign. Key findings emerging from these studies include:

- To the extent that 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 encouraged the abuse;
- 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 GBV at the SGP summit. Although a lot still needs to be done to end GBV, the media is slowly reporting more responsibly.

Media Drivers of Change

As the SADC region approaches the 2015 deadline for both the SGP and the MDGs it is important to work with a cadre of drivers of change across the region. Continued engagement 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 both women and men gives hope to the efforts of the SADC Gender Protocol Alliance.

Mauritius: Natalie Didier



Didier's journey with GL began four years ago and it is far from ending. She is playing a key role in bringing gender issues out for discussion through her programme *Etre Femme*. This is the product of her efforts to encourage an enabling environment within the Mauritius Broadcasting Corporation.

Etre Femme is a daily programme that airs from Monday to Friday. She describes it as a tool to sensitise people about women's lived realities. It tackles topics such as education, poverty, empowerment and GBV.

"With GL programmes and trainings I have become a transformed person. My outlook to life and the way I undertake my duties has totally changed. It has given me a better understanding of all issues. Before GL was introduced to us we were mainly talking about women's rights but after GL we went further to engage on specific gender issues."

Didier notes that she has gained more knowledge through her interactions with GL notably the different forms of GBV. "I was introduced to the concept of economic violence. Now I can articulate these issues confidently to others. I have also become gender sensitive and aware in my reporting, hence my programme *Etre Femme*," she notes.

Distancing herself from the current trends of armchair journalism common in many media houses today, Didier instead goes to the women on the ground to capture their voices and tell their stories, also focussing on women who occupy non-traditional roles. She motivates them to press on and encourages them to seek advice and help from different stakeholders.

Tanzania: Taking leadership where men fear



Whenever a person ventures into a media house in Tanzania and requests to speak to the gender champion, the names that invariably prop up are of female employees. But at *Lady Band Newspaper*, the story is different: a man is the gender champion.

This is challenging the stereotype that gender issues are women's issues. This also sends a message that men are supportive of women empowerment.

Said Mmanga, the gender champion and news editor at *Lady Band Newspaper* says he used to have a negative view of women empowerment and was socialised to think that women just wanted to be given things without working hard.



Said Mmanga (far right) during a training workshop for journalists in Tanzania. *Photo: Arthur Okwemba*

"The turning point in my life was when I attended a training organised by GL. The delivery of the message was so powerful and so moving that it left me questioning my thinking," Mmanga recollects he went for training three years ago.

"I realised this was not a woman issue, but a justice issue. The following week when I returned to work, my colleagues wondered about my attitude change about women empowerment. Since then, I decided to promote women's rights."

Over the last three years, Mmanga says he has mentored six women, some of whom are now senior writers at other newspapers. He is currently mentoring two women to become news editors. Mmanga also leads the implementation of the media house's gender policy.

"A lot has changed since we adopted and started using this policy. You can clearly see the difference in our practice before and after adoption of the policy."

He says they are now questioning the sourcing of information to bring out fair representation of women and men voices. Though the biggest challenge they are facing is building the capacity of female journalists to realise certain targets before 2015.

"Training requires a lot of money and mentoring takes a long time. If we can get organisations to support us with regular leadership trainings, then we can meet our targets within the defined timelines."

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 this topic.

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. However, the 2010 GMPS, 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.

Gender and media networks step up momentum ahead of 2015

Gender and media networks across the SADC region have continued to play a key role in campaigning for gender equality in the media. Such efforts have been critical in strengthening the movement in SADC as well as coordinating the work of different organisations in different countries.

The lessons from these networks will help GL and partners strengthen the work of the GMDC which seeks to create debate and dialogue on gender and media in SADC. Networks such as the Federation of African Media Women Zimbabwe (FAMWZ) and the Tanzania Association of Media Women (TAMWA) have shown that as a united force, gender and media activists have the ability to make a difference.

Gender and Media Diversity Centre

The GMDC is a is a physical and virtual resource centre that seeks to collect gender and diversity information, connect with its target and collaborate with like-minded organisations to ensure that its unique resources are popularised.

The GMDC aims to create "a more representative, responsive and professional media as well as citizens, women and men, who are empowered to critically engage with developmental issues." This vision is achieved through the creation, collection, connection and dissemination of existing knowledge and resources, as well as collaborating on new research and exchanges.

Since its establishment, the institution has conducted seminars on gender, media and diversity in SADC. These seminars included gender and leadership debates in the run-up to elections in seven SADC countries, gender and xenophobia; access to information; mainstreaming or male streaming and sexual harassment seminars.

The GMDC has also worked to empower citizens to engage critically with the media through its Media Literacy training programme. The institution has also extended this programme to Journalism and Media training institutions.

In 2009/2010, the GMDC conducted the Gender in Media Education (GIME) audit. This study showed that 28% of the institutions sampled in the region had stand-alone gender policies. Males comprise the majority of the academic staff but females are the majority of students. In addition, journalism and media studies students receive limited theoretical grounding in gender.

It is against this backdrop that the GMDC, working in close collaboration with Gender Links, is rolling out the Centres of Excellence (COEs) for gender in journalism and media education. The GMDC plans to work with at least seven training institutions on a holistic gender mainstreaming package.

The GMDC continues to initiate debate and dialogue around key gender and media issues in SADC and beyond. The GMDC has brought together citizens, training institutions, media trainers and practitioners together to deliberate on what Africa wants ahead of the 2015 review of key gender and instruments.

The network galvanised African voices ahead of the Global Forum on Media and Gender. These conversations

have carried on with new media networks coming on board to ensure that SADC continues to lead the way on Gender and Media activism.

The GMDC is setting up a Steering Committee to lead the activities. The members of the steering committee will help in the coordination of events in country and provide progress reports thereafter. Members would like to have a microcosm of the regional set up at national level. The GMDC together with its stakeholders will carry the mandate of the GAMAG in SADC. As a body, it will take the Southern African position to the global platform.

Members have suggested that the GMDC continue to be active in using seminars to engage citizens in fruitful debate and dialogues around gender and the media and emerging issues in the region. The decentralisation approach used will help in the coordination of these seminars in country.

Gender activism still alive at TAMWA



The **Tanzania** Association of Media Women (TAMWA) is one of the few gender and media networks that have stood the test of time. TAMWA has become a force to reckon with in Tanzania with increased visibility in the last couple of years. TAMWA is committed to advancing women and children's rights by conducting awareness raising activities for cultural, policy and legal transformation in society through the use of media.

Following the selection of the Constitutional Commission, TAMWA has been active in propagating for women and children's rights as an integral part of the new constitution. TAMWA tabled its recommendations to the Commission in January 2013 and formed a council to discuss the draft constitution.

TAMWA is a member of the Jukwaa la Katiba as well as the Women Coalition on the Constitution. The formation of the Constitutional Assembly in February 2014 saw two members of TAMWA being appointed by President Jakaya Mrisho to be part of the Assembly. This is evidence of the respect that the Association commands at country level. Susan Kunambi, a TAMWA member and journalist with Zanzibar Broadcast Communication and Valerie Msoka - TAMWA Executive Director sit on the constitutional assembly which is reviewing the country's draft constitution before it goes to a referendum process.

Msoka says this nomination is a tribute to TAMWA's contribution in bringing about social transformation in the country and its vision of building a peaceful society that respects human rights with a gender perspective.

Speaking at the 2014 SADC Gender Protocol @Work Summit, Msoka emphasised the important role that the media plays in nation building, saying the media can either make or break. Msoka called on gender and media organisations to continuously engage to advance gender equality.

TAMWA also trains men and women journalists on how to cover issues affecting women and children. Grassroots community outreach also includes sensitising audiences on gender issues and GBV.



TAMWA Executive Director Valerie Msoka, right, discusses gender and media issues with Patience Magagula of Swazi TV at the 2014 SADC Gender summit in Johannesburg, South Africa. *Photo: Thando Dlamini*

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.

In media education and development, NGOS have the capacity to influence attitudes, skills and knowledge of media practitioners, particularly at the entry level, but also throughout curriculums. Putting institutional mechanisms in place to 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 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.

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

Male trainers are in the majority: Data provided shows that females comprise 36% of academic staff, while males make up 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 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.

Large numbers of women in media education and journalism classrooms do not translate into large numbers of women in newsrooms: Many female students cited in the GIME research said they had been sexually harassed by their colleagues and sources during internships and would not consider pursuing journalism as a career. Most of them opted to go into public relations. However, incidences of sexual harassment can be curbed and better mitigated by ensuring sexual harassment policies are properly implemented and by educating aspiring journalists about the potential risks, their rights and what avenues to follow should such incidences take place within the field and the newsroom.

Mainstreaming gender in media training

Building on the findings of the GIME research, the GMDC is rolling out Centres of Excellence (COEs) in Gender in Media Education (GIME) in institutions of higher learning in Southern Africa.

The main objective of the GIME COE process is to contribute to the SGP targets of achieving gender equality in and through the media by helping training institutions mainstream gender in policy and teaching curriculum.

This project, which targets at least seven media and journalism training institutions in SADC, involves administering a gender scorecard which outlines parameters and gender indicators for the sector. The scorecard is then used to bench mark progress.

This project rationale is based on the key findings of the GIME and GMPS studies that demonstrate that gender training for journalists and trainee journalists is key to shifting 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 in Southern Africa to mainstream gender in media and journalism education and training curriculum, to 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 fair and ethical journalism.

Trainers from six institutions met at the 2014 Regional SGP Summit to agree on a process manual to take the GIME project forward. Trainers also discussed how the modules can be improved, where they can be incorporated in curricula, possible assessments that can be used and resources that can be sourced from the GL website.

The GIME COE project builds on progress made working with media and journalism training institutions on gender and media literacy training as well as sexual harassment workshops during the Sixteen Days of Activism campaigns. 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. Some of the outputs include first-hand accounts of GBV, campaigns, written articles and analyses of media monitoring during the period. Many trainers responded to the call for entries in the Gender in Media Education category for the SGP Summit held in April 2013 and seven went on to present best practices at the Summit.

Protocol @ work



Zimbabwe: The Journalism and Media Studies Department at the National University of Science and Technology (NUST) is embarking on an ambitious project to bring together training institutions to share good practice on gender mainstreaming. NUST, in conjunction with the Association of Commonwealth Universities (ACU), is organising an International Conference on "Gender Mainstreaming at Higher Education Institutions beyond 2015: Equity and Equality" to be held at the Victoria Falls, Zimbabwe from 15-18 September 2014.

The conference aims to raise awareness about how higher education can and should respond to global development challenges ahead of the expiry of the MDGs in 2015. The ACU campaign provides an international platform for diverse voices on gender equity and equality both within and outside the university sector and is already building an evidence base showing the importance of gender mainstreaming in higher education.

Malawi: Gender runs through media training



The Malawi Institute of Journalism (MIJ), winner in the media training category at the SGP Summit awards, is a media training institution offering certificate and diploma courses in journalism. Their 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.

The other subjects are practical and skills oriented. 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, classroom tasks, assignments and extra-curricular activities like clubs and societies.

MIJ also ensures equal participation in external or in-house workshops by selecting equal numbers of female and male students. Gender balance 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 also initiated community outreach activities that address a number of targets of the SGP. To date,



Dalito Nkunika , Executive Director, Malawi Institute of Journalism.
Photo: Daud Kayisi

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.

Empowering citizens through media literacy training

Citizens play an important role in holding governments and media accountable to 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 people (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. They are taught how to take up complaints, design and cost campaigns, and use new media to leverage these campaigns. Trainers who run gender and media literacy courses also mainstream gender in their content. Through this initiative, a new generation of young, gender-sensitive media professionals is emerging.

University of Botswana students campaign for gender equality



Students from GIME institutions are taking the initiative to sensitise the public on gender equality issues. A group of five students from the University of Botswana scooped the 2014 SGP Summit print media award. In their application, the students say, "We all got introduced and educated about gender content in the media, particularly GBV in November 2013 as part of the COE stage seven workshops. Therefore, we are still learning how we can, in our own capacities, disseminate meaningful messages to our communities through media."

The students' submission included:

- A photograph that the students staged to upload on the anti-GBV Facebook page called "SM4Youth Botswana." (Primary media)
- Audio from Radio Botswana 1 where the students participated in a panel discussion on GBV.
- A published article in The Voice newspaper, which reported on balancing gender information. The article was inspired by the historic celebration of National Men's day in Botswana.
- A class project on domestic violence (marital rape), which was inspired by their first encounter with GL Botswana's workshop in late 2013.

These students have partnered with peers on a cyber-bullying campaign. They plan on daily communi-cation with followers on social media to follow up on the effect of the photos and messages used. They further added, "We have come to the realisation that not many platforms are in place to have youth play an active role in addressing such issues. "



Tebogo Baker receives the 2014 Botswana SADC gender summit print award. *Photo: Vincent Galagwe*

Media students learn 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 2014 SGP 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 13 summit newsletters.

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.

Jethro Kwenani - Namibia: "It was my second time working with GL and I wanted to lead from the front. I started off by covering the opening with a written piece and later on got into my element of video production, covering many stories. It improved my confidence and drive. The whole team jelled so well and made me believe in pure and honest journalism. Katherine was an unbelievable editor and source of motivation. Working at the summit with GL was a great experience."

Mirana Farahantanjatovo - Madagascar: "The 2014 GL Regional Summit held at the Kopanong Hotel in Johannesburg was a very enriching experience for me. First of all, I have been able to meet students in journalism already gender-aware and very engaged in promoting gender in their respective countries. During our exchanges, I have been able to compare their situation as their country is signatory of the SADC Gender Protocol with mine. I even met an old journalist full of wisdom, namely Jérôme Boulle. Being a former editor in chief of l'express de Madagascar, a respected journalist in my country and it was a privilege for me to have had him editing my articles and coaching me during the Summit."

Wezzie Nungu - Malawi: "The regional Summit was an eye opener for me as I had the chance to rub shoulders with so many gender activists from different walks of life, and just witness them come together and collectively work towards effecting change. It was truly inspiring and challenging. I know now I can make a difference wherever I am and more so use the media as my platform. As a media student, it was an opportunity for me to have a practical translation of the theoretical lessons I have acquired in class; specialized news writing, photojournalism, media ethics and critical thinking. This experience will without a doubt assist build my portfolio. I am appreciative of the inclusiveness that our supervisors demonstrated, making sure that each one of the students had something to do, without bias or favouritism."

Kelvin Suddason - Mauritius: "My time reporting for the SADC online paper, although short, was nonetheless packed with listening, writing, and editing sessions. The three days of the conference flew past me in a whirl of emotions. I was astounded by the enormity of the conference itself, with the hundreds of delegates from the SADC countries. I was amazed by the pragmatism the participants demonstrated during their presentations and finally, I was thrilled to experience the friendly competition during the award ceremony on the Gala night. This Summit equipped me for working towards gender-sensitive and responsible writing, which I know to be the only way forward in the fight towards parity. I have also been able to make connections from all over Southern Africa. I am looking forward to working with GL again, with a will to combat gender-discrimination."

Roseta Sebapu - South Africa: "On a professional level, I learnt that it is important to meet deadlines, being able to work under pressure, have a room for comments, complements and criticism. On a technical level, I learnt how to edit audio and how important it is to use a recording device with good sound quality, the audio must be three minutes and this requires a journalist to know his/her story and how to select the best pictures that describes a story. I highly value the experience I gained at the Summit and working with GL."

Zinhle Mkhari - Swaziland: "Working with people from all walks of life who have a passion for gender issues and are striving for the same goal, which is 50/50 by 2015, made me realise that despite the different interests these people have e.g. entrepreneurship, climate change, leadership, they came together to fight for gender equality. Working with the news people taught me about team work and the importance of asking, verifying and ensuring that you have all your facts correct when reporting on gender issues. I also learnt the importance of privacy when writing about sensitive issues like GBV."



Zinhle Mkhari at the Swaziland summit 2014. *Photo: Thando Dlamini*

Mulemwa Mulemwa - Tanzania: "I entered the newsroom for the first time in July 2012 for my practical training and I knew right away that reporting social issues was my calling. At first, I did not consider gender as an area of interest, but this changed when I attended the first Tanzania Summit in 2013. In early 2014, I attended the Regional Summit in Johannesburg. My experience in South Africa opened my eyes and made me realise that more still needs to be done to bring gender equality. In June, I will be finishing my studies and as I enter the world of journalism I will take the invaluable knowledge that GL has given me in my practice and make Tanzania and SADC a beacon of gender equality."

SGP Post 2015

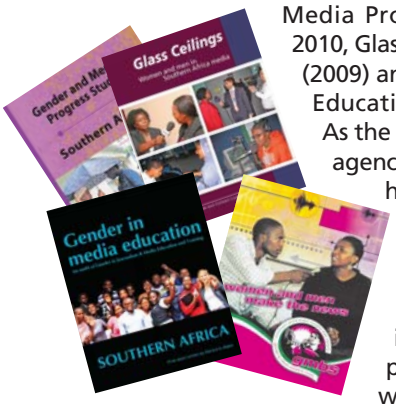
2015 presents an opportunity for media stakeholders to reflect on gains made as well as to harmonise efforts in achieving media targets in different gender instruments. With just a few months to go before the Beijing Plus 20 and the UN Conference on Women, civil society and gender and media activists have started calling for stronger gender and media provisions in post-2015 instruments.

Gender is included in the 1995 Beijing Platform for Action (BPA) under Section J. Media activists argue that the fact media was identified as one of the critical areas of concern shows the urgency and centrality of the sector. The SGP has set targets for gender equality in and through the media by 2015. The major difference with this instrument is that whilst media was flagged in Section J, no global framework has been developed to monitor progress in implementation, nor have previous UN meetings audited Section J processes.

Section J is limited on ICTs, new media, social networking and women's rights. On the global front, there has also been no development or articulation of new and emerging issues - like gender and ICTS. For instance, cyber violence has emerged as an escalating form of GBV.

SADC Protocol on Gender and Development media targets

Southern Africa arguably has the richest set of data on gender and the media of any region in the world. Key studies, mentioned in this chapter, include the Gender and Media Baseline study (GMBS) - 2003; Gender and Media Progress Study (GMPS) - 2010, Glass Ceilings in Newsrooms (2009) and the Gender in Media Education (GIME) study 2010. As the gender and media lead agency in Southern Africa, GL has also conducted periodic monitoring to check progress in women's voices as well as other institutional indicators such as the policy framework and working environments.



The SGP media provisions lead the way in terms of global targets and indicators for gender in the media. The SGP is one of the few instruments that cover key parameters which include media policy, regulation, training and content. The Protocol encourages media and media related bodies to mainstream gender in their codes of conduct, policies and procedures, and adopt and implement gender- aware ethical principles, codes of practice and policies in accordance with the Protocol on Culture, Information and Sport.

Likewise the sector is encouraged to promote the equal representation of women in decision- making as well as ownership in the media. Media houses are encouraged to increase programming on gender-specific topics and to desist from producing or using content that perpetuates gender stereotypes. The media is to play a constructive role in the coverage of GBV.

The SGP media provisions are further strengthened by the SADC Gender and Development Index (SGDI) which expands on the specific indicators for the set targets. All the targets in the SGP are measurable except for the ones on coverage of gender based violence. The protocol calls on the media to play an active role in eradicating gender based violence.



Progress made in implementing the SGP

Media have made progress in increasing gender aware programming. In the media verification exercise ahead of the 2014 SGP Summit, there were several examples of programmes that bring gender to the fore. However, there is still content that perpetuates stereotypes. Media houses which rely heavily on advertising for revenue continue to accept highly stereotypical content, such as images that sexualise women's bodies.

Media houses have gradually started developing and implementing gender policies. These policies address key institutional as well as content gender gaps. So far GL has worked to support 108 media houses in the SADC region to at draft gender policies.

As SADC and global players continue with strengthening the post-2015 instruments, there is need to come up with clear targets and measurable indicators for the media. For example, women's voices should be clearly emphasised with figures and timelines added. Likewise, there is a need to strengthen targets around journalism and media training. Having clear and measurable indicators allow for greater monitoring of implementation and tangible gains. There is no room for complacency.

Proposals to strengthen the SGP

There is scope for strengthening both the media targets and indicators in the post 2015 SGP. The SADC Gender Protocol (SGP) 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." This target is limited to the institutional composition of the media and media related bodies. Although the Protocol covers women's equal voice in the media, and sensitive coverage of gender issues, these, as well as policies and training, do not constitute specific targets in the Protocol.

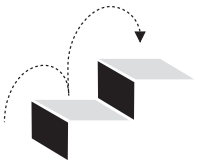
Furthermore there are some glaring omissions, such as advertising, new media and radio talk shows. It is also vital that the post 2015 SGP highlights and addresses gender gaps relating to access to information. There are gender gaps in this regard as the majority of women do have access to information or to mainstream and digital media.

As with all SGP targets, the media targets do not have specific indicators. The SGDI devised five indicators based on available research. A weakness of the SGDI is that it relies far too heavily on institutional indicators (women in media houses and media training institutions) and not enough on media content. The media content indicators are not sufficiently qualitative. Below is a possible expanded set of media indicators, with new baselines to be established in 2015:

Table 9.4: Proposed revised targets and indicators for media

AREA	PROPOSED POST-2015 TARGETS	POSSIBLE INDICATORS
Gender in Media education	Promote the equal representation of women as teaching staff and students in institutions of media learning	1. Female percentage of staff in institutions of media learning
		2. Female percentage of students in institutions of media learning
	Ensure that media institutions of learning adopt gender policies and mainstream gender in their teaching curriculum by 2030	3. No of courses/modules that mainstream gender
		4. Gender in Media Education Score
Gender in the media	Take measures to promote the equal representation of women in ownership of, and decision-making structures of the media by 2030.	5. Women employees as percentage of total
		6. Women as percentage of board of directors
	Ensure equal opportunities for both female and male editors by 2030.	7. Women as percentage of management
	Ensure that media houses adopt gender policies or mainstream gender in their codes of conduct	8. Gender in the Media Score
Gender in media content	Encourage the media to give equal voice to women and men in all areas of coverage by 2030.	9. Percentage of stories with more than three sources
		10. Percentage of women news sources
		11. Percentage of women news sources in economics, sports and politics.
	Ensure that media mainstream gender in editorial content and programming	12. Percentage of women who participate in radio talk shows.
	Ensure that media regulatory bodies enforce gender sensitive reporting standards	13. Percentage gender aware stories
	Take measures to discourage the media from: • Promoting pornography and violence against all persons, especially women and children; • Depicting women as helpless victims of violence and abuse; • Degrading or exploiting women, especially in the area of entertainment and advertising, and undermining their role and position in society; and • Reinforcing gender oppression and stereotypes	14. Percentage of gender aware GBV stories

AREA	PROPOSED POST-2015 TARGETS	POSSIBLE INDICATORS
Gender in advertising	Encourage advertising agencies to adopt gender aware codes of conduct and ethical practice to reduce stereotypical representation of women in advertising by 2030	15. Percentage of women in adverts
		16. Percentage gender aware adverts
		17. Percentage men who say it is not fine for advertisers to use sexy images of women to market their products.
Access to information and ICT policy	Ensure that half the women (including those in rural areas) have access to public information by 2030	18. Percentage of women with access to public information[3]
	Ensure that citizens, especially women, have access to at least one medium, including new media platforms by 2030.	19. Gender Score for Media and ICT policies.
	Ensure that all citizens have the freedom to express their opinions in all public and private forums.	20. Percentage women with access to ICTs.



Next steps

Key strategies for advancing gender and media work include:

Moving the gender discourse to a higher level by developing a new and more relevant framework that takes care of developments in the media industry. This relates to changes in the information society where new and digital forms of media have replaced traditional mainstream media. This will include looking at regulation to protect users, especially women from cyber violence. Interrogate ways of broadening strategies to incorporate new and emerging areas like social media, digital migration, technology innovation and the use of alternative platforms.

High level partner meeting to chart a clear gender and media agenda ahead of the 2015 UN Conference on Women. It is essential that the SGP Alliance broadens its discussions to start engaging with other organisations outside SADC. East Africa is already working on strengthening its interventions ahead of 2015.

Continue with high level discussions under the Global Alliance on Media and Gender (GAMAG). These discussions which seek to put forward an implementation plan for gender and media post-Beijing bring together stakeholders from across the globe. It is also important to identify focal points and other organisations that will lead the agenda and put in place clear systems to monitor implementation and progress.

Regional discussions and outcomes that will feed into a global discussion on section J and the SGP. The GMDC, working in collaboration with the SGP Alliance is central to this work, as they both have coordinating capabilities. The upcoming 2014 SADC Civil Society Forum in Zimbabwe is an opportune moment to take the discussions to a higher level. Media stakeholders are central to the shaping of the media indicators in the new development goals.

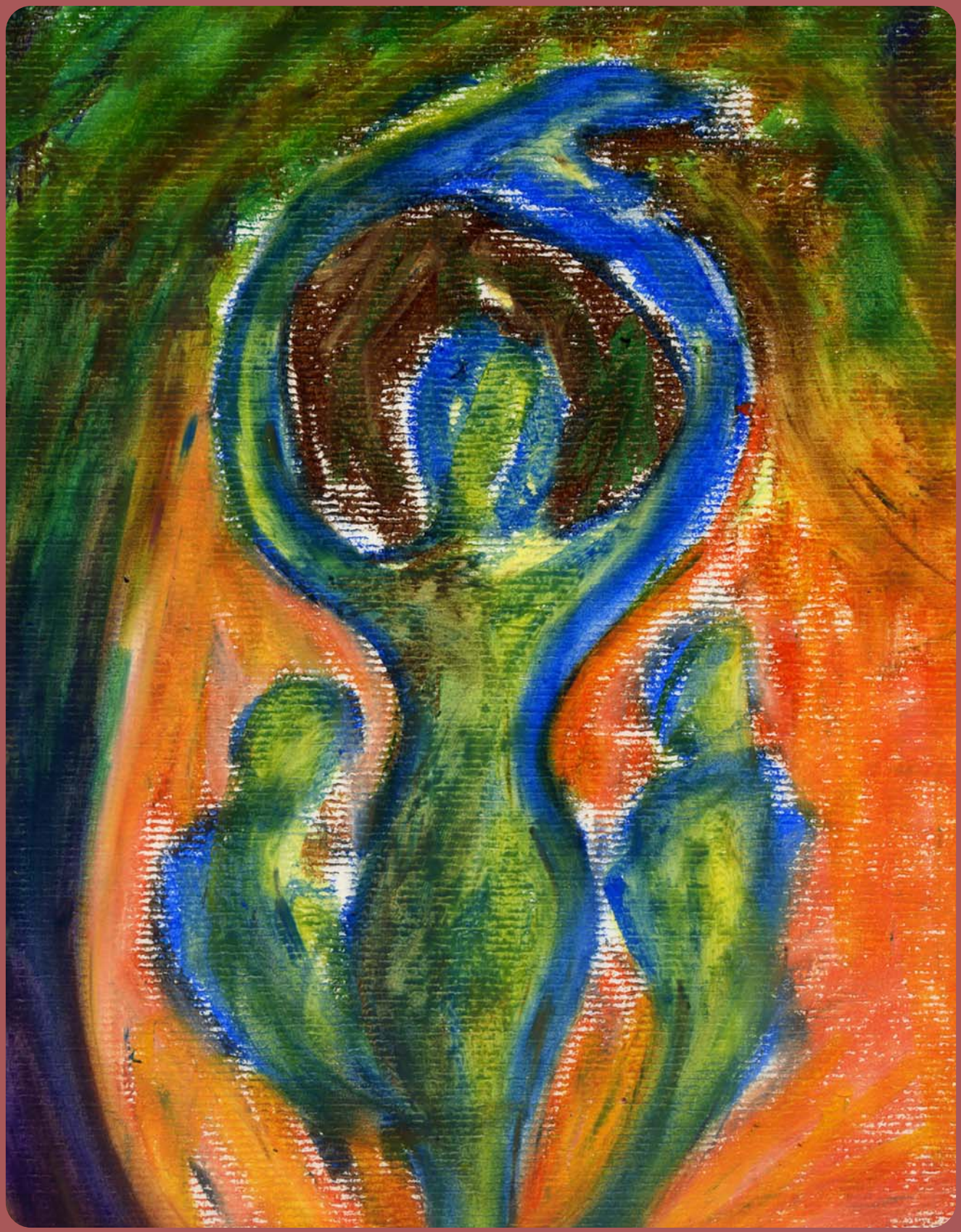
Work with UN Women as the convening body of Beijing Plus 20 and bring in UNESCO and GAMAG to high level discussions to ensure mutually supportive processes. UN Women, the SGP Alliance and GAMAG are already involved in parallel post-2015 discussions. Therefore, there is a need for coordination in these efforts so that stakeholders can begin to speak with one voice and present one document for discussion in 2015.

Side event at the Commission on the Status of Women (CSW) and high level meeting(s) before UN Discussion. This meeting is key to rallying primary stakeholders on the important role that gender equality plays in the development discourse as well as charting how media is central to relaying the message.

Collaborating with the World Association of Christian Communication (WACC) on the 2015 Global Media Monitoring Project (GMMP) in 2015: Southern African media partners have started a dialogue with WACC on the GMMP in 2015. GL will coordinate the Southern African input into the study, and use this opportunity to conduct an extensive update on all the previous gender and media research in the region.

Establish new baselines 2015 to 2030: Learning from the experiences of the last seven years, gender and media activists will work to invigorate targets and indicators for the period 2015 to 2030, to ensure enhanced delivery of quantitative and qualitative results.

[3] Global impact study, Demographic survey.



"Isabella" *Anushka Virahsawmy*

CHAPTER 10

Implementation

Articles 32-36



Popularising the SADC Gender Protocol: Forum Muhler village-level workshop participants in Manhica, Mozambique, December 2013. *Photo: Forum Mulher*

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 will join the SGP post-2015.
- Twelve countries out of 13 that have signed have also ratified the Protocol. Madagascar has not yet ratified the Protocol. Of the countries that have ratified, only DRC has not deposited its instruments of ratification.
- Namibia, Swaziland, Seychelles, Zambia, Lesotho and DRC have developed costed gender action plans aligned to the SGP while Malawi and Mozambique are scheduled to complete their costed gender action plans by November 2014.
- Tanzania and Zimbabwe agreed in principle to align their gender action plans to the SGP.
- 360 councils in ten countries (37% of councils in the SADC region) have committed to become Centres of Excellence (COE's) for gender in local government.
- The SADC Gender Protocol Alliance networks have accelerated advocacy towards review of the SGP post-2015 to include stronger indicators and targets on issues such as climate change and women's rights.
- Alliance partners have administered knowledge and attitude quizzes to 12,175 citizens across the SADC region. With knowledge about the SGP at 49%, and attitudes toward gender at 64%, the Alliance needs to accelerate efforts to popularise the SGP.

Trends table - Implementation							
Focus area	**2009**	**2010**	**2011**	**2012**	**2013**	**2014**	**Target 2015 %**
Number of countries that have signed the Protocol.	12 Botswana, Malawi, Mauritius had not signed	13 Malawi signs	13 Botswana and Mauritius not signed	13 Botswana and Mauritius not signed	13 Botswana and Mauritius close to signing	13 Botswana and Mauritius leading in the SGP review	15
Number of countries that have ratified the Protocol.		2	9	11	12	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 in progress - add Mozambique, DRC, Tanzania, Malawi, Lesotho	11 - Zimbabwe finalising policy	15
SGDI overall.			64%	66%	66%	67%	70%
CSC overall.	55%	55%	55%	57%	66%	66%	70%
Number of Alliance country MOU's.		10	12	14	15	15	15
Number of theme MOUs.		6	8	8	8	10	10
Knowledge of the SADC Gender Protocol.		46%	54%	59%	53%	49%	60%
Number of SADC Gender Protocol@Work case studies.		19 case studies	44	631	1190	1859	1500
Number of signatories to the Petition for an Addendum on Gender and Climate Change.	0	0	0	600 signatures	1027 citizens signed online petition	1067 signatures - Advocacy accelerated to have stand alone climate change targets	Climate change targets incorporated into draft SGP post 2015



It is less than a year before the targets of the SADC Gender and Development Protocol (SGP) expire. Governments and civil society in the region are accelerating efforts and implementation to meet Protocol targets before the deadline. The SADC Gender and Development Index (SGDI), a measure of progress made by the 15 countries against 23 indicators in six sectors (education, political participation, the economy, health, HIV and AIDS, and the media) increased slightly to 67% regionally but dropped in five countries (Botswana, Lesotho, DRC, Malawi and Zambia). Women's representation in decision-making declined in Swaziland, South Africa, Malawi and in local elections in Zimbabwe. The education and HIV and AIDS sectors did not show improvement either, implying further regression in gender equality across the region. The Citizen Score Card (CSC) that measures perceptions has remained static at 66% between 2013 and 2014. Women scored the region higher than men at 67%, two percentage points higher than men.

Despite the CSC remaining constant and the slow progress in the SGDI, the economy and health sector made progress. It is clear that most SADC countries will not meet all of the targets of the SGP by 2015, necessitating a complete review of the Protocol in line with the proposed post 2015 Sustainable Development Goals (SDGs).



Costing the implementation of the Protocol: Delegations from Zimbabwe, Malawi and DRC plan and share their experiences.
Photo: Colleen Lowe Morna

The SADC Gender Protocol summits in 2014 started at the district level, moved to the national then ended at the regional level. Activists, local authorities, media practitioners and government officials from all across SADC presented 868 case studies (77% women and 23% men). The summits sought to "achieve 50/50 by 2015 and a strong post-2015 gender agenda".

Botswana and Mauritius have still not signed the Protocol. Of the 13 countries that have signed, Madagascar has not ratified the protocol. The DRC remains the only country that has ratified but not yet deposited its instruments of ratification. Ten countries

have made progress towards aligning their policies and action plans with the SGP. Six countries have completed the process of costing gender action plans - Seychelles, Namibia, Zambia,, Swaziland and DRC. Mozambique and Malawi are scheduled to complete the process by November 2014. Buy-in has been obtained from Zimbabwe and Tanzania to start the costing process.

As the countdown to 2015 continues, the focus of the gender equality agenda in the region is on post-2015 and what targets and indicators need to be reviewed and added. The push for a post-2015 SGP has opened the door for Botswana and Mauritius to find a way in, as they now have the opportunity to shape the successor mechanism. The alignment of policies and action plans in states that have signed has become critical within the few months that are remaining before the 2015 deadline. The DRC has broken new ground by costing the action plan and aligning the gender policy to the SGP across the different government ministries.

The Southern African Gender Protocol Alliance has strengthened national coalitions on the ground through a mapping exercise that enabled each network to identify lead organisations in different theme areas. The men's sector and Faith-Based Organisations (FBOs) are playing an increasingly visible role. The Botswana Council of NGOs (BOCONGO) is leading advocacy for the Botswana government to sign the Protocol. The *"Women demand action now"* campaign in South Africa led by South African Women in Dialogue (SAWID) - the country focal network, demonstrates the mobilising power of NGOs. In Zimbabwe, the Women's Coalition of Zimbabwe (WCoZ) hosted the Alliance during the parallel NGO meeting ahead of the Heads of State Summit which took place in Zimbabwe in July 2014. Alliance partners have administered knowledge and attitude quizzes to nearly 12 175 citizens across the SADC region. With knowledge about the Protocol at 49%, and gender attitudes scoring 64%, the Alliance has its work cut out well beyond 2015.

Background

Since 1992, the SADC region has put in place 35 legal instruments, including the SADC Treaty, protocols such as the SGP (2008); charters, declarations, and memorandums of understanding (MOUs) building the cornerstone of the SADC regional integration agenda. The Regional Indicative Strategic Development Plan (RISDP) 2003-2018 (currently 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 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. The RISDP framework states the following priorities for the SADC Gender Unit whose mandate is facilitate, coordinate and monitor the implementation of SADC Gender Commitments at national and regional levels:

- Policy development and harmonisation.
- Gender mainstreaming.
- Institutional strengthening and capacity building.
- Women's empowerment programmes including: Women's human rights; women and girl child education; violence against women and children; sexual and reproductive health and rights including HIV and AIDS, women's economic empowerment; media and information; and women in politics and decision-making.
- Communication, information sharing and networking.
- Research, monitoring and evaluation.



Alliance member, Florence Boloko presents on the DRC experience of the development of the action plan UNSCR 1325, September 2012. *Photo: Zotonantenaina Razanadratefa*

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 non-governmental 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. A revised version of the RISDP document was produced in May 2014.

[1] SADC 2003; Regional Indicative Strategic Development Plan (RISDP), 2003-2018.

Articles 32-36 of the SADC Gender and Development Protocol (SGP), 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.

Six years since the Protocol's adoption in 2008, the Southern Africa Gender Protocol Alliance (the Alliance) continues to track progress on its implementation by SADC member states. This chapter assesses country progress toward signing and ratification as well as the gender management systems implemented at national level - all key to successful implementation. The chapter also looks at how civil society through the SGP is mobilising for accelerated implementation. The mobilisation for a strong post-2015 gender framework is high on the agenda of the Alliance, as is strengthened implementation by gender machineries. The Alliance has also mobilised faith-based organisations (FBOs) and the climate change sector as the SGP targets reach the 2015 deadline. 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) or gender attitudes survey, which will serve as a baseline for future comparisons.

Signing



Article 39 provides that the Protocol shall be duly signed by the authorised representatives of Member States.

Botswana and Mauritius have still not signed, but there are positive developments: Since August 2008 13 SADC member states have signed the Protocol; Botswana and Mauritius are yet to sign. Twelve SADC member states namely Angola, DRC, Lesotho, Malawi, Mozambique, Namibia, Seychelles, South Africa, Swaziland, 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. The SGP is accelerating advocacy efforts in Botswana and Mauritius to encourage the governments to sign and ratify the Protocol. Madagascar is yet to ratify the Protocol.



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 5 of the SGP, which provides for affirmative action and special measures to increase women's representation and participation in decision-making positions. With a SGDI scoring of 77%, Mauritius is well above the regional average of 66%.

Mauritius scored a goal for gender equality with the fourfold increase of women in local government to 26% in the December 2012 elections following the adoption of a gender neutral quota in a FPTP system. Government and civil society followed up with a spirited campaign to ensure the fielding of women candidates in seats where they could win, and had the ability and confidence to do so. The amendment of the Constitution to allow for a quota in local government, the main obstacle to Mauritius signing the Protocol has paved the way for a change of position. The Protocol calls for gender parity in all areas of decision-making by 2015.



Getting into Lesotho gear: Mauritius Minister of Gender Equality Mireille Martin, (centre) and Rethabile Pholo (right), GL Lesotho Board member during the 2014 summit. *Photo: Thando Dlamini*

The Alliance is using the upcoming 2015 national elections to advocate for more electoral reforms at the national level that could give Mauritius further impetus to sign the Protocol (see GL submission on the government White paper on *Electoral Reform of March 2014*, and case study in Chapter two on Governance).[2]



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. Although Botswana has not yet signed, BOCONGO - focal network for the Alliance in Botswana, continues to use the Protocol as a monitoring tool. Empirical evidence shows that Botswana has made significant progress towards meeting the 28 targets of the SGP. Not signing dents to its record of accomplishment around promoting gender equality. A review of the Protocol presents an opportunity for the Botswana government to sign the Protocol.

The composite SGDI for the country equals the regional average of 66%. Elections scheduled for October 2014 offer a chance for Botswana to improve women's representation in government. The BOCONGO Gender Sector has held a number of meetings with the Minister of Labour and Home Affairs- Edwin Jenamiso Batshu, whose ministry houses the Gender and Development Unit. The strategy paper[3] handed to the government by the Alliance, highlights the following rationale for Botswana to sign the Protocol:

- ***Botswana is committed to the spirit of the SADC Gender Protocol***
  The SGP encompasses commitments made in all regional, global and continental instruments for achieving gender equality. These include: the Millennium Development Goals (MDGs) set for 2015; the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW); Beijing Declaration and Plan of Action; AU Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa and the AU Solemn Declaration on Gender Equality in Africa. The SGP also enhances these instruments by addressing gaps and setting specific timeframes where these do not exist. Botswana is signatory to all the above regional and international instruments except the SGP.

- ***2015 timeframe consistent with MDGs and Botswana's Vision 2016***
  The MDGs deadline is 2015, the same year as the SGP. A strong post-2015 gender agenda presents an opportunity for Botswana to lead the dialogue in reviewing the SGP. Botswana subscribes to the MDGs that enshrine goal number three (MDG3) which calls on all countries to achieve gender equality by 2015. The SGP is consistent with this and goes a step further by breaking down key issues that should be considered in order to meet MDG3. Moreover, most of the key SGP provisions are aligned to the aspirations of Botswana's Vision 2016, a deadline close enough to that of the SGP and MDGs. Therefore, this provides room to reconsider the state's reservations about the SGP.

- ***Botswana has made significant progress against the 28 targets***
  Overall, Botswana is doing very well towards meeting the 28 targets of the SGP with the country ranking 6th out of the 15 SADC countries according the SGDI.

  The 2014 SGDI puts the country at first place in education, whilst the 2011 SGDI puts the country at number one in education (at par with South Africa) in terms of gender parity in enrolment. The country scores a high SGDI in the economy, Health and HIV/AIDS sectors.

[2] Gender Links Position Paper on Electoral Reform in Mauritius by Loga Virahsawmy and Colleen Lowe Morna, April 2014.
[3] Strategy paper for signing by BOCONGO and Gender Links, updated in 2012.

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, 2014.



Chief Thesele John Maseribane, the Lesotho Minister of Gender and Youth, Sports and Recreation leads the Lesotho cultural delegation at the SADC Gender Protocol Summit, Johannesburg, May 2014.
Photo: Abdhoosee Ghirish

Progress towards ratification has remained the same: 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. The DRC is yet to deposit their instruments of ratification. Civil society led by the Alliance focal network FPFE is mounting pressure on Madagascar to ratify the Protocol before the targets of the SGP expire in 2015.

Implementation at national level

The Protocol states that member states 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 three 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 SGP.

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; identifying actions, timeframes and resource implications. Five countries (Namibia, Swaziland, Seychelles, Zambia and DRC) have gone through this process. Namibia, which has stayed with the process longer than other countries has deepened implementation through creating thematic clusters aligned to the SGP across different ministries as shown in the case study below, presented at the 2014 SADC Gender Protocol Summit. Nine Government Ministries presented case studies at the 2014 SADC Gender Protocol regional summit. Among others these demonstrated implementation of SGP aligned action plans.

Figure 10.1: Costing model developed by Gender Links

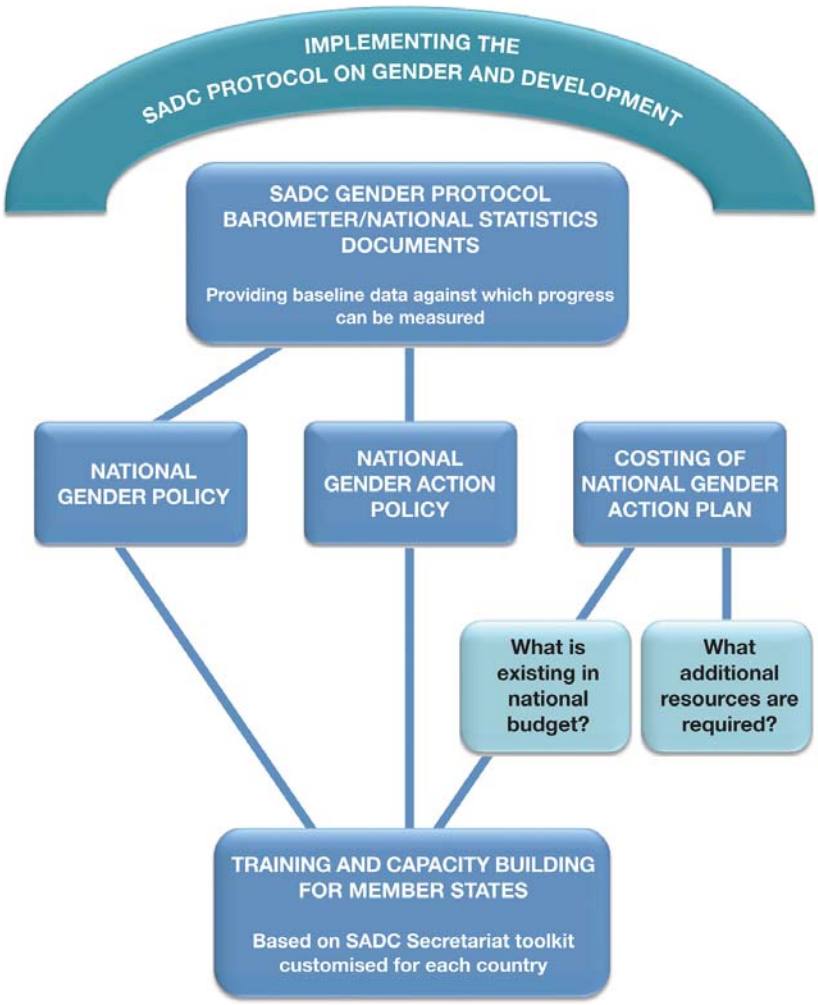
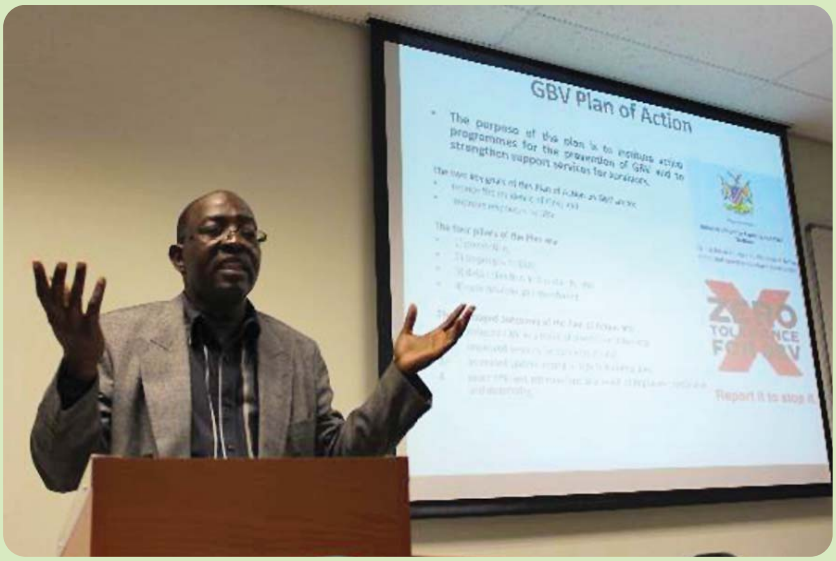


Table 10.2: COUNTRY MAPPING OF NATIONAL GENDER POLICIES, PROCESESS AND ALIGNMENT TO PROTOCOL

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.	Advocacy on development of aligned policy and implementation plan.
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.	Advocacy on signing the protocol, 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.	Ongoing backstopping and support from GL and alliance network.
Lesotho	Ministry of Gender, Youth, Sports and Recreation.	Yes	Yes, 2003 - requires review.	Yes, need to review action plan.	Yes, costed implementation plan done in March 2014.	Implementation of costed plan.	Scheduling of GRB workshop.
Madagascar	No. Changes parent ministry depending on government in place. Currently Gender under the Ministry of Population.						Advocacy on ratification.
Malawi	Yes. Ministry of Gender, Child Welfare and Community Services.	Yes, 1996-1999.	Gender Policy 2005 reviewed in 2013 incorporating comments from the Office of President and Cabinet.	Yes, 2005 -2008.	Yes, Gender Equality Act aligned to the SADC Gender Protocol.	Yes, government-driven initiatives with support of SADC GU.	Costing of implementation plan in September 2014.
Mauritius	Yes. Ministry of Gender Equality, Child Development and Family Welfare.	Yes	Yes, 8 March 2008.	No, but proposals to formulate may be brought to the Gender Ministry for consideration.	To some extent.	In the process of establishing civil society initiatives around gender budgeting.	Advocacy around signing the SADC Gender Protocol and pushing for a national gender quota.
Mozambique	Ministry of Women and Social Action.	Yes	Yes, March 2006. Requires review.	Yes, addressing gender-based violence.	Alignment scheduled for July 2014.	Yes, a joint civil society and government initiative.	Strengthening of civil society at country level and preparation for alignment workshop.

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
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.	Mainstreaming through thematic clusters across government ministries.
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. Follow up workshop scheduled for September 2014.	Workshop on implanting the costed implementation plan.
South Africa	Yes. Ministry for Women	Yes, not to a large extent.	Yes, adopted 2000.	Yes, plans addressing gender-based violence.	Feasible through advocacy with Alliance focal network.	Yes, gender budgeting initiatives supported by UN Women.	Advocacy and lobbying with Ministry of Women post elections.
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.	Through the Deputy Prime Minister's office.	Yes. National Gender Policy 2010 to be reviewed and aligned to SADC Gender Protocol.	Yes, plan was developed in 2011 and revised in 2012 to align to SGP.	Yes	Has developed gender action Plan aligned to the SGP Yes gender budgeting initiative supported by UNFPA.	Has developed costed Gender Action Plan Aligned to the SGP.
Tanzania	Yes. Ministry of Community Development, Gender and Children.	Yes, MKUKUTA II and I.	Yes Gender Policy 2001 which requires review started a review of the policy in 2011.	Yes	Alignment in tandem with constitution review process; Buy in of costed implementation plan.	Yes, a strong civil society led process.	Constitutional Review Revision of national gender policy.
Zambia	Yes. Ministry of Gender and Women in 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 SGP.	Yes, as of the beginning of 2011, the national GRB launched in conjunction with UNIFEM (UN Women).	Constitution review process.
Zimbabwe	Yes. Ministry of Women Affairs gender and Community Development.	Yes	Draft 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 adoption by cabinet. Alignment of laws to new constitution.

Namibia: Gender Ministry leads the way



Victor Shipoh Director of Gender, Ministry of Gender Equality and Child Welfare, presenting the ministries case study at the SADC Protocol@Work summit. *Photo: Gender Links*

The Ministry of Gender Equality and Child Welfare (MGECW) in Namibia has led the way in aligning its gender policy and action plan to the SADC Gender Protocol (SGP). The process involved reviewing the National Gender Policy first introduced in 1997, then reviewed in 2010. Before that, gender was only documented in the Namibia Constitution, thus it served more as a legal framework and benchmarking tool, scarcely translated into programmes and projects. The steps that the Ministry took in updating the Gender Policy included the following:

- Conducted a situational analysis.
- Conducted a consultative workshop to validate the information and identify areas of concern.
- Identified legal and policy frameworks that are guiding these specific areas of concerns.
- Identified all key stakeholders and focal persons/ experts to form a working committee in the development of the policy/plans.
- Gathered Ministers' inputs.
- Called a stakeholders meeting to validate the document.
- Sought Cabinet approval.
- Printed and disseminated the policy/plans.

The Ministry works closely with SADC, UNODC, IOM, USAID, UNICEF, UNDP, UNFPA, UN Women and the Spanish Government to implement various projects. The Ministry uses both printed and electronic media to popularise the national gender policy, Gender Based Violence Plan of Action, customised SADC gender mainstreaming resource kit, the SADC Gender Protocol and the work on gender equality through various programmes on national television such as *Good morning Namibia, Talk of the Nation* and *Tutaleni*.

The Ministry is the custodian of the legal framework of Maintenance Act, Marriage Person Equality Act, Rape Act, Domestic Violence Act and Review of the Electoral Act. The Ministry has established national structures of Women and Child Protection Units, gender units in various sectors such as the Ministry of Defence, Safety and Security. They are also ensuring adherence to maternity leave for female employees and introduced gender courses at University of Namibia and University of Science and Technology.

MGECW has challenges in accessing sex and gender disaggregated data to support evidence but is taking a lead in identifying new emerging issues such as gender in the family context; Peace-Building and Conflict Resolution and Natural Disaster-Management. The Ministry is lobbying for the establishment of gender divisions or directorates in all ministries.

Sustainability

The Ministry has trained stakeholders on the implementation of gender policy and plans. In addition, the Ministry conducted multi-sector workshops on the implementation of Gender policy and Plans resulting in a draft coordination mechanism framework. The Ministry hired gender advisors to assist in building local capacity.

The establishment of a Master Degree course at the University of Namibia and the undergraduate course on gender studies to be offered by University of Science and Technology will sustain gender mainstreaming implementation in various sectors. The Ministry has cascaded gender mainstreaming by forming thematic clusters in different ministries. These are supported by gender focal points, the National Gender Responsive budgeting criteria and guidelines, gender experts in ministries, sector planning and evaluation processes and training and capacity building by the Ministry.

Next steps: post-2015 gender agenda priorities:

- Advocate and support women's economic empowerment in post-2015 agenda.
- Advocate for 50/50 women representation in politics and decision-making.
- Mainstream gender equality in all goals of post-2015 agenda with clear targets and indicators in order to measure and monitor gender responsive progress toward those targets.
- Advocate for Zero tolerance for GBV in Namibia.

- Fourteen SADC countries have integrated gender in national development plans, with the exception of Madagascar, which is a fragile post-conflict state and has not yet ratified the Protocol.
- 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.
- Six countries; Namibia, Swaziland, Zambia, DRC, Lesotho and Seychelles have developed costed gender action plan aligned to the SGP.
- Malawi and Mozambique are in the process of updating their gender policies twinned with costing the action plans before November 2014 whilst Zimbabwe has bought into the process.
- Gender action plans aligned to SGP address the broad sectors, including governance, constitutional and legal rights, economic justice, education, health, HIV and AIDS in gender responsive manner.
- Seychelles has developed an exemplary national gender policy held up as best practice because it explicitly integrates all 28 targets of the SGP into the National Gender Policy.

Cascading the alignment and costing model

Progress has been made by countries in reviewing the action plans and aligning gender policies to the SGPI. Although working with governments on implementation of the Protocol is fraught with challenges, "stepping back in order to step forward" has proved essential to ensure that the SADC Gender Unit and governments take the lead. Another commendable feature of the programme is the emphasis on learning and sharing among countries following the June 2014 workshop for countries that have completed the process to share with those countries now coming on board[4]. Namibia, which pioneered the alignment exercise and presented a case study at the 2014 SADC Protocol@Work Summit, shows the positive benefits of this strategic initiative.

Alignment of gender policies and action plans has progressed as the region continues the count down to 2015. Table 10.2 summarises the current status of efforts by civil society and the SADC Gender Unit to align policies and gender action plans to the SGP.

Implementation of the Protocol at local government level



A key achievement over the last few years is the implementation of the SGP 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. GL developed the Centres of Excellence (COE) programme which brings together research, policy, action plans, on-the-job support and capacity building in a unique model that gives local expression to the 28 targets of the SGP.

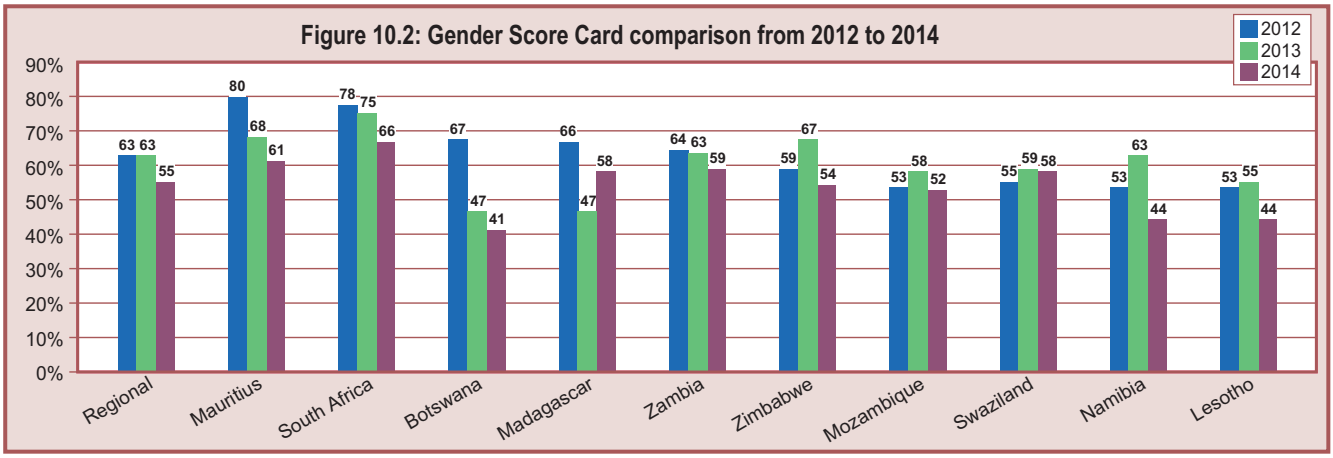
Table 10.3: Centres of Excellence for Gender in Local Government

Country	Total Number of councils	Total Target 2013/14	Population per country	Outreach of COEs
Botswana	29	28	2,098,018	1,213,713
Lesotho	75	48	1,930,493	692,628
Madagascar	119	67	22,005,222	4,731,186
Mauritius	133	61	1,264,645	1,264,645
Mozambique	43	16	23,515,934	777,915
Namibia	65	36	2,165,828	269,322
South Africa	278	17	52,982,000	4,650,368
Swaziland	67	24	1,231,000	327,815
Zambia	73	34	13,817,479	5,291,128
Zimbabwe	92	29	14,244,744	6,082,855
Total	**974**	**360**	**132,574,693**	**28,224,189**

Source: Gender Links COE Tracking Sheet.

Table 10.3 shows that GL is working with 360 councils (covering 37% of local government councils in the ten countries that the programme is implemented), covering a population of 28.2 million, or 21% of the total population of the ten countries. 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 ten target countries and a portion of rural areas.

[4] SADC GPA Costing training of trainers workshop report, http://www.genderlinks.org.za/page/implementation



Source: Gender Links 2012-2014.

Figure 10.2 shows the progress made toward gender equality using the Local Government Gender Score Card (GSC) 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 (baseline). This increased to 63% in the progress measured in March 2013. The average score for 2014 remains unchanged at 63%. Mauritius is higher than the regional average of 63% at 80%. Although there has been no increase in the gender score, implementation at the local level has deepened with councils dedicating programmes aligned to the SGP and funds for implementation. The COE process has resulted in high level political support across ministries and political parties, with nine ministries presenting case studies at the 2014 SADC Protocol@Work Regional Summit. Rich case studies were also presented by COEs from the district level and national summits.

Table 10.4: Amount allocated by Centres of Excellence for gender work

Country	Gender specific allocation	Gender in mainstream projects	Amount contributed in cash or in kind by partner organisations	Total
Botswana	R 2,499,970	R 1,974,298	R 940,883	R 5,415,151
Lesotho	R 129,600	R 1,011,165	R 140,500	R 1,281,265
Madagascar	R 1,306,268	R 478,875	R 1,871,006	R 3,656,149
Mauritius	R 349,840	R 568,277	R 511,962	R 1,430,079
Mozambique				R 0
Namibia	R 585,000	R 1,461,400	R 306,000	R 2,352,400
South Africa	R 375,000	R 3,302,413	R 6,769	R 3,684,182
Swaziland	R 78,000	R 957,000	R 113,000	R 1,148,000
Zambia	R 477,654	R 4,086,470	R 5,187,730	R 9,751,854
Zimbabwe	R 1,022,000	R 3,337,854	R 6,976,250	R 11,336,104
Total	**R 6,823,332**	**R 17,177,752**	**R 16,054,100**	**R 40,055,184**

Source: Gender Links Value for Money tracking sheet.

Table 10.4 shows the amounts allocated by councils in ten SADC countries for gender work as a result of the COE work,as reported and verified during the SADC Gender Protocol@Work summits. The total amount allocated is R40,055,184. Zimbabwe recorded the highest allocation of over R11 million. Councils have increased money allocated for gender mainstreaming through smart partnerships with service providers and local government associations. Local government ministries have increased their support of gender mainstreaming at the local level as shown in the case study below of the Zimbabwe Ministry of Local Government and Public Works.

Namibia: Gender Ministry leads the way



As you enter the Ministry of Local Government, Public Works and National Housing in Harare, the SADC Protocol is at work right before your eyes. The ministry is the only one on the SADC region that has a large graphic at the entrance mapping its progress against the 28 targets of the SADC Gender Protocol (SGP). When the SADC Protocol@Work summit called on government ministries to submit case studies in 2014, this ministry stepped forward and went on to win a prize.

Prior to becoming involved in the Centres of Excellence programme, the Ministry tended to be gender insensitive and any gender actions taken were largely superficial. The Ministry is now aware of the provisions of the SGP and is working with the Ministry of Women Affairs, Gender and Community Development to mainstream gender. The Ministry prides itself on the fact that it is where the people are and as local authorities are providing services, many of which women are the primary users, the Ministry is now more gender sensitive.

The first gender circular only instructed staff to read the National Gender Policy. But, as the scope of work of the gender focal person grew, the process improved. The Ministry now has a gender action plan although it is not funded, meaning that funding has to be sought



Mapping progress against the SADC Gender Protocol targets at the Ministry of Local Government in Zimbabwe.
Photo: Colleen Lowe Morna

or "piggybacked". There is now a gender team with volunteers at all levels including both men and women. The action plan also prioritises gender training and information sharing. The Ministry has made strides in bringing gender awareness and mainstreaming to local authorities. This has been achieved by working with GL and other gender organisations to motivate gender champions and gender focal persons within the councils. The Ministry is also now issuing guidelines and instructions on gender and monitoring the implementation of mainstreaming in service delivery as indicated in the table below:

Area	Implementation
Policy	• The Ministry uses the National Gender Policy as its guiding document. • Participated in the drafting of the Policy.
Gender Management System	• Gender focal person for the Ministry at Director level. • All local authorities to have a gender focal person. • Gender a key result area of the Permanent Secretary and the gender focal person. • Circular sent out to make gender mainstreaming a key result area of Chief Executives of local authorities.
Planning	• Gender focal person for the Ministry and local authorities part of management team.
Budgets	• The Ministry has allocated $50 000 for gender specific activities and works through partnerships to implement some of its activities. • Local authorities directed to have a gender budget line. • Salaries are equal based on the Labour Act - introduced by the Government in 1980.
Programmes Advocacy, lobbying and communication	• The Ministry mainstreams gender into all its programmes including the Stateland Manual, the Capacity Building for Local Government and Service Delivery Programme. • Gender mainstreaming and Gender Impact Assessments introduced to councils. • Circular on GBV to suggest best practises at prevention and intervention.
Publications and productions	• Gender issues included in speeches. • Participates in women activism events. • Support of the SADC Gender Protocol summits. • Policy to use gender sensitive language guided by the Self-Training Handbook on Gender, Gender Budgeting Handbook and Councillors Induction Handbook.
Human resources	• The Ministry and local authorities are not gender balanced as sex disaggregated statistics show but this is being addressed through the recruitment circular. • Interview panels have at least one woman member. • The Local Government Board is 50/50 in its membership.

Area	Implementation
	• Policy that a woman who perform equally with a man gets the post. • No discrimination permitted and Council interviews and minutes scrutinised to ensure local authorities comply.
Working conditions and environment	• Labour Act very comprehensive and gender responsive. • Ministry has a sexual harassment circular that facilitates easy reporting.
Monitoring and evaluation	• Sex disaggregated statistics being kept - now moving to gender disaggregated statistics. • Gender material garnered from workshops and the internet is placed in the Ministry library.

Gender awareness has been achieved mainly through:

- Training of Ministry gender focal persons and Provincial and District Administrators.
- Supporting gender focal persons in local authorities.
- Building capacity of women councillors so they can perform in what is still a predominately male arena.
- Capacity building and encouraging women to take up management positions in the Ministry and local authorities.

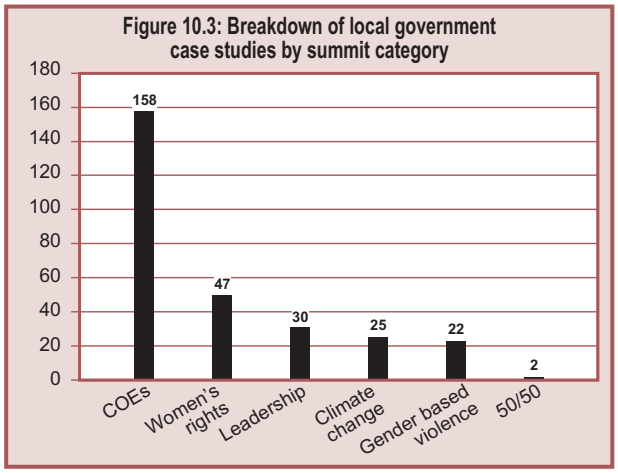


Ministry of Local Government, Public Works and National Housing gender focal person, Erica Jones with Faines Bwakayi winner in the rural COE category at the 2013 SADC Gender Protocol summit in Zimbabwe. *Photo: Priscilla Maposa*

A major milestone for the Ministry has been resuscitating the Women in Local Government Forum (WILGF) through progressive strategy formulation and unity. The Ministry allocates 50% of all training funds to women members of staff, while 50% of new recruits in the technical hands section will now be women to bring about gender parity. Technical hands obtain on-the-job training from the artisans they assist, and are then facilitated to go for trade testing in order to become artisans. The Councillors Induction Handbook includes a chapter on gender which was used to train 1958 councillors in October 2013 from all 92 authorities in Zimbabwe. Gender mainstreaming is part of the key result areas of the Permanent Secretary and all local authority Chief Executives, the Ministry and local authorities to ensure they have higher level accountability. The Ministry has adopted a Zero tolerance to GBV.

Local government implementation by country

Implementation at local government level has deepened knowledge and application of the SGP. Councils presented 126 non-COE case studies at the 2014 SADC Gender Protocol summits, while 158 case studies were from the COE category. COEs are taking the lead in championing women's rights through service delivery. Gender specific projects emerging from the COEs include adequate provision of water, improving health care access to women, reducing GBV through safety and awareness campaigns, climate change mitigation through education and greening projects. Although the councils still have challenges in funding gender mainstreaming, they have come up with innovative ways of streamlining activities within service delivery.



Source: SADC Gender Protocol Summit reports, 2014.

Figure 10.3 shows the number of case studies presented at the 2014 summits by COEs. The COE category had 158 case studies while the 50/50 category was the lowest with only two case studies. The COEs are deepening implementation of their action plans through the SGP.

Gender embedded in the work of COEs

Overall, the emerging evidence of strengthened gender mainstreaming in councils is based on:

- Improvement at council level in conceptualising gender mainstreaming as a core part of service delivery.
- Self-reflection of councils on the potential challenges and lessons from the COE process.
- Change at the community level through personal accounts of community members who have embraced gender equality as a social justice cause.
- New voices that count in the gender equality agenda through the personal accounts of women in politics making a difference in their localities and beyond.
- Concerted effort made by the councils to embrace gender equality as a development agenda though planning, policies and projects.
- Affirmation of the COE process as a model of capacity building from the ground up that links with day-to-day needs of communities in different localities.
- Partnership strengthening through emulation of the scorecard as an effective tool for measuring progress.
- Increased access to justice and resources by community members for GBV.



Women working at a fish market in Antananarivo City Council, June 2013. *Photo: Zotonantenaina Razanadratefa*

Women leadership now taken seriously in the COEs

There are now 386 examples of Drivers of Change, many of them illustrating the diverse ways women are leading in councils across the region. Fred Nkonde is the Chief Health Inspector at the Kalulushi Municipal Council. In the hygiene and sanitation area that Fred works in there's a lot of work to be done when it comes to challenging gender stereotypes. "The hygiene concept is left to a woman. We believe that a woman must ensure that a house is clean, that there's clean water and that the food is prepared. A man is not concerned about the nutrition aspect, the cleanliness of the house. Sanitation should not only be a woman thing. I am working to bring men on board." Fred has convinced the Kalulushi Council to adopt the concept of community led total sanitation, and he is doing it with a gender sensitive approach. "As a council, we perceived certain work to be only for men, like drainage clearing, waste management and construction work. And also on procurement, there was no deliberate effort to promote women or give them contacts. After that training, I vividly remember that we needed to put that in place in order to empower our women."



At Chamber Secretary Level, Josephine Ncube is the highest-ranking female in the Harare City Council, but at Grade 4 level, there are no women. However, this gender imbalance has inspired the council to do as much as they can on main-streaming in Harare. In a recent workshop, an appeal was made by women for the Harare City Council to provide land to new mothers at the city's maternity homes so they can grow food crops. Ncube pointed out that this is a good example of how women's participation is increasing in consultations since the Council's activities have become more gender sensitive.



Manoosi Khetsi is currently a councillor and chairperson of Tsime village council. She has inspired many people in her village and women look up to her for the good work she is doing as a leader. Despite the challenges of cultural beliefs of the village, bit by bit, she has been able to change the attitudes of men towards care work, who are now becoming more involved. She has also inspired other women to take part in politics and conflict resolution is increasingly taking place at the village level with the help of local leaders. She has encouraged women to participate in economic development by forming a women farmers' associations in order to produce marketable agricultural commodities. As a result, the majority of women are now able to support their families through the small projects that she has started. Khetsi has also demonstrated her leadership role by empowering women with knowledge about their property rights. Property dispossession often takes place in Lesotho under both customary and common law, which did not previously support or recognise women rights at all. The law has now been amended, and Khetsi attended a workshop which was held by Women and Law in Southern Africa (WLSA) about the amended property dispossession law. She is now holding public gatherings on property rights in Lesotho, making women aware of amendments to the law which now recognises the rights of women.



Dancing to the tune of the Sixteen Days in Toamasina, Madagascar.
Photo: Zotonantenaina Razanadratefa

Gender specific programmes

At least half of the COEs have been involved in the Sixteen Days of Activism campaigns with some COEs taking part every year. The COEs collaborate with the community and institutions that work to fight GBV and HIV and AIDS. The campaign has become a platform for dialogue between policy makers and the community. With some members of the community now able to use IT for advocacy during the Sixteen Days campaigns, networking has become stronger and accountability aspects more visible for local government. The most important outcome of the campaign is the community being able to articulate their stories and concerns on violence against women. Intertwined with Human Rights Day and World AIDS Day, the Sixteen Days has become a series of events that leave the community with tangible evidence of the councils' commitments to create safer environments and to end GBV.

For example, Mossel Bay municipality in the Western Cape Province of South Africa has taken its efforts a step further by hosting a summit on GBV, involving the police, the community, civil society and government. This demonstrates councils' capacity for innovation and ownership to involve all stakeholders to reduce the prevalence of GBV. Community policing forums are a common feature for councils who involve members of the community in creating safe environments. Street lighting in the form of high mast lights is also an example of how councils are endea-vouring to improve the safety of the community. In counteracting GBV, some councils embark on clean-up of recreation facilities and improving visibility by cutting grass and having municipal guards in those facilities. Other COEs have created facilities such as nursery schools like the one in the Okahandja municipality in Namibia to allow women to pursue economic productive roles.

Gender structures established in all COEs

Emerging gender structures include departmental gender focal persons forming gender committees. Councils are also backed by gender champions who are the politicians directly interfacing with people on the ground.

Rural councils come to the fore

A significant feature emerging as the programme progresses is the strong implementation of the Protocol by rural councils. The SADC region has its largest populace based in the rural areas therefore it is important to reach out to these areas to reduce gender inequality. The rural areas are an important starting point to increase women's access to resources and to mobilise the implementation of the Protocol.

Increasing role of men

Some councils such as Arandis in Namibia and George in South Africa have male gender focal persons. This is important since most COEs are headed by men and this shows political will. Mbabane City Council in Swaziland, although at zero level in terms of women's representation in local government, has a committed CEO who supports the gender focal person and has incorporated her into the management team and monthly reports are delivered to all departments. In many councils gender mainstreaming is no longer seen as a women's only issue.



Botswana: Local government work is shared with the Botswana Association of Local Authorities (BALA) and the Gender Affairs Department (GAD). Since its inception, BALA has been instrumental in widening access to the councils and been co-facilitating the COE process. GAD has provided training on gender to councils as well as strategic political and financial support during summits. GL has shared platforms with these two partners to ensure gender sensitive service delivery. 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 with 30 COEs participating in 2014 at district and national level summits. Botswana has 28 COEs covering 58% of the country's population. The average gender score of Botswana COEs is 67% which is higher than the regional average score of 63%.



Lesotho: The Ministry of Local Government, Chieftainship and Parliamentary Affairs and the Ministry of Gender, Youth, Sports and Recreation have played an active role in the roll-out of the COE process. The COEs have gone from strength to strength, boasting 30 gender focal persons, 30 gender officers and 30 gender coordinators. The Provincial District Gender Officers from the Ministry of Gender, have twinned with GL in facilitating capacity building for main-streaming gender in service delivery. Lesotho has 48 COEs covering 36% of the country's population. COEs presented 35 case studies at the District level summits in April 2014. The average gender score for Lesotho is 53%, one of the lowest amongst the ten countries implementing the COE programme.

Lesotho: Male councillor mobilises for gender equality



Rankoe Khutliso's first encounter with the SGP happened during a monitoring and evaluation session after a GL workshop. He knew nothing about the Protocol and guessed all the answers to the Protocol quiz. It turned out that he got all questions right, and he still knows those the answers off by heart.



Khutliso comes from a rural area in the Mafeteng District, he spent his youth in the mines of South Africa. He could not go to school, because he had to help support the family after his father's death. While working at the mines, his wife passed away and later he was retrenched making life very difficult for him to take care of his children alone. He decided to open a tuck-shop in the back room of his house. Because he sold beer, which is perceived as a woman's business in Lesotho, people mocked him by calling him *"mosali"* meaning "woman."

Although he was uneducated and did not know much about gender, he always believed in equality. People in the community realised that he was wise and committed, and encouraged him to stand for the local government elections as an independent candidate. It was not an easy journey, because most people in his community were already affiliated with different political parties, and he was not sure if people would vote for him. During campaigns people were discouraging and mocking him.

Despite this, he still managed to win at the polls and became a Councillor of Ts'ana-Talana. He did not know about GL, and had only heard about gender from the Ministry of Gender. He had nothing against gender equality and wanted to understand more about it.

After an initial buy-in and situation analysis, the council and GL agreed on a date for an inception and action planning workshop. That's when Khutliso was able to learn more about key gender concepts and the importance of women's role in government. He described the workshop as an "eye opener". Not only did he learn about gender, but he learnt how to write his name for the very first time in his life. While filling out M&E forms, GL Programme Officer Ntolo Lekau, helped him read the forms and taught him how to write his name. He added that it was not easy to be taught by a much younger woman, but her patience made it all possible. People in his community could not believe that he was learning to read and write.

Khutliso has since taught gender in his community, helping to change their attitudes and behaviours. He also convinced all the male council members, as well as many men in his community to join support groups, to assist women who were doing most of the community care work. Motlatsi Ramoeletsi, a member of a support group and also Khutliso's neighbour, said that if it was not for Khutliso, he would still be abusing his wife and making all household decisions. "Before I attended Khutliso's public gathering, I used to beat my wife. He took me to the police station many times, but I did not stop. Khutliso showed me how to treat and respect a woman,'' said Motlatsi.

He admits that change is not easy but insists on persevering until he feels that people are treated equally and everyone is able to participate in the community. He is now working very hard with other organisations who visit his village to train care workers and donate first aid kits and he looks forward to seeing them better equipped to carry out their work.



Councillors at a Ts'ana Talana Council campaign against GBV during the Sixteen Days of Activism, October 2012. *Photo: Malepota Mafeka*



Madagascar: After the 2011 Regional SADC Gender Protocol Summit in Johannesburg, members of the Malagasy delegation decided to create the Association of Elected Gender Responsiveness (AESG) Association of Elected Gender Sensitive see link https://www.google.co.za/?gfe_rd=cr&ei=y8TLU5yBE4rd8geEu4HICg&gws_rd=ssl#q=association+of+gender+elected+responsiveness+madagascar. The association is now formal and has the general objective of popularising the SGP 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 association are mayors, councillors, representatives of the Ministry of Population and Social Affairs and also the Ministry of Decentralisation. Madagascar has 119 main municipalities of which 67 are part of the COE programme. The 2014 summit

presentations included 44 from the COEs. The average gender score for COEs in Madagascar is 66% which is higher than the regional average of 63%.

Mauritius has successfully implemented the "3 in 1" strategy to increase women's local government representation to 26%. The success in Mauritius of women in local government is due to the New Local Government Act with its gender neutral quota; intensive training in different regions of Mauritius to make sure women are empowered and continued support given to female candidates and councillors. Media monitoring also assisted in covering the elections and profiling women candidates through specific programmes for women. There are 61 COEs out of 133 councils in the country. The COE process has covered nine of the major cities and is now cascaded to district and village level. Ten COEs presented case studies at the 2014 SADC Gender Protocol Summit. With a gender score of 80% for the COEs, Mauritius has the highest score out of the ten countries that are implementing the COE programme.

Protocol @ work

Mauritius: Women Councillors club together



Sixteen Days of Activism Campaign march in Savanne District, November 2013.
Photo: Anushka Virahsawmy

After the local government elections in December 2012, 34 women councillors from 17 villages of the Savanne District Council were elected. Most of the councillors were new to politics, so the Association of Women Councillors was set up in order to provide them with assistance.

By creating this association, the councillors gained some experience linked to leadership and management, to help them to operate efficiently in their respective village councils. The Savanne District Management Committee set out to prepare a plan of action which had the following objectives:

- Create a bond amongst women councillors;
- Offer leadership training to all councillors;
- Work on GBV which was identified as one of the most important issues to tackle; and
- Identify the most relevant issues on which to act collectively.

The council has allocated the equivalent of R72 600 for gender activities and projects reaching out to 1034 people, of which 934 were women. A special leadership course for women councillors was run from September to December 2013 with Bruneau Woomed as the head trainer. This course was sponsored by the British High Commission and run using newly adapted material for grassroots levels.

Implementation

The women councillors have all gained self-esteem and confidence. They improved their assertiveness as well as oratory skills and critical thinking skills. The training proved quite beneficial and participants gave positive feedback. "Through the Association of Women Councillors, I followed a course on GBV with Loga Virahsawmy from GL and I learned a lot about the violence and humiliation that women continue to experience", said Marjolaine Joseph, President of Souillac Village Council.

Men for change

Some men councillors were also very supportive, ten of which including the Chairperson of the District Council, attended the last day of the leadership training. They expressed their appreciation that women are now more articulate when engaged in discussions at the councils.

Changes at household level

The women councillors have also testified to the profound changes taking place in their homes. Some said that the qua-ity of their communication has greatly improved because of the association.

Source: Excerpt from the SADC Protocol@work case study, Savanne District Council, 2014



Namibia: Thirty-six of the 65 councils have signed up to the COE process. During the district level, national and regional summits, Namibian COEs presented 52 case studies. Thirty-one COEs have gender action plans that are implemented through service delivery. The COE programme has obtained buy-in and continuous support from the three Local Government Associations; ALAN, NALAO and AMICAALL. The cascading of the COE process has reached 12% of Namibia's population. The average gender score of the COEs in Namibia is 53% which is lower than the regional average of 63%. A unique feature of COEs in Namibia is twinning arrangements with junior councils and town councils to municipalities.



South Africa: Seventeen councils have been part of the COE process. GL has also partnered with the South African Local Government Association (SALGA). The most significant commitment in SA, is the role of councils in budgeting for gender. The SA COEs have demonstrated rich case studies of peer learning amongst bigger and smaller councils. COEs presented 19 case studies at the 2014 SADC Gender Protocol summits. The average gender score of COEs is 76% which is higher than the regional average of 63%. SA COEs have paved the way in the region by hosting their own district summits, with Mossel Bay Municipality pioneering the process. Capricorn District Municipality, which has for many years scooped the prize of the best urban COE in the region, is planning for its own SADC Protocol@work summit before the end of 2014.



Swaziland: Twenty-four of the 67 councils have joined the COE process and are progressing through the initial stages. Eleven councils have developed action plans. In Swaziland, the key partner that has contributed significantly to the COE process is the Swaziland Local Government Association (SWALGA) with whom GL has a memorandum of understanding (MOU). Also noteworthy, is the high-level support from political figures and other NGOs. The average gender score for the country COEs is 55% which is below the regional average of 63%. Seven COEs presented summit case studies at the 2014 SADC Gender summits.



Zambia: Thirty-four councils have joined the COE process and 23 have developed their own action plans. GL, with the support of UNICEF through the Ministry of Gender and Child Development will undertake the first national survey on the extent, effect, support, and response to GBV in Zambia. This will provide key baseline data for benchmarking progress at the local and national level. The GBV indicators pilot survey conducted in four districts showed that 89% of women have experienced some form 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. The gender score from the COEs is slightly above the regional average at 64%. COEs presented 33 case studies at the 2014 SADC Gender summits.



Zimbabwe: Twenty-nine Councils have joined the COE process with 23 of these having gender action plans. The COEs cover 43% of the country's population. The key partners in the COE process are The Ministry of Local Government, Public Works and National Housing, the 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. The 2014 SADC Gender Protocol summits saw 45 case studies presented by COEs. The average gender score for the country's COEs is at 59%, lower than the regional average. The Ministry of Local Government, Public Works and National Housing ensures gender mainstreaming in the COEs through circulars and handbooks.



South Africa: Capricorn District Municipality strives for 50/50



Capricorn District Municipality is a category C Municipality with five local municipalities: Aganang, Blouberg, Lepelle-Nkumpi, Molemole and Polokwane. Polokwane is the capital city of the Limpopo Province and also regarded as the logistical hub in terms of the Limpopo Employment Growth and Development Strategy. The district is a water service authority and is also responsible for disaster, fire and rescue, environmental and municipal health services. With a population of 1.2 million people, the municipality reaches out to 53% females.

Key action areas for implementation

- The district is striving for 50/50 representation in decision-making positions by embarking on a 50/50 campaign and finalising the District Gender Policy in line with the Gender Policy for Local Government;
- To stretch the Sixteen Days of Activism on ending Violence Against Women and Children Campaign, by developing the 365 Days Plan to strengthen the fight against GBV;
- Popularisation of the SGP;
- Cascaded COE process to four local municipalities of the district;
- Enhanced monitoring mechanism by developing the gender sensitive attendance register;
- Ensuring the importance of supporting the Victim Empowerment Programme centres;
- The district is promoting a fair and gender balanced interview panel; and
- Review and development of some existing policies.

The municipality has allocated R2 313 000 for gender specific programmes and activities. The district established a unit for regular water quality tests to ensure that all the households receive clean drinkable water in order to meet the South African National Standards (SANS 241) and drinking water quality Blue Drop status.

Capricorn District Municipality is the third largest contributor to the Limpopo economy, all the sectors of the local economy exhibited a positive growth rate, with the construction sector being the fastest growing, driven mostly by property development. The district has also created a total of 1 649 jobs in the 2013 financial year and a memorandum of understanding was signed with Limpopo Economic Development Agency (LEDA) and Limpopo Tourism Agency (LTA) for partnerships in enhancement of economic opportunities within the district.

The council has awarded bursaries to 49 students of which 29 went to females and sourced 74 bursaries externally of which 48 went to females in 2013. The council is ensuring that women benefit through tenders. Projects with a total budget of R27 935 489 have been awarded to companies 100% owned by women.

The district has been involved with the engagement of men in several workshops, dialogues and other activities on GBV. Men were previously deployed in senior management positions, however there has been a visible and clear move to ensure that women are represented at senior management level. Job advertisements also clearly and explicably detail that women and those living with disabilities are encouraged to apply for vacancies and positions.

Women are participating fully in council meetings where crucial matters are raised e.g. by-laws on Fire and Emergency. It was raised that when public education is undertaken, women should be given priority as they are the ones heading families. Triphina Gololo, a newly appointed accountant said, "I joined Capricorn District Municipality in 2007 as a Finance Intern. In September 2009, I was appointed as an Administrative Clerk for Supply Chain Management, a position I held until my new appointment." The District has completed all of the ten COE stages and it will be in the best position to play a mentoring role to its local municipalities that have joined the COE process.



Naledi Masipa, Capricorn Municipality gender focal person receives the runner up certificate from Chief Thesele John Maseribane-Lesotho Minister of Gender at the SADC Gender Protocol Regional Summit, May 2014. *Photo: Thando Dlamini*

The Southern Africa Gender Protocol Alliance

ALLIANCE ACTIVITY FACT BOX 2014

- Held twelve reference group meetings in-country to validate findings of the country Barometers used to compile the 2013 Barometer.
- 2013 Regional Barometer and 14 country Barometers produced and launched.
- One costing workshop in DRC, five countries completed the costing exercise.
- Two MOUs signed between GL as the secretariat and Alliance partners: Gender CC and South African Women in Dialogue (SAWID). Draft MOUs with SADC CNGO and Sonke Gender Justice. This brings number of MOUs signed to 24.
- Held 13 post-2015 agenda meetings across 12 countries to map the way forward for the review of the SADC Gender Protocol.
- Six issues of the Road to Equality e-newsletter and a daily newsletter during the 58th Commission on the Status of Women (CSW58) meeting in New York. Four editions of the SADC Gender Protocol@Work Summits.
- Hosted 253 village-level workshops in partnership with local government councils to date, 55 village workshops held by the Alliance network.
- New circular structure of the Alliance incorporating a 24-member steering committee.
- First Alliance chair elected in May 2014.
- Two regional meetings held in 2014.
- 3149 people reached (2592 female and 557 male).

The Alliance, a "network of networks", started as a coalition in 2005 when the campaign for the adoption of the SGP began. As the 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 24 member Steering Committee.



The alliance logos over time underscore the various changes in emphasis. The original logo, "accelerating gender equality", evolved to "the time is now", to "yes we can" then "yes we must" and in 2014: "50/50 by 2015 and a strong post-2015 agenda."

Coalition building

The Alliance brings together a mixture of institutions including governments, civil society, faith-based organisations, media and multi-lateral organisations. In 2013, the Alliance demonstrated how the SGP is a one stop shop in institutionalising gender at continental (African Union) and global forums (UN Commission on the status of women). The Alliance focal networks are using the SGP to ensure that national processes adhere to the regional processes of the SGP. Alerts are sent through the mailing list to ensure that advocacy forces are mobilised region wide.



Emma Kaliya, Southern Africa Gender Protocol Alliance chairperson addresses the participants of the 2012 summit. *Photo: Trevor Davies*

Institutionalising partnerships

The Alliance has signed 22 MOUs with networks and in-country and regional thematic clusters. As of this year, 15 country focal networks have MOUs with the regional Secretariat. GL signed an MOU with Gender CC which leads the climate change cluster bringing the number of MOUs signed with lead organisations up to nine. Strengthened relations with the faith-based sector led to a review of the MOU with the Norwegian Church Aid.

In May 2014, the Alliance revised its structure from a hierarchical, linear structure that better encapsulates its circles of influence, and elected a chairperson, Emma Kaliya of Malawi, to provide overall guidance to the Alliance.

The Alliance strategy is now focused on mobilising for a strong post-2015 agenda by building a robust gender movement. The deepening progress in implementation of the SGP through costing of action plans, campaigns such as recognition of gender dimensions in climate change and improved access to productive resources for women, call for a strong civil society front post-2015. With less than a year to go before the Protocol target deadline, gathering information on the ground as evidence for lobbying for the review of the Protocol has become more critical and accelerated at both national and regional levels.

Figure 10.4: Organisational structure of the Southern Africa Gender Protocol Alliance 2013 and 2014

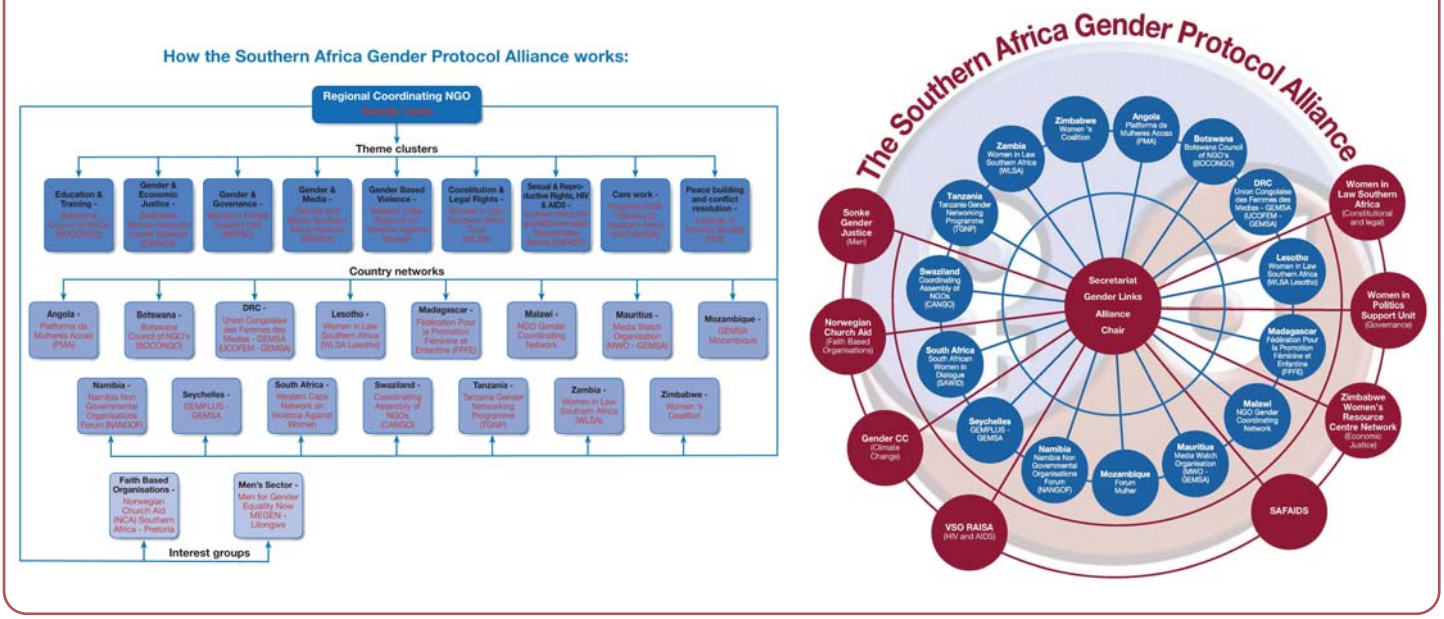


Figure 10.4 shows a comparison of the old and new Alliance structures. The new structure consists of 15 country networks, nine special interest groups and regional networks and Gender Links as the coordinating NGO. The structure is fluid, allowing for maximum coordination and drawing from country by country expertise as well as sector specific expertise.

Strengthening country networks: The country focal networks have strengthened their thematic clusters to cover the ten thematic areas of the Alliance network. This has involved online sign up on the championship matrix sign up page. Additionally, organisations have signed up to lead thematic clusters through country network nominations. The championship mapping will be intensified during the planned country alliance networks meetings in 2014 to include champions in every theme cluster of the alliance. The result of the championing activity were that lead organisations in the different thematic areas were brought together as part of the country alliance networks and deliberated on specific country issues that would form the agenda of the alliance in 2014.

Table 10.5: Champions matrix at a glance

Country	Number of organisations per theme									
	Constitution & Legal Rights	Governance	Education	Economic empower-ment	GBV	Health	HIV/AIDS	Peace building	Media	Climate change
Botswana	1	1	7	3	4	1	2		2	
Lesotho										
DRC	1	1	1	1	1	1	1	1	1	1
Madagascar	3	4	4	4	5	3	5	1	5	4
Mauritius	1	2	4	3	3	2	2		3	1
Malawi	1	2	3	1	4	1	5	1	3	2
Mozambique	2	2	3	4	4	3	1	1	2	4
Namibia	2	1	3	5	2	2	2		1	1
Seychelles	1	1	1	1	1	1	1		2	1
South Africa	8	5	7	7	8		8	8	6	8
Swaziland	6	3	5	6	4	4	4		2	
Tanzania	3	3	2	3	6	2	5	2	4	3
Zambia	4	3	3	4	4		3	1	3	
Zimbabwe	1	1	1	1	2		2		2	
Total	**34**	**29**	**44**	**43**	**48**	**20**	**41**	**15**	**36**	**25**

Source: Gender Links.

Table 10.5 alongside shows the 2013 country-level work mapping of champions. The coalition building of the SADC Gender Protocol Alliance spans 335 organisations who share the same vision of achieving gender equality in the region. It is clear that there is need to strengthen country-level work in the Governance, Peace and Security as well as the Climate Change sectors. GBV mobilisation is the highly represented sector in-country as shown in the table.

In August 2013, GL as coordinator of the Alliance drew up agreements with country networks to mobilise citizens through the SADC protocol village workshops. Networks also finalised the country barometers and coordinated the launches supported by GL country offices where applicable. The SADC Gender Protocol summits included a category on Alliance and Coalition building aimed at creating of a robust gender movement gearing up for the 2015 deadline. The Women Demand Action now campaign in South Africa, led by the Alliance focal network, shows how robust national networks are giving greater breadth and depth to the work of the Alliance.

South Africa: Women demand action now!



In 2013, GL established and strengthened its partnership with South African Women in Dialogue (SAWID) the national coordinating network of the Alliance in South Africa (SA). As part of the coalition building efforts supported by this grant, 90 organisations (ten in each province) have committed to champion the major thematic areas of the Protocol. The South Africa Alliance has been strengthened through the leadership of SAWID which has ensured mobilisation in all South Africa's provinces as part of the *Women Demand Action Now* campaign that peaked in August 2013 - Women's Month in South Africa.



The dialogues produced a renewed women's charter which highlighted the gains and losses on the gender equality front in South Africa. The Women's Charter outlined the gains on gender equality since 1956. The South Africa Gender Protocol Barometer is unique in that it has speak out boxes which represent the voices of the women who took part in the provincial dialogues. SAWID has been revived as a part of this partnership as the organization did not have funds to continue to have their dialogues and this was causing angst amongst the women on the ground.

Through this partnership the Alliance has been able to launch the first SA country Barometer, launch a women's charter, and run a national campaign which is synonymous with Gender equality. The Alliance has been able to map out gender champions in all 10 themes of the SADC Gender Protocol by replicating the structure of the alliance in provinces and by having an online pledge where organizations pledge their commitment towards attaining the targets set forth in the protocol.

The Alliance was able to mobilise and gather SADC Protocol@Work case studies for the South Africa Gender Protocol Summit. In 2013 there were only 12 entries from South Africa for the summit, In 2014 the Alliance and local government were able to collect a total of 76 entries for the South Africa summit, an 85% increase which has made it possible for the country to have its first summit in comparison to other countries where GL has offices. Participants at the summit expressed and thanked GL and the Alliance for the opportunity to learn from other best practices around the country.



"Many women of South Africa continue to make their voices heard, share best practices and create collaborative Centres of Excellence through the safe spaces created by Gender Links and the SADC Gender Protocol Alliance."- *Marthe Muller, COO, South African Women in Dialogue (SAWID)*

Leading the post-2015 agenda: The Alliance will hold its annual strategy meeting in July 2014 in Harare during the SADC Civil Society Forum. This will be a strategic meeting that will finalise the Alliance position on post-2015. The Alliance held 12 meetings on mapping strategies for a strong post-2015 gender agenda. From national, continental and global forums, the Alliance networks canvassed how the Sustainable Development Goals and the SGP can strengthen each other beyond 2015. Glaring gaps on media indicators and climate change are visible in the global agenda while the SGP could also be strengthened with traceable indicators for targets.

Gender responsive climate mitigation strategies have been identified across the region as a priority going forward. Accelerated efforts to reduce GBV, improve women's economic empowerment and improve the quality of education accessed by both girls and boys are high on the agenda. Women's representation in

the region continues to slide backwards and the Alliance is advocating for special measures to ensure that women are included in political leadership.

GL, in its role as Secretariat to the Alliance, held a post-2015 strategy meeting on 29 May 2014 in the wings of the SADC Gender Protocol@Work Summit, to map ways for ensuring a strong post-2015 gender agenda in the region. An action framework for lobbying SADC member states was developed by the Alliance network and will be tabled before the SADC Gender Ministers in July 2014 as well as the SADC Heads of State Summit in August 2014. The Alliance is supporting the adoption of a standalone goal in the new developmental framework as the Millennium Development Goals also expire in 2015

The Women's Coalition of Zimbabwe is leading all preparations for the Alliance participation at this forum where the 2014 Barometer will be launched as Zimbabwe takes over as the SADC chair.

Women's Coalition of Zimbabwe mobilises for a strong post-2015 agenda ahead of the SADC HOS Summit



The Women's Coalition of Zimbabwe (WCoZ) is the national Alliance focal network for Zimbabwe. The coalition has national outreach in all ten provinces of Zimbabwe. The board of the coalition is elected annually whilst the national coordinator is appointed by the board. With the national office stationed in the capital Harare, the coalition can easily link with the GL Zimbabwe office. The coalition is chaired by Virginia Muwanigwa. The organisational members of the coalition work in diverse fields including health, legal aid, access to education, GBV, torture, skills training, poverty reduction, research, property rights and governance. WCoZ has chapters in Bulawayo, Masvingo, Kariba, Gweru, Gwanda, Bindura, Marondera and Mutare.

Objectives

The objectives of the Women's Coalition are:

- To provide a focal point for joint activism at macro level on topical and crosscutting issues affecting women.
- To mobilise women to support identified issues and to ensure that the woman and girl child question remains central to the national agenda.
- To coordinate the participation of women in the activities of the WCoZ.
- To bring women from diverse backgrounds to advocate for the attainment and enjoyment of their rights and speak with one voice.
- To build the capacity of women's rights activists to articulate the demands of women.
- To facilitate the sharing of information amongst members and disseminate information on human rights to the communities.
- To form strategic alliances locally, regionally and internationally to advance its objectives.
- To carry out field and desk research on issues affecting women in order to develop and build on theories with a view to enhance the coalition's efforts in promoting the rights of women.
- To mobilise and manage resources for the benefit of WCoZ members.
- To monitor and evaluate programmes that are funded through resources raised by WCoZ.

In 2012, WCoZ organised a high-level launch of the first-ever published Zimbabwe Barometer and country report and has been pivotal to ensuring that the 2013 country report was published as a record of the historical changes that took place during the year. These changes provide a window of opportunity for women of Zimbabwe to push their agenda further. The coalition also mobilised funds to ensure that all the national structures are represented at the launch of the Zimbabwe Barometer. This led to another high-level launch of the 2013 Barometer. Coordination, lobbying and advocacy, fundraising, information and publicity, strategic alliances and partnerships are key result areas for WCoZ.

The national structures of WCoZ provide the country's new Gender Commission with a strong civil society constituency with the 'know-how' to keep track of the government's progress at national and local levels. WCoZ also works closely with regional lead clusters based in Zimbabwe; ZWRCN for Economic Justice and the Women in Politics Support Unit (WIPSU) for Governance.

> "Popularising the Protocol through village meetings by the Alliance enabled a value for money approach which allowed the Alliance to also popularise the Zimbabwe Constitutution simultaneously; the outreach levels were massive with at least 400 participants for each of the six workshops."
>
> *Virginia Muwanigwa, Women's Coalition of Zimbabwe Chairperson.*

WCoZ says that the new Constitution adopted i n 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. In 2013, WCoZ embarked on nationwide community meetings to popularise the SGP. In addition, the focal network held a country-level meeting to strengthen the country networks through thematic clusters. The mapping exercise is still ongoing and the country structure that will emerge will be shared with other country alliance networks. In 2013/2014, WCoZ is focusing on the following targets: advocating for the alignment of laws with the new constitution; mobilisation for a strong post-2015 gender agenda and building coalitions to reduce GBV.

Regional links

The SADC Council of NGOs (SADC CNGO) and the Alliance are strengthening relations to foster gender-responsive regional advocacy. This will promote synergy in the implementation of programmes at both regional and national levels in order to maximise civil society participation and influence on regional integration and development. The two networks will collaborate at the SADC Civil Society Forum in July 2014. An overarching MOU with SADC CNGO is in the pipeline, set to be signed at the August 2014 HOS summit. The key priority areas of cooperation that have been identified by the regional organisations are:

- Commitment to work together as a united front in contributing towards the realisation of SADC goals and objectives, operating in the region at both national and regional level;
- To share expertise and common analysis through leading and /or participating in regional cluster groups, evidence gathering, civil society forums and any other initiatives that may arise;
- To collectively engage relevant SADC Secretariat Directorates and Member States on issues of common interest; and
- To ensure participation of members, where present, in all joint national civil society initiatives for regional good.

> "But as an Alliance I think they have had a very sustained and successful campaign on the Gender and Development Protocol that I think many CSOs can learn from. The processes, conditions and factors may be different. But I think they have been one of the few organisations at the regional level with a very consistent, sustained and well-focused campaign and generally one issue-based. I think it has worked very well to the extent that we depend on them." *(Boichoko Abie Ditlhake, Executive Director of SADC CNGO)*



GL CEO Colleen Lowe Morna receives the African Union award for contribution to promoting the rights of women in Southern Africa, Lilongwe, Malawi August 2013. *Photo: Lucia Makamure*

The Alliance continues to be the official representative of the gender sector in the SADC CNGO. In July 2013, the Alliance participated in the SADC CNGO meeting to map the "SADC We Want Campaign". They also shared best practices in campaigning for the drafting, signing and ratification of the SGP ("Roadmap to Equality") with participants at the steering committee meeting. The Alliance has collaborated with SADC CNGO in the SADC Gender Protocol summits and Civil Society Forums.

African footprints

GL also created a strong synergy between this programme and the regional SADC Gender Protocol Alliance campaign. In August, as the Women Demand Change campaign kicked off in South Africa, GL launched the SADC Gender Protocol Barometer in Malawi with a strong countdown to 2015 message. Malawi President Joyce Banda, the only woman SADC Head of State, and Dr Nkosozana Dlamini-Zuma, Head of the AU, launched the Barometer in Lilongwe during the SADC Heads of State Summit. At a special banquet commemorating the Protocol to the African Charter on Human and Peoples Rights on the rights of women in Africa, the two leaders presented GL with an award for its contribution to promoting the rights of women in Southern Africa.

In early 2014, the Alliance received the following email from Jamie Herd of the Economic Commission of West African States (ECOWAS) Gender Development Centre and the Coalitions: "I wrote to GL some time ago to share about a West African initiative similar to the one led by the Southern African Protocol Alliance. The CSOs involved in the campaign for the adoption of an ECOWAS Protocol on Equality of Rights between Women and Men for Sustainable Development have, in fact, achieved some important milestones (PEWM/SD). Since we first exchanged emails almost two years ago, the coalitions and organisations that support the movement were able to hold a regional workshop to share and validate the work carried out to date.

At the workshop, they hammered out amendments to what would become a "Draft proposal" for an ECOWAS PEWM/SD (November 2012). This proposal was submitted to the former ECOWAS Commissioner for Human Development and Gender (February 2013). Delegates from coalitions were also able to advocate and lobby for the initiative at CSW 57. ECOWAS held a high-level meeting at CSWs 57 and 58, at which the initiative was presented by our institutional partner, the ECOWAS Gender Development Centre.

The new ECOWAS Commissioner for Social Affairs and Gender has promised her support for the initiative and to push for adoption. However, the instrument may become a "directive" or an "additional act". With new leadership, we have new hope for adoption.

Before my mandate ends and the next begins, I would like to share some documentation with you on our initiative and invite you to like our Face Book page - still in its infancy. The SADC initiative and the Alliance's work have been and continue to be an inspiration for women here - a like for a page, a signature from your part of the world, would mean a lot to folks here."

How a network works

On reading the comments about West African efforts to lobby for a Protocol on Gender and Development posted on the Alliance list, partners responded:

- This is really inspiring and encouraging to forge forward towards Gender Equality. Let's support each other to change Africa and the world into a better place.

  Anna Mayimona Ngemba, DRC
- Thank you for keeping us informed about the latest gender development in our continent. This is a good example of how we can work to go forward.

  Gaby Razafindrakoto, Madagascar
- It is very encouraging to hear that West Africa is also in the process of coming up with a Protocol that will drive the achievement of gender equality and the empowerment of women and girls. This is something to really appreciate our efforts and passion. West Africa needs the specific Protocol to deal with their particular issues and push forward the work around FGM. Congratulations are in order for all of us.

  Matrine Buuku Chulu, Zambia
- Encouraging news indeed from West Africa. Evidence of how one regional initiative has the power to cascade to other regions and become a stronger force to reckon with. Against caution that governments are seeking to do away with rights language in the advocacy instruments that give us mandate to demand, it is good to hear that we are forming some kind of wall demanding equality between women and men in Africa. well done GL and Alliance partners, proud to be part of this initiative and invigorated by these successes.

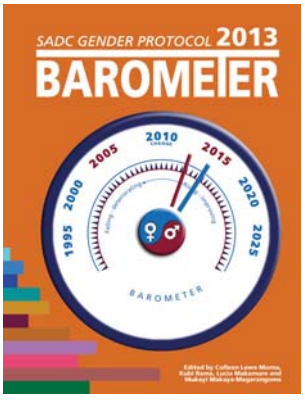
  Virginia Muwaningwa, Zimbabwe
- Congrats to Gender Links and the Alliance. You are indeed making the road and Africa and the world is following you. Keep charging!

  Netsai Mushonga , Zimbabwe



Members of the coalition advocating for a West African women's protocol. *Photo: Gender Links*

Holding governments accountable



The Barometer benchmarks progress by SADC countries' towards achieving each of the 28 targets of the SGP by 2015. Since the baseline Barometer in 2009, the Alliance has produced a Barometer each year, assessing progress in the count down to 2015. The Southern Africa Gender and Development Index (SGDI) introduced in 2011 is based on empirical data for 23 indicators. This is complemented by the Citizen Score Card (CSC) which gives ordinary citizens an opportunity to hold their governments to account. In 2013, the Alliance held 12 reference group meetings to validate the findings of the country Barometer reports. The Alliance produced the 2013 SADC Gender Protocol Barometer, making it the fifth annual Barometer that tracks progress towards gender equality.

"The SADC Gender Protocol Barometer is emulated as a best practice in tracking gender equality at the 58th Commission on the Status of Women. The Barometers were like hot cakes for the women's movement." *Dr Mary Shawa, Principal Secretary in the Ministry of Gender, Malawi, 2014*

The country barometers were launched during the Sixteen Days of Activism Campaign and the 2014 SADC Gender Protocol summits. The Alliance held eight country and two regional launches of the 2013 SADC Gender Protocol Barometers. Progress of implementation of the SGP targets is supported by the SADC Protocol@work case studies presented at the summits. The barometer is also used as a tracking tool by many stakeholders including governments, civil society, faith-based organisations and media, see http://www.genderlinks.org.za/page/sadc-research

Advocacy

Direct beneficiaries

During the year under review the Alliance held 117 events; 55 of these village-level workshops. The other meetings included reference group meetings for the Barometer, country-level meetings, country and regional launches of the Barometer, capacity building workshops for government officials and FBOs. The Alliance reached 6940 people through village-level workshops, 79% of these women.

Table 10.6: Alliance and village level meetings on the SGP

Country	Alliance Network	Number of village workshops	Number of country level meetings	Total female beneficiaries	Total male beneficiaries
Angola	N/A	0	0	0	0
Botswana	BOCONGO	5	2	109	53
DRC	UCOFEM	7	1	507	117
Lesotho	WLSA Lesotho	0	0	87	19
Madagascar	FPFE	5	0	663	175
Malawi	NGOCC	1	0	80	74
Mauritius	Media Watch Organisation	3	3	224	87
Mozambique	Forum Muhler			118	35
Namibia	NANGOF	14	1	772	344
Seychelles	GEM PLUS	5	1	136	45
South Africa	SAWID	0	0	903	116
Swaziland	CANGO	4	3	394	45
Tanzania	TGNP	0	0	93	32
Zambia	WLSA Zambia	4	4	448	116
Zimbabwe	WCOZ	7	2	944	204
Sub-total		**55**	**17**	**5478**	**1462**
Total					**6940**

Source: Gender Links.

Table 10.6 provides a breakdown of Alliance meetings conducted in 2013/2014. Participants included local government council officials, councillors, representatives from community-based organisations and ordinary women and men. Of these, women comprised 79% and 21% were men. Popularising the protocol was implemented jointly with Alliance focal network activities.

Lesotho: Positive ripple effects of the SGP



Macolese Setaka from Tsana Talana in Lesotho has seen many changes in her life and those of her family and community since she gained knowledge about the Protocol. Through the Protocol, she has learnt a lot about gender issues in relation to cultural norms, which remain an obstacle to women's progress.

Setaka's confidence and passion has inspired many women in her community to drive gender issues and people are starting to take gender seriously. They even attend the activities organised by the council. During public gatherings, other women used to mock women councillors, as they did not believe they could be leaders. After GL held workshops, Setaka was able to engage community members, with many having changed attitudes toward female politicians.



Macolese Setaka with Maleto Fosa, District Administror, during the District summit in Lesotho, April 2014. *Photo: Ntolo Lekau*

Setaka is now a councillor at the Ts'ana Talana community council, and she makes sure that her community benefits from what the government gives to the council. She holds public gatherings in her own village to train people on gender and to find out what people need and want in their community. Setaka can now draw up gender responsive budgets through consultation with her community.

Excerpt from Drivers of Change testimonial for Macolese Setaka by Ntolo Lekau, April 2014

Indirect beneficiaries

List-serve: Information about the Alliance work is circulated using different channels such as the GL list-serve with approximately 5500 contacts mainly from Southern Africa but also from across the globe. For instance, the organisation announced the 2013 Regional and country Barometers through this contacts list. The *Roadmap to Equality* e-newsletter is also disseminated using the list-serve and accessed on GL's website.

Website: The SGP webpage hosted by GL, received 6248 unique hits from January to December 2013. All key documents for the Alliance work are housed under this section of the website.

Social media: The Alliance is using the mailing list, Twitter and Facebook to disseminate information to the network. During the 58th session of the Commission on the Status of Women, the Alliance provided continuous news updates of the global platform and produced six editions of the e-newsletter.

Publications: The Alliance programme produced one Regional Barometer and 12 country Barometers. The Alliance produced a summit pamphlet and banners to popularise the SADC Gender Protocol summits. The Alliance publications are also available online on the GL website.

Lobbying

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 SGP campaign by civil society organisations. Alliance networks with their common interest in gender equality as well as their expertise on country-specific contexts, have proved successful in developing implementation strategies. For example, popularising the SGP was coupled with advocacy for the constitutional review and women rights education by the Women's Coalition of Zimbabwe.[5] Twinning arrangements for peer learning between Alliance networks from Angola and Mozambique also are underway. The Alliance has and continues to mobilise its forces at the SADC HOS Summits to highlight issues of concern as the region moves to 2015.

> "A priority in one SADC country is a priority for the entire SADC Gender Protocol Alliance"
> *Emma Kaliya - Chairperson of the SGPA at the May post 2015 meeting*

Alliance weighs in at the 34th SADC Heads of State Summit



This is a historic moment for the women and men of Malawi and SADC. Sixteen years ago, our Heads of State signed the SADC Declaration on Gender and Development in Blantyre, Malawi. Eight years ago, the Southern African Gender Protocol Alliance started a campaign for the SADC Protocol on Gender and Development, a unique sub-regional instrument that brings together all existing global and continental instruments for achieving gender equality into one instrument with 28 targets to be achieved by 2015.

Five years ago, 13 of the 15 SADC Heads of State signed the Protocol that came into force in September 2012. Today, the Alliance has the honour of handing over the fifth issue of our Barometer, the tool we use to measure progress in the region, to the first SADC woman Head of State.

Your Excellency, in April 2013, the Alliance requested a televised message from you for the SADC Protocol @Work summit. We received this message, and a pledge that Malawi would ratify the Protocol. Malawi proceeded to deposit instruments of ratification. From this we learned that you are responsive and that you are a woman of your word. You lead Malawi, and you will shortly be chairing SADC. We look to you for leadership in the critical countdown to 2015.

The Barometer uses two yardsticks of progress: the SADC Gender and Development Index (SGDI) based on empirical data and the Citizen Score Card (CSC) based on perceptions. In the year past, we have as many "red" lights as "green" lights, with the result that the SGDI remained stagnant at 66% (63% for Malawi). Interestingly, the CSC shot up from 57% to 66% in the past year, reflecting optimism in the region that change is coming. Sadly, in Malawi this score is 51%. Whichever way we look at these scores, we have a long way to go before 2015. The first message we ask you to convey to Heads of State meeting here on SADC Day - 17 August - is one of urgency. Time is not on our side! We specifically request your leadership on the following matters:

Contradictions between customary and statutory law: In the five years since we started tracking, there have been constitutional reviews in ten SADC countries that have resulted in strengthened gender provisions, most recently in Zimbabwe, Zambia and Mauritius. But five constitutions in the region still have "claw back" clauses. The lives of the majority of women in the SADC

[5] Alliance country meeting report by WCOZ.

region are still governed by customary law that relegate them to second-class citizens. Harmful gender practices continue to be justified in the name of custom, culture, religion and tradition. The Protocol states clearly that gender equality must be a fundamental constitutional principle of all our countries that cannot be undermined by any law, belief of practise.

Child marriages and the girl child: The practise of young girls getting married well before the age of 18 in Malawi and other parts of the region is a clear example of the SADC Gender Protocol, the African Charter on the Rights of Women, the Convention on the Rights of the Child and others being flagrantly violated. We call on you to lead the campaign to end this practise that robs young women of their chance to complete their education, and participate meaningfully in economic and public life.



Alliance members mobilise at the SADC Heads of State summit in Malawi. *Photo: Colleen Lowe Morna*

Sexual and reproductive rights of girls and women: In Malawi and elsewhere, myths about contraception, some of these perpetuated by traditional leaders, limit the effectiveness of family planning, that has a key bearing on women's agency. We call on our governments to ensure comprehensive access to information and services on family planning addressed both to women and men. We further call on our governments to respect the autonomy and right of women to exercise choices over their bodies, as enshrined in a range of international commitments dating back to the International Conference on Population and Development (ICPD).

Safety and security of a person: The most basic right of all citizens is freedom of movement and association and of bodily integrity. Through you, your Excellency, we call on SADC leaders to end the continued gruesome use of rape as a weapon of war in parts of the DRC and anywhere else that this flagrant violation of human rights may occur. We also call on our leaders to end the silent wars that continue in our homes. Studies in six SADC countries show that between one in four and two in three women have experienced some form of violence during their life time. We cannot talk about human rights, safety and security, when over half the population of SADC is violated on a daily basis. The Barometer shows that thanks to enlightened leadership, the levels of HIV and AIDS in the SADC region are receding. If the same political will could be shown in the fight against gender violence, we believe that the target of halving GBV by 2015 could be achieved!

Protecting minorities, celebrating diversity: We are blessed in this region with a diversity of peoples, races, cultures, ethnicities, persuasions, beliefs, and sexuality. The principle of equality requires that the rights of all peoples be upheld, and that diversity not only be tolerated, but also celebrated. We call on our leaders to condemn the violence perpetrated on minority groups, and to uphold the fundamental rights of all citizens.

Economic empowerment: Across the SADC region, women remain the majority of the poor, the landless, the unemployed, the dispossessed, and those whose voices are missing from economic decision-making. Over one quarter of the SADC Gender Protocol targets refer to economic empowerment. The Protocol urges women's equal access to, and control over, all productive resources: land, credit and state tenders, among others. Zambia has made a start through a 30% quota for women in all new land allocations. This window needs to be prized open in all our countries.

50/50 Campaign: Across the SADC region women constitute one in four decision makers in public life; much lower in the judiciary, media and private sector. We have ten elections before the end of 2015, including in Malawi. For the first time since 2005, Malawi will have local elections in 2014: the heart of daily decision-making. All the evidence in the region shows that countries that have succeeded in increasing women's representation in decision-making have done so through a combination of quotas and electoral systems. The 50/50 campaign must go beyond hollow slogans. Urgent and special measures are required to deliver on this target! We ask you to shine the torch for this campaign!

Implementation: SADC governments have been quick to ratify but slow to implement the SADC Gender Protocol that encompasses all continental and regional commitments to gender equality. We commend Malawi for updating its gender policy and urge you to incorporate the Protocol targets in this and the national gender action plan. Four SADC countries have made headway in this area: all 15 must do so before 2015!

An addendum on Gender and Climate Change: Finally, your Excellency, we seek your leadership in advocating for an Addendum to the SADC Gender Protocol on Climate Change and Sustainable Develop-

ment, sadly lacking and sorely needed given the differential impact of weather patterns on men and women. We are aware that gender is being mainstreamed in the draft SADC Protocol on Climate Change. We welcome this. But we also believe that this issue must be reflected in the Gender Protocol, one of the best known and most widely canvassed of the SADC Protocols. Cross referencing is vital in this case.

2015: With your leadership, and that of all SADC leaders, yes we can, and yes we must!

Zikomo kwambili!

Statement by the SADC Gender Protocol Alliance hosted by the NGO Gender Coordinating Network (NGOGCN) focal Network in Malawi to former Malawi President Dr Joyce Banda at the launch of the 2013 Barometer, Lilongwe, Malawi, 15 August 2013.

Monitoring and Evaluation of the SADC Gender Protocol

Since 2010, the Alliance has used monitoring and evaluation tools to measure change. This helps quantify the Alliances contribution to regional knowledge and implementation of the SGP. The Alliance also measures whether gender attitudes have become more progressive. As the Secretariat, Gender Links spearheads data collection and analysis.

The monitoring and evaluation tools used include:

- The SADC Gender and Development Index (SGDI) developed and used in the Barometer since 2011.
- Citizen Score Cards (CSC) 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 SGP 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 case studies provide 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 SGP 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 is 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.

The quiz questions include:

1. Where and when was the SADC Protocol on Gender and Development signed?
2. Which two countries have not yet signed the SADC Protocol?
3. How many targets does the SADC Protocol?
4. What is the target for women's representation in decision-making and when should it be achieved by?
5. What is the target for ending or reducing GBV?
6. How many targets are there?

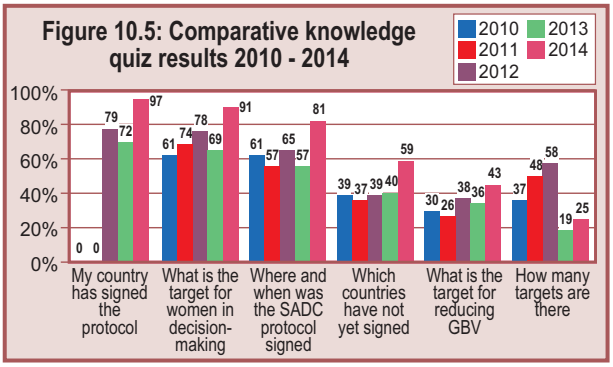
The questions are multiple and the analysis arranges the participant answers into only two possible outcomes: correct or incorrect. These answers are used to assess the level of knowledge and awareness about the Protocol.

Table 10.7: Participants in the knowledge quiz

Country	Submissions	Female	Male	Average % Female	Average % Male
Regional	**6353**	**3942**	**2411**	52%	45%
Zimbabwe	1244	831	413	57%	42%
South Africa	890	657	233	45%	45%
Swaziland	1317	650	667	52%	39%
Zambia	874	494	380	42%	41%
Madagascar	597	408	189	59%	59%
Botswana	302	242	60	59%	50%
DRC	293	182	111	53%	52%
Mozambique	313	172	141	35%	38%
Lesotho	249	153	96	63%	61%
Namibia	163	88	75	54%	54%
Mauritius	111	65	46	69%	89%

Source: Gender Links.

Table 10.7 shows that 6353 SADC citizens took the knowledge quiz (62% women and 38% men). This sample reflects the increasing depth of the work of the Alliance as this reaches across national and local level. The average knowledge score in the region is 52% for females and 45% for males. Mauritius has the highest female score at 69% while Mozambique has the lowest score of 35%.



Source: Gender Links 2010-2014.

Figure 10.5 shows that the best known facts in 2014 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

The Gender Progress Score (GPS) has evolved from a 20 question attitude survey derived from GL's VAWG baseline survey.

Table 10.8: Participants in the GPS

Country	No. female	No. male	Total	% score female	% score male	% score overall
Regional	3836	1986	5822	66	60	64
Botswana	244	85	329	70	64	69
DRC	182	111	293	65	62	64
Lesotho	251	162	413	66	65	65
Madagascar	439	188	627	69	64	68
Mauritius	182	48	230	79	72	77
Mozambique	176	148	324	55	50	53
Namibia	139	63	202	69	71	70
South Africa	764	249	1013	64	65	65
Swaziland	36	105	141	55	52	53
Zambia	547	390	937	66	59	63
Zimbabwe	876	437	1313	64	54	61
% by sex	66%	34%				

Source: Gender Links.

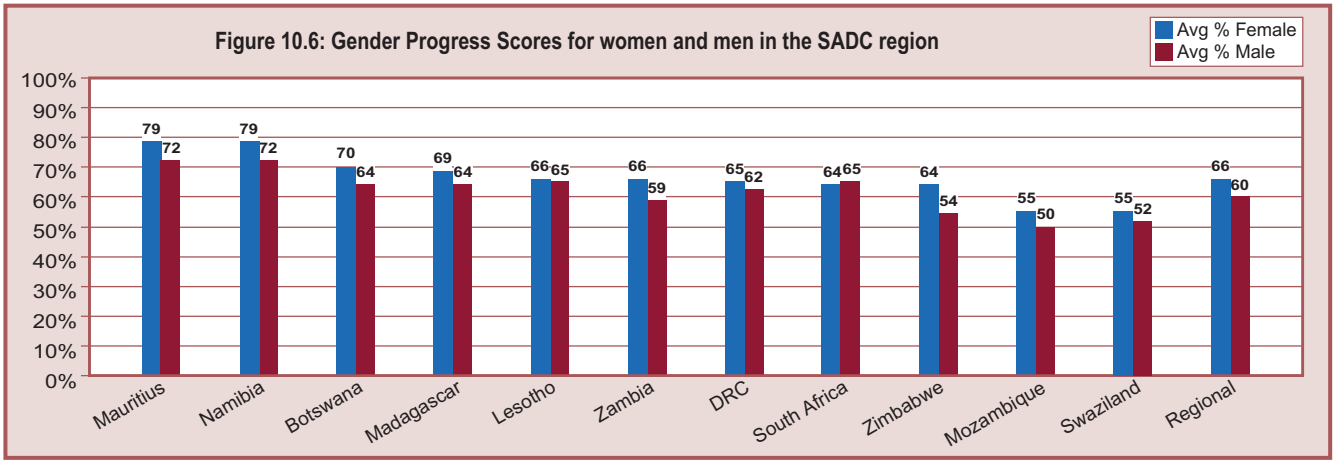
Table 10.8 shows that a total of 5822 citizens participated in the Gender Progress Score, 66% women and 34% men. The regional average score is 66% for women and 60% for men. The overall regional average is 64%.

Table 10.9: 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

Source: Gender Links.

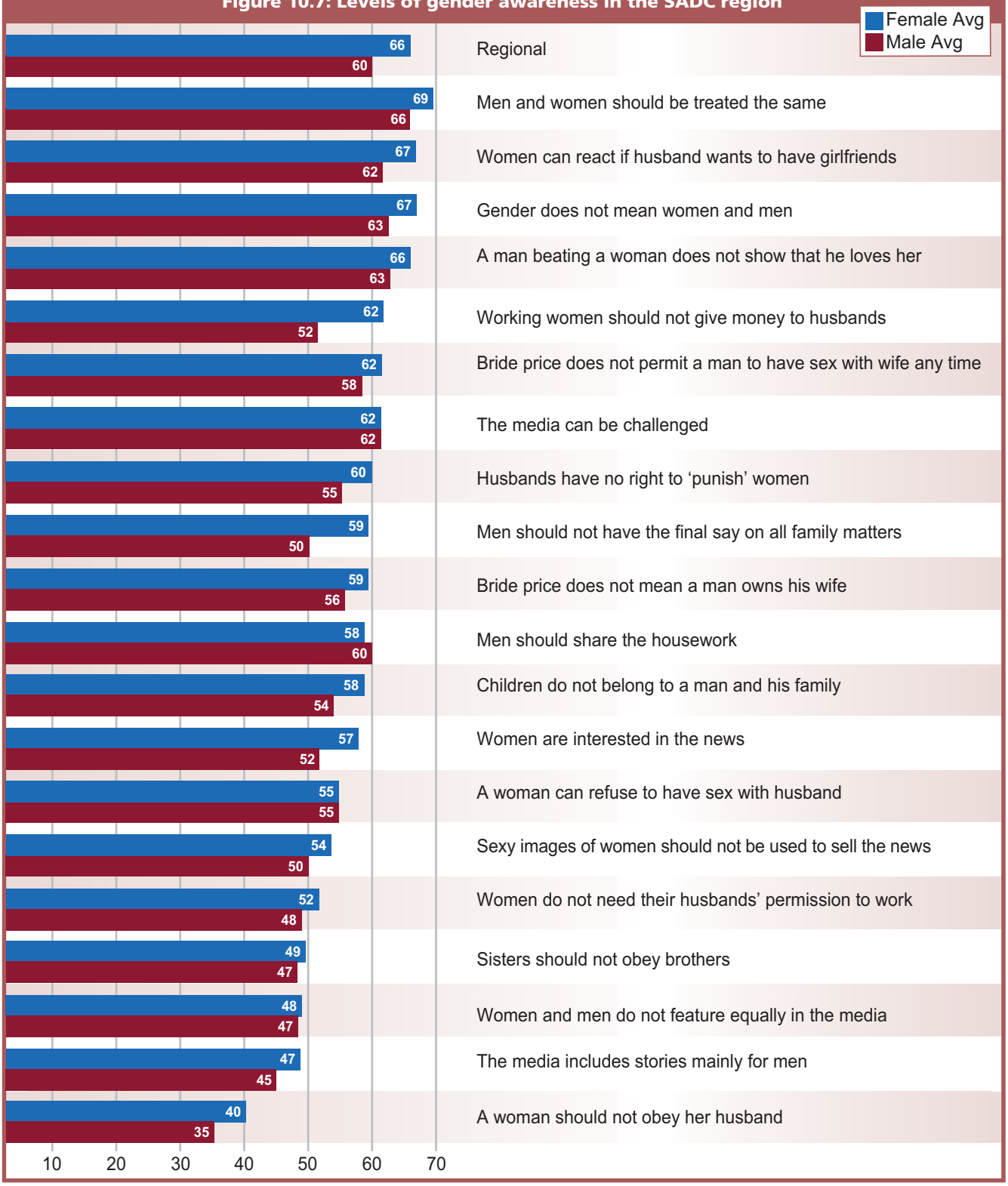
The way the score is derived is that each of the twenty questions is scored from one to five (from least progressive = one, to most progressive = five). Table 10.9 provides two examples of how the scoring is done, depending on the question. The scores for the twenty questions add up to 100 with one being least progressive and 100 most progressive. The percentage score is thus a measure of where women and men stand on key gender issues in SADC.



Source: Gender Links 2013.

Figure 10.6 shows that overall women scored 66% (higher than men at 60%). Women in all SADC countries scored higher than men, but only marginally so. This shows that public education and awareness aimed at changing attitudes and gender issues needs to be intensified for both women and men across all SADC countries to improve gender awareness aimed at changing attitudes needs to be intensified for both women and men. Mauritius has the highest score for women at (79%) while Mozambique and Swaziland have the lowest scores for women at 55%.

Figure 10.7: Levels of gender awareness in the SADC region

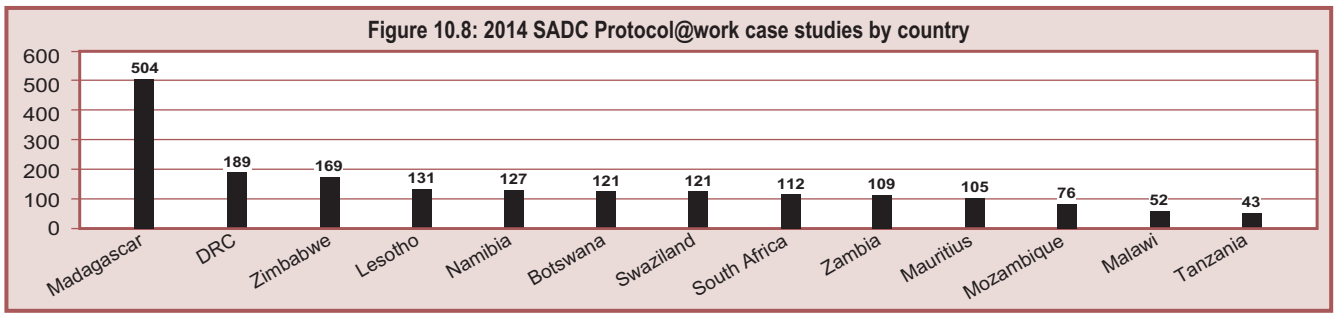


Source: Gender Links 2013.

Figure 10.7 reflects the levels of gender awareness in SADC for the different questions arranged in descending order. A score of 0-25% reflects blatant stereotypes; 25%-50% gender blindness; 50%-75% subtle stereotypes and 75%-100% gender awareness. For 16 out of the 20 questions (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 fall 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.

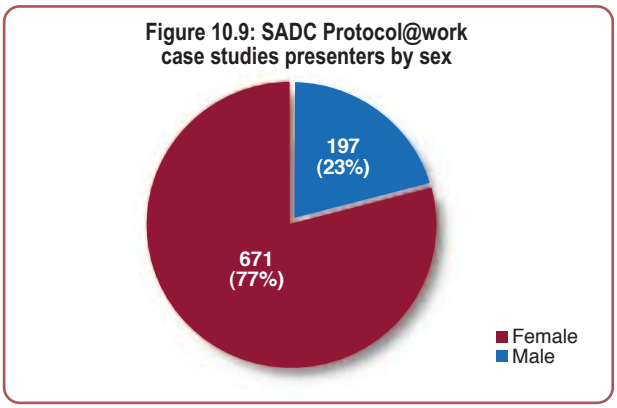
The question that scored the highest level of gender awareness among both women and men is one of whether or not women and men should be treated equally, in other words women and men in the region are aware of the constitutional and other commitments to gender equality. Yet the question with the lowest 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 talk by applying these principles to daily existence, starting in the home. Overall, women scored more highly than men on all questions, but only marginally so. This shows that efforts to change gender attitudes need to address both women and men.

The SADC Protocol@Work



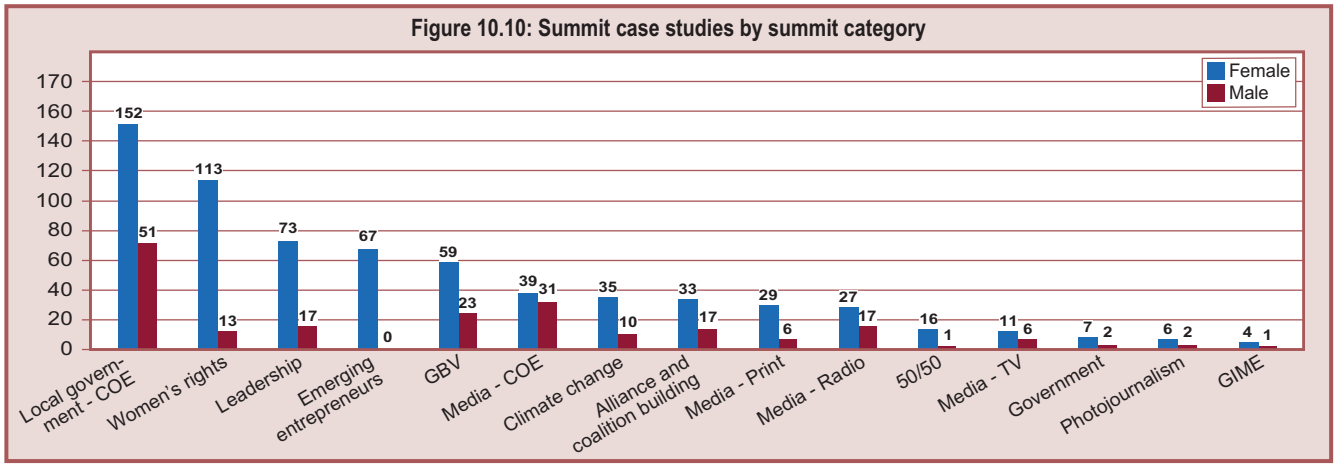
Source: Gender Links 2014.

Figure 10.8 shows that the Alliance has thus far collected 1859 case studies of the SADC Protocol@Work, with Madagascar (504) registering the highest number of case studies, followed by DRC (189) and Zimbabwe (169). The 2014 SADC Gender Protocol@Work summit yielded 868 of the 1859 case studies gathered at district and national level. A new summit category for government participation attracted nine case studies while the Gender in Media Education (GIME) institutions attracted five case studies. The case studies ranged from large projects with government and international donor funding to small income-generation activities that have grown beyond their immediate purpose, by creating sustainable livelihoods. Emerging entrepreneurs, another new category attracted 67 rich case studies from local government COE councils. The climate change category remained prominent attracting 45 case studies.



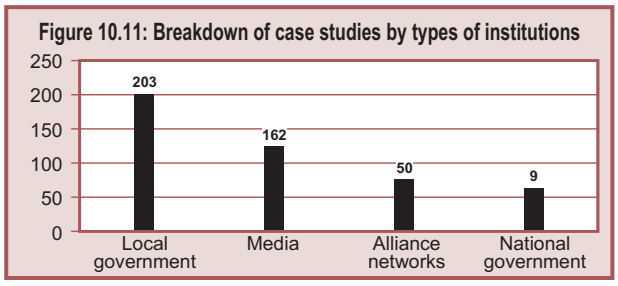
Source: Gender Links.

Figure 10.9 shows the number of case study presenters by sex: 77% female and 23% male.



Source: Gender Links 2013.

Figure 10.10 shows that the summits received the highest number of case studies in the local government COE category followed by women's rights.



Source: Gender Links.

Figure 10.11 shows that the largest number of case studies (203) came from local government, followed by media (162), Alliance networks (50) and nine from government ministries. The figures do not include women's rights, GBV and the climate change categories. Implementation at local level is increasing with 360 councils having joined the COE process across the region. The coalition building for alliance networks is getting stronger, which is crucial for post-2015 advocacy.

Challenges

The rate of obtaining buy-in, the speed of implementation, especially costed implementation of the SGP at national level depends on government planning. Civil society cannot move faster than governments. The peer learning and sharing approach adopted in 2013 is a more long term but sustainable process. Where the Alliance networks have persisted and stayed with the governments to improve implementation, results have been rewarding as in the case of Namibia.

As the Alliance is not a formally registered network, resource mobilisation remains 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 time on administration and governance issues, and this provides room for creativity and for organisations to remain autonomous.

Working with governments is difficult for some of the Alliance networks, especially with the 2015 deadline fast approaching. The resilience of the networks is a great strength and the buy-in of government to accelerate implementation remains critical. Combined efforts from governments and civil society to implement the SGP has yielded long lasting results in institutionalising gender in countries such as Namibia, Lesotho, DRC, Zambia, Mauritius and Zimbabwe.

SGP implementation and the post-2015 agenda



Alice Harding Shackleford, UN Women representative writes her suggestions for post 2015 at the Malawi Gender Protocol Summit, May 2014. *Photo: Victor Maulidi*

As the count down to 2015 gains momentum, implementation of the SGP is high on the agenda. It is now

clear that the gaps are too huge to close in just a few months. Advocacy towards reviewing the Protocol has increased while alignment with global processes remains critical. Through a deepened human rights approach, the region can stand as a united front to ensure gender equality. Climate justice, reduction of GBV, acceptance of sexual and gender diversity, increased and dignified women's empowerment, aligned policies and legislature are some of the demands that were gathered through post-2015 consultations as indicated in the table below. Monitoring and evaluation tools are required post-2015 to ensure that the new Protocol targets are met.



Gideon Gwebu from the Swaziland Gender Unit, making welcoming remarks during the Gender Responsive Budgeting and Planning Inception Meeting, Swaziland. *Photo: Thando Dlamini*

Status of current provisions on implementation

Implementation provisions in the current Protocol have no targets and indicators. Monitoring and evaluation is through reporting to the Executive Secretary and peer learning is not systematised. For countries to move at the same pace, monitoring and evaluation has to be escalated with progress reports readily available to the citizens for accountability. Although six countries have progressed in developing costed action plans for implementation, re-alignment with the Protocol targets post-2015 is important since the current targets expire in 2015. All countries have gender machineries in place to oversee the implementation of the SGP, however, tracking the implementation is cursory and availability of sex disaggregated data is a huge challenge. It is therefore important for countries to adhere to the provisions of conducting baseline studies by sector to ensure that tracking is possible.

Monitoring and evaluation tools

Without the right tools, countries cannot track progress. The proposed indicators for monitoring and evaluating progress in the table below will enhance uniformity and foster peer learning amongst member states. Conducting baseline surveys by country requires a country specific methodology and synergies for sharing.

Although indicators such as those for conducting household surveys on economic empowerment, GBV and governance are similar; definitions of these indicators need to be spelt out and included in the post 2015 SGP. Lacking alignment on reporting at national, regional, continental and global level as well as diverging timeframes, remain challenges also resulting in quality issues for reporting. Some member states have set up gender commissions (e.g. Zimbabwe and South Africa) while others have structures that deal specifically with reporting. It is important for member states to take monitoring and evaluation as part of ongoing reporting to ensure that all areas of SGP implementation are taken into account. Central statistic agencies have proven valuable in baseline surveys and data analysis. A budget allocation for monitoring and evaluation is key in achieving desired results to meet current and future SGP targets. Time frames and frequency of monitoring and evaluation must be spelt out in the SGP moving forward. An omission in the existing SGP is that none of the implementation provisions featured as targets, and they lack indicators. Table 10.10, derived from the analysis at Annex A, suggests targets and indicators to be included in the post 2015 SGP.

Table 10.10: Proposed targets and indicators for SGP implementation		
Area of concern	**Proposed targets post 2015**	**Proposed indicators 2015**
Accountability of states to implement SGP targets	State parties shall ensure implementation of this Protocol at the national level and report on progress each year up to 2030.	1. Existence of effective gender machineries with a mandate to implement the Protocol.
		2. Percentage of government ministries with gender focal persons.
Budgetary allocations for SGP implementation	State parties shall ensure that by 2030 national action plans are put in place, and that national and regional monitoring and evaluation mechanisms are developed and implemented.	3. Percentage of budget allocated to action plans (development and implementation).
		4. Number of countries with costed action plans aligned to the SGP.
Policy framework for implementation	State parties shall ensure development of National Gender Policies and review existing policies in line with the SGP by 2030.	5. Number of countries with national gender policies aligned to the SGP.
	State parties shall ensure gender mainstreaming across all line ministries by 2030.	6. Percentage gender ministries with effective gender policies and action plans. Qualitative: case studies submitted to the annual SADC Protocol@Work summits.
Monitoring and evaluation of SGP	State parties shall collect and analyse baseline data against which progress in achieving targets will be monitored by 2015, and measure progress annually.	7. Percentage progress (SGDI) per country in achieving the targets.
	State parties shall submit reports to the Executive Secretary of SADC once every two years indicating the progress achieved in the implementation of measures agreed to in this Protocol.	8. Number of countries that submit reports on time.
Reporting and political visibility	The Executive Secretary of SADC shall submit the progress reports to Council and Summit for consideration.	9. Analysis of feedback from state leaders and ministers on progress made on gender by sector, country and the region.
	The Executive Secretary shall facilitate learning and sharing on implementation of the SGP amongst state parties each year and a final review in 2030.	10. Number of exchange visits, meetings or learning programmes on implementation of the SGP.

Source: Gender Links and SADC Gender Protocol Alliance, 2014.

Table 10.10 shows the proposed targets and indicators for implementation post-2015. The current SGP did not set targets for implementation which are important to hold governments accountable and track progress. Budget allocation for action plans, peer learning and tracking progress from baseline data are important tools that governments need to plan for. As the global post-2015 discourse advocates for a stand-alone goal on gender equality and mainstreaming of gender in all other goals, buy-in and a policy framework at national level to support this is vital.

A look into the future

The proposed Sustainable Development Goals (SDGs) call for a stand-alone gender equality goal and gender mainstreaming across all other goals. The action planning and costing exercise has to involve all government ministries/departments to secure commitment and political will. The proposed targets for the SGP span across all government departments, thus without their buy-in it will be futile to attempt SGP implementation. Joint programmes between gender machineries and other line ministries are essential for buy-in, while information sharing with the highest government authorities is essential. Collaboration with civil society and other stakeholders to implement action plans will be a smart way of achieving the targets. The gender machineries cannot work in silos; for gender equality to be achieved, no sector can carry the entire cost of implementation. A strong post-2015 gender agenda demands consultation and robust monitoring of implementation.

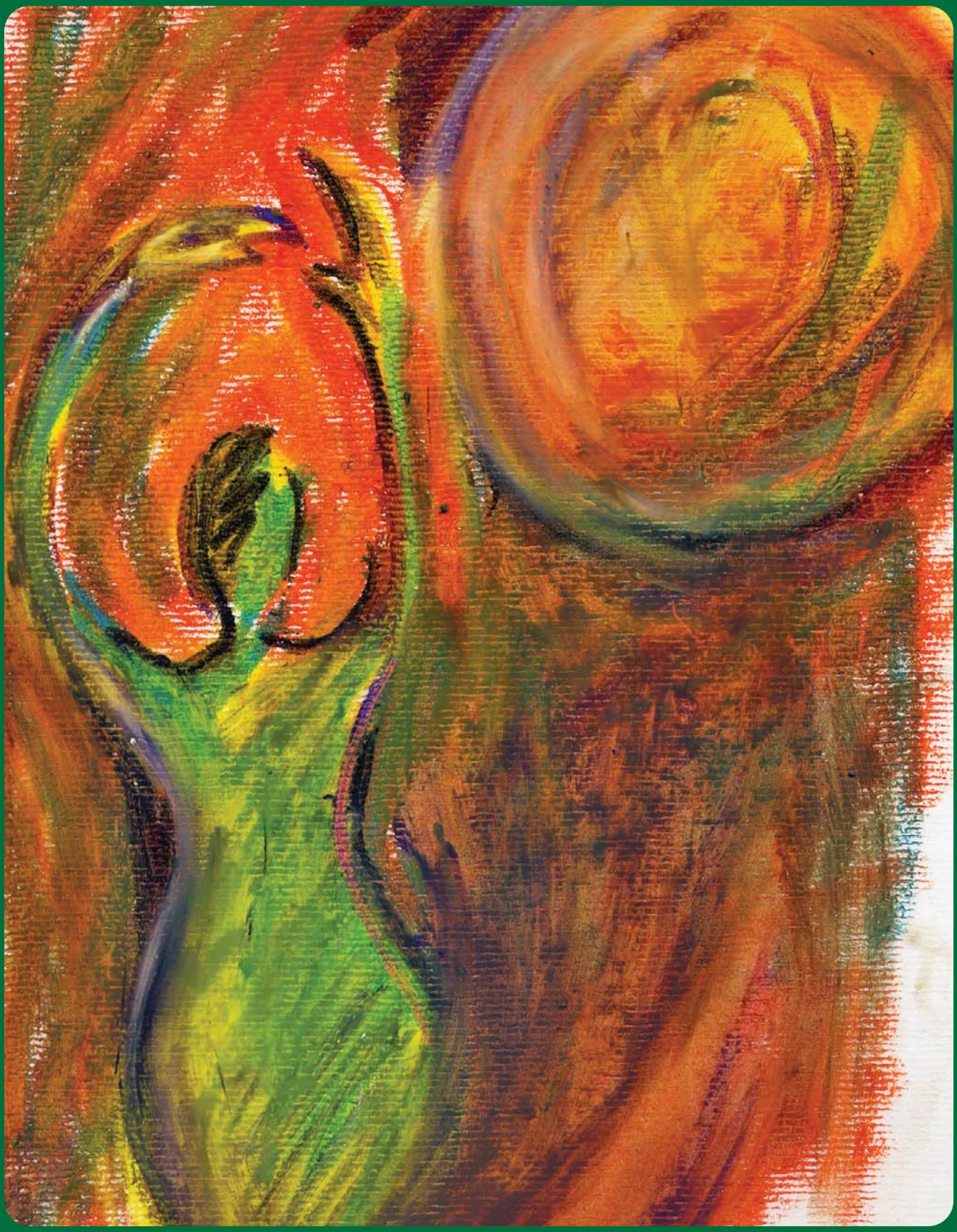
The implementation targets of the post-2015 SGP should have time frames to ensure accountability by the governments for a gender responsive developmental framework. The Alliance network consultations revealed gaps in the current SGP and have pressed home demands for a reviewed Protocol with accountability by the member states high on the agenda. The following are amongst some demands that need to be incorporated into the SGP post 2015.

Next steps

The few months before August 2015 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. The following are the next steps:

- Produce the final countdown edition of the SADC Gender Protocol Barometer in 2015.
- Table the proposed post-2015 SGP indicators at the SADC HOS.
- Collate indicators for each target and disseminate the proposal to Gender Machineries, Alliance networks and the SADC GU.
- Disseminate alerts and information through a user friendly e-newsletter and social media.
- Accelerate lobbying efforts for a stronger post-2015 gender agenda at regional, continental and global levels through a review of the SGP.
- Lobby for time-bound implementation targets for the SGP post-2015.
- Press home the 50/50, GBV and climate change targets as standalone in the post-2015 SGP.
- Hold the SADC Gender Protocol Summits in 2015.
- Strengthen institutional mechanisms and partnerships within the Southern Africa Gender Protocol Alliance and with other strategic partners.
- Host Annual Alliance meeting preceded by national caucus meetings.
- Develop costed national gender action plans in at least three more countries.
- Increase public awareness and empower more women to use the SGP to claim their rights through village level workshops.
- Active engagement of governments especially gender/women's affairs ministries by giving technical assistance as well as getting them to financially invest in implementation, because they have the obligation and infrastructure to bring about change.
- Step-up implementation efforts with local government as it is the sphere of governance closest to the people.





Anushka Virahsawmy

CHAPTER 11

Gender, climate change and sustainable development



At least 11 people died when flash floods that many blamed on climate change hit Mauritius in 2013. *Photo: Gender Links*

KEY POINTS

- Climate change is already happening, with disasters affecting many countries. The projected changes in the earth's climate continue to be an environmental concern with severe social and economic implications.
- 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 people will likely be the poor and women living in developing countries.
- One of the key priority areas is how to address the issue of climate justice within the UNFCCC climate regime.
- The other priority area is to mobilise Africa to actively find its own solutions to the changing climate and create resilient communities through indigenous knowledge systems to adapt and respond to climate change.
- In Southern Africa, the poor, the majority of whom comprise women, will be the hardest hit by the impacts of climate change.
- Governments need to put the role of women firmly into the plans for climate change and sustainable development.
- The campaign for an addendum to the SGP on Gender and Climate change has been merged with the broader campaign for a strong post 2015 SADC Gender Protocol.

Background

Global climate change is possibly the greatest environmental challenge facing the world this century. Concerned with its implications, several governments came together in 1988 and formed the International Panel on Climate Change (IPCC). This led to the United Nations Framework Convention on Climate Change (UNFCCC), which stakeholders tabled in 1992 at the United Nations Conference on Environment and Development. The UNFCCC's stated objective is to achieve stabilisation of the concentrations of greenhouse gases in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system.

Although often referred to as "global warming," global climate change is more about serious disruptions of the entire world's weather and climate patterns, including impacts on rainfall, extreme weather events and sea level rise, rather than just moderate temperature increases. The developing world faces greater challenges than the developed world, both in terms of the impact of climate change and the capacity to respond to it. Ironically, by far the biggest contributions to global climate change come from the wealthy developed countries of the North. These countries emit the highest levels of harmful carbon dioxide greenhouse gases, which scientists blame for expediting global warming. For Southern Africa, sub-continental warming is predicted to be greatest in the northern regions. Temperature increases in the range of between 10C and 30C can be expected by the mid-21st century, with the highest rises in the most arid parts of the region.

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). The poor are more vulnerable to climate change due to their limited adaptive capacities to a changing environment and women form the majority of the poor living in developing countries. Climate change is not gender-neutral. Within Southern Africa, women and girls in the rural areas can be seen as most immediately affected by climate change.

In the SADC region, the interaction between socio-political circumstances and environmental conditions and change determines the vulnerability of people to environmental disasters, including those caused by climate change. Major causes of this include deepening poverty, unemployment and HIV and AIDS, poor levels of disaster readiness, susceptibility to climate and variability, and the people's inability to cope with extreme weather events including droughts and floods.[1] Household food security is a major concern in the face of climate change. In addition, factors that increase people's exposure to environmental and climate disasters include the deteriorating state of the environment, poor past land-use planning and patchy success in the delivery of services such as sanitation and clean water.



Flooding has become common in SADC in recent years due to climate change, including in Madagascar's capital, Antananarivo, which saw heavy floods in March 2013. *Photo: Zotonantenaina Razanadratefa*

[1] Department of Environmental Affairs & Tourism - South Africa Environmental Outlook: a report on the state of the environment, 2007.

"Waste not, want not" is a motto for one Botswana town council



Botswana's Selebi Phikwe Town Council is mandated to provide environmental health services through the Department of Environmental Health within council. The council removes waste from residential places and public areas while private companies collect waste from their own premise. Community members then harvest waste materials such as plastics, paper, car tyres, cans and metal scraps for recycling. This is one of several of the council's "Recycling of Waste" projects.

These projects can be seen as a good practice because they engage community members to help tackle cross-cutting social issues. Three groups, which include people with low income, people living with HIV and single parent families, recycle different types of waste in the town. The groups then sell their products locally, nationally and internationally. Women collect cans from the landfill and sell them to a company called Collect a Can, which later recycles them. These projects help educate citizens to also create clean home environments in households. In addition, citizens use the recycled materials to make items for cash, which helps diversify the town's economy and empower its unemployed. For example, workers collect tyres from landfills and illegal dumps and use them to make practical goods like flower pots, chairs and swing seats. Women in the town also use recycled plastic and paper to make retail products that bring in extra money for their families. Recycling waste also increases the life span of the town landfill as much of the waste is utilised instead of taking up space as rubbish.



The recycling yard in Selebi-Phikwe is more than a landfill - it's a place of opportunity for many of the town's disadvantaged residents.
Photo: Gomolemo Rasesigo

Selebi Phikwe Town Council members facilitated a workshop on the impacts of climate change in February 2014. Facilitators aimed to empower the town's leadership with knowledge about climate change and its relation to gender issues. They targeted leaders in order to have them cascade the information to the members of communities in wards and to officers in lower positions in different organisations including the Botswana Police Services, Botswana Prisons Services, Council (administration and councillors), district commissioner and tribal administration. The facilitators included representatives from the departments of meteorological services, waste management and air pollution, forestry and range resources and gender affairs. The lessons will be shared with communities in their ward development meetings and kgotla meetings, enabling Botswana communities to take better care of their environments.

Climate change in the global and continental context

The policy environment in many African countries has yet to fully recognise the gender-specific characteristics of vulnerability and adaptive capacity when it comes to climate change, presenting a major obstacle on the road to tackling the looming issue. Lawmakers often treat environmental issues, including policies, laws and programmes, as gender neutral.[2] This is reflected in the inadequate representation of women in the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol.

Climate change is already an imminent threat with disasters affecting many countries and projected changes in the earth's climate present an environmental concern with severe social and economic implications. One of the key priority areas is how to address the issue of climate justice within the UNFCCC climate regime. While Africa as a continent has not contributed a lot to climate change, it will be hardest hit by impacts of climate change due to its limited financial resources to adapt to these changes.

The other priority area is to mobilise Africa to actively find its own solutions to the changing climate and create resilient communities through indigenous knowledge systems to adapt and respond to climate change. This will require nations to recognise the central role played by women, whose responsibilities, as a result of the gender division of labour, include subsistence food production in much of Africa, as well as the care

[2] ELIAMEP, May 2008. Gender, Climate Change and Human Security: Lessons learned from Bangladesh, Ghana and Senegal.

of families, the sick, household energy and water needs. Women depend on natural resources and the environment and, as a result, they have a huge role to play in the fight against climate change. They hold indigenous knowledge that is critically needed to revive our ecosystems and food production. Governments need to put the role of women firmly into plans for climate change and sustainable development. For these issues to be addressed, Africa would need to unite and speak with one voice at the UNFCCC-COP processes, because unity will ensure that the world hears Africa's voice.

Against this background, the Southern African Gender Protocol Alliance 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 democratic spaces and getting gender into key areas of the regional agenda.

The current Protocol is also missing a section on sustainable development, a concern that stakeholders have attempted to address through a revision that incorporates a section devoted to this important issue. Gender and sustainable development must also be cross-referenced in any post-2015 global agenda, for example the Sustainable Development Goals, currently being drawn up by experts at the United Nations in New York.

Precedents exist 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 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 11th 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.

Southern Africa climate change context

The socio-economic conditions in Southern African countries 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 USD2 per day, and experts estimate that about 80% of the population in some member states, such as Mozambique and Zambia, live in extreme poverty.[3] 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.[4] 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 can face the threat of starvation.[5] This manifestation of poverty is particularly acute among vulnerable groups such as households headed by women, elderly people and orphans. The number of these house-holds is on the rise in the region due to the impact of HIV and AIDS.

Africa is already a continent under pressure from climate stresses and is thus highly vulnerable to the impacts of climate change. The projected changes in the earth's climate will prove to be an environmental concern with severe social and economic implications on the continent. The IPCC (2007) states that parts of Southern Africa are highly vulnerable to climate variability, with the possibility of some river basins becoming even more stressed. The report goes on to state: "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." Thus climate change represents a serious challenge to sustainable development, social justice, equity and respect for human rights, both now and in the future.



Climate changes mean women throughout the region may have to walk longer distances to fetch water, including these women in Madagascar in 2013. *Photo: Zotonantenaina Razanadratefa*

3 Chishakwe 2010, page 6.
4 SADC 2008, page 16.
5 Chishakwe 2010, page 6.

Table 11.1: Changes in climate patterns in Southern Africa	
Country	**Climate and environmental change**
Botswana	Severe and prolonged drought
DRC	Deforestation and environmental degradation
Lesotho	Torrential rains
Madagascar	Cyclones and longer dry spells
Malawi	Prolonged drought and floods
Mauritius	Deforestation, drought, rising sea levels and coastal erosion
Mozambique	Cyclones, prolonged drought and flooding
Namibia	Flooding and rising sea levels
Seychelles	Coastal erosion and extreme sea surface temperatures
South Africa	Urban flooding, extreme cold and hot temperatures, loss of national habitat
Zambia	Flooding and prolonged drought
Zimbabwe	Prolonged drought and extended dry seasons, extreme heat and cold.

Source: Gender CC SA, 2014.

Table 11.1 shows some of the acute climate change effects on availability of, access to, and utilisation of food, especially for Africa's poor, many of whom increasingly do not have enough money to meet their basic nutritional needs.



Namibia: The Constitution of Namibia emphasises the need to develop and implement policies so that the ecosystem, ecological processes and biological diversity can be maintained. It also contains several key environmental clauses relevant to the sustainable use of natural resources. Namibia has also implemented what is referred to as **Vision 2030**. This plan offers long-term alternative policy scenarios on the future course of development in the country at various points in time, until the target year of 2030. Vision 2030 takes into account availability and scarcity of clean water, productive and healthy natural wetlands with rich biodiversity.[6] Namibia has several such policies that refer specifically to climate change and its impact and numerous environmental and mitigation policies, but implementation of the plan remains a challenge. These policies consider gender challenges linked to climate change and seek to mitigate them. However, women do not hold any major strategic decision-making roles in the relevant ministries.



Swaziland: Swaziland lies at the transition of major climate zones as it is influenced by air masses from different origins, including the equatorial convergence zone, subtropical and eastern continental moist maritime (with occasional cyclones). Only about 10% of the total area is suitable for agriculture and more than 95% of the water resources get used for irrigation.[7] The symptoms of the adverse effects of recurrent droughts, associated with climate change, continue to be visible on the livelihoods of the population. It is clear that policy driven climate change strategies have become essential in most key economic areas: water, agriculture, forestry and energy. Swaziland is, however, facing some significant challenges, which include:

- Constraints in research and systematic observation systems;
- Lack of financial support for institutionalisation of the National Commission Committee;

[6] MET. (2011). Namibia Second National Communication to the United Nations Framework Convention on Climate Change. Namibia:Government of the Republic of Namibia.
[7] L.Simelane;Dec 2012; An Investigation of Climate Change Adaptation Strategies and Innovation of Swazi Farmers.

- Lack of understanding of models and use of estimate values for national conditions;
- Insufficient well trained, skilled people in climate change work; and
- Lack of climate change data and information collection framework and database management systems.



Malawi: At policy level, women have been part of decision making processes regarding Malawi's national response to climate change. Some Malawi lawmakers recognise the fact that climate change issues impact women more than men, thus largely having women in leadership and decision-making positions in the ministry is one way of ensuring women's participation at decision-making level. 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. This is accomplished through the National Programme for Managing Climate Change in Malawi and the regional response, Africa Adaptation Programme Building Capacity for Integrated and Comprehensive Approaches to Climate Change Adaptation in Malawi (AAP - Malawi). These programmes aim 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.

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) complements 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).



Zimbabwe: Climate change and weather variability means Zimbabwe is experiencing warmer temperatures and fewer cold days than before. The country's annual mean surface temperature has warmed by about 0.40C from 1900 to 2000. The period from 1980 to date has been the warmest since Zimbabwe started recording its temperature. The timing and amount of rainfall received has become increasingly uncertain. The last 30 years have shown a trend towards reduced rainfall or heavy rainfall and drought occurring back to back in the same season. Zimbabwe has seen the frequency and length of dry spells during the rainy season increase while the frequency of rain days has declined. Such a scenario has impacts on Zimbabwe's economy, which is primarily agro-based with more than 70% of the population living in rural areas and dependant on climate-sensitive livelihoods such as arable farming and livestock, among others.

Zimbabwe currently has no specific policy response to climate change, although some lawmakers have acknowledged that climate change has a dire impact on the country. Instead, fragmented responses have been included in a battery of sectoral policies, including those relating to environment and natural resources management, water resources management, agriculture and food security, and disaster management.[8] However, at local government level, several local authorities have embraced the issue of climate change and environmental sustainability in their service delivery programmes. Tree planting as part of "greening" the councils and reducing global warming is now a planned event in most councils. This is coupled with cleaning up the localities as part of environment management practices. The City of Harare has taken this a step further by training female refuse truck drivers to be part of its waste management systems. This non-traditional role for women has boosted the city's gender mainstreaming approaches. The Beitbridge Town Council has embarked on a similar campaign under the name "Go Green, Go Clean" by planting trees throughout the border town. Gweru City Council has followed suit by planting 5000 trees in the town by 2013.[9]



Seychelles: After being affected by the December 2004 tsunami, Seychelles has been experiencing a greater frequency of extreme weather patterns, including floods, droughts, coastal erosion and extreme sea-surface temperatures. These have serious negative impacts on the propagation of waterborne diseases, availability of potable water, coastal livelihoods, food and nutrition security and the tourism industry. Yet policies on the environment, agriculture, natural resources and others that relate directly to climate change have so far been gender blind. None of the measures yet implemented ensure equal participation of women at decision-making levels, in policy formulation processes and implementation thereof.

Following a recent restructuring in March 2012, lawmakers combined the portfolio for environment with the Ministry of Energy and a new minister and principal secretary. The Ministry of Natural Resources remained with the same minister and principal secretary, but legislators placed it with industry instead of

[8] Zimbabwe Country Report: Climate Change Vulnerability and Adaptation Preparedness in Southern Africa, Heinrich Boll Stiftung, 2011.
[9] Learning by Listening: Gender in Local Government COE Verification and Summit Findings, April 2013, Gender Links.

investment, which is now structured with finance and trade. Male ministers lead both ministries and male principal secretaries lead both departments. The Seychelles Agricultural Agency holds the portfolio for agriculture, which also came under new leadership. There has never been a woman minister, principal secretary or CEO of environment, natural resources, agriculture or any related portfolios.



Botswana: Botswana currently has no policy on climate change. The country is, however, highly vulnerable to the negative impacts posed by climate change across many of its ecological zones and economic sectors. There is an urgent need to mainstream climate change considerations into national macroeconomic policies and sector policies as well as planning and budgeting of development initiatives.

Income-generating project has Swazi entrepreneur buzzing with excitement



Swaziland entrepreneur Boy Boy Mamba launched his beekeeping project in the country's Lubombo district as a way to make money in an era of ongoing droughts, but also because he loves the buzzing insects.

"My love for bees dates back to childhood where we used to search for beehives in the forests. It was after meeting Lower Usuthu Sustainable Land Management Project [LUSIM] that I trained as a beekeeper," he said.

Mamba, who mentors other budding beekeeprs in the region, says beekeeping contributes to mitigating the effects of climate change. The bees cross-pollinate trees, which goes a long way in Swaziland, where deforestation is a perennial issue. Mamba notes that bees also contribute in the conservation of indigenous forests and Swazi citizens, in turn, benefit from the trees.

Mamba says beekeepers understand the environment and aim to preserve natural forests, which produce first grade honey that does not crystalise. The project's key objective is to improve the economic status of beneficiaries and to prevent soil erosion by increasing the number of trees in the country. This will also increase crop yields of honey.

In December 2013, members of Mamba's church, including orphans and vulnerable children, took part in organised workshops he facilitated on beekeeping. They started with theory on beekeeping, then took part in practical lessons. He began with one hive and used a trap box to collect the bees, but this didn't work. He then resorted to using the traditional way -searching for pits where bees can normally be found and then collecting them. Mamba has shared his knowledge with his wife, who prepares food for the bees in the form of a white sugar solution. Today they have more than 20 hives.

The Lowveld of Swaziland, where the project is located, has dry weather conditions. As a result, most agricultural work produces low yields and very few agricultural businesses remain viable for long. Beekeeping has turned out to be the most viable business because bees



Boy Boy Mamba runs a beekeeping initiative as part of the Lower Usuthu Sustainable Land Management (LUSLM) Project in Swaziland.
Photo: Courtesy of Swazi Observer

require very little water yet they give large financial and environmental returns.

Mamba teaches farmers that beeking has its advantages and disadvantages: bees can be dangerous but they can also be a farmer's best friend. Mamba manufactures his own hives, some of which he has provided to his church so its members can start beekeeping too.

The LUSLM project has assisted beekeepers with protective clothing and hive smokers. Since bees can be aggressive, they need to be monitored frequently. The result of the project is the formation of the Lower Usuthu Honey-bee Producers. It works at household level and sells as one group, which currently has 380 members. However, the project faces various challenges, including:

Climate change - this is a challenge in the production of honey - the longer the drought, the less honey production of honey because bees depend on flowers. Sometimes hailstorms, which have become common in the region, destroy flowers. Because of climate change, farmers must buy sugar to feed the bees, which increases their financial burden. They cannot sell this honey as it is used just to maintain the bees throughout the dry season until spring comes.

Lack of finances - the tools used to build hives cost a lot of money and can be difficult to find. Beekeepers in Swaziland buy planks from hardware stores in the country to build hives, which is time consuming because it requires constructing each hive one by one.

Loss of bees - sometimes a swarm disappears (for various reasons), which means beekeepers lose a hive. This is one reason why beekeepers must check hives frequently to ensure bees have enough food.

To mitigate these challenges, the farmers came up with the following solutions:

Growing sunflowers - to mitigate climate change and resolve the problem of droughts the beekeepers grow sunflowers, a type of plant that can withstand dry conditions. Bees also feed on the sunflowers, which helps in the production of honey even in drought-like conditions in the dry season.

Strategic partnerships - Farmers partner with different organisations that assist with the equipment and trainings.

Project results

This project has now seen significant results including the transformation of land that had been unusable. Beekeepers have also formed an association to manage the business professionally and commercially. In addition, vegetation is growing and soil is deposited in the dongas; farmers can now make hay bales for livestock and they have planted more than 200 fruit trees. Both men and women can be beekeepers and this project currently has more women beekeepers than men. It is a great initiative because the bees "do the work"- making honey in their hives day and night while the farmers continue with other chores or duties.

Some of the benefits of the project include community empowerment: people have become more positive about life because they have the ability to run and manage this small business. The community has discovered that "honey-making is money-making." Women's empowerment is key in all of this because women have become well-versed in honey-production, marketing and distribution of honey. They have also been trained on how to produce honey products, e.g. skin care products and candles.

Stakeholders have also led community discussions on climate change awareness, educating farmers that beekeeping is a move towards fighting deforestation because bees depend on trees and bees can change the environment and make it greener. The farmers also learned about new ways of trapping bees, and when it didn't work for them, they used the indigenous or primitive ways of trapping them. Beekeepers hope to soon find international markets for their honey through the national honey producing association.



Mozambique: Mozambique is one of the SADC countries most vulnerable to climate change, and every year suffers the effects of droughts, tropical cyclones and floods or a combination of all at once. The effects of these natural disasters have very harmful consequences for people's lives, with greater emphasis on women.



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 food security for millions of smallholder farmers. Many have been 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 get left behind to look after the children and the infirm or elderly.



Bushfires contribute to deforestation and air pollution in Madagascar.
Photo: Zotonantenaina Razanadratefa



Mozambique delegates lead the cultural celebration during the 2014 SADC Gender Protocol summit, Johannesburg. *Photo: Abdhoosee Ghirish*

Mozambique: Environment Ministry champions gender

Mozambique's Gender, Environment and Climate Change Strategy and Action Plan (2010) was updated in 2013, to include the green economy roadmap and action plan. The Ministry has an allocation of R95.7 million from UN Women to empower women in the environment sector.

Training on gender planning and budgeting and its application by communities has reached 98 technical staff (65 women and 33 men). Fifty training workshops involving women in the design and implementation of projects on climate change and sustainable use of natural resources, reached 12, 671 women on several environmental topics. There is increased participation of women in natural resource management and in Local Management Committees for Natural Resources. Women now participate in the discussions on the District´s Development Funds and lead the sustainable use and management of natural resources.

The Ministry has established 31,197 community forests throughout the country under the presidential initiative with 60% of participants being women. The activities on gender mainstreaming undertaken by the environmental sector serve as best practices and are now being replicated by other institutions at national level and international level, with countries such as the Philippines and Nepal emulating the efforts.

The gender responsive strategy for climate change resulted in the production of 1500 improved stoves and 460 hives that have benefited women economically. This action has had a multiplier effect within the various civil society organisations, through the production and sale in markets in several cities, where the scale up and use of these products is visible.

The Ministry plans to improve the data collection and management of implementation, in order to strengthen the integration of the gender approaches in the various departments. The Ministry values gender responsive mitigation of climate change and also values the benefits of natural resources for women, especially as the region focuses on a strong post-2015 gender agenda.

Excerpt from the Mozambique Ministry for the Coordination of Environmental Action summit case study, May 2014.

South Africa: "Hands on" approach in Mossel Bay



Mossel Bay, a harbour town in the Western Cape province of South Africa, has launched a flagship project linked to tackling environmental issues. The Recycle Swop Shop is for the community, by the community - an empowerment initiative for disadvantaged communities. This project gives the community of Mossel Bay Extension 13 the opportunity to help themselves by collecting recyclable items, such as tins, glass and paper, which can then be exchanged at the Swop Shop for essential personal and household items, as well as school supplies. The Swop Shop project is a collaborative initiative between the waste and pollution, and social development departments. Stakeholders elected a loyal team of monitors (The Gender Forum) to oversee the project's operation each week at the collection point.

Targets: The project focuses on vulnerable groups: people with disabilities, the elderly, women, and people infected with, and affected by, HIV and AIDS.

Objectives: The objective of the project is to afford the community an opportunity to provide for themselves and their families through their own actions and by their hard work. The project also plays a major role in reducing diseases by discouraging the community to dump their waste. The project will empower and encourage the community to take ownership of their neighbourhoods, and the community as a whole. Women who, under normal circumstances, would just be known as housewives and in many cases would not know what to put on the table, can now be the driving force in their households. They champion recycling and get rewarded for it by receiving useful supplies or ingredients to prepare a meal in return.

This project aims to give a "hand up not a hand out." It's strength is in the dedication of the people who manage, organise, volunteer, and donate their time, energy and resources. With a history of unemployment, social ills and crime in some areas, stakeholders identified the need to have a system that dealt with the system of handouts, thus creating beggars. Instead, stakeholders asked citizens to be responsible for their own wellbeing. This project is also a contact point for unemployed citizens to place their names on a data list at the municipality and Department of Labour.

Women's empowerment - The project is about more than gathering recyclables: the swop shop also serves as an "office" where information is gathered by women who also get the opportunity to learn about other projects, such as which programmes the municipality has in conjunction with other stakeholders. Officials place notices at the swop shop informing women of developments in their area, especially Extended Public Works Programme (EPWP) projects for which local labour is required.

Empowerment of men - Since men and women both participate in this project, men have grown in interesting ways by being involved with the project. Men saw that women exchange recyclables for roll-on deodorant and pads. It opened their eyes in a way, helping them realise that they should still treat women with dignity. Women also gathered more waste than men, and men have ensured that women get served first. There is also evident changes in the attitudes in the workplace and in the society. Men have become more open to women, regarding them as equals. Both volunteers working at the shop at Extension 13 are men. One of the men, Malcom De Jager, is an HIV and AIDS counsellor and a commissioner of oaths. He now assists women who have challenges within their homes, helping them to get the relevant advice and help.

Clean neighbourhoods - Residents gather recyclables collected at swop shops, giving them insight into the need to recycle and keep their homes clean. The amount of waste collected on waste collection days has been minimised as people now separate recyclable waste from other waste. Children have also become aware that they should dispose of waste in the bins provided throughout the municipality. As the community has been provided with more of its basic needs, incidences of theft have decreased.

Gender and climate change policy changes - The municipality has made numerous amendments to different policies, especially around the issue of gender equality. In addition, its staff have undertaken a review of action plans, some of which have been executed. One such example is the Local Economic Development and Gender Mainstreaming plan signed by the Mossel Bay Council.

Challenges and solutions

One large challenge is a shortage of the funds needed to ensure the flow of products into the recycle shop. The Mossel Bay Municipality consists of 14 wards and currently the swop shop is only functional in two. The long term vision would be for it to be up and running in all 14 wards within the community. To overcome these challenges, the project has to be registered as EPWP so that volunteers can get a stipend and money can be added to the municipal budget. Restrictions on the placement of containers also needs to be investigated.

Gender and climate change

The IPCC has predicted that climate change impacts will be differently distributed among different regions, generations, ages, 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 have been directly linked with poverty. The vulnerability of poor men and women to climate change will aggravate inequities in health and access to food, clean water, and other resources (World Bank, 2008). The gender differential vulnerability can be attributed to existing inequalities such as unequal access to resources, gendered divisions of labour and decision-making power, which may affect the ability to respond to the effects of climate change.



Climate change has contributed to increased deforestation in Lesotho. *Photo: Ntolo Lekau*

It is clear that climate change affects men and women differently due to gender differences such as property rights, accessing information, cultural, social, and economic roles.[10] Most women in developing nations remain responsible for climatically-sensitive tasks such as securing food, water and energy with which to ensure food security and household well-being. Meanwhile, men also remain responsible for climatically-sensitive tasks such as livestock farming, land management and forestry.[11] This is explained further later in this section.

The notion that women are more vulnerable to climate change is based on the fact that:

- Women take care, in most cases, of the household while men work outside the home to earn an income for their households.
- 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, collecting firewood, fetching water and ensuring food security to maintain their family's livelihood. This often leads to low women's participation in decision-making and actions that influence their livelihoods and lifestyles. Women tend to be under-represented in decision-making processes at all levels, including when it comes to decisions about major issues such as on sustainable development, including on climate change. This impedes their ability to contribute their unique, valuable and vital perspectives and expertise on issues related to climate change.[12]
- Women in rural areas remain heavily affected by climate change through increasing workloads, especially in areas prone to frequent flooding (e.g. northern central regions and north east regions of Namibia).
- In most societies women remain responsible for household tasks, including caring for children and the elderly. In addition, women take part in income generating activities as a way of poverty reduction, which means they often require access to natural resources (e.g. making traditional baskets). Climate change may add an additional burden through the depletion of natural resources and agricultural productivity.
- Owing to the depletion of environmental conditions, womens health is often affected due to the physical nature of having to collect natural resources.

It is important to note that climate change effects on gender inequality are not limited to immediate impacts and changing behaviours, but can also be connected to subsequent and ongoing changes in gender relations.

[10] Mainstreaming Gender into the Climate Change Regime, http://generoyambiente.com/arcangel2/documentos/227.pdf
[11] Angola, 2010.
[12] 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".



Citizens take part in a clean-up campaign at a hospital in Lesotho in 2012.
Photo: Ntolo Lekau

Social roles and responsibilities of women and men lead to different degrees of dependency on the natural environment[13]. Women and men's lives, needs, experiences, issues and priorities differ, thus it is critical to identify gender-sensitive strategies for responding to the environmental and humanitarian crises caused by climate change.

It is important for SADC countries to note that the impacts of climate change for women in Southern African cannot be addressed separately from other environmental stresses and developmental needs. Women play a crucial role in SADC society as noted above. Lack of awareness on climate change issues poses excess burden to women in adapting and mitigating climate change. Climate change adaptation efforts should systematically and effectively address the gender-specific impacts of climate change in the key areas and sectors that impact livelihoods, particularly in agriculture and food security, water, energy and health.

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's intake.
Water	Climate change is likely to exacerbate water shortages. Women are largely responsible for water management in communities and in the home. Shortages will result in greater time spent fetching water, exacerbate disease, and divert women from other economic pursuits.
Division of labour	Crop and livestock production changes could affect the gendered division of labour and have negative effects on incomes of women and men.
School drop out	Increased household chores may lead to larger numbers of girls dropping out of school.
Land	Women's already tenuous rights to land could be eroded further.
Transport	Men generally have a much higher carbon footprint than women, as women use more public transport and walk more.
Health	Women are the most affected by ill-health in communities, as they bear the brunt of caring for the sick. Climate variability can fuel nutrition-related diseases and epidemics like malaria, increase the spread of vector and water-borne diseases, and reduce drinking water availability, exacerbating heat stress and respiratory illness.
Stress	Stress levels and related diseases may increase for both women and men. Because they're expected to provide for the family, men experience and express stress in different, often more devastating ways than women.
Migration	Resource shortages may increase male migration and increase the burden of work and family care on women.
Gender violence	Adolescent girls report high levels of sexual harassment and abuse in the aftermath of disasters, as a result of families living together in open spaces, lack of privacy for dressing and bathing etc. Scarce resources worsen conflict, and there is often a gender dimension to this.
Mortality	A study of disasters in 141 countries has shown that women and children are 14 times more likely to die than men.
Decision-making	Most key decision-making institutions relating to climate change have a male-dominated hierarchy.

Source: Gender CC SA.

Table 11.2 illustrates the different gender dimensions of climate change and how they negatively affect women.

[13] Roehr, 2007.



Namibia: As a result of devastating floods across northern Namibia in the years 2008-2009 and again in 2011, researchers collected gender disaggregated data on the gendered impact of the floods, which saw thousands of women and children fleeing their homes and living in evacuation centres while men stayed behind to guard flooded homesteads. This data, collated in the Post-Disaster Needs Assessment, gives a categorical indication of the direct threat to life and livelihood faced by women in these circumstances. It states: "During the disaster, some men stayed closer to their homes and moved cattle and other properties to higher grounds while their wives and children went to camps. Emergency shelter and encampments created a specific kind of disruption. The lack of privacy exposed people to reduced dignity and to increased risk of sexual exploitation and abuse. The lack of provision of essential commodities placed women at risk, as some felt desperate enough to engage in transactional sex to acquire basic goods for their children."



Seychelles: There is a lack of gender disaggregated data in the environment, climate change and sustainable development sectors in Seychelles. Awareness of the link between gender and climate change is very low in the country.



Zambia: The mining town of Chingola, which is home to the biggest mines in Zambia, has for the longest time been a huge emitter of greenhouse gases like sulphur dioxide. This had a negative effect on the district, as it has resulted in pollution of the environment and an increase in health issues. In addition, farming has been impacted and crop yields have decreased and along with them household incomes in families that rely on farming. Further, the region has seen an increase in diseases like lung cancer. Local communities in Chingola resorted to survival mechanisms such as charcoal burning, but the concomittant environmental degradation only served to worsen the problem. This directly impacted the health and wellbeing of its residents, many of whom work at the mines. To combat this, the local Town Council embarked on a campaign to "Go Green and Clean." Together with local organisations, residents have made a concerted effort to plant more trees in order to absorb the greenhouse gases; allocate more farmland to women, together with necessary resources so that they can be able to feed their families; and create water reserves not polluted by mining effluent.



South Africa: Waste collection and recycling have inadvertently given new impetus to a great number of women in many disadvantaged communities. Through implementation of integrated waste management plans set out by local government, an increased number of women now have a revenue stream through small-scale waste collection (as illustred by the Mossel Bay case study earlier in this chapter). This also serves to limit pollution and soil erosion.



Madagascar: Madagascar's biodiversity ranks among the most remarkable in the world. However, the impacts of climate change have already hit the country. Many ecosystems and species of plants, especially mangrove trees, have been affected by high rainfall which causes severe flooding. Meanwhile, 80% of Madagascans live in rural communities and this has directly affected their survival. Agriculture, upon which most depend for food cultivation, is now a grave risk. This creates enormous food insecurity and great instability for the society as a whole.



Mossel Bay Municipality won the award for the Greenest Municipality in the Western Cape in 2013. The Municipality maximizes use of parks for community building. *Photo: Nomthandazo Mankazana*

Shining some light on a new solar project in Lesotho



The Climate Change Information Platforms project builds the capacities and competencies of local communities and information influences their survival strategies. Solar energy is one way to generate power that is cleaner than coal and other methods.

Background

The project area has high rates of unemployment and there is increasing poverty in the country: 60% of the population lives on less than a $1 a day. Climate change further exacerbates poverty by negatively affecting agriculturally-based livelihoods.

Stakeholders intended for the project to ensure that sustainable means of livelihoods can continue through adaptation mechanisms. People within the project areas still use fossil fuels such as coal, paraffin, trees or shrubs. These increase greenhouse gases, affecting the ozone layer. Basotho people need to become climate change competent and climate smart. Therefore, this programme created platforms for information exchange that would ensure that sustainable livelihoods continue.

Key project activities included opening up of a bank account for the project; approval of schools and offices with an interest in the project; selection of a service provider for the installation of solar technology, identifying local communities who will work with the service provider during the installations; sourcing and installing solar systems in the schools and the offices of the chiefs; engaging a specialist on the issues of climate change to collect and compile information on climate change; and training sessions and sharing of information.

Project beneficiaries: The project has 10 000 direct beneficiaries (school learners) and 50 000 indirect beneficiaries (Community of Thetsane, Tikoe, Ha Tsiame, Qoaling).



Students help install solar panels as part of a 2014 solar project in Lesotho. *Photo: Courtesy of MIT News*

Project challenges: Community members do not report problems concerning the solar systems in a timely manner. In addition, students and staff at schools that did not receive the equipment feel left out of the project.

Service delivery: Men and women, youth and children have been sensitised about the effects of using biomass and fossil fuels for the environment. Project staff discuss issues of mitigation by looking at the various adaptation methods that can be used within the climate change discourse.

Men for change: The project encourages equal treatment and opportunities for males and females. In some cases, men have formed groups with women for livelihood projects on organic agricultural production and making cement bricks.

Public participation: Stakeholders involved communities at the planning and design stage of the project. They convened regular meetings to discuss the conceptual design of the project and to identify issues to be included in the concept paper. Community members also undertook continuous monitoring and ensured project activities got rolled out.

Changes at the community level: Members of the community now understand the importance of growing different climate resilient crops as well as using environmentally friendly farming techniques. They also know that planting of trees provides carbon balancing for greenhouse gases emitted into the atmosphere. The community is now involved in organic farming after learning that it is good for soil conservation and that synthetic manures are both a health and an environmental hazard.

Capacity building: Community members have learned solar installation skills. They have acquired some knowledge on issues of climate change and they have received training on how to produce fruit tree seedlings organically. Various experts continue to provide community members training on income generation projects.

Changes in attitudes: Research shows that climate change is not gender neutral. Women in developing countries remain highly dependent on local natural resources for their livelihood. The effects of climate change make it more difficult for women to access water and firewood. It is anticipated that the majority of households will shift to use solar systems which require little maintenance and have no running costs.

Source: National government of Lesotho, http://publiceye.co.ls/?p=2060

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 UNFCCC entered into force, stakeholders have taken part in annual conferences of the parties (COP) to negotiate binding targets and rules for mitigating climate change and adapting to its impacts. They agreed upon a binding commit-ment in 1997 at COP3 in Kyoto.

It took more than seven years before the Kyoto Protocol came into force in February 2005, because it required ratification from 55 countries representing half of the world's carbon emissions. 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.

As the world prepares for the UNFCCC's COP 20 in Peru, the most important environmental concern is the fact that climate change is already happening and poor communities, including women in the global south, feel its impacts daily. There is a great need for funding to adapt to changing climate while the world is negotiating for a global climate change regime. Catastrophic extreme weather events threaten to undermine the many decades of development in many nations of the global south and they will continue to widen the gender inequality gap in many countries

Women in SADC and other regions need to underscore the importance of implementing a legally-binding climate treaty that forces all countries to cut their carbon emission and creates ways to punish those who don't comply. The message from women has been: "There is no gender justice without climate justice!" If countries continue to emit carbon into the atmosphere without any ramifications, the impacts of climate change will become dire for people in the developing world, especially women. Even if climate change negotiations can factor in gender issues, so long as they don't work towards a legally binding global climate change agreement to cut carbon emissions, any work to mainstream gender will be for naught.

Gender dimensions of the UNFCCC

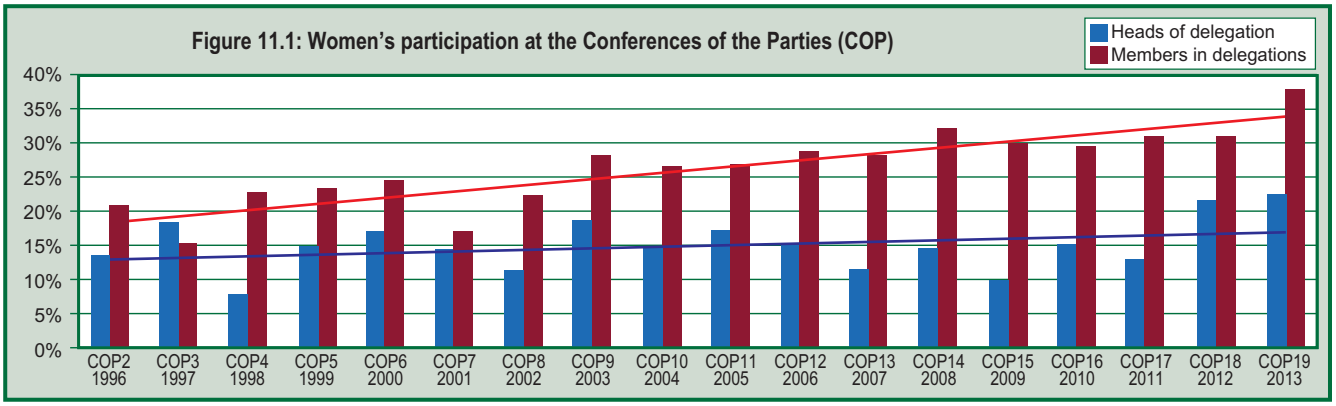


Stakeholders take part in the UNFCCC COP19 Gender Day in 2013 in Warsaw. *Photo: Courtesy of Flicker*

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 (developed countries that pay for costs of deveoping countries), have realised the necessity to include gender equality into the debates. Stakeholders reached a breakthrough at COP13/CMP3 to include gender equality in the text of the negotiations.

The organisation of the UNFCCC process is different from other UN processes in that it does not include major groups, and active participation of observer organisations is limited. In addition, officials debate from ecological and technological standpoints. A link to sustainability principles is missing so it is hard to introduce gender equality into the debates and negotiations.

Gender differences surface in climate change mitigation and adaptation with regards to carbon footprints, impacts of climate change, climate solutions, and access to funds. However, it is not helpful to simply integrate gender into the current climate change agenda. Although climate change most affects women, they do not have sufficient representation in the climate talks. However, during the 18th Conference of the Parties (COP18) to the UNFCCC in Doha, Qatar, stakeholders made a decision on "Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol." This presented a significant step in advancing gender-sensitive climate policy by ensuring that decision-makers hear women's voices.



Source: http://www.gendercc.net/policy/conferences.html?L=2index.php

Figure 11.1 illustrated an increase over time of women's participation in the country delegations to the UNFCCC. COP19 recorded the highest number of women members as well as the highest number of women heads of country delegations. This is a good indication that women's leadership is being recognised within the climate change multilateral processes.



Following the "gender decision" adopted at COP18 in Doha, stakeholders held the first ever in-session UNFCCC workshop on gender at COP19 in Warsaw, attended by around 200 participants. Both observers and parties proposed future steps to strengthen gender balance, gender-sensitive climate policy and capacity building in the Subsidiary Body for Implemention (SBI) conclusions.

Despite a few setbacks, and a slight weakening of commitments in the final workshop document under the urging of a representative from the United States, supported by Canada, those involved largerly saw the outcome as a success. Gender groups welcomed this progress as an important first step, at the same time as recognising that the path towards gender equality in the UNFCCC and related climate policy is likely to be a long one. 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 has 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?

For example, gender has not been integrated in the shared vision for long-term cooperative action that came out of COP17. This unsettling development might underscore women's worries that stakeholders will use gender in the climate change negotiating process for their own selfish gains rather than to advocate for real integration in a global climate change agreement.



A woman works with clay to create a mud stove in Mozambique.
Photo: Alice Banze

As a result, this development has challenged many women, gender advocacy and lobby groups to regroup and strategise how they can continue to effectively influence the global climate change negotiations to integrate gender justice. There is no doubt that for women 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 through which UNFCCC parties come to the COP with clear positions on gender justice within the global climate change deal. These positions will have been influenced by citizens, including

women, and will ensure that legislators hold UNFCCC parties accountable for their commitments.

It is important that stakeholders continue highlighting the issue of gender equality and women's power to fight climate change at UNFCCC COP 20. They can do this by ensuring the issue of gender equality is put firmly in the UNFCCC COP 20 agenda and addressed concretely rather than focusing on events and celebratory language that will undermine the work done in COP 18 in Doha. 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, this presence includes a wide array of international women's organisations - and it has been having a growing impact on debates. At COP13 the women's caucus discussed 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 present 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; and
- Strengthening gender mainstreaming at all levels, especially local government, to ensure that women and men's specific needs can be addressed.

SADC frameworks for climate change

SADC states have committed to addressing climate change. Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles and South Africa have identifiable adaptation and mitigation programmes. In addition, 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 in Windhoek on



Mud slides in Swaziland in 2014 depleted land for farming.
Photo: Swaziland Observer

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 linked to sustainable forest management, agriculture, energy and infrastructure, given that a large part of Africa's emissions result from high levels of biomass 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 social and economic development in member states.

For REDD+ to succeed, the SADC region will have to create the right conditions and acquire both financial and technological resources to prepare adequately. SADC has committed to support REDD+ preparations and to promote cooperation 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 pilot activities. 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 on the SADC Regional Strategy for the 17th Conference of the Parties to the UNFCCC (COP 17). Gender ministers have accepted the principle of an Addendum to the SADC Gender Protocol on Gender and Climate Change but the SADC Gender Protocol Alliance is now advocating for stand-alone targets and indicators for gender and climate change post 2015. Although the Addendum is still in draft form, Alliance networks have begun gathering evidence of government performance against these provisions. This led to the introduction of this chapter in the Barometer in 2012.

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 COP 17:* Stakeholders reschedule a high-level meeting that had been scheduled for 20-21 October 2011 and brought together senior officials and ministers responsible for gender/women's affairs with civil society to integrate gender into the SADC Regional Strategy on Climate Change at COP 17. A small group of civil society members, together with representatives from development partners that had travelled to the meeting, meet anyway and 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 group coopted the Alliance into a small team to review the civil society position paper on climate change. Its main task involved ensuring that the paper mainstreamed gender.

17 November 2011 - *Alliance participates in the senior officials meeting - Addendum to the SADC Gender Protocol tabled:* Building on outcomes from the meeting on 21 October, the Alliance made contributions to engendering the SADC Regional Strategy on Climate Change at COP 17. The 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. The group adopted the Engendered Position Paper on Climate Change for COP 17.

19-20 November 2011 - *COP 17:* 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: In 2012, Forum Mulher, the focal network for Mozambique, the country hosting the 2012 SADC Heads of State Summit, handed over a petition to the Mozambican Ministry of Environment on behalf of the Alliance.

February 2013 -*The Maputo meeting of SADC Ministers of Gender/Women's Affairs:* SADC Gender Unit, UN Women and other key stakeholders debated the matter in preparation for CSW. The Ministers were invited to consider a proposal to develop an addendum to the SADC Protocol on Gender and Development on Gender and Climate Change.

August 2013: The SGPA escalated efforts for reopening the SGP at the 2013 Heads of State Summit in Malawi, hosted by former President Joyce Banda. The campaign is an example of gender activists pushing the envelope through their insistence that the SGP be a responsive, "living" instrument.

Online petition: The campaign for an Addendum gained momentum in 2013 when gender ministers and 1067 citizens (55% men; 45% women) signed an online petition. It can be found at:
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.

Gender, climate change and the post 2015 agenda: With 2015 and the likely review of the SGP just around the corner, the Alliance has shifted strategy from an Addendum on climate change to proposing that the post 2015 SGP have a strong section on sustainable development. This is also in line with the Sustainable Development Goals. In the long term, it is better for Sustainable Development to be fully integrated into the SGP than to be in a separate Addendum (see post 2015 section of this chapter).

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	2014		2014		2014		2014		2014		2014		2014		2014		2014		2014		2014		2014		2014		2014		2014					
Minister of Environmental Affairs (Tourism/ Wildlife)	1			1		1	1			1		1		1	1		1			1	1									1	5	6	50%	50%
Deputy Minister of Environmental Affairs		1								1		1			1			1			1										2	4	33%	67%
Permanent secretary/DG				1				1	1	1	1			1		1	1			1		1										3	8	27%	73%
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[14]	1		1		1		1		1	1			1		1		1				1		1		1				1		2	12	14%	86%
Minister of Tourism		1										1		1		1						1		1		1	1			1		1	8	11%	89%
Deputy minister of Tourism		1																			1					1						1	2	33%	67%
Permanent secretary/DG													1		1							1	1			1				1		3	3	50%	50%
Minister of Fisheries/ Water Affairs	1	1		1				1		1		1		1		1		1			1					1		1		1		2	11	15%	85%
Deputy Minister Fisheries/ Water Affairs										1		1				1		1				1				1		1		1		1	5	17%	83%
Permanent Secretary Fisheries/ Water Affairs	1	1		1				1		1	1			1		1	1				1	1				1				1		3	9	25%	75%
Other key persons	1[15]	4[16]	1[17]	1[18]		3[19]	1[20]	1[21]		1[22]		1[23]	2[24]	3[25]						4[26]	1[27]	5[28]	1[29]	5[30]	1[31]	5[32]	2[33]			1[34]	10	34	23%	77%
TOTAL	5	12	1	8	0	7	2	8	1	10	2	7	3	10	3	8	3	6	0	6	8	11	2	8	1	14	3	2	1	9	35	129	21%	79%
PERCENTAGE	29	71	11	89	0	100	22	80	9	91	22	78	23	77	27	73	33	67	0	100	42	58	20	80	7	93	60	40	10	90				

[14] Secretary of State - Rural Development.
[15] Deputy Minister of Geology and Industrial Mining.
[16] Minister - Geology and Industrial Mining; Secretary of State - Geology and Industrial Mining; Minister - Petroleum; Deputy Minister - Petroleum.
[17] Deputy Director - Department of Water Affairs.
[18] Director - Department of Water Affairs.
[19] Minister - Land Affairs; Minister - Rural Development; Minister - Hydrocarbons.
[20] Permanent Secretary - Ministry of Forestry and Land Reclamation.
[21] Minister - Ministry of Forestry and Land Reclamation.
[22] General Manager of Planning and Control - Ministry of Agriculture.
[23] Minister of Lands and Housing.
[24] Senior Chief Executive - Energy and Public Utilities; Permanent Secretary - Housing and Lands.
[25] Chief Agricultural Officer - Ministry of Agro-Industry and Food Security; Minister - Energy and Public Utilities; Minister - Housing and Lands.
[26] Minister - Natural Resources and Industry; Principal Secretary - Natural Resources and Industry; Chief Executive - Seychelles Agricultural Agency; Minister - Land Use and Housing.
[27] Deputy Minister - Human Settlements.
[28] 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.
[29] Minister - Natural Resources and Energy.
[30] Permanent Secretary - Natural Resources and Energy; Director - Department of Water Affairs; Head of Department - Tourism; Head of Department - Forestry; Head of Department - Meterology.
[31] Minister - Lands, Housing and Human Settlements.
[32] 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.
[33] Minister - Local Government, Housing, Early Education and Environmental Protection; Deputy Minister - Local Government, Housing, Early Education and Environmental Protection.
[34] Minister of Lands and Rural Resettlement.

The sections that follow measure progress in SADC countries against the provisions of the gender and climate change provisions proposed by the Alliance.

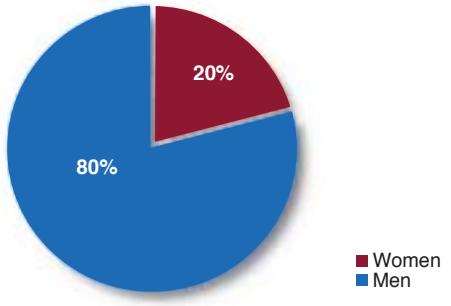
Women and men in decision-making in environment

It is proposed that the SGP 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 the 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, except for South Africa, which has a separate ministry of environmental affairs. 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, which can take away focus from addressing core environmental issues.

Data represented in Table 11.3 (overleaf) 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 11.2: Proportion of women and men in the environmental and sustainable development sector



Source: Gender Links (2013).

Women account for only 20% of those in key environmental affairs and sustainable development ministries: As illustrated in Table 11.3 and Figure 11.2, men hold 80% of key environmental affairs and sustainable development decision-making positions, including ministers, deputy ministers, permanent secretaries, heads of departments and other key positions.

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 South Africa and Namibia follow with 42% and 33% representation respectively. Mozambique and Angola perform fairly well at 27% and 29% 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.

In 2014, only five countries have women environmental affairs ministers: Angola, Lesotho, Mozambique, Namibia and South Africa. This means that women comprise 40% of SADC ministers of environment.

Currently no woman is a minister of agriculture in the SADC Region: Women, however, make up between 80-90% of rural and small-scale farmers across the African continent. Five women hold decision-making responsibilities related to lands (reclamation) and rural development and human settlements (in Lesotho, Mauritius, South Africa, Tanzania and Zambia). Women make up 23% of other key decision-making positions relating to the environment and sustainable development.

Institutional, legal and policy framework

It is proposed that the SGP 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.



Botswana: Botswana has no policy on climate change, but its lawmakers employ several strategies to address the issues:

- Parliament approved the Forestry Policy in August 2011. This instrument assists in creating awareness to guard against unsustainable utilisation of the forest resources.
- The Environmental Impact Assessment (EIA) Act of 2005 has been repealed and replaced by the Environmental Assessment Act No 10 of 2011. To facilitate the administration of the new Act, lawmakers developed Environmental Assessment Regulations of 2012. Both instruments came into force on 29 June 2012.
- Legislators approved The National Meteorological Services Act in 2009. The Mines and Minerals Act of 1999 is being reviewed to address issues of illegal mining.
- The Government of Botswana ratified the United Nations Framework Convention on Climate Change (UNFCCC) on 27 January 1994; it came into force on 27 April 1994.



Lesotho: *The Lesotho National Strategic Development Plan (2011)*
The NSDP (2013-2017) recognises climate change as a challenge and points to adaptation and mitigation strategies. However, it has a chapter on climate change with no reference to gender, which is a lost opportunity. As a development strategy the plan also provides for integrated environmental management. It recognises energy as an important driver of growth, committing to several energy related objectives, including increasing energy production capacity to attain self-sufficiency and export clean energy; expanding electricity access to industry, commercial centres and households; and promoting energy conservation and efficient use and distribution of alternative sources. It prioritises "clean energy and green technologies," hence it commits to investment in hydro, wind and solar for meeting Lesotho's energy demands. An assessment of the document indicates a lack of gender mainstreaming; while gender is dealt with as a stand-alone issue, there is no mention of climate change or natural resources in the proposed strategies.

The Draft Energy Policy remains the de facto anchor for energy sector activities, the vision of which is universal access to energy for all Basotho with cognisance of the environment[35]. It aims at four objectives, none of which are gender specific, despite emphasis on "contributing towards the protection of the environment, energy resources will be used in such a way that international, regional and local environmental agreements and protocols are observed"[36]. The lack of gender mainstreaming in the draft policy has also been observed in the energy gender audit report, an exercise carried out by GENOL-Gender and Energy Network of Lesotho with support of ENERGIA with recommendations for the ministry to integrate gender in the government draft policy implementation. Outputs included Gender Action Plan and Audit report[37].

The Lesotho Renewable Energy Policy is currently being adopted by the government. This policy will pave the way for the development of renewable energy resources in Lesotho with emphasis on affordability and sustainability. Lawmakers envisaged the policy document for adoption in 2012. Progress indicates that the UNDP-UNFPA country programme (2013-2017) proposes supporting the development and implementation of a rural renewable energy policy that can provide institutional, financial and technological incentives for use of "green energy," with special attention to assisting women in both household and economic functions. Productivity and livelihoods will also be secured through conservation of natural resources/ecosystems and the establishment of a sustainable land management model that improves food security.



South Africa: South Africa's response to climate change has two objectives:

- Effectively manage inevitable climate change impacts through interventions that build and sustain South Africa's social, economic and environmental resilience and emergency response capacity.

[35] DOE, 2003.
[36] (DOE, 2003: 1).
[37] (GENOL, 2012).

- Make a fair contribution to the global effort to stabilise greenhouse gas (GHG) concentrations in the atmosphere at a level that avoids dangerous anthropogenic interference with the climate system within a timeframe that enables economic, social and environmental development to proceed in a sustainable manner.

Government policy on climate change has been adapted to fit in with all relevant departments so as to have a cohesive plan that ties in with the country's developmental needs.



Zambia: A National Policy on Environment in Zambia provides a framework for addressing environmental and climate changes. Parliament amended the 1990 Environmental Protection and Pollution Control Act during the implementation of the FNDP. This led to the creation of a new institutional framework, the Environmental and Natural Resources Management Systems. Zambia has developed many policy and strategic frameworks, such as:

- National Conservation Strategy.
- National Environmental Action Plan.
- Forestry Policy.
- National Policy on Environment.
- Strategic plans (ZFAP, PFAP).
- Agricultural Lands Act of 1960, etc.
- Forest Act 1973.
- Environmental Protection and Pollution Control Act of 1990.
- The NEAP (1994) provides a general policy framework upon which the ZFAP, a long term forestry strategic plan (1998-2018) builds.
- Mines and Minerals Act no. 31 of 1995.
- Lands Act no. 29 of 1996.
- Zambia Wildlife Act no. 12 of 1998.
- Forest Bill of 1999.
- National Gender Policy, Fisheries Policy (Draft). The ZFAP is also considered as a holistic national forest programme (nfp) in Zambia.
- Decentralization Policy of 2002.
- National Lands Policy, 2006.
- National Policy on Environment, 2007.
- National Energy Policy, 2008.
- National Agricultural Policy.
- National Water Policy, 2010.
- Water Resources Management Bill (2010).
- (Replacing Water Act, Cap 312 of 1949).
- Fifth National Development Plan (2006-2010).
- Fisheries Act, Cap 314 of 2011.
- Mining Sector Policy.
- Sixth National Development Plan (2011-2015).



Zimbabwe: While Zimbabwe has no official long term development plan, it has a Medium Term Plan (MTP) covering 2012-2015. The MTP recognises that climate change poses a significant and complex challenge to social and economic development. It therefore calls for climate-smart policies and places climate change concerns at the centre of development strategies, plans and programmes in all sectors of the economy. This will ensure the sustainability of current strategies for social and economic development as well as their compatibility with international best practices on climate change adaptation and mitigation. The MTP's policy objective is to promote climate change mitigation and adaptation strategies in social and economic development at national and sectorial level. Its three policy targets include the development of a National



Women from Rusape, Zimbabwe during a workshop on gender concepts and climate change, 2013. *Photo: Tapiwa Zvaraya*

Climate Change Strategy; a Climate Change Policy; and a National Action Plan for Adaptation and Mitigation. It aims to increase the integration of adaptation and mitigation strategies in economic and development activities and policies at national and sectorial level.

Zimbabwe is addressing these policy targets through the Climate Change Office in the Ministry of Environment and Natural Resources Management. This office has initiated a process aimed at formulating a comprehensive National Climate Change Response Strategy. The Strategy will include a National Action Plan for adaptation and Mitigation as well as provide a framework for a comprehensive and strategic approach on aspects of adaptation, mitigation, technology, financing as well as public education and awareness. It will also help the government to determine whether there is need for a policy or another legal framework on climate change.

Gender-disaggregated data



It is proposed that the SGP 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 researchers have conducted data, for example in Namibia, it has been associated with international NGOs or UN agencies. Information that does exist about natural disasters and climate change events is based on qualitative reports not connected to a desire to investigate the gendered impact of climate change.

Namibia has collected important data that can be useful for developing measurement criteria or indicators for a regional framework: Researchers working on the UNFPA/NRCS Field Visit Report on Protection, Flood Relief Recovery (July 2011) gathered data for the Namibia Post-Disaster Needs Assessment following that country's 2009 floods.

Many of the indicators for gendered effects of climate change exist as a result of displacement in the aftermath of a natural disaster. This includes 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 and AIDS treatment and other health services; increase in GBV[38] and child abuse; and an increase in the number of orphaned and vulnerable children (OVCs).

Women living in inner cities of South Africa face serious challenges linked to climate change: These include the increase in waterborne diseases and limited mobility. Climate change places additional strain on women caregivers of orphans and other vulnerable children (OVCs) and the terminally ill. Heat-related deaths have become common among the elderly, children and the sick.[39]

Only Namibia has shown progress toward developing systems to tackle these issues: 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.

There has been an increase in community projects to raise awareness about disaster risk management and develop early warning systems and adaptation: Among these, collection of gender-disaggregated data is a priority, at least on paper. The Seychelles Sustainable Development Strategy (SSDS) is one example that provides a key opportunity for stakeholders to collect gender-disaggregated data. 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, there must be coordination among all relevant government institutions, humanitarian agencies and UN agencies; emphasis on protection of individuals; and development of effective early warning mechanisms.

[38] Minister of Lands and Rural Resettlement.
[39] No data is available to verify an increase in GBV because of displacement, and this indicator is derived from anecdotal evidence.

Sustainable technology

It is proposed that the SGP 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%.

Renewable, clean energy is now firmly part of **South Africa**'s energy mix. The country is currently home to the largest solar power plant in the region, in the province of the Northern Cape, which has a capacity to produce more than 85 000MW per year. The country also several other solar plants in the pipeline or already under construction. In 2013, South African leaders also launched the country's first commercial wind farm in Darling, with many others already dotted all over the country ready for operations. The population's enthusiasm for, and acceptance of, alternative clean sources of energy has encouraged the government to invest many billions of dollars in the energy sector.

Following the success of two Durban landfill "waste-to-energy" projects which feed electricity to the city grid, several other municipalities have followed suit. Tshwane, Johannesburg, Ekurhuleni and Cape Town now all have similar projects. Rebates from Eskom have provided an incentive. South Africa has also seen increased demand for domestic solar panels and solar water geysers, which significantly lower electricity bills for most households.

When it comes to sustainable development, **Namibia** has focused on improving livelihoods and rural development, moving towards sustainable technology and industrial solutions, as well as employment creation. Stakeholders started the Namibia Renewable Energy Programme (NAMREP) to improve livelihoods for rural people and create income generation activities for both men and women by providing them with access to off-grid renewable energy technologies. The programme co-ordinators focus on small-scale solar energy technologies, including photovoltaic pumps, solar water heaters, solar home systems and solar cookers. They expect households to purchase these through loans from the solar revolving fund. The private sector is also entering this field and has developed micro-financing programmes dedicated to renewable energy technologies. Access to these types of loans does not come easy for rural women, however, especially due to poverty. The number of households accessing solar technologies is still very small.

Since Namibia enjoys more than 300 days of sunshine annually, much more could be done to develop solar technologies, and not only for household use. One noteworthy project in this regard is the Tsumkwe Energy hybrid system, commissioned in August 2011. This state-of-the art solar diesel system, with a capacity of 200 kWp solar and 300 kW diesel, is the largest of its kind in Africa, feeding its electricity into a mini-grid supplying the entire settlement of Tsumkwe in eastern Namibia, an area inhabited mainly by indigenous San people. The hybrid system now provides 24 hours of electricity, seven days a week, at 50% of the cost of the previous system, which only used diesel and only operated for 12 hours per day.



Photo: Google Images

Table 11.4: Measures for adapting to climate change and sustainable development in Swaziland	
Measure	**Description**
1. Crop production • Promoting irrigated agriculture through large, medium and small scale dams. • Introducing conservation agriculture. • Diversifying crops grown to reduce the risk of failure. • Converting to development other than grazing conservation, ecotourism and hunting.	• The Komati Downstream Development Project and Lower Usuthu Smallholder Irrigation Project (LUSIP) is promoting agriculture through large scale dams; • The Shewula COSPE project adopting zero or low tillage to project soils from heat, drought and intense rainfall; • Large scale production of cassava for starch; and • Options include extensive grazing, nature and bio-diversity conservation, eco-tourism. Examples are the COSPE project above, NISELA and Eco-tourism In Piggs Peak.
2. Water • Integrated water resources master plan.	To improve overall governance of water the country embarked upon the development of an integrated Water Resources Master Plan (IWRM) in 2008. This is intended to broaden awareness of water issues and promote sustainable utilisation of the resource. Climate change issues have been included in the IWRM plan.
3. Small earth dams	For several decades small earth dams have been used in rural areas to provide domestic, crop and livestock water. Under an EU project in the 1990s, builders constructed more than 25 earth dams. Eight will be constructed under the FAO Swaziland Development Project with downstream infrastructure to store runoff water for domestic, crops and livestock.
4. Establishment of five river basin authorities	The Department of Water Affairs under the Ministry of Natural Resources established under the 2003 Water Act River Basin Authorities to better plan and manage basin water resources. Climate change adaptation is central to these initiatives through increasing irrigation water use efficiencies, water distribution infrastructure improvement, water accounts, expansion of domestic or community water schemes, catchment management and alien plant eradication.
5. Conversion of irrigated systems to drip	Royal Swaziland Sugar (RSSC) is implementing a programme of converting sprinkler irrigated fields to drip irrigation as well as improving water use efficiencies. The conversions allow for water saving that can be used for further expansion of the hectares under cane.
6. Research	Dlamini (2010) and Monadjem have been conducting studies to ascertain the possible impacts of climate change on vegetation and avifauna. It is anticipated that these research initiatives will provide the impetus and direction for future adaptation of species and biodiversity in general.
7. Lower Usuthu Smallholder Irrigation Project (LUSIP)	The objective of this project is to reduce land degradation and biodiversity loss in the Lower Usuthu River Basin through the application of sustainable land management practices. The LUSIP project will address the undesirable environmental trends related to land and water mismanagement in the area, which include land degradation, ecosystem and biodiversity losses and worsening conditions in human settlements.

Table 11.4 illustrates several measures Swaziland lawmakers have undertaken in order to adapt to climate change in a sustainable way. These involve research, irrigation, altering crop production and the establishment of five river basin authorities.

Overcoming the rains in Namibia's Caprivi region



Katima Mulilo, a city in northern Namibia, is both a global warming hot spot and an environmental disaster waiting to happen. Temperatures have been rising in the town, where many people live in informal settlements and use fire as their main source of energy for cooking. The dumping of waste also contributes to contamination of the underground water and the Zambezi River, which is the source of drinking water in the town. Furthermore, Katima Mulilo receives heavy rainfall every year which contributes to the rise in water levels in the Zambezi River, which has made flooding and drainage issues perennial problems in the community. Aware of the increasing severity of these issues, the city's town council implemented a programme to tackle them.

Background: Flooding started in 1993 when people moved to the informal settlements of Choto, New Cowboy, Zambezi location, Butterfly and Mahohoma. These settlements became prone to flooding because of their location. Due to financial problems, the council could not provide storm water drainage systems in the location at that time. People moved to Katima Mulilo to seek employment but a lack of serviced land for human settlement led people to build houses on any open space. Therefore some settled in flood prone zones and now experience flooding each year. Moreover, air pollution is also a problem in Katima Mulilo due to the fact that the majority of residents have little money and must use firewood for cooking. This also has a negative impact on the vegetation and many trees have been cut down so the citizens of Katima Mulilo can survive.

Objectives

- Educate the residents on the effects of increasing temperature and how it can be controlled;
- Promote awareness on the situation of the agricultural biodiversity; and
- Promote sustainable care and support programmes for women and children affected by the changing climate.



Heavy rains now flood several communities in Katima Mulilo on an annual basis. *Photo: Courtesy of Newera website*

Beneficiaries: Everyone in the city benefits from the project due to the fact that all citizens live healthier lives if there is clean air and water. In addition, the people of Katima Mulilo receive education on protecting the environment through this initiative. Women and children benefit specifically through the council's sustainable care and support programmes.

Process: The council provides basic services and maintains infrastructure in the existing settlements; ensures a healthy safe and clean environment for all by providing a dumping site; develops human resources such as engineers; encourages people to build permanent structures; supports projects and investments that can create employment for people to improve their living conditions; and educates people on the importance of trees to our lives and the environment.

Outputs and outcomes: The main output is the education of residents on the effects of temperature increase and awareness raising on the topic of gender and climate change. The major outcome is the improvement of people's livelihoods, especially those affected by floods. The council provides them with food, water, education and proper sanitation. The council has also constructed new and better water drainage systems.

Challenges and lessons: Challenges include lack of infrastructures, roads, storm water, sewer and sanitation services, unserviced land and lack of resources. Katima Mulilo councillors have learned that flooding is going to continue to be a reality as climate changes in SADC. There is thus a need for more education on the changing climate so that information can be cascaded down to the grassroots level. Furthermore political participation is also vital - different parties should come together to exchange the best strategies to overcome the challenges faced by the town. Stakeholders should develop a comprehensive action plan.

Replication and sustainability: The project has implemented interventions to sustain it in the future. These include gender balance in decision making; education on gender and climate change; participation of key stakeholders; permanent relocation of people living in flood areas; construction of storm water drainage; and recruitment of qualified engineers to help the community.

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.

As climate change moves from being a media and development buzzword to a reality on the ground, it will increasingly become part of mainstream discourse. It is no longer an issue of trying to convince people of its existence, but rather about educating citizens in Southern African countries about how to cope with climate change.

In this regard, **Angola** has, since as far back as 2007, embarked on intensive education and public awareness programmes. The Ministry of Education and Culture and the Ministry of the Environment conducted an initial training of trainers about environmental education, attended by education professionals in order to:

- Sensitise teachers about environmental issues;
- Convey the concept of environmental education;
- Transmit experiences for the use of specific methods and resources to allow the development of environmental education in schools;
- Ensure that the target audience understands the fundamentals of developing an ecological conscience in students, in order to allow for a change in behaviour with relation to environmental problems.

This has created a generation of well-versed young people capable of engaging with issues related to climate change.

Lesotho: As a land-locked country, the impact of climate change on Lesotho has very dire social and economic consequences. The government is slowly trying to increase awareness about the problem. While the potential impact is acknowledged and appreciated in Lesotho, the issues around climate change have not been integrated into the national development agenda in any significant way. Climate change affects all aspects of life, hence national stakeholders broadly acknowledge that it should be accorded high priority along with other national challenges such as HIV and AIDS and poverty reduction.

The government seeks to mainstream climate change issues into national policy development debates and legislative frameworks to build capacity at both institutional and systemic levels. In Lesotho, climate change affects major economic sectors: water, environment, agriculture, forestry, energy, etc.

A major limitation in the current policy developments and legislative frameworks is that issues of climate change do not feature prominently despite the levels at which the aforementioned sectors have become prone to instabilities due to climate change. The national capacity self-assessment process has identified the need to address policy and legislative gaps and/or discrepancies.



Basotho huts covered in snow in Mokhotlong, Lesotho. *Photo: Ntolo Lekau*

Protocol @ work

Fuel efficient stoves reduce deforestation in Swaziland



One way of avoiding deforestation is to use wood efficient cook-stoves which use less amounts of energy for cooking, thus protecting forests. Rural citizens use wood as fuel every day - open fire is the most common yet it uses the most wood. Women factor into this equation as they spend time in the bush collecting firewood, putting themselves at risk of sexual assault and other dangers. Women also have to walk long distances to collect firewood. They carry large bundles of wood uncomfortably on their heads and then return home to make a fire in the open. Stakeholders see the stoves as a good solution for several reasons:

Time: Women and children will spend less time collecting firewood and cooking. The stoves cook with less wood and much faster, as the heat is directed to the pot.

Energy: These stoves direct heat to the pot as opposed to the open fire. Less energy is also used because women can collect twigs instead of large pieces of firewood, which also uses less energy in cutting and carrying.

Environment: These stoves reduce deforestation because fewer trees need to be cut down and people only need collect twigs for the stove.

Protect human health: These stoves reduce exposure to health problems associated with smoke inhalation and carrying heavy loads. The woodstoves emit less smoke and reduce diseases that may be caused by inhaling smoke.

Livelihood improvement: The livelihood of the family is also improved as children and women spend less time collecting firewood and spend their time on developing themselves through activities or sport. The stoves are easy to use, thus taking less time to make the fire and cook faster. Women and children feel safer because they go into the forests alone less often. With the introduction of wood fuel efficient stoves, spare time can also be used for studying. The schools now have a higher intake since the introduction of these stoves.

The project: The first step involved training faciliated by the Lower Usuthu Sustainable Land Managemetn (LUSLM) project on the importance of preserving our forests. Trainers facilitated this together with the Forestry Department and the Energy Department in the Ministry of Natural Resources. Women in Development under the Ministry of Tinkhundla facilitated the training on the manufacturing of the household stoves.

Challenges: Schools present a challenge because they often have small kitchens that don't fit a stove. This is because stoves should be a metre from the wall and not lean against a wall. Another problem involves clothing because many women do not have long pants and typically wear dresses, which do not work for welding and grinding. It is challenging to change attitudes in communities where women typically do not wear pants. This project also attempts to break the stereotype among communities that jobs like brick laying and welding are men's work.

Women's empowerment: The project has already empowered four women with practical skills on stove construction. These women now also have brick laying, grinding and welding skills. The women who do the cooking for the large number of school children now do it quicker and easier. This makes them concentrate on the taste of the food rather than the fire below, thus they can cook healthy and delicious food. Women who took part in the pilot household stove project now also cook faster with more than one pot. One woman has shown interest in starting a small baking business, while others are thankful for the extra time they have to do other things. "I now cook meals easily for the school children. Before I would struggle with wood as some of the kids would come with wet logs and the fire would not heat well. This stove is simple to light and heat just by the use of twigs I cook a meal in time," says Make Mamba, a school cook from Maloyi Primary school.

Changes at the community level: The community now has a new way to look at its natural forest. The introduction of the fuel wood stoves has shown community members that they do not need a heap of wood to cook, they only need fire. Neighbours from nearby communities now come to buy firewood and medicinal plants that no longer exist in their area. The forest is being left intact for future generations.

Changes at policy level: The traditional authorities have accepted that climate change is a development issue. Local leaders have now created a policy that it is a crime to cut stacks of firewood in the forests. People have been trained about the preservation of forests and they have volunteered to guide their ongoing growth.

Learning and sharing with other organisations and institutions: The involvement of a number of stakeholders in this project has been vital to its success. The Ministry of Agriculture and the Ministry of Natural resources assisted citizens in understanding the impacts of climate change and how to mitigate it. Women in Development under the Ministry of Tinkhundla provided the necessary skills needed for making household stoves. Probec, an environment NGO, assisted in trainings along with the Ministry of Natural Resources. LUSIP-GEF helped with coordination and purchased some training and building materials.

Zimbabwe: Given its large rural population, effective communication on climate change has been a challenge in Zimbabwe. However, studies have shown that using the right medium of communication had been highly beneficial. Both government and the NGO sector have been utilising radio as a means of conveying awareness. This has proven highly effective and, as a result, more than 80% of the rural population is aware of the concept and most have resorted to indigenous means of adaptation and mitigation that have not been in use for centuries. This has had some very interesting results in a number of provinces, where although the rainfalls have been unpredictable and sparse, communities have been thriving by using traditional methods of harnessing moisture and conserving all water resources.



Hurungwe Rural District Council works to tackle impacts of climate change

The Kariba REDD+ project is a community-based programme that seeks to empower local communities in providing alternative income-generating projects with a low environmental impact. The project is located in the north west of Zimbabwe and spans over four provinces. Four rural district councils, namely Binga, Nyaminyami, Hurungwe and Mbire, administer it. The programme's mandate is to employ community responsibility and efficient natural resource management in the fight against climate change.



Women benefit from Zimbabwe's Kariba REDD+ project works at a community garden plot. *Photo: Courtesy of Southpole carbon website*

Objectives

- Reduce emissions from deforestation and forest degradation;
- Guard against linkages (causes of deforestation and degradation);
- Ensure sustained availability of wood supply for domestic use to the local population while providing alternatives to wood harvested from natural forests;
- Contribute to community development and poverty alleviation;
- Improve rural agricultural productivity through provision of inputs and equipment, maintenance and establishment of infrastructure, and training of local farmers;
- Build capacity within the local communities to cope with climate change; and
- Create a successful example that can be replicated in Zimbabwe and elsewhere.

Background

The expansion of agriculture and over-use of wood resources had for years continued in an uncontrolled way. Direct negative impacts on local livelihoods continued to escalate, including the increased necessary efforts to collect fuel wood needed for everyday purposes. Decreased forest cover has severe impacts on properties and on local ecosystems, and subsequently on the climate. In Hurungwe, the escalation of deforestation continued seasonally as wood is used to cure tobacco during the tobacco season. Farmer's ratios dictate that one hectare of tobacco is proportional to one hectare of wood lands. This leads to exposed soils which erode and degrade, leaving them unsuitable for future cultivation.

Furthermore, increased erosion leads to increased siltation, a problem for the adjacent Lake Kariba and its hydropower facilities that would ultimately have a national effect. Other hydrological impacts of deforestation include reduced groundwater recharge, increased dust levels and more erratic rainfall.

Partnerships, coalition building and beneficiaries

Council has fostered a local private partnership with Carbon Green Investments Guernsey (CGI), a Guernsey-based company established to facilitate REDD projects in Zimbabwe. CGI is the project's central entity involved in project management, development, implementation and operation - both from a technical and a financial perspective. CGI cooperates with several additional local partners. Black Crystal Consulting is a Zimbabwean environmental consulting agency that supports the biodiversity component of the project. Environment Africa is an NGO working in Southern Africa, which contributes its expertise and experience to the community engagement side of the project. The project has 52 direct beneficiaries (40 women and 12 men) and 53 719 indirect beneficiaries (26 715 women and 27 004 men).

Challenges and solutions: Project challenges include the prevalence of savannah grass, which continues to promote veld-fires in the region; increased demand for wood in the tobacco curing process increases the risk of deforestation; presence of unexploited bio-mass plots where tree availability creates a care free attitude in the area as there remain a lot of unexploited areas; and natural disasters like droughts and floods. Stakeholders have overcome some of these challenges through the extension of carbon trading bio-mass plots, which promotes a more controlled natural resource base and amplifies protectionism because of incentives. Challenges have also been overcome through the promotion of cultivation of other crops apart from tobacco, such as chilli and garlic, and council has been encouraging other methods of tobacco curing apart from wood source through provisions of coal.

Women's empowerment: Women have been given control over their own means of income and the community gardens have changed the traditional perspective of women as they have given them a strong financial base which allows them to be independent and self-reliant. Women can now send their children to school and buy household essentials as well as make provisions for balanced and nutritious diets. Women no longer wait for provisions from men as they can now provide for their families.

Empowerment of men: Workshops and training meetings that predominantly target women have drawn men, who have also been seen to contribute their labour and expertise to support women. Many men helped in the construction of the community garden and men also participate in its upkeep. In ward 10, a bamboo project set up to reduce deforestation saw the male councillor adopt a 50-50 policy in distribution of incentives, which is further evidence of a change in attitudes.

Lessons and innovations: These include: community involvement is pivotal in the climate change initiative as the community is the foundation of any process and without community support the initiatives will be in vain; natural resource management is important as the effects of such have a major negative contribution on the environment and wellbeing of the community; and global partnership is crucial as benefits get shared as the initiative is to safeguard against the common problem of climate change hence the poorest developing countries gain important income through incentives of carbon trading that help improve living standards of the communities.



Climate change is encouraging more bushfires so community reforestation work is vital. *Photo: Zotonantenaina Razanadratefa*

SGP Post 2015

Gender, climate change and sustainable development and post 2015

The proposed addendum to the SGP on climate change marked a watershed moment for the Alliance. Not only did it bring to the fore the crucial link between climate justice and gender justice, but also went further, becoming a catalyst for a review of the entire Protocol post 2015. The proposed provisions can now inform discussions on the next set of targets and indicators to steer the regional gender and development framework as the 2015 deadline approaches. In the lead up to the Regional 2014 SADC Gender Protocol@Work summit the Alliance held country consultations on the post 2015 SGP, calling for a stronger agenda especially for women's rights, environmental sustainability and climate change.

In 2012, just at the same time the campaign for the adoption of the addendum kicked off, world leaders at the Rio +20 Conference (United Nations Conference on Sustainable Development also known as Earth Summit 2012 aimed at reconciling the economic and environmental goals of the global community) reaffirmed the vital role of women and the need for their full and equal participation and leadership in all areas of sustainable development.

While recognising progress achieved by 2012 on some areas of gender equality the leaders acknowledged notable gaps on the realisation of the full potential of women to engage in, contribute to and benefit from sustainable development as leaders, participants and agents of change as a result of socio-economic and political inequalities. The conference called for the adoption of measures to promote gender equality and the empowerment of women in all spheres of society, including the removal of barriers to their full and equal participation in decision-making and management.

SADC Gender Protocol and Climate Change

While the SGP did not have any set targets on gender and climate change the campaign provided the impetus for measuring the performance of governments against the draft provisions of the Addendum. Women make the majority of rural and small scale farmers across the region, yet there is not a single woman Minister of Agriculture. Women account for only 20% of key environmental affairs and sustainable development ministries. At 60%, Zambia is highest using this measure. The figure varies from 9% to 42% in other countries. Only five countries (Angola, Lesotho, Mozambique, Namibia and South Africa) have women Environmental Affairs Ministers. Most countries do not have gender specific policies on gender, climate change and sustainable development, making a strong case for the addition of gender provisions in the SGP post 2015.



Collecting water from communal points increases women's vulnerability.
Photo: Zotonantenaina Razanadratefa

SADC frameworks for climate change

While the impact of environmental problems, particularly climate change, is increasingly felt in the SADC region, environmental policies are nevertheless not high on the domestic political agenda in most countries. Lobbying on the Addendum created areness on the crucial links between gender and climate justice reflected in the draft SADC Protocol on Environmental Management and Sustainable Development.

Chapter on SADC Protocol on Environmental Management and Sustainable Development

- State Parties shall undertake gender analysis and gender mainstreaming of all environmental management, climate change and sustainable development policies, programs, projects and budgets - from research programs to mitigation measures and adaptation plans.
- State Parties shall develop and implement gender responsive policies, strategies, projects and programmes for environmental management, disaster reduction especially on climate change for sustainable development.
- State Parties shall design gender responsive capacity building, education, and training on environmental management, and climate change for sustainable development initiatives.
- State Parties shall employ people-centred, equitable, inclusive and participatory consultations of all stakeholders including women and men in all environmental management, and climate change for sustainable development programmes and initiatives.
- State Parties shall utilize women's skills, knowledge and capacities in mitigation and adaptation strategies, given that women are predominantly custodians and caretakers of the environment and national resources.
- State parties shall conduct research which does exist on gender and environmental management, risk assessment and management and emergency management and response for sustainable development to be compiled in more systematic manner for policy makers and program implementers.
- State Parties shall develop gender sensitive indicators for environmental management for sustainable development for use in national governments; local and international communications.
- State Parties shall collect and publish gender disaggregated data on environmental management, Climate Change and Sustainable development, impacts, mitigation and adaptation at every level to guide appropriate planning and programming.



Climate change for sustainable development programmes and initiatives: Planting trees in Beit Bridge. *Photo: Colleen Lowe Morna*

Gender in the SADC Environment Protocol versus in the SGP

The debate over whether to mainstream gender targets in extisting SADC Protocols versus reflecting them in the SGP dates back to the early negotiations on this instrument and is a universal one. The danger with stand alone instruments is that gender then may stand alone. On the other hand, experience has shown that gender mainstreaming often results in gender being mainstreamed out of existence. Just as gender is a stand alone goal in the draft Sustainable Development Goals, and is also mainstreamed in other targets, sustainable development needs to be incorporated into the SGP, and be mainstreamed in the SADC Protocol on Environmental Management and Sustainable Development.

Women are the world's main producers of food as well as being primarily responsible for collecting water and fuel. In these roles, they have extensive knowledge about the management of natural resources and ecosystems and can provide vital insights into effective climate change responses.[40]

Table 11.5, based on Annex A that analyses the targets in the draft Addemdum and Sustainable Development Goals, as well as gender-aware indicators derived from various sources, shows the range of possible targets and indicators that could be adopted. This includes 30 possible indicators in various categories including access and decision-making, gender and climate change management system, disaster management, energy, deforestation, food security, community mobilisation and capacity building, mitigation and adaptation, monitoring and evaluation. While not all of these might be measurable, this is a good starting point for negotiations. *The bottom line is that gender and climate change must be on the SGP agenda* as this issue is central to poor rural women, who constitute the majority of women in the SADC region.

[40] http://www.oecd.org/dac/gender-development/POST-2015%20Gender.pdf accessed 16 July 2014.

Table 11.5: Proposed targets and indicators on gender and climate change		
Area	**Targets**	**Indicators**
Access and decision - making	Ensure women's equal access to, control and ownership of assets and natural and other productive resources (Draft SDG 5.7).	1. Percentage land owned by women.
	Ensure 50 percent representation of women in decision- making by 2030 in environment, climate change, agriculture and tourism sectors.	2. Number of women in decision making by 2030 in environment, climate change, agriculture and tourism sectors.
	Ensure representation and participation of indigenous women and men in decision making processes relating to environment, climate change, agriculture and tourism sectors at local and national levels (recognising their unique needs).	3. Number of indigenous women and men in decision making processes relating to environment, climate change, agriculture and tourism sectors at local and national level (recognising their unique needs).
	State Parties shall, by 2030, utilise women's skills, knowledge and capacities in mitigation and adaptation strategies, given that women are predominantly custodians and caretakers of the environment and national resources.(Draft protocol on environmental management for sustainable development; draft SDG 2.9).	4. Existence of a database of documented indigenous knowledge systems on adaptation, mitigation, disaster risk reduction management and early warning.
Gender and climate change management system	State parties shall conduct research which exists on gender and environmental management, risk assessment and management and emergency management and response for sustainable development to be compiled in more systematic manner for policy makers and program implementers. (Draft protocol on environmental management for sustainable development).	5. Number of countries that have conducted research on gender and environmental management, risk assessment and management.
	State Parties shall undertake gender analysis and gender mainstreaming of all environmental management, climate change and sustainable development policies, programs, projects and budgets-from research programs to mitigation measures and adaptation plans. (Draft protocol on environmental management for sustainable development).	6. Number of countries with costed gender action plans on environmental management, climate change and sustainable development.
	Put in place gender responsive legislation and policies on climate change and disaster management by 2030.	7. Existence of a standalone national gender, climate change and sustainable development policy OR gender substantively mainstreamed in climate change and sustainable development policy.
	Establish a multi sector coordinated forum among the sub-regional; national and local institutions responsible for climate change, gender, human rights and health policy.	8. Number of countries with harmonised sub-regional; national and local institutions responsible for climate change, gender, human rights and health policy.
Disaster management	State Parties shall develop and implement gender responsive policies, strategies, projects and programmes for environmental management, disaster reduction especially on climate change for sustainable development. (Draft protocol on environmental management for sustainable development).	9. Number of women with access to early warning systems, insurance and social protection (difficult to measure).
		10. Number of women who suffer from the impact of natural disasters.[40]
		11. Number of women with access to basic services in high risk areas.[41]
		12. Percentage of mitigating climate finance directly benefiting women.[42]
	Set up disaster management committees that include women at local and national levels by 2030.	13. Number of women in local and national level disaster management committees.
Energy	By 2030, States shall develop, deploy and disseminate sustainable technology that is responsive to women and men in local (poor) communities and promote cleaner burning fuel for household use that will reduce air pollution and cut annual cooking costs.	14. Percentage households with access to electricity.
		15. Percentage households with access to solar energy.
	By 2030 retrofit x% of existing industries with clean technologies and environmentally sound industrial processes to achieve y% energy and z% resource-efficiency improvement, with all countries taking action, developed countries taking the lead and developing countries following a similar pattern taking into account their development needs and capabilities. (Draft SDG 9.11).	16. Percentage households that have access to sustainable biomass and advanced cook stoves.

Area	Targets	Indicators
Deforestation	Ensure that the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism takes into consideration the different roles of and impacts on women and men when integrating the concerns and priorities of local communities and forest dependent communities; and sharing of benefits, land and forest rights by 2030.	17. Proportion of women that receive a share of the benefits through the REDD+ mechanism.
Food security	By 2030 integrate biodiversity conservation measures into national and local development strategies, planning processes and poverty reduction strategies (Draft SDG 1.8)	18. Number of countries that have integrated biodiversity conservation measures into national and local development strategies, planning processes and poverty reduction strategies.
	By 2030, substantially increase small-scale food producers' incomes and productivity, including small family farmers, pastoralists and fishers, with a particular focus on women.	19. Increase in productivity and income of women small scale farmers. 20. Existence of food systems that are more productive , sustainable, resilient and efficient.
	By 2030, fully implement agricultural practices that strengthen resilience and adaptation to extreme weather, drought, climate change and natural disasters, in particular for small-scale farmers (Draft SDG 2.8).	21. Number of countries that have fully implemented agricultural practices that strengthen resilience and adaptation to extreme weather, drought, climate change and natural disasters.
Community mobilisation and capacity building	State Parties shall employ people-centred, equitable, inclusive and participatory consultations of all stakeholders including women and men in all environmental management, and climate change for sustainable development programmes and initiatives.(Draft protocol on environmental management for sustainable development).	22. Percentage of women and men who participate in consultations of all stakeholders including women and men in all environmental management, and climate change for sustainable development.
	State Parties shall by 2030 design gender responsive capacity building, education, and training on environmental management, and climate change for sustainable development initiative.(Draft protocol on environmental management for sustainable development).	23. Percentage of women with knowledge on environmental management, and climate change for sustainable development.
	Conduct gender sensitive education, training and public awareness campaigns on climate change and sustainable development.	24. Number of countries that have conducted training and public awareness campaigns.
	Ensure that public media plays a significant role in sharing information on gender dimensions of climate change and sustainable development.	25. Number of public broadcasters that have gender sensitive coverage on environmental management and climate change.
Mitigation and adaptation	Develop climate change mitigation and adaptation programmes that use gender analysis to improve the welfare of women and girls - for example., access to credit, capacity building and extension services, information dissemination, improved access to land and natural resources, sustainable energy and technology and access to reproductive health information and services.	26. Number of countries with policies on climate change mitigation and adaptation and access to productive resources.
	Ensure that adaptation and mitigation strategies support basic human security and the right to sustainable development.	27. Existence of adaptation and mitigation strategies supporting basic human security and the right to sustainable development.
	Ensure that women and men can equally access climate change financing vehicles available to SADC.	28. Number of women accessing climate change financing vehicles.
Monitoring and evaluation	State Parties shall develop gender sensitive indicators for environmental management for sustainable development for use in national governments; local and international communications (Draft protocol on environmental management for sustainable development).	29. Number of countries that have developed gender sensitive indicators for environmental management and sustainable development for use in national governments; local and international communications.
	State Parties shall collect and publish gender disaggregated data on environmental management, Climate Change and Sustainable development, impacts, mitigation and adaptation at every level to guide appropriate planning and programming. (Draft protocol on environmental management for sustainable development).	30. Data collection tool for systematic recording of gender disaggregated data on women and men who suffer from natural disasters to inform gender responsive services in high risk areas.

Source: http://www.gendercc.net/policy/conferences.html?L=2index.php

40 World development indicators.
41 WHO Progress in Sanitation and drinking water.
42 World development indicators.

Next steps

- Strong calls for the review of the SGP at the meeting of gender ministers in Lilongwe, Malawi, and SADC Heads of State Summit in August in Zimbabwe.
- Inclusion of gender and climate change provisions in the SGP post 2015.
- 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 and to put the role of women firmly into the plans for climate change and sustainable development.
- Highlight the importance of the countries to reach for an overall legally-binding climate change decision or treaty which will force all countries to cut their carbon emission in order to reduce climate change and its impacts because essentially, there is No gender justice, without climate justice!
- Advocate for Africa to unite and speak with one voice at the UNFCCC COP processes, because unity will ensure that Africa's voice is heard.
- 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.



Over to the decision makers to take forward the post 2015 gender and climate change agenda. *Photo: Colleen Lowe Morna*

Annex 1

SADC GENDER PROTOCOL BAROMETER CITIZEN SCORE CARD

MAIN PROVISIONS	SPECIFIC TARGETS TO BE ACHIEVED BY 2015	SCORE OUT OF TEN					
ARTICLES 4 - 11: CONSTITUTIONAL AND LEGAL RIGHTS		2009	2010	2011	2012	2013	2014
Provides for all Constitutions in the region to enshrine gender equality and to give such provisions primacy over customary law. All laws that are discrimina-tory 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	6.9
	2. Review, amend and or repeal all discriminatory laws.	6	6	6	7	6.5	6.7
	3. Abolish the minority status of women.	6	6	6	6	6.4	6.7
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	6.7
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	6.8
	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	6.8
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	6.7
	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	6.4
	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	6.7
	10. Review national trade and entrepreneurship policies, to make them gender responsive.	4	4	4	6	6.6	6.4
	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 procure-ment process.	5	5	4	5	6.5	6.8
	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	6.7
	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	6.9
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	6.8
	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	6.9
	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	6.9
	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	6.9
	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	7.0
	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	6.4
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	6.3
	21. Reduce the maternal mortality ratio by 75%.	6	6	6	6	6.6	6.5
	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	6.4
	23. Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.	5	5	5	5	6.7	6.4
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	6.4
	25. Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.	7	6	7	7	7.1	6.4
	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	6.4
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	6.5
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	6.5
FORMULA = TOTAL DIVIDED BY 280 x 100	**AVERAGE SCORE**	**55%**	**54.3%**	**54.6%**	**56.7%**	**66%**	**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

GENDER EQUALITY IN SADC
THE TIME IS NOW

Encompasses

commitments made in all regional, global and continental instruments for achieving gender equality.

Enhances

these instruments by addressing gaps and setting specific, measurable targets where these do not exist.

Advances

gender equality by ensuring accountability by all SADC Member States, as well as providing a form for the sharing of best practices, peer support and review.

















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 one year 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 2014 Barometer provides a wealth of updated data against which progress will be measured by all those who cherish democracy in the region. The world, and SADC, is also looking to the future with the post 2015 agenda. Now is the time to strengthen resolve, reconsider, reposition, and re-strategise for 2030.

